Rethinking Conventional Responses:
Integrated Approaches in the Fight against Wildlife Crime

SUMMARY OF DIALOGUE AND OUTCOMES
Wildlife Crime Workshop – 15 November 2012 – WWF US Headquarters

Overview of dialogue and outcomes

"The wildlife issue is completely bi-partisan. We may all frame the issue differently, but are absolutely supportive of it… If we come together, we can do anything" (Workshop participant).

This document provides an overview of dialogue and outcomes from a full-day Workshop held on November 15, 2012 at World Wildlife Fund in Washington, DC. This Workshop convened over 100 experts from the wildlife conservation, development, forestry, finance, markets, defense, technology, media and marketing, and enforcement sectors to debate key issues pertaining to wildlife crime. Participating experts sought to identify where integrated responses to wildlife crime can leverage benefits to conservation and further effective policies in the areas of development, security, and governance.

This dialogue integrated thematic breakout discussions with two plenary discussions to enable cross-fertilization of knowledge and ideas. In breakout and plenary dialogues, experts established better understanding of what is currently being done to address wildlife crime in specific sectors, worked to identify where blockages exist to being effective, and initiated determination of feasible strategies for overcoming these blockages.

As the majority of experts who participated in this Workshop are based in the United States, this dialogue tended to emphasize actions and needs from a U.S. perspective. However, many participating experts have extensive experience working in priority countries with programs focusing on international elements. Experts were therefore able to identify needs for action in other countries and international arenas, in addition to the United States.

The intent of this document is to provide workshop participants with a full and accurate accounting of the discussions that occurred in each of the morning breakout groups and in the two afternoon plenary sessions. There is, therefore, a significant amount of repetition of ideas and observations in the three main sections that follow. Some thought was given to consolidating these sections so as to eliminate some of that repetition. However, as doing so would have required the application editorial judgment— and with it the risk of introducing a conservation bias—we decided to let the repetition occur where it occurs. Indeed, there may even be value in this redundancy, as it underscores key takeaways we attempt to highlight in the 'Urgent and Actionable Recommendations' section.

Colleagues will find more questions asked here than they will answers; more problems posed than solutions. This discussion is just beginning and, if there is one over-arching take-away, it is the need for cross-sectoral collaboration and partnerships to combat wildlife crime. All participants, whether from the conservation, security, law enforcement and private sector communities, aspire to claim the same hilltop, to help ensure the peace, security and stability of the world in which we live. None of us is likely to do this alone. But the outline of collaboration suggested in this Workshop could offer a model for how we may work together to do so in the future. WWF and TRAFFIC would like to thank colleagues for their comments and feedback on draft renditions of this document.

Contents

SESSION 1 Breakout Groups - Focal areas and fundamental positions

"This is more than just a financial [or security] issue, it's a morality issue with a range of other considerations. For instance, there's a need for more focus on the underlying concern of sustainability. Fundamentally, this is what separates wildlife crime from other forms of crime, like narcotics"
(Workshop participant).

In this dialogue, the four core focal areas of expert discussion and their fundamental positions included:

Militarization of conservation crime & professionalization of conservation law enforcement
There are concerns that the militarization of poaching poses a threat to economic and social stability, especially in central Africa. However, further intelligence is needed to link revenues from the illegal wildlife trade to terrorist groups and/or international drug cartels, thereby triggering government military responses, such as the U.S. Department of Defense involvement under existing authorities. It will be essential to consider what the United States can do to better address these threats, and whether there is a distinct role for AFRICOM. Also necessary will be identifying how we can build enforcement capacity and professionalism while enabling law enforcement actors to become key partners in addressing wildlife crime. The extent to which foreign militaries could or should engage, and whether there is a link to U.S. military participation in any way, merits further consideration.

Dismantling organized wildlife crime & financial flow intelligence
There is an urgent need to recognize the increasing sophistication, corruption, and organization associated with wildlife crime. While wildlife trafficking is recognized as Transnational Organized Crime (TOC) by institutions such as INTERPOL and the UN Office of Drugs and Crime that recognition does not often become ingrained in the policies and operational priorities of government's law enforcement agencies. As a result, there remain major challenges in efforts to protect nature globally from poaching gangs, trafficking operations and illicit trading. Decades of enforcement and policy experience in dealing with TOC needs to be channeled to seriously consider wildlife crime. But with this focus, opportunities emerge to learn from mistakes and victories of the past, to adapt and apply lessons to wildlife crime. We need to recognize and rise above barriers to intra- and inter-organizational collaboration. Although challenging, disrupting the crime groups now dealing in extinction as a profit strategy requires (at a minimum) removing profit incentives, following the money and assets to secure prosecutions that result in convictions and forfeiture. We need to leverage existing sophisticated enforcement techniques for wildlife crime (including evidence-based indicators of success), support the capacity of civil society, and acknowledge international jurisdictions. There is a necessity to collate this problem so that forward motion can come from the government.

Market forces, demand reduction & mobilizing society
Demand reduction efforts aimed at specific audiences can be successful, but are rarely sustained for long enough to be effective in the long term. It is essential to bring the best thinking from the disciplines of social marketing and behavioral change to join forces with experts on wildlife demand to produce

concrete recommendations for more effective public and private demand reduction efforts, considering the questions of how to ensure sustainable, long-term demand reduction and identify lessons that can be learned from other behavior change efforts. Recognizing that some issues are complicated by parallel illegal and legal markets for the same commodities, we seek to effect culturally sensitive, product-specific, and country-specific communications and behavior change efforts and learn from other sectors. We also recognize that adequate resources are critical, yet lacking, for monitoring and evaluation and the longevity of these campaigns. We will need to secure government collaboration and address conspicuous supply of wildlife commodities, which is critical to success.

