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# Hunting in South Africa: Facts – Risks – Opportunities

By Gerhard R Damm (originally published in African Indaba Vo 3, Numbers 4 and 5)

## 1. Introduction

South Africa is arguably the most sought after destination for traveling trophy hunters. And rightfully so, since the country offers so much to the visitor: a great variety of diverse habitats and landscapes on the southern tip of Africa; a selection of huntable trophy animals which is second to none in the world; a highly developed professional hunting and game ranching industry as service providers; an excellent infrastructure; a wealth of other activities to complement hunting and last not least the cultural richness and hospitality of the Rainbow Nation. Hunting in South Africa is a great experience for any visiting hunter, novice or seasoned old-hand.

Hunting in South Africa is big business and contributes significantly to the national economy. However, the available statistical information lacks accuracy and depth. I therefore went through the Sisyphus task to collect and analyze data from over 200 South African hunting websites. You can see the result in Table 1 on the following two pages. I have also analyzed information from papers of different authors and brought it into context with personal experience and communication with stakeholders.

Trophy hunting is a specialized form of tourism through sustainable wildlife utilization. It is the practical application of "Incentive- Driven-Conservation". The World Conservation Union (IUCN) – gathered at the 3<sup>rd</sup> World Conservation Congress in Bangkok in November 2004 – has adopted a recommendation on sustainable consumptive use of wildlife and recreational hunting in Southern Africa proposed by the Game Rangers Association of Africa, the Endangered Wildlife Trust and the South African National Parks<sup>1</sup>. With this Recommendation, IUCN *"accepts that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations"*.

In 2005 Minister Marthinus van Schalkwyk of the South African Department of Environmental Affairs & Tourism (DEAT) appointed a panel of experts to develop norms and standards for the regulation of hunting at a national level to ensure a sustainable hunting industry in South Africa. DEAT obviously perceived the existence of a broader problem regarding the lack of an national framework for the regulation of the hunting industry. In a media release after the appointment of the panel, DEAT stated that *"there is a general lack of consistent scientific information regarding the scale and nature of the industry, and poor monitoring of the practices ... The hunting industry ... is regulated according to provincial ordinances which are in many cases outdated and not in line with current international best practices. It seems as if the central overarching problem with hunting in South Africa is that there is no coherent and comprehensive oversight of the hunting industry and a lack of clear national norms and standards for sustainable hunting ... Issues that need to be addressed in such a framework include a definition of sustainable hunting, regulatory measures and the delegation of permitting arrangements, joint management and scientific monitoring arrangements agreed to between government, national and provincial park authorities and private land owners, and monitoring of the allocation of any revenues generated through such hunting towards conservation."* This initiative of DEAT presents a great opportunity for the wildlife industry. In this paper I will therefore discuss some significant developments and key figures, problems, opportunities and risks which in my opinion do have an impact on the country's hunting and conservation policies.

Hunting, and in a broader sense the killing of any living being, is ethically objectionable for some sections of society. Other parts of society see nothing wrong with hunting as long as it is conducted *ethically* within the parameters of *Fair Chase*. The word "ethics" has, however, been grossly misused – especially by anti-hunting organizations – and is therefore misunderstood. Ethics is defined in the Oxford Dictionary as *"The Science of Morals"*. A debate about "ethics" between people who have conflicting moral values, e.g. hunters and anti-hunters, even between different hunters will produce few, if any results. Therefore public debates about the morality and "ethics" of trophy hunting do not serve any practical purpose. The discussion must rather be steered towards an acceptable regulatory framework and appropriate self-control mechanisms

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<sup>1</sup> "IUCN Accepts Role of Recreational Hunting in Wildlife Conservation", African Indaba Vol3/1 ([www.africanindaba.co.za](http://www.africanindaba.co.za))

within the wildlife industry to create hunting standards and “conservation-effectiveness” of wildlife management.

**Table 1: Hunting Fees (Trophy & Daily Rate) in South Africa 2005**

Species	Highest Price	Lowest Price	Average Individual Price <sup>1</sup>	Median Individual Price <sup>2</sup>	2004 Live Sale Average <sup>3</sup>	2004/2005 Males Live Sale Average <sup>4</sup>
African Wild Cat	\$750	\$150	\$405	\$400	\$159	n/a
Baboon	\$330	\$0	\$108	\$100	n/a	n/a
Blesbuck	\$1,563	\$123	\$369	\$350	\$118	\$151
Blesbuck, White	\$1,790	\$246	\$693	\$668	\$178	n/a
Bontebok	\$3,500	\$800	\$1,466	\$1,400	\$1,475	\$1,308
Buffalo, Cape	\$18,750	\$6,000	\$11,064	\$10,650	\$23,608	\$7,264
Bushbuck Limpopo & Cape	\$1,290	\$280	\$726	\$700	\$385	\$569
Bushpig	\$950	\$100	\$398	\$375	\$428	n/a
Caracal (Lynx)	\$1,500	-\$30	\$545	\$500	n/a	n/a
Civet	\$1,000	\$50	\$412	\$350	n/a	n/a
Crocodile	\$6,000	\$2,500	\$3,720	\$3,500	n/a	n/a
Duiker, Blue	\$1,500	\$420	\$881	\$875	\$587	n/a
Duiker, Grey	\$575	\$70	\$261	\$250	\$347	n/a
Duiker, Red	\$2,500	\$600	\$989	\$950	\$634	n/a
Eland, Cape	\$3,500	\$950	\$1,824	\$1,800	\$696	\$1,144
Eland, Livingstone	\$3,750	\$1,800	\$2,525	\$2,375	\$1,616	\$1,636
Fallow Deer	\$1,000	\$185	\$570	\$550	n/a	\$169
Gemsbok	\$1,875	\$588	\$1,032	\$1,000	\$558	\$613
Genet	\$750	\$50	\$212	\$150	n/a	n/a
Giraffe	\$4,500	\$1,650	\$2,807	\$2,750	\$2,210	\$1,750
Grysbuck, Cape	\$1,500	\$300	\$806	\$750	\$225	n/a
Grysbuck, Sharpe's	\$1,800	\$500	\$971	\$950	n/a	n/a
Hartebeest, Cape	\$1,790	\$500	\$927	\$900	\$533	\$562
Hippopotamus	\$6,500	\$2,500	\$5,343	\$5,810	\$5,015	n/a
Honeybadger	\$550	\$50	\$368	\$400	n/a	n/a
Hyena, Brown	\$2,750	\$250	\$950	\$748	n/a	n/a
Hyena, Spotted	\$2,500	\$95	\$827	\$700	\$79	n/a
Impala	\$675	\$146	\$327	\$325	\$101	\$173
Jackal, Blackbacked	\$350	-\$20	\$91	\$80	n/a	n/a
Klipspringer	\$1,500	\$300	\$819	\$750	\$608	n/a
Kudu, Southern & Cape	\$3,475	\$538	\$1,285	\$1,200	\$322	\$889
Lechwe, Kafue	\$4,500	\$1,900	\$3,433	\$3,900	n/a	n/a
Lechwe, Red	\$4,500	\$1,400	\$2,684	\$2,500	\$2,222	\$1,635
Leopard	\$12,500	\$2,500	\$5,289	\$5,000	n/a	n/a
Lion	\$29,500	\$15,000	\$23,646	\$25,000	n/a	n/a
Monkey, Blue	\$350	\$20	\$74	\$50	n/a	n/a
Nyala	\$3,500	\$1,000	\$2,243	\$2,250	\$1,031	\$1,430
Oribi	\$3,500	\$500	\$1,192	\$1,000	\$793	n/a
Ostrich	\$1,500	\$50	\$555	\$550	\$189	n/a
Porcupine	\$250	\$0	\$123	\$100	n/a	n/a
Reedbuck, Common	\$1,590	\$330	\$818	\$800	\$701	n/a
Reedbuck, Mountain	\$1,590	\$115	\$585	\$550	\$202	n/a
Rhebuck, Vaal	\$1,990	\$500	\$974	\$950	\$687	n/a
Rhino	\$46,154	\$25,000	\$35,193	\$36,500	\$17,881	\$11,526
Roan	\$11,350	\$9,000	\$9,963	\$9,750	\$23,712	\$4,152
Sable	\$12,000	\$4,000	\$7,674	\$8,000	\$9,772	\$3,442
Scimitar Horned Oryx	\$9,000	\$2,500	\$5,300	\$5,000	\$2,273	n/a
Serval	\$1,750	\$200	\$607	\$488	n/a	n/a
Springbuck, Black	\$1,200	\$185	\$589	\$600	\$145	\$231
Springbuck, Cape & Kalahari	\$675	\$92	\$336	\$350	\$83	\$145
Springbuck, White	\$1,500	\$400	\$834	\$800	\$447	\$651
Springhare	\$150	\$25	\$62	\$50	n/a	n/a
Steenbuck	\$750	\$90	\$283	\$278	\$207	n/a
Suni, Livingstone's	\$3,500	\$650	\$1,324	\$1,200	n/a	n/a

**Table 1 (continued): Hunting Fees (Trophy & Daily Rate) in South Africa**

Species	Highest Price	Lowest Price	Average Individual Price <sup>1</sup>	Median Individual Price <sup>2</sup>	2004 Live Sale Average <sup>3</sup>	2004/2005 Males Live Sale Average <sup>4</sup>
Tsessebee	\$6,000	\$750	\$2,613	\$2,500	\$3,033	\$1,638

Warthog	\$600	\$80	\$299	\$300	\$114	n/a
Waterbuck, Common	\$2,800	\$370	\$1,671	\$1,613	\$791	\$994
Wildebeest, Black	\$1,790	\$462	\$954	\$950	\$285	\$438
Wildebeest, Blue	\$1,790	\$415	\$883	\$850	\$259	\$372
Zebra, Burchell's	\$1,890	\$530	\$1,023	\$1,000	\$728	\$692
Zebra, Cape Mountain	\$5,000	\$5,000	\$5,000	\$5,000	n/a	n/a
Zebra, Hartmann's	\$6,550	\$688	\$2,247	\$1,550	\$2,847	\$1,077
Daily Rate, Plains Game	\$600	\$100	\$360	\$350	-	-
Daily Rate, Big Five	\$1,650	\$400	\$670	\$600	-	-
Daily Rate, Observer	\$308	\$65	\$163	\$150	-	-

<sup>1</sup> Average Price: The mathematical average of all individual prices <sup>2</sup> Median Price: This is the price exactly in the middle of the range of prices evaluated; half the prices are higher, half are lower than the median <sup>3</sup> Source: Northwest University - Prof T Eloff @ 2004 Average Rate 6.3057 <sup>4</sup> Source: Game & Hunt Auction Results @ 6.50 Ex Rate (May 2005)

Remarks: Elephant has not been included since no prices were available on the web; freak color variations or hybrids have also not been included although some are offered; the lion on offer are most likely in their majority captive bred (canned lion). Please read and interpret this sheet only in conjunction with the relevant article in African Indaba Vol 3/4.

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## 2. An Overview of Hunting in South Africa

Over 60 mammalian species are available for hunting in South Africa. This certainly is the highest number worldwide – coupled with the fact that all of the Big Five (even the Classic Big Five, with the recent inclusion of the Black Rhinoceros) can be hunted, it makes South Africa the top hunting destination in Africa. Many superb trophies are harvested every year by local and visiting hunters.