Technology tools and capacity building

Traditionally, conservation efforts to stop wildlife crime have not taken full advantage of technology due to lack of expertise or resource restrictions. Today, rapid changes in technology are shaping how governments deal with crime and security. Much of that technology is not being considered to help combat wildlife crime and it would need some adaptation in many cases to be effective. By bringing together experts from the spheres of technology and wildlife crime we can explore innovative technological solutions that will advance our conservation goals and reduce poaching and illegal wildlife trade. Capacity building for combating wildlife crime has fixated on one-off workshops that do not integrate modern ways of sustaining learning and skills and using technologies. There is need to break the mold on capacity building approaches and provide signals for the way forward.

OVERVIEW - Urgent and actionable recommendations

Discussion points raised in expert dialogue have been synthesized by Workshop leads and facilitators into the following list of urgent and actionable recommendations, which could advise the community moving forward:

ENCOURAGE STRONG LEADERSHIP

1. Identify key individuals who have the ability and the will to lead on this issue internationally, nationally and locally. Immediately encourage European Union leaders to follow suit by emulating the precedent set by the US Secretary of State Hillary Clinton in her recent prioritization of wildlife crime as a serious crime.

2. Encourage a G20 review of the impacts of wildlife crime on economic, social and security factors that will formulate recommendations for cooperation and action and encourage visibility and attention to wildlife crime concerns.

3. Support empowerment and wider collaboration and leadership by the International Consortium on Combating Wildlife Crime, a partnership between INTERPOL, UNODC, WCO, CITES and World Bank to bring coordinated support to national wildlife law enforcement agencies and sub-regional and regional networks.

4. Build support and a movement among US based constituents to focus the US Congress and the Administration, in particular the new Secretary of State, on providing resources, attention and cooperation to combat wildlife crime.

5. Elevate advocacy to the highest levels through COMIFAC or CEAC Heads of State Summits, to successfully address the scale of this issue.

6. Seek opportunities to incorporate wildlife crime mitigation elements within existing and future mechanisms that set policy, funding allocations, capacity building, overseas assistance, bilateral dialogues and free trade agreements.

REDUCE STRUCTURAL BARRIERS TO COLLABORATION

7. Develop an overarching strategy for integrating US-supported international capacity building programs that have elements related to combating wildlife crime, to combine efforts, avoid duplication and prioritize resource allocations based on selection criteria and policy priorities.

8. Mandate information sharing for standard operating procedures of all relevant agencies in relevant countries to a centralized national intelligence database on environmental crimes.

9. Define relevant contact points in each agency on wildlife crime and make available inter-agency and inter-country contact lists to ease communications and thus cooperation.

10. Create a secure alert system online for defined enforcement contact point communication related to seizures of wildlife to assist with setting up controlled deliveries, and reporting details of seizures as they happen to be shared with source, transit and destination countries involved.

ENGAGE THE SECURITY COMMUNITY

11. Include the militarization of poaching and its economic, social and security impacts on the agenda for the Senate confirmation hearings in March of General David M. Rodriguez, the incoming commander of AFRICOM.

12. Identify and define the role for AFRICOM in potentially responding to wildlife crime in Africa.

13. Identify key strategic US policy documents, including the Quadrennial Defense Review, the Quadrennial Homeland Security Review, and strategy documents for AFRICOM and other relevant Geographic Combatant Commands. Engage the US Congress to determine insertion of wildlife crime-related language into these documents where and as appropriate.

14. Incorporate references to wildlife crime into existing capacity building and Department of Defense training modules (such as one that focuses on the rule of law).

15. Bolster efforts by foreign governments to control arms and ammunition in their countries.

ASSEMBLE NECESSARY EVIDENCE

16. Identify evidence-based criteria for success and engage both the academic and the conservation community to establish clear, quantitative data that links wildlife crime with other crime, and establishes the seriousness of this issue. Solid intelligence will be necessary on connections to rogue military and terrorist groups to prioritize wildlife crime as a security issue.

17. Identify evidence-based indicators for success at all levels of the enforcement chain.

18. Request a Member of Congress to ask for an update of the Congressional Research Service report on the illegal wildlife trade.

19. Link wildlife crime explicitly with marine and forest crime to bolster the view of the serious nature of these crimes, provide more examples of the implications of these crimes, and bring in a wider community of interested parties to support efforts to combat them.

20. Bolster efforts by groups such as Small Arms Survey in tracking the origin of arms and ammunition used in wildlife crimes.

COORDINATE AND INTEGRATE EFFORTS ON FOREST CRIME, IUU FISHING AND WILDLIFE CRIME

21. Formulate national-level working groups/task teams on efforts to mitigate Illegal, Unreported and Unregulated fishing; illegal logging and timber trafficking; and wildlife crime, to learn from best practices, joined approaches to capacity building, information sharing and advocacy efforts around these issues.

STRENGTHEN CAPACITY OF THE JUDICIARY AND ENFORCEMENT SECTOR

22. Develop wildlife crime elements of training courses for prosecutors and mobilize resources to train prosecutors in key countries to ensure effective prosecutions in wildlife crime cases.

23. Review legal systems in priority countries to identify gaps and opportunities for reforms that will enable recognition of wildlife crimes under criminal statutes as necessary for offenses to be prosecuted under criminal law.

24. Enable financial capacity for Agencies to purchase intelligence analysis information technology and other technologies to enable analysis and sharing of intelligence, planning operations and targeting key criminal networks.

25. Establish regional wildlife crime enforcement nodes supported by embedded legal experts.

26. Invest resources in capacity building for key personnel in regional and national enforcement networks such as WENs.

ENGAGE THE PRIVATE SECTOR

27. Convince the private sector to donate equipment, resources and in-kind support.

28. Target a secure cloud storage provider for assistance with cloud-hosting of data relating to wildlife crime. Consider setting up a secure system for hosting relevant data, similar to the Global Forest Watch.

29. Work with companies to raise awareness and generate public interest. As one example, see if Google might consider producing a 'Google Doodle' on wildlife crime.

30. Establish an online Global Community Wildlife Crime Watch system to encourage citizen science and anonymous reporting of wildlife crimes in real-time.

31. Encourage online sales companies to provide donations for education, awareness raising, and actionable information for search terms related to purchasing endangered wildlife products, and secure pledges from online marketers not to sell endangered wildlife products.

32. Create a mechanism in partnership with online marketplaces to monitor internet sales using analytical tools such as Google Search Trends to identify hotspots, including locations and times, of online endangered wildlife trade activity.

ENGAGE TECHNOLOGY EXPERTS

33. Identify analytical models and tracking systems that will be most effective in key poaching areas and apply them through government and NGO supported programs.

34. Establish an international working group and listserv to connect technology experts for discussion and advising other sectors on technology applications for combating wildlife crime.

ELEVATE ADVOCACY TO THE HIGHEST LEVELS

35. Scale up advocacy by creating a similar universal goal for measuring success as the WWF "Tx2" tiger campaign, to convey the dimensions of this issue to the global public.

36. Conduct basic research and develop strategy for online and social marketing to reduce demand for endangered wildlife in key illicit markets such as Vietnam, China and Thailand.

37. Establish Consortiums to holistically approach problems associated with Asian demand, and design solutions that are based on respective strengths and are employed as a collective.

SESSION 2 Plenary Dialogue - Insights and recommendations

Militarization of conservation crime & professionalization of conservation law enforcement

"Links exist between wildlife crime, security issues and destabilization of wildlife countries – the challenge is working out how to garner information and ensure that it goes to the right places. There's currently a general disconnect between gathering information on the ground and making a case that will enable the Department of Defense and other Agencies to drive this issue into action" (Workshop participant).

Framing the issue
- o **Defining the nature of the threat -** Wildlife crime has economic impacts, food security impacts, public health impacts, and many others. Key challenges associated with this issue include corruption, capacity building and training—from the field to the judicial level, implementing technological solutions, installing and maintaining systems of accountability, and expenses associated with core technologies.
- o **Establishing a strong intelligence link -** We have a great deal of information, but NGOs need to be able to collate it and pass it on in such a way that it can be disseminated to the intelligence community to achieve a higher profile. As a colleague from DOD explained, "We don't have the understanding of how these issues trigger conflict in Africa." Conservation organizations working in the field do have that understanding, and need to take the necessary steps to communicate it to the right people, in the right places.
- o **Deconstructing institutional bottlenecks –** From the USG perspective, National Security Strategy, Quadrennial Defense Review, and other Agency strategy documents are driving priorities and actions. If civil society disagrees or would seek modification, it essential that NGOs and other organizations take responsibility for informing agencies and weighing in. For example, DOD has a new Africa command and strategic documents are in the process of being developed. This strategy will incorporate data into one strategic document. The issue is where the wildlife crime issue ranks in priority. From the NGO perspective, the message is slowly getting through to the Department of State and other agencies, but there are many departments we have yet to reach. The NGO community will need to do more to provide other agencies with further information that will enable Departments we are not reaching out to, to corroborate that information.
- o **Considering marine issues -** We need to capture all of the elements involved in the wildlife crime issues we are addressing. It is important that we are not missing the marine aspect, for instance. Emphasis should be given to the high economic cost of IUU. The US Government can assist other nations in developing increased law enforcement capacity, however there is a need to know: (a) What authorities are in place?; (b) What is their capacity?; and (c) What capabilities and competencies exist, technological and others?

The role of government

o **Bolstering global political will -** There must be political will for host governments to get involved in these issues. The U.S. Military needs to work with diplomatic efforts for a general education process. We need to consider ways of leveraging host nation assistance and support for these issues. There are 2 levels of involvement we will need to consider: (a) the top – political will, and (b) the bottom– building capacity on the ground.

o **Bolstering USG commitment –** From the DOD perspective, there is a lack of requisite authority/mandate to address this issue through normal channels.

o **Engaging host country buy-in for technology applications -** Without the appropriate licenses, it doesn't matter how effective technologies are, or what their costs. Some major issues in UAV application may include securing host country buy-in and permits and certificates for import, approval from civil aviation authorities to fly at night, etc.

The role of the security community

o **Illegal weapons: easy to procure, challenging to trace -** The procurement of weapons and ammunition is not a major challenge for most poachers, however tracking this activity is. How can the security community enable better tracking of arms used for wildlife crime?

o **Engaging diverse partners -** New potential partners are emerging, but we will need planned and measured engagement strategies. What would it take to convince DOD to engage further? Could DOD provide advice on how to acquire equipment? This may be a good place to engage the academic and research communities. Academy may be well positioned to lend analytical techniques to evaluation and monitoring.

o **Necessary steps for engaging DOD:** The NGO community, ranger forces, and others must make a more convincing case if they want strong Military involvement. Many ranger forces in central Africa are para-military and DOD should be able to work with them on a military-to-military basis (understanding that precedents exist). For this to occur, this issue must meet the threshold for prioritization. Unless the USG raises the priority of this issue by making a clear connection founded in intelligence that wildlife crime is linked to drug trafficking and/or other illegal chains, this will not happen.

The role of the judiciary

o **Strengthening the enforcement chain, including judiciary systems -** Capacity building in law enforcement requires not just rangers on the ground. We must take a holistic approach to the system, considering the entire chain of enforcement, which includes the judiciary. We need sustainable systems for countries to carry on in the long term.