There are also negative sides to hunting in South Africa:

Wild lion hunting in Africa being very limited. I venture to say that a maximum of 10 truly wild male lion can be harvested in South Africa per year. Nevertheless, a good number of those web pages evaluated offer lion “hunts” for male and/or female lion, usually with the addendum “price on request”. These lion “hunts” are in most cases “canned shooting operations”. You can read what Stewart Dorrington, president of PHASA, has to say about canned shooting in African Indaba Vol3/4<sup>2</sup>. As a visiting hunter, desiring to hunt lion, it is essential to do one’s home work and obtain full details before the hunt in order to be sure that no “canned shooting” is involved. The canned shooting operators and those “hunters” who kill lion with them deserve contempt and rejection. All decent hunters in South Africa are looking forward to the day, when these nefarious practices are finally outlawed. As a footnote, I would like the reader to know that a TRAFFIC paper<sup>3</sup> put the number of hunted lion for 1999 at 95 – it’s your guess how many of those were wild!

There are also a number of “put & take” operations which release trophy animals (sometimes with guaranteed trophy size!) just prior to the hunter’s arrival and others which “hunt released trophy animals” on ridiculously small properties. Other operators offer freak color variations, hybrids like crosses between black and blue wildebeest, kudu and eland, Bontebok which are genetically contaminated with Blesbok, etc. Last not least some even offer a variety of exotic game – we have heard of Russian boar, American bison, Asian water buffalo, Himalayan thar, etc. Neither “put & take” operators, nor “purveyors” of freak and exotic game contribute in any way towards any conservation objectives; as a matter of fact they contravene the South African Biodiversity Act. Visiting hunters should shun them and the South African authorities need to deal urgently with this issue.

Hunting in South Africa is subject to “free market principles”. Therefore, trophy fees vary greatly between operators – and one of the most glaring examples in my research was the caracal which has a price tag of \$1500 with the most expensive operator and the “cheapest” operator paying a premium of \$30 to any hunter who kills a caracal during the safari (he doesn’t say, however, if you have a chance to see, let alone shoot at one). Trophy fees for many other animals vary by 100% or much more between highest and lowest offer.

<sup>2</sup> “The Professional Hunting Industry in South Africa: History and Future”, Stewart Dorrington in African Indaba Vol3/4

<sup>3</sup> “Sport Hunting in South Africa”, Claire Patterson, TRAFFIC (2001)

This makes it important that the visiting hunter does some in-depth research before booking a safari. Many factors have to be considered apart from the trophy fee. The size and location of the properties hunted is of extreme importance. Does the property lie within the natural distribution range of the species? Does it hold a self sustaining number of huntable species and mature trophy individuals within ecologically intact habitats? It is essential to remember that within the same area particularly well suited habitats can support specific species and/or higher densities of game whereas less suitable types may have lower game densities and species may be absent due to a combination of limiting factors on fenced land.

Of importance is also whether the property is hunted exclusively by one safari operator and/or by the owner, or whether the hunting rights are sold to a number of itinerant operators. Somebody with a permanent or long term interest in hunting a certain area will usually manage game and trophy quality better.

The cheapest trophy fee is not really cheap, if there are no or few mature animals to hunt! A safari is like any other consumable commodity – you usually get what you pay for! I suggest therefore that hunters who contemplate a safari in South Africa should not look or negotiate for the lowest price; not even for a price which seems to hit the average or median of those evaluated – they should rather use the statistics as a guideline to put the complete safari experience into their individual perspective for the right and adequately priced hunting adventure.

The following definition, taken from the Fair Chase Definition of the former SCI African Chapter, could serve as a good baseline in one's selection criteria: *"Fair chase is defined as pursuit of a free ranging animal or enclosed ranging animal possessed of the natural behavioral inclination to escape from the hunter and be fully free to do so. A sport hunted animal should exist as a naturally interacting individual of a wild sustainable population, located in an area that meets both the spatial (territory and home range) and temporal (food, breeding and basic needs) requirements of the population of which that individual is a member."*

### **3. Economic Importance of Hunting in the South African Economy<sup>4</sup>**

The South African Provinces publish yearly figures for tourist hunting for the period 1 November to 30 September. Why this period has been chosen is unknown, and I suggest that a calendar year period would be more appropriate, seeing that hunting takes place during every month of the year. Nevertheless, according to the latest provincial statistics<sup>5</sup> approximately 7000 foreign hunters have visited South Africa during the reporting period in 2003/2004, and these hunters harvested approximately 55,000 game animals whilst on safari of an average length of 11 days. Without any multiplier effects and using solely the figures provided by the provinces, the total economic value for tourist hunting stands at \$68.3 million.

I have not received a detailed breakdown by species of game animals hunted for the reporting period, but TRAFFIC has published the 1999 statistics with these details<sup>6</sup>. Extrapolating from these figures, about 20 species (mainly ungulates), make up for the bulk of the hunted animals, with kudu and gemsbok standing on top of the list.

I have my doubts, however, regarding the correctness of the latest provincial figures, since according to these statistics the Eastern Cape Province accounts for almost 40% of the total revenue stream, with the game rich Limpopo Province a distant second with 25% of the total. It is quite astonishing to see in these statistics that hunters visiting the Eastern Cape spent an average of 21 days on safari, whereas six other provinces show an average between 6 and 8 days (Western Cape and Gauteng with their limited hunting offer are at 4.6 respectively 3.2 days)! If one compares the number of animals hunted within the provincial borders (Eastern Cape 16,102; Limpopo 18,815) the relation is reversed! A client hunter in Limpopo took on average 16 animals on a safari which lasted about 8 days, whereas his counterpart in the Eastern Cape took 8 animals on a safari of almost 21 days duration. For 2002/2003 the same source reported 7.6 animals taken by each client in the Eastern Cape (with 16 days average safari length) and 8.2 animals for each visiting hunter in Limpopo Province (with 9 days average safari length). In the 2003/2004 provincial statistics the Eastern Cape posts an average trophy fee of 650 Dollars versus Limpopo with 800 Dollars. According to the

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<sup>4</sup> Please note that the figures in this chapter have been revised (as compared to the figures published in African Indaba Vol3/4). The text has also been changed slightly.

<sup>5</sup> Statistical material supplied by PHASA office (these figures are compiled by the Provinces – pers. comm. Stewart Dorrington, 2005)

<sup>6</sup> Sport Hunting in South Africa, Claire Patterson 2001

same statistics, observers (i. e. persons who accompany the hunter) are only attributed 15% of the hunter-days; this seems to be a gross under-estimation.

To my knowledge there are no authoritative statistical figures available from other sources, but I suggest that most likely not all hunting (daily fees as well as trophies taken) by visiting hunters from overseas is correctly reflected. It is high time that regulatory steps are taken to rectify this issue. As a matter of fact, professional hunters and safari operators have to complete already now a detailed reporting sheet – the question is whether there are loop holes in the reporting and/or inadequacies in the data collection and interpretation.

In my own investigation regarding the economic contribution of the professional hunting industry I have assumed a number of parameters (see Table 2 for details). I consider all of them to be very conservative (always taking the lower end of a possible spread into consideration). I assumed that South Africa had 7,000 visiting hunters in 2004, who paid an average daily rate of \$360 (excl. VAT) for a safari with an average length of 10 days. These hunters take on average 9 trophy animals with an average trophy value of \$800 (no VAT on trophy fees). I also included 3,500 observers at \$150 (excl. VAT) per day for also 10 days average. This brings a total of approximately 81 million dollars – 13 million dollars more than the provincial statistics. Additionally the property owners usually keep the venison of the animals hunted – at an average of 40 kg venison per animal (however only assuming 35,000 carcasses of 63,000 hunted animals) and a price of 10 Rand/Kilo the value of this venison for human consumption certainly exceeds 14 million Rand per year (= 2.2 million dollars @ 6.50).

Table 2: Overseas Hunters Expenditure Estimation 2004 Season										
Type	Qty	Total Hunter Daily Fee	Total Observer Daily Fee	Total Trophy Fee	Total Tips	Pre & Post Safari Expenditure	Dip & Pack Taxidermy	Taxidermy Full Service	SAA Flights	Venison Value
Number of Hunters	7000	\$25,200,000								
Average Daily Fee	\$360									
Average Safari Days	10									
Average number of animals per hunter	9									
Average Individual Trophy Fee	\$800			\$50,400,000						
Observers per Year	3500		\$5,250,000							
Average daily fees per observer	\$150									
Tips per Hunter	\$250				\$1,750,000					
Pre & Post Hunt Vacation Days	4					\$14,700,000				
Average expenditure per non hunting day (incl. shopping)	\$350									
Taxidermy: Dip & Pack for 4000 hunters & 9 trophies @ \$600 for service	\$600						\$2,100,000			
Full Taxidermy services for 4000 hunters & 9 trophies @ \$440 per trophy	\$3,960							\$13,860,000		
SAA Flights for 5750 hunters & Observers @ \$1,200 per ticket	\$1,200								\$6,300,000	
Venison @ R10/kg for 35,000 carcasses @ 40 kg per carcass	35000									\$2,153,846
VAT		\$3,528,000	\$735,000	\$0	\$0	\$2,058,000	\$0	\$0	\$0	\$0
Sub-Totals		\$28,728,000	\$5,985,000	\$50,400,000	\$1,750,000	\$16,758,000	\$2,100,000	\$13,860,000	\$6,300,000	\$2,153,846
<b>Total</b>										<b>\$128,034,846</b>



Taking into account some multiplier effects like taxidermy, pre-and post safari accommodation and shopping, tips to safari operator staff and airfares (the later based only on 5,750 of 10,500 visitors, i.e. 50% of all hunters and observers use the national carries SAA at \$1200 per return ticket) the total amounts to a foreign exchange volume of about 130 million US Dollars (850 million Rand). Each of the 7,000 visiting hunters therefore creates a revenue stream of around 18,500 dollars for the South African economy. Very little of this goes offshore – I suggest that only about 7% of the total daily rates (approx. 2.13 million dollars) are paid to non South African booking agents.

My evaluations exclude the rapidly growing wingshooting sector, but Dr Aldo Berruti of African Gamebird Research Education & Development Trust (AGRED) recently estimated the South African gamebird industry to range between 300 and 800 million Rand (pers. comm.. Aldo Berruti, 2005). Berruti admits that this is a wide range and more research has to go into the sector. However, with the field trial sector of the gun dog associations reaching approximately 200 million Rand annually alone, the estimated 20,000 shotgunners in South Africa and a rapidly growing arrival rate of overseas hunters for shooting in South Africa, a figure in excess of 500 million Rand seems to be credible.

I suggest that my estimates – conservative as they may be – are plausible especially when compared with the earlier findings in the ABSA study “Game Ranch Profitability in Southern Africa” (2003), with Makombe (1993) who stated that more than 6,250 hunters visited South Africa every year supporting an industry of 69.3 million dollars and with the TRAFFIC paper of 2001, which cites C. Hoogkamer giving a value of ca 18.4 million dollars for 25,000 hunted animals for the 1999 season.

For the local hunting market we do not have any detailed statistics; at least I do not know of any. For the sake of this article, however, I have assumed that about 200,000 local hunters (of which I have labeled 50,000 as dedicated hunters and the rest occasional hunters) go out into the veld in pursuit of recreational hunting. Let us assume that 25,000 of the dedicated hunters spend R20,000 each for hunting (trophy fees & daily rates) another 25,000 dedicated hunters spend about R10,000 each a year. The remaining 150,000 “occasional hunters” are assumed to spend only R2,000 per person and year directly for hunting. With the multiplier effects of association membership fees, equipment purchase, transport, taxidermy, etc. and applicable VAT all local hunters spend at least 3 billion Rand for their hobby each year (see table 3).