The role of the technology sector

o **A call for robust monitoring -** Understanding what is being used currently to monitor other forms of organized crime from a technological point of view is necessary. This will enable connections to be drawn between arms, narcotics and organized crime in wildlife, humans and their parts. Key sites with wildlife on the ground require protection and capacity building. This is where technologies can come in (ex. SMART, satellite imaging and UAV applications).

o *Establishing central command centers -* The value of a central command center is clear and would enable the ability to automate systems. Recent applications have included addressing organized crime in Mexico and the search for guerillas in Colombia.

o *Cloud data hosting options -* An important solution to keep in mind is combining systems into a single database. The potential for hosting data in a cloud could be further explored. It may be important to have a single database that is secure, private and controlled and assembles imagery collected by satellite imagery and drones, as well as other data and information. An important question is, if host country governments or other agents have access to this data, could they use it in nefarious ways? Traceability of the system is key – one way to test this could be planting erroneous information and seeing who has access to it and what happens next.

The role of the public and private sectors

o *Engaging the private sector -* We should further explore the potential for the private sector to donate equipment and support efforts – for example HP, Google, DigitalGlobe and other companies.

o *Engaging the public sector -* There is often potential for domestic governments to provide equipment and training – part of the process for creating political will is getting governments to buy in to the process, themselves, perhaps through strengthening university and other public sector programs.

The need for transparency and accountability

o *Accountability through capacity building -* Capacity building is essential in overcoming current obstacles for law enforcement actors, however funding and logistics must be sustainable and efficient. Political will is necessary, as is accountability. A strategic approach of pooling various capacity building efforts across the U.S. Government into a coherent strategy is necessary.

o *Reforming Corruption -* We face the proverbial 'fox in the henhouse scenario': In addition to determining how, where, and who engages in corrupt activities in government and other sectors, reform will also require understanding why some behaviors are not considered to be corrupt at local levels.

o *Risks associated with transparency -* We face challenges in transparency: we need transparency to counter corruption, but must manage information in such a way that it is not contributing to the problem.

o *Cases of existing capacity -* South Africa, for example, already has access to light aircraft and other technologies. The difficulty is corruption, which introduces high payoffs and low risks for illegal activity.

o *Other sustainability considerations -* Durability in the field is a challenge. It must be a requirement that any project instituted trains technicians, provides spare parts, and increases the capacity of host-country governments to fix things when they break.

Dismantling organized wildlife crime & financial flow intelligence

 "Wildlife Crime is not a 'straight forward' crime because the product is often legal, based on location or timing. Unlike narcotics, which are always illegal, wildlife has covariates of legality" (Workshop participant).

Framing the issue

o **Establishing the seriousness of wildlife crime -** A key question is: how serious really is wildlife crime? This issue needs to be considered in the context of violence, disenfranchisement, and socio-economic stability concerns, on top of species loss. Establish clear, quantitative data that links wildlife crime with other crime and establishes 'seriousness'. The 5 W's of wildlife crime (who, what, where, when, why) provide an entangled problem set.

o **Dismantling choke points in the chain -** It is important to dismantle early links in the chain. Localization of the problem is necessary from source to end user due to complication in 'legality' based on timing and location of event. For example, a rhino horn could be of legal origins if it was harvested from a trophy animal with proper permits. Where are the choke points? How can applications like mapping, DNA, and UAVs be used to address priority issues? "Criminals have vulnerabilities, flaws, areas where they don't pay particular attention" (Workshop participant). Ivory smugglers, for instance may be indifferent to black coral jewelry at the local level, but there may be a connection at a macro level. All points in the chain need to be attended to.

o **Deconstructing silos -** Wildlife crime has become its own silo. Those addressing it are not traditional law enforcement agencies, and there is therefore need for further engagement, different expertise, authorities, and broader engagement by a wider array of enforcement entities (through WENs, etc.)

o **Identifying leadership with jurisdiction, internationally -** The National Central Bureau (NCB) of INTERPOL coordinates communications between law enforcement internationally, but it can be challenging to confirm which contacts have jurisdiction. This is particularly important in Africa as lately there have been an increasing number of players who have assumed leadership without really having the legal mandate to exercise that authority. Law enforcement, before all else, must respect the law, especially the enabling legislation which sanctions the application of police power to enforce law.

o **Understanding syndicates -** Understanding the organized nature of criminal gangs is essential. What are the size, structures and dynamics of wildlife crime "syndicates" compared with those targeting other products such as arms, humans narcotics, etc.?

o **Prioritizing key areas while considering displacement effects –** Attention to the issue of trafficking of ivory and rhino horn from Africa to Asia can be narrowed down – this involves roughly 8 countries in Africa and 6 countries in Asia. It will be important to be strategic in addressing specific sources and consumer areas - "If we get it right in those countries the problem is solved, ultimately" (Workshop participant). However, it is essential that displacement effects also be considered. There is empirical evidence that organized crime is easily displaced. In addition to prioritizing key areas, it will be important to anticipate where crime rings will move next, once certain species or wildlife products such as ivory and rhino horn are attended to by the conservation community.

o **Immediate recommendations –** There is urgent need to:
  ▪ Work to reduce jurisdictional barriers to collaboration/information sharing;

- Encourage other global leaders to emulate the precedent set by the US Secretary of State Clinton to take a bold stand against wildlife crime. Perhaps starting with the UK government.
- Empower the International Consortium on Combating Wildlife Crime to take broader, sustained efforts;
- Identify key trafficking and poaching hotspots where there are repeat offenses and take simultaneous action by law enforcement agencies in a region to address them;
- Impose constraints that mean crime syndicates need to greatly increase their level of effort needed to successfully commit wildlife crime, increasing the risks, reducing the rewards.

The role of the intelligence community

o **Mobilizing the intelligence community -** The Department of State is working to mobilize the intelligence community to engage stakeholders and identify linkages to other organized criminal networks. This will help raise the priority level to national security if appropriate information is identified. There is an importance of setting good examples of cooperation domestically in the US. The lack of inter-agency communication and cooperation to-date has been an obstacle even in the US. If submission of intelligence to a centralized secure database were mandated, it could happen, allowing barriers to be broken down.

o **Prioritizing information-sharing -** Information-sharing across intelligence and law enforcement would enable more immediate responses and combined actions: Customs, intelligence agencies, IGOs, INTERPOL, etc. could consider sharing databases for pooling information on wildlife crime as it is a relatively less controversial subject within enforcement circles. Intelligence analysis information technologies and other technologies exist to enable sharing and analysis of intelligence between agencies, planning operations and targeting key criminal networks. The challenge is identifying the right counterparts in other agencies nationally and internationally. 190+ countries may be within the purview of INTERPOL, but each NCB must have a strategic contact to work with to deal with these issues. The United States will be a leader on this issue because the US has representatives of wildlife and fisheries crime in the NCBs, such as the fisheries working group, etc. There is hope therefore and just because it is difficult to change, it does not mean change is impossible.

o **Communicating from both sides of the International Conservation Caucus -** If wildlife crime is really an issue of national security, in addition to bringing the "new" players into the conservation loop, can the conservation community enter into select parts of the national security discussions? For example, there may be non-conservation solutions to the problem, such as reducing religious extremism and terrorism in general may have collateral beneficial effects on conservation. Because decreased terrorist activity can mean decreased organized crime activity that can mean a reduced need to fund illicit activities from selling illicit wildlife and their products.

The role of the judiciary

o *The need for skilled prosecutors -* Wildlife crime tends to be a low priority which also results in a lack of skilled prosecutors assigned to wildlife crime cases. Such cases will often be allocated to less experienced or less capable prosecutors.

o *Ensuring convictions-* A major blockage in deterrence is that wildlife crime cases are less likely to get to the stage of successful conviction and adequate penalties. Every step in the enforcement chain needs to be consistent to secure effective penalties: "punishment is what deters criminals" (Workshop participant). A challenge moving forward with prosecutions is proving the activities are illegal when the laws allow for legal trade etc. too in the same products. Distinguishing legal from illegal at the multiple scales at which they occur needs significant improvement.

o A vital issue raised by the Justice community is that there is no existing case law for wildlife forensic accounting. Part of the awareness building dimension may be to establish a knowledge base in the diverse law making and enforcement sectors needed to attend to the problem, such as establishing wildlife crime case law.

o *Communicating relative penalties -* The discussion is about enforcement and catching criminals to provide a deterrent, but this is part of a broader set of challenges that cut across all the issues in sustainable development. There needs to be a diversified strategy that has a long-term integrated vision. While many stakeholders prefer to focus exclusively on enforcement, there needs to be consideration of the broader set of issues. One example that illustrates different approaches to penalties and deterrence, is the Chinese Prime Minister's recent visit to Kenya where he spoke with the premier of Kenya and their conversation established that the penalty for killing iconic species is minimal in Africa, whereas it is extremely harsh in China (even the death penalty). Is the Chinese policy the right one or the African policy the right one?

o *Integrating investigative tools from other crimes -* Criminals leave their fingerprints on shipping materials, packaging, wildlife products etc – this enables the intelligence gathering process if enforcement utilizes the suite of tools it deploys for other crimes. There is need to carry over the tools used for investigating other crimes into the realm of investigating wildlife crime. Because wildlife crime is transnational organized crime, products have DNA signatures that can allow us to track origins for example. If there are linkages with terrorist and crime networks, many criminals tend to be repeat offenders and their fingerprints or DNA may be on file.

The role of the technology sector

o *Adapting technologies to specific priorities -* What are the additional priority areas? How can we use our collective tools to address key challenges? We need to think high tech to low tech, including crime network analyses and controlled deliveries of illicit shipments to the final recipient of the shipment.

o *Tracing financial flows -* The illicit financial flow aspect of this issue is in fact a technology question: "Following transactional trails is a technology in and of itself. It is an approach – it is a way to solve the problem" (Workshop participant).

o *Employing basic technologies -* Bringing cell phones into villages, providing them to women, introducing incentives for reporting violations can pay dividends for timely information. The social element is highly important – introducing incentives to help us identify criminal targets.

o *Financing technologies -* There is an enormous financing gap across the whole range of technologies: hardware, software, human and institutional capacity that developing countries and

organizations need to do their jobs. Getting the financial capacity for those agencies to purchase equipment is a problem we need to address.

The role of capacity building

o **Building capacity -** The issue of capacity is predominant. We need agents to conduct operations on the ground, and these are often lacking and this means there is a gap in acquiring data to transmit to international enforcement networks to enable them to counter international crime syndicates.

o **A need for infrastructure -** We are facing resource shortages. Higher level technological solutions are important in theory, but a key challenge is the lack of infrastructure and lack of fundamental resources (gas, cameras, and other tools for investigations). We need to prevent wildlife crime from being considered a "soft" or "easy" crime. Boots on the ground, operational support, and embedded advisors will be critical.

o **Enabling further data sharing -** We need to join disparate approaches and groups, make consultation a routine part of the system, identify scalable solutions; both horizontal and vertical. We will require wider cooperation outside of government such as public/private cooperation, Essential to success will be INTERPOL NESTs, WENs, and multi-lateral partnerships.

o **Identifying resources -** Knowing your resources is critical. Utilizing foreign assistance funds to address wildlife crime as one of the top 5 forms of illicit activities will be essential. Considering the ecological implications of illicit trade will be essential. We will also need to consider the importance of considering the retail trail.