Table 3: Expenditure Estimation South African Hunters				
Type	Number	Expenses per Year and Hunter	Value in ZAR	VAT on Value
Highly dedicated hunters *	25000	R 20,000	R 500,000,000	R 70,000,000
Dedicated Hunters *	25000	R 10,000	R 250,000,000	R 35,000,000
Occasional Hunters *	150000	R 3,000	R 450,000,000	R 63,000,000
Total Number of Hunters	200000	-	R 1,200,000,000	-
Membership Fees **	50000	R 500	R 25,000,000	R 3,500,000
Ammo/Guns ***	200000	R 2,000	R 400,000,000	R 56,000,000
Equipment ***	200000	R 2,000	R 400,000,000	R 56,000,000
Taxidermy***	200000	R 250	R 50,000,000	R 7,000,000
Transport & Hunting Vehicles***	200000	R 2,500	R 500,000,000	R 70,000,000
VAT			R 360,500,000	R 360,500,000
<b>Total</b>			<b>R 2,935,500,000</b>	
* includes daily & trophy fees				
** membership fees to local hunting associations of 50,000 hunters				
*** yearly expenditure on guns, ammo, hunting clothing & equipment and transport of 200,000 hunters				

The market for live game (surplus game captured in one area and released in another area) had a total volume in 2004 in the region of 130 million Rand (documented auction sales plus estimated private sales)<sup>7</sup>. We have to add the cost of game capture, transport and insurance and other multiplier effects to this amount.

When writing this article, current figures for the value of venison from culling and cropping operations for local use and export were not available. Peter Flack published an article in the first issue of African Indaba (Vol1/1) which stated that Camdeboo Meat Processors Limited culled some 65 000 head of game in 2001 which represented about 80% of all game professionally culled in and exported from South Africa, and generated a turnover of about R28 million. So at least we have a base reference<sup>8</sup>. Flack also mentioned in personal communication that the value of the venison export market could and should be much higher.

I therefore estimate the total revenue stream directly generated by hunting (excluding the expenditure in game ranching, which to a large part should be included) for South Africa to be in excess of 4.5 billion Rand. How many and/or which other multiplier factors to include? There will be many, but only more research and resultant reliable statistics will finally be able to tell!

The total investment of the private sector in game ranching is probably much higher than 20 billion Rand (the State, the Provinces and communities as landowners of a number of conservation areas practicing sustainable consumptive use are not included in this estimate). It would be an interesting and rewarding exercise for a group of researchers to finally evaluate this important segment in detail and fill the knowledge gaps with reliable information and statistics drawn from a common database. It will add substantially to the figure mentioned in the previous paragraph.

There are currently about 6,000 game ranches (including those with "exemption") and probably another 4,000 mixed game and livestock ranches in South Africa. These ranches cover far more than double the land of all declared protected areas. The hunting and game ranching industry consists of a complex arrangement of stakeholders and auxiliary industries; a multitude of interactions creates an entire palette of multiplier effects which give the sector a high impact on the national economy. As an important partner to South African National Parks and the Provincial Conservation Authorities the private wildlife industry has an equally important impact on national conservation efforts.

Just as a footnote some interesting figures: in the USA hunting expenditure was 21 billion dollars in 2002 (USF&W); in Germany 340,000 hunters generated a total of 900 million dollars expenditure; in France 1.3 million hunters generated 2.4 billion dollars and in Austria 115,000 hunters 570 million dollars (all European figures from FACE<sup>9</sup>). The South African figures do seem plausible, yet very conservative!

## 4. Risks & Opportunities

### 4.1. Game Prices & Trophy Fees

The conversion of live stock ranches to extensive game ranches has slowed. This process boomed during the last four decades, but now the supply of suitable land is slowly tapering off. Some existing private and public game (conservation) areas are running either close to, or even over maximum ecological carrying capacity. Most are certainly at or above the maximum sustainable yield level and therefore have turned from buyers of game to suppliers of game. Both factors have as a consequence an oversupply of live game to the market, stagnating prices and possibly declining prices in the future. This conclusion can be drawn from statistics previously published in African Indaba (see archives 2005 on the African Indaba website [www.africanindaba.co.za](http://www.africanindaba.co.za)). An example is the well-known Ezemvelo KZN Wildlife Auction. In 2003 the auction brought in 23 million Rand, 2004 the total stood at 9.4 million Rand and the May 2005 auction realized 9.1 million Rand.

Game ranchers – and also those national and provincial authorities who sell surplus live game – would be well advised to recognize this trend. With the exception of a few rare species or special cases like disease free buffalo, the live game prices are declining and alternative economic solutions have to be found.

Trophy hunting and game culling/cropping offer some possibilities:

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<sup>7</sup> Game Sales Statistics South Africa 2004, African Indaba Vol3/2, [www.africanindaba.co.za](http://www.africanindaba.co.za)

<sup>8</sup> The Conservation Revolution in South Africa, Peter Flack African Indaba Vol1/1 [www.africanindaba.co.za](http://www.africanindaba.co.za)

<sup>9</sup> Federation of Associations for Hunting and Conservation of the European Union (FACE) Rue F. Pelletier 82, B-1030 Brussels, Belgium, Phone:+32(2)7326900, Email: [info@face-europe.org](mailto:info@face-europe.org) Web: <http://www.face-europe.org/>

- a) Trophy fees for overseas hunters are significantly higher than average life sale game prices (the difference is even bigger, when factoring in the cost of capturing, transport, insurance, veterinary expenses, etc). Even the considerably lower trophy and/or biltong fees for local hunters are now often higher than live game prices (compare also Table 1)
- b) Venison must be promoted as acceptable and healthy meat on the local meat retail and restaurant markets. A regulatory frame work and a marketing platform for significantly increasing the export sales to the EU should be created. Venison is a valuable (and often under-priced as compared to lamb, pork or beef) hormone-free organic product with low cholesterol value for the health conscious<sup>10</sup>. Besides biltong and wors, thousands of recipes are available for tasty dishes.

## 4.2. Two Key Species

South Africa's game areas offer a number of key species to the international hunter. Some of them occur only in this country, others are huntable only here. Regulatory frame works to safeguard the conservation of these species within healthy habitats and to maximize the economic benefit from their sustainable use are essential. I will discuss only two species here due to space restrictions, but invite comments regarding these and other species for future issues of African Indaba:

### 4.2.1. Black Rhino

The CITES decision to grant South Africa the right to hunt redundant male individuals was overdue and will have a positive effect on black rhino conservation. I will not discuss details of black rhino conservation here, but highlight conservation beneficial marketing options. Black rhino conservation is of national importance and incurs high cost to the taxpayer. The animals are notoriously more aggressive and less visible than white rhino and therefore are less suitable for non-consumptive eco-tourism. Extractive sustainable use for a few adult bulls from the national population is ideal to raise substantial funds for rhino conservation<sup>11</sup>.

The government tag auctions of the Foundation for North American Wild Sheep (FNAWS)<sup>12</sup> for Rocky Mountain and Desert Bighorn sheep give a good benchmark. Some of these hunts were auctioned at prices in excess of \$400,000 in the past!

The handling of the 5 black rhino permits for 2005 by DEAT left – in my opinion – much to be desired. National and international hunting organizations could have contributed their expertise to the process, but were not consulted. The ideal approach would have been:

For the first year (2005):

- Allow hunting only for rhino which are owned and managed by Provincial or National Authorities and market these hunts with international raffles and/or auctions to maximize economic return with the net proceeds going into black rhino conservation
- Have PHASA appoint – through an appropriate selection process – a number of highly qualified and suitable outfitters/professional hunters to conduct these hunts and have PHASA define fair chase guidelines.
- Cooperate internationally (with USF&W, EU Commission and Conservation Force) to regulate the export/import of black rhino trophies and create a system to micro-chip legally obtained trophies for instant recognition

For subsequent years:

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<sup>10</sup> Prof L C Hoffman, Department of Animal Science, University of Stellenbosch, "Game meat and South African consumers - A healthy delicacy or too rough on the palate?" and "Tourism and Game Meat – An opportunity we can't afford to miss?" published also in African Indaba 2003 and "Sustainable utilization through game meat consumption: Current marketing and consumptive trends" Crafford K., Hoffman L.C., Muller M. & Schutte De W., (2002)

<sup>11</sup> "Trophy Hunting of Black Rhino *Diceros bicornis*. Proposals to Ensure Its Future Sustainability", Nigel Leader-Williams, *Journal of International Wildlife Law and Policy*, 8:1-11, 2005

<sup>12</sup> Foundation for North American Wild Sheep (FNAWS), 720 Allen Ave, Cody, WY 82414-3402, USA, P:+1(307)527626, Email: [fnaws@fnaws.org](mailto:fnaws@fnaws.org), Web:[www.fnaws.org](http://www.fnaws.org)

- permit selected private and/or community owners of black rhino to hunt a determined number of black rhino on private land, apart from continuing to provide black rhino hunting opportunities from national or provincial stock
- Set a minimum percentage of the realized price of privately-owned animals as mandatory contribution to national black rhino projects
- Sell the private hunts on the open market and make one or two auction/raffle permits available at a minimum reserve price for those black rhino coming from national or provincial stock

I am sure that these or similar arrangements would have resulted in realizing approx. 2 million dollars for 2005 – FOR CONSERVATION and to REDUCE TAX PAYER COST! There may be still a window of opportunity open to do so, but then DEAT and the Provincial authorities have to react fast.

According to the latest information, the first black rhino was hunted in July 2005 on a private game ranch in the South African Province Mpumalanga<sup>13</sup>. The property where the rhino was taken is said to measure about 500ha and the price of the total safari was said to be 150,000 dollars. In my opinion this was a poor start to an exciting new development initiated by DEAT at the CITES CoP 13. Rhino conservation in particular and the hunting world in general deserve better.

#### 4.2.2. Leopard

CoP 13 endorsed South Africa's request to increase leopard trophy exports from 75 to 150 per year. The original application and the sovereign CITES decision was opposed by certain groups in South Africa questioning on what scientific evidence it was based. According to the 21<sup>st</sup> CITES Animal Committee Meeting in Geneva in May 2005 (source: official CITES document) DEAT, who allocates the leopard quota to the provinces, requested the Endangered Wildlife Trust (EWT) to do a PHVA to assist in allocating the additional quota in an appropriate manner to the various areas where leopards occur. The PHVA for leopards should develop a strategic recovery/conservation plan including: collating all available information on local leopard populations, threats, trends, habitat and distribution; determining which management and conservation options are the most feasible; model these against future scenarios to produce guidelines as to where conservation efforts and actions should be directed; and engaging the broadest stakeholder forum possible in taking appropriate conservation and management decisions. A computer-based model (VORTEX) will be used to test different management scenarios and to forecast the current and future risk of population decline and/or extinction. DEAT is expecting the outcome in August<sup>14</sup>.

Unfortunately incomplete reports have been published prior to the final report (see also the interview with one of the workshop organizers, Yolán Friedman, in "Endangered Wildlife" No 52/2005). These untimely reports stressed that increased controlled off-take is not advisable at present, without mentioning that the new quota could indeed be sustainable under well regulated and controlled conditions. I assume that these reports represent the opinion of one section and not of the majority of participants.

Let me be specific: Researchers agree that absolute numbers of leopards are difficult if not impossible to determine due to the secretive habits and the nature of the habitat. Requesting that huge amounts of money and valuable research time are spent on a task which has been recognized as extremely difficult, if not impossible, looks very much like bad management. Martin & De Meulenaer<sup>15</sup> said 1988 that leopard populations are able to compensate easily reasonable harvesting and even substantially decreased populations will recover maximum density when the off-take is stopped. Several peer reviewers considered that trophy hunting, properly controlled, was both possible and even advisable.