Concluding comments

- The solutions exist, they just need funding and implementation. Continuity, cooperation and consistency in implementation will be key.

Market forces, demand reduction & mobilizing society

"Drug trade is a higher priority perhaps among crimes because we experience the direct consequences of consumption, whereas that is not the case for many forms of wildlife crime. Consumers are largely segregated from the consequences of their actions – the economic losses, the societal disruption, the violence, etc." (Workshop participant)

Framing the issue

o **Considering four key questions associated with this problem -**
    1. How do we elevate the importance of demand reduction in the work that we do? How do we face issues of resource allocation, staffing, and skill sets?
    2. How do we organize stakeholders? Who should coordinate all of these actors?
    3. How do we fund and resource this? How do we pay for advertising campaigns? Are there innovative ways to create new revenue streams?

4. How do we sustain long term commitments, especially as there are long-term forces that influence demand?

o **Understanding evolving drivers -** "Demand has changed significantly over the last 20 years. Many people are banking on the extinction of endangered species with the hope that their value will go up significantly. These people have become a driving force in illicit trade. This is not just a matter of reaching small consumers. It is an asset class issue" (Workshop participant). There is an idea that we need to institutionalize demand reduction efforts, and build these into long-term planning and general strategies and systems. This will enable faster action.

o **Developing integrative approaches -** We will need to embrace a collaborative approach and do it strategically so as to map out each partner's strengths and focus on the goal first, and individual NGO positioning second. Roundtables could yield integrated approaches with integrated funding. How can we not compete against each other to have a more integrative approach? There is a need to analyze a portfolio of investment in demand reduction and broader conservation efforts. We must analyze the "opposition's" portfolio – both as opposition research, and in a way that mobilizes funders and other stakeholders.

o **Considering consortiums -** Many organizations do not have the expertise or staff to do work on the ground or at other stages – we need consortiums to holistically approach problems and design solutions that are based on our respective strengths, and are employed as a collective. Once governments establish priorities, foundations and the private sector will come through.

The role of communications

o **Messaging more effectively -** Campaign messages that are successful have clear policy support and communicate unequivocal messages.

- "Illegal demand" is difficult to define and involves many assumptions, even morality issues. The best message should be: "reduce demand", not "reduce illegal demand".
- Regarding the "unsustainable" question, where is it best to target campaigns? How can we get ahead of the curve in addressing the "unsustainable aspect", and when?
- Reinforcing optimism will be important. There are instances where public opinion has shifted dramatically in a very short period of time. We are only recently focusing on the demand reduction issue. The technology is there, and the capacity to influence behavioral change.
- Rhino horn trade is all about fraud. When China banned it in 1993 it was a fledgling product. It is a rumor-perpetuated market in Vietnam. Given economic circumstances in Asia this is a good opportunity to capitalize on this. Rather than "I am not medicine" ads, how about "Rhino: You are being conned!" ads? We should work with the TCM community and figure out what is legitimate and what is not. "We need a campaign that strikes at the heart of this fraud." (Workshop participant)
- Could we expand this beyond the two iconic species that are currently the focus of wildlife crime? There is tension here between scope and focus. It is absolutely doable, resources are the issue. Spillover is possible, but we also need to brand and build on campaigns we've already got.

The role of consumers and markets

o **Changing behavior -** We need to change behavior. "Campaigns that change behavior that have been successful outside the conservation realm have been coupled with stigmas and legal reinforcements. One example is anti-smoking campaigns. A significant way to reduce demand may simply be to make the illegality of a product clearer to the public" (Kerry Cesareo, WWF). Roles for industry and government in changing behavior may include demand reduction strategies that target end consumers, and a CSR platform that considers competitive industry interests.

o **Adapting to a shifting economy in Asia -** What is going on in Asia right now, economically, is very interesting. The property bubble is bursting in Vietnam, and the Chinese economy becoming increasingly unstable. We need to monitor the market in China and elsewhere. There has been an observable shift in collections as investments – auction houses and websites are emerging target groups. There has been a 107% increase from one year ago, with $94 million of US ivory auctioned in China. We should adapt campaign audiences to consider changing market dynamics. It is no longer just TCM driving demand. "This is want, this is not need that is driving the market."

The role of government

o **The Chinese government can be a powerful ally -** In China, if the government decides to do something, they can make it happen. Taking advantage of policies such as controlling online communications will be key moving forward. China's equivalent of eBay has banned ivory, rhino horn, bear bile, shark fin and other wildlife products. Many of these wildlife policies are stronger than China's existing wildlife laws. Working with governments as well as private corporations will be important.

The role of the public and private sectors

o **Establishing a Global Community Watch -** Could we use these tools to establish a Global Community Watch program? The Suicide hotline could be used as an example. Could we create a single location for conversations about rhino horn?

o **Forging new corporate partnerships** - NGOs need to take better advantage of Corporate Social Responsibility opportunities and recruiting corporate action. We need to ensure advocacy and research efforts are adequately resourced. Will we be able to work with corporate partners to create content that can be produced and distributed and sold to generate revenue? Are there licensing opportunities around brand marks, such as the Olympics?

o **Engaging CEOs in China -** CEOs in China are largely progressive. Many corporate partnerships have been made and the future opportunities are tremendous. As one example, following a public awareness campaign on shark fin, communications to the Chinese fisheries ministry came flooding in. The ministry expressed that it was flattered that someone actually cared to contact them.

o **Further engaging the TCM community -** Another opportunity that has been explored in the last decade is empowering local civil society to work on these issues. We need to team up with non-traditional partners in civil society sectors. We have an opportunity to affect the Traditional Chinese Medicine (TCM) community. The TCM community has launched successful initiatives in the past. Can we reignite these campaigns to encourage consumers not to buy certain wildlife products?