Evidence presented during the PHVA indicates that by and large leopard's populations are doing well in South Africa, and analysis conducted suggested that leopard populations in South Africa could sustain the current, as well as an increased offtake. There was also evidence presented to suggest that leopard populations in the Waterberg and Mpumalanga escarpment would decline if the quota were increased, whereas those in the North-West and Limpopo Provinces could support an increased offtake.

<sup>13</sup> The Hunting Report – Newsletter Serving the Hunter Who Travels, Email alert, August 1, 2005, Web: <http://www.huntingreport.com>

<sup>14</sup> "Population and Habitat Viability Assessment Workshop for Leopards in South Africa", CBSG Southern Africa, <http://www.cbsg.org/news/index.scd>

<sup>15</sup> Martin, R.B. & de Meulenaer, T. 1988. "Survey of the status of the leopard (*Panthera pardus*) in sub-Saharan Africa" CITES, Switzerland.

Bailey (1993)<sup>16</sup> estimates leopard population densities at 3.5 adults per 100 km<sup>2</sup>, with much higher densities of up to 30.3 per 100 km<sup>2</sup> in the riparian forest zones with high prey density. Based on these figures and available leopard habitat in Limpopo, a minimum of approx 1,750, maybe as many as 2,500 leopard could occur there alone. With high prey density on most game farms leopard numbers should also have increased substantially in KwaZulu-Natal, Northwest Province and some areas in Mpumalanga. I suggest that there are sufficient leopard in South Africa to allow a sustainable quota of 150 – and I believe that the original proponents of the South African CITES initiative did too.

The work of Whitman et al. (in Nature 2003) has shown that lion trophy hunting can be sustainable simply by limiting hunting to males above a certain age. Being similar in many demographic respects to lions sustainable lion hunting strategies could be applied to leopards especially given the virtual impossibility of counting leopards (Dr Paul Funston – pers. comm., 2005). This point is reinforced because leopards show sex dependent mortality (Bailey 1993). Males suffer a mortality rate at 25% per year, whereas female mortality rate is only 13%. Restricting shooting to males only may lower the mortality rate induced by other males, making hunting off-take of males compensatory. At a lowered male density, remaining males will simply mate with more females (Spong et al, 2000<sup>17</sup>).

What are the conclusions?

The legal off-take of leopards approached 70 in the past years, and most likely around another 50 each were taken illegally or with problem animal permits. South Africa's quota of 150 leopards is sustainable, although I agree that leopard hunting should be limited to males above a certain age (probably around 4 years) to guarantee this sustainability. Part of the increased off-take would be compensated by natural mortality, another part with a reduced number of problem animals taken by land owners, who will be incentivized to sell the hunting opportunity at a profit. I further suggest that hunting methods have to be developed to specifically target problem leopards. A solution could be the much maligned hunting of leopard with hounds, since with this method specific individuals can be targeted. The issue boils down to adaptive management, where several sets of data (ongoing research, harvest figures, etc.) are centrally monitored and the results applied to future actions.

It is however essential that a concise regulatory frame work be put in place first. This is largely the responsibility of DEAT and the provincial authorities, but PHASA (and possibly some international hunting associations) must be empowered to play a vital role in this process. Within this frame work, I can imagine a compulsory presentation of the skull and skin (with the scrotum being integral part of the skin) of any hunted leopard to the authority before the permit is validated for export. There are proven methods to determine the animal's age by the cementum layers of upper second premolar tooth<sup>18</sup>. I can also imagine that professional hunters and/or operators responsible for killing female leopard would be sanctioned by being excluded for eligibility for new permits for a certain period and those who consistently harvest right-age male leopard being incentivized by receiving additional permits. A further incentive would be the presentation of a certificate to the hunter that the leopard was hunted as part of the South African leopard conservation program (this could be coupled with a fixed hunter-donation to a leopard research fund of say \$500 creating an annual disposable fund for leopard research of \$75,000)! Last not least, areas where leopard populations are considered vulnerable (like the Mpumalanga escarpment and the Waterberg) should only be allocated very conservative quotas until a positive trend is established.

Professional hunters have to shoulder the responsibility to take the extra effort to distinguish males and females and judging the age in the field prior to giving the permission to shoot. Leopards show size dimorphism, but large females may easily be mistaken for small males if one relies only on size. The only certain way of sexing leopards is to confirm the presence (or absence) of primary sexual characters like scrotum or nipples. This is difficult, but not impossible, it may however implicate to forego a shooting opportunity – but this is hunting, isn't it? Indeed, this would mean a greater hunter effort - longer safaris, and educating hunters that it is just not economically or ecologically wise to hunt females (Paul Funston – pers. comm. 2005).

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<sup>16</sup> Bailey, T. N. 1993. "The African leopard: ecology and behavior of a solitary felid", Columbia University Press, New York.

<sup>17</sup> "High genetic variation in leopards indicates large and long-term stable effective population size", G. Spong et al, *Molecular Ecology* (2000), 1773–1782 and "Sex ratio of leopards taken in trophy hunting: genetic data from Tanzania", G Spong et al, *Conservation Genetics* 1: 169–171, 2000

<sup>18</sup> Stander, P.E. 1997. "Field age determination of leopards by tooth wear". *Afr. J. Ecol.* 35: 156-161

### 4.3 Black Economic Empowerment

The Black Economic Empowerment Act and the BEE Codes of Good Practice are of critical importance for the future of South African hunting safari operators and game ranchers. Minister van Schalkwyk<sup>19</sup> said at the 2004 PHASA convention *"...if we are to harness the potential of professional hunting to uplift communities through tourism, then the sector must rapidly and genuinely incorporate all communities as owners, managers, service providers and as customers. ... There are so many opportunities for BEE partnerships with communities living on communal land adjacent to game farms, with communities who have had suitable land restituted to them ..."*.