- o ***Taking preventative action -*** This should be a major part of conservation strategies, not just for large species. We should be doing preventative medicine, here. We can develop ways of profiling CITES species in the public's awareness as they are listed, in an effective way. "There has never been a China out there with this kind of economic standing and population extent before." Almost every group (NGOs, etc) raises the importance of public education and influencing the demand side. We have the ability and the tools to make this happen but will we prioritize financing for this? And can we learn to address demand reduction messaging in culturally appropriate ways that understand and motivate the right target audiences?
- o ***Encouraging "coopetition" -*** Instead of just giving lip service to the concept of cooperation, we should sign up on the spot to work together to come up with a mega-campaign that would bring together all of our respective skills and put a proposal forward to a donor as a collective. Some might advocate scaling up International Tiger Coalition model.

The role of technology
- o ***Influencing supply through technology -*** Most of this discussion considers the supply end. Many members of the public do not understand the issue or have misconceptions. Can technology be better used to educate and thereby influence supply? Meeting local demand at its source is essential to consider. Drivers of illegal activity in source countries should be considered. Using technology to communicate value of resources/wildlife will be key.
- o ***Raising awareness through a Google Doodle -*** Google Doodle is a mysterious process. No one knows how they get picked. They are decided months in advance and need to tie in to some date or notable event. The Doodle should link to a site that is a satisfying experience. They are becoming increasingly creative using animation, search strings, activities.
- o ***Involvement in online searches -*** Public Alerts system standard: CAP. If this were really treated as a crisis, there could be a stream created of alerts around illegal activity and wildlife trafficking. Produce, for instance, a map of what is happening in real time. Google also donates ad words to registered nonprofits. This could be taken advantage of.
- o ***Engaging other internet search engines –***When pledges by web engines not to market certain wildlife products are made, are they always being honored? In the crisis-response community, dynamic maps that are updated frequently are incredibly compelling to the general public. For instance, when the Sandy map was put online it received 50,000 hits per second. "Elephants in Peril" and other maps that are existing may not be dynamic enough. We may want to think about how we can integrate photos, tags, etc. to be more successful in reaching and influencing the broader public.
- o ***Supporting local technologies–*** We will need to apply bold low-cost, high-impact solutions.

The role of capacity building
- o ***Acquiring increased – and sustained – resources -*** Many challenges have been identified including the lack of long-term commitment, insufficient coordination among agencies, and a lack of equal focus by NGOs on demand reduction as opposed to species protection. These emphasize the underlying challenge of the lack of resources that exist to accomplish change on a grand scale. There is all this attention, focus and positive energy surrounding raising the profile of the issue, but the key

question is: will there be the resources to follow through on established priorities? Need to make sure donors know that changing behavior is a long-term challenge. Single pledges of $10,000 for specific campaigns are insufficient.

SESSION 3 Plenary Dialogue - Overarching cross-sector insights

A problem of scale

The remarkable scale of the wildlife crime issue is a key take away from this dialogue. In many respects this issue is overwhelming, and success will come down to whether or not as a community we can address the geographic dimensions of wildlife crime. In addition to acknowledging wildlife crime to be a security issue, "there has to be room for recognizing that it is also a development issue. Much of the wildlife crime problem arises from the weakness of natural resource management agencies and there consequent failure to prevent poaching and so forth—and this is a well-accepted development problem. Strategically, minimizing the nature of the development and poverty reduction connection risks leaving out a critical set of contributors to the needed response" (Workshop participant).

As we move forward, actors must keep one fundamental thing in mind: "translating critical ideas into cultural contexts will be key" (Workshop participant). There is value to be found in bringing together unconventional pairings of people, institutions and governments. We are currently seeking a sharper picture for a shared problem, and need to identify where the meaningful bridges can be placed.

While we must focus our collective attention on bringing specific strategies to bear in a coordinated way, we must also be careful not to reinvent the wheel. There needs to be a comprehensive accumulation of work that has already been done on this issue, which is extensive. We should not forget to focus on lessons that may be learned from our successes to-date. We should consider, for instance, what opportunities there are to leverage lessons learned from the illegal logging issue.

Some areas have seen increases in wildlife populations due to effective ground efforts. "The fact that there are any Asian rhinos alive today is a miracle" (Workshop participant). It is a testament to diligent work and investment of resources by the conservation community and key partners. With changing wealth and the scale of modern markets, threats to these species and others, however, have only escalated and require a collaborative response.

The need for capacity building

There is a need for further and sustained efforts to build capacity not only on the ground but at all levels of the chain. In order to be effective and sustainable there must be increased accountability. We also need political will. Strategic partnerships will be essential, and we must determine which these should be. For example, linking the technological sector, DOD, and other US Agencies, will be critical. Where field efforts are insufficient we must leverage pressure to push for mechanisms for accountability. US Government Agencies would offer a necessary complement to these efforts.

Improved measurement and reporting will be vital moving forward. We need to better measure the number of arrests that lead to convictions, for instance. We also have a data-funneling issue that needs

to be addressed. Identifying models and tracking systems that will be most effective is essential. We should consider models from the health sector, such as tracking systems for epidemics. It will be essential to consider how technology can make this possible, enable diversification of information, and identify new sources of data that can be tapped.

A call to scale-up advocacy and consider branding

Elevating advocacy to the highest levels, for example through COMIFAC or CEAC Heads of State Summits, will be essential to successfully addressing the scale of this issue. We need to find the right way to frame arguments in terms that are compelling to other partners and groups. Advocacy initiatives focused on strengthening leadership will be necessary for leveraging pressure to build mechanisms for accountability.

Whereas the community is constantly required to amend the definition of "climate change" and similar concepts in policy, "wildlife crime" is a winning, tangible concept with limited ambiguity. We must use to our advantage the fact that "wildlife crime" is not a traditional polarizing environmental issue. "This could be a peace-building issue that extends across Republican and Democratic sides of the isle" (Workshop participant). Addressing wildlife crime will require us to "overcome cultural barriers to achieve what we need as a community" (Workshop participant). This issue could offer a natural catalyst for promoting cross-cultural communication and collaborative policy development.

This said, there are specific legal and moral issues that need to be taken into account and we need clear guidelines on how we will work together. As nomenclature is an issue, one effective strategy may be "bundling" this issue. We may be more successful in marketing the issue if we bundle the concepts of "wildlife" and "crime" with "military security", "food security", "wildlife decimation", "trans-boundary security" and other related issues such as illegal logging/timber trafficking and IUU fishing (Crawford Allan, TRAFFIC).

As we "bundle", we will need to consider what our indicators of success will be. We will need to think about what our indicators will be in the short-term and long-term, at micro-, macro- and meso- scales. We'll know if we're being successful with clearly defined metrics. The first step in this should be picking a species and a geographic location and proving success, then scaling up.

"Messaging is going to be the key to success" (Workshop participant) in conveying this issue to the global public. The WWF "Tx2" tiger campaign, for instance, could offer a model for scaling up advocacy. This effort represented an easily understood metric for the public: we seek to double the number of tigers by the next Year of the Tiger. We will require clear indicators of success such as expanded ranges and populations of threatened species, and the number of arrests that lead to prosecution and conviction.

Simply acknowledging that this is a national security issue and connecting it to transnational organized crime is not enough, however, to engage support from Homeland Security and other Agencies. We will require solid intelligence on connections to rogue military and terrorist groups. Just because the issue is spotlighted in the press does not establish it as a national security issue. If information exists that can be

shared, we need to devise a system for sharing it with the intelligence community. The question in practical terms is: which offices in the US Government should receive information, and what will the established protocols be for protecting sources in cases of sensitive materials.

Clearer asks to engage new constituencies

In order to mobilize new constituencies around this issue, particularly in the defense community, we need to formalize what we are asking for, specifically. We need clearer asks, for instance it is better intelligence that is needed, or something else? We must bear in mind that if we paint this issue as an economic or human rights or criminal issue, this will have very different consequences for which Agencies get involved and why.

There is need to keep momentum going on this issue to maintain conversation and focus. One way of doing this is to engage further in key hearings and other relevant activities. NGOs should also identify which strategic documents are coming up for consideration in different Agencies and weigh-in. Not only Military documents consider wildlife and resource issues. The latest Homeland Security strategic document could more strongly consider wildlife and resource issues. As an example, a recent strategy document acknowledges the climate issue: "Identify how climate change affects national security".

Targeting both supply and demand

We must think outside the box. A major challenge moving forward will be whether or not we can put aside our differences in policy and branding and garner support for a unified approach and unified message. Asian demand, for instance, is something no single group or Agency can tackle on its own. Will we be able to work together to effectively address this issue in time? One solution may be putting together a Consortium to address Asian demand for wildlife and wildlife products and create a coordinated demand reduction plan. A relationship with the Chinese government is already in place to enable this.

Investing in education efforts and enforcement in Vietnam, for instance, could yield clear results. Vietnam is a smaller scale problem than China and could offer proof-of-model if tackled efficiently. Recognizing and addressing existing shortfalls to cooperation would allow for success. This could have impacts for species beyond the few flagships profiled in current campaigns.

Engaging the participation of key Agencies in an informal consultative group would be highly valuable. It is difficult to achieve desired impacts from an NGO perspective without informal coordination with Homeland Security, Military, and other Agencies. A key question is how we might move forward with this?

A strategy for reform at the source could involve deciding on a specific area to target. One proposal is Selous, Tanzania and the ivory sale controversy. Until the government of Tanzania decides autonomously that it is their priority, we can achieve limited progress. A controversial suggestion may be to target ecotourism revenues until compliance is achieved. Would it work at a government level to discourage tourists from visiting until reform is made? In the case of public pressure exerted to impede development of the Serengeti Highway, the government seemed wholly unresponsive to external

pressure. A more aggressive strategy may be for travel advisories to be extended by the Department of State. However, many suggest that focus go to the Central African region, where crises and related security issues are more prevalent.

Mobilizing new resources

The Defense market is roughly $1.7 trillion US per year – can this be tapped into to enable a strong response? Development and poverty-reduction interests are also at stake in this issue. We must consider that we could lose support from certain sectors unless we take a broader approach to assaulting these issues. Corporations can also be important sources of funding and support.

Improving livelihoods and reducing poverty are essential to our long-term success. However, this is an enormous task. The NGO community has been unsuccessful in achieving many of our desired goals to-date. That said, there are models of success such as Rwanda and Costa Rica that merit further study and emulation. Corruption remains a key obstacle to progress, as well as the lack of public services. We must urge our government partners to address corruption if we are to move forward.

APPENDIX

Additional submissions from participants

"Ultimately any new initiatives for using technology – as well as higher order initiatives including adopting stronger policy visions, encouraging better legislation, etc. – will depend on the ability of frontline staff and managers to implement them. From protected area rangers to local police, customs officers, prosecutors, and the judiciary -- there is a desperate need for more innovative programs to put the best tools and practices into the hands of those who will ultimately carry them out. The new SMART Law Enforcement Monitoring System, for example, is a terrific development, but its success now depends on a rigorous schedule of initial and refresher training. Same for related uses of everything from GIS to drones to smart phone apps for species identification, following the movements and apprehending criminals, etc. Finding more efficient ways to deliver essential tools in a cost-effective manner has always been a key element in successful conservation programs, and it now becomes even more important."

- Workshop participant