Looking at the present structure of the South African wildlife industry, I suggest that the State too has to shoulder a considerable responsibility for a meaningful transformation. There is a complex mine-field of economic and other interests to be crossed, and taking a wrong direction may not only harm national conservation efforts and economic prospects of the sector, but also create social tensions.

Most, if not all of the private stakeholders in this industry are small individually- or family-owned economic entities. Game ranchers usually own their land and have made considerable investments on improvements and continue to do so. Hunting safari operators – especially the established older firms – either have a substantial “good will” with their client portfolio or own part of the land they are hunting on, some have both. They will be more than reluctant to enter into BEE arrangements, if those mean parting with a considerable equity percentage.

On the other hand some frequently advertised measures (sometimes these measures look more like forced promises) as skills transfer, opportunities for wealth creation, sponsorships, etc are too slow to make any quick impact. The wildlife industry, politicians, provincial and national parks boards, and last not least the mainstream conservation NGOs therefore have the huge joint responsibility to find workable innovative solutions fast.

Basically there are three scenarios for socially sustainable BEE:

- a) **Private/Private Partnerships:** Individual players in the wildlife industry (game ranch owners, hunting safari outfitters, game capture companies, etc) form private partnerships with black South Africans whereby the latter pay fair market value for their share in the company equity. This will, however, only bring a very limited number of already well-heeled black South Africans into the game. Transfer of asset ownership (i. e. equipment or game animals) could be a solution for rural Africans.
- b) **Private/Community Partnerships:** Private Game ranch owners and/or private safari operators enter into arrangements with landowning communities with the partners contribute industry related products, know how, services or assets to the BEE company
- c) **Private/Community/Public Partnerships:** This will be the most promising route for fast success in Wildlife Industry BEE: Existing private companies and/or individuals with expertise in game ranching, safari hunting and ecotourism team up with mainstream black business, rural communities and national and provincial entities to boost transformation. Government could provide incentives like land and/or game for controlled hunting for those who demonstrate 100% BEE scorecard achievements.

In all three types of partnerships the creation of viable conservancies will play an important part to eventually reach the twin goals of significant BEE and biodiversity conservation in South Africa. The state has the responsibility of creating the legal frame work and positive incentives, the removal of perverse incentives and most importantly fostering a groundswell of general public support towards a policy of “Incentive Driven Conservation (IDC)<sup>20</sup>” to reach a definitive win-win situation for all.

The professional qualification and standards of the hunting companies and their professional hunters, especially new ones with BEE background must stand up to this task. Government should use existing structures like the Professional Hunters Association of South Africa (PHASA) to establish industry standards

<sup>19</sup> “Van Schalkwyk Urges Professional Hunters to Become Allies in Conservation”, African Indaba, Vol3/1, [www.africanindaba.co.za](http://www.africanindaba.co.za)

<sup>20</sup> Robert Kenward, 2004 “Incentive-Based Conservation: Moving Forward By Changing The Thinking”

and adequate training programs with considerably more depth than those existing. There are no 10-day shortcuts to enter the hunting profession. PHASA, SETA and a panel of experts must work out an exacting curriculum, drawing for example from the successful history of PH training in Zimbabwe. Collaboration of industry and government partners will result in the development of business tools, kits, manuals and certification systems. Conferences, workshops, seminars, etc. will reinforce, deepen and expand the knowledge base. Potential partners would be WWF-SA, the Southern African Wildlife College and international hunting advocacies or organizations like Conservation Force<sup>21</sup> and the International Council for Game & Wildlife Conservation (CIC)<sup>22</sup>. PHASA and the international hunting community could show their commitment by supporting and partially funding such training. A nationwide search and selection process for a pool of promising BEE candidates and their rigorous training covering all aspects from economics, hunting, client relations and social skills is fundamental for success of these efforts.

Some years ago, PHASA initiated the "PHASA Conservation Fund". This initiative is based on levying a \$10 surcharge on all trophies obtained by visiting hunters. Unfortunately PHASA has no means to oblige its members to subscribe to this initiative. Therefore only a minority of far-sighted and socially concerned members contributed to the fund. Nevertheless, the PHASA Conservation Fund was able to donate 100,000 Rand to the Southern African Wildlife College in 2004. If the Government would enable PHASA through appropriate legislation and make membership for all professional hunters and outfitters compulsory, the PHASA Conservation Fund could raise around 500,000 to 600,000 dollars annually (between 3.5 and 4 million Rand). This money could be used for social extension and community conservation projects. The South African amateur hunting associations could also consider initiating similar funds.

Some options, especially a) and b) are already explored by a few, albeit not by as many as we would wish. Other new suggestions, in particular in connection with c) will raise a storm of controversy. Nevertheless we need to explore them and government has the obligation to facilitate a reasoned dialogue to come to negotiated solutions.

In the following section, I will touch the nerve of many. However, I consider that the Government's priorities, like BEE, poverty relief, sustainable development and last not least, biodiversity conservation, force our society to explore new alternatives to further reasonable progress in all objectives.

#### 4.4. Hunting in Protected Areas

In South Africa, hunting is common practice within the boundaries of numerous Provincial nature and game reserves (Mpumalanga, North-West, KwaZulu-Natal, Free State, Eastern Cape, and Limpopo). The 50,000ha Pilanesberg National Park derives a large proportion of its budget from controlled hunting in addition to receiving at least 400,000 game-viewing tourists annually. Trophy hunting has been undertaken in Pilanesberg since its establishment in 1979 and is still done today as part of the recognized management plan (Boonzaaier & Collinson, 2000). Several of these protected areas have higher intrinsic conservation values than some national parks, nevertheless, the practice of hunting is accepted within these conservation areas. It is guided by scientific advisory staff and a board that represents broad societal interests (Stalmans, Atwell, Estes et al, 2003).

In protected areas managed by SANParks hunting is prohibited. I suggest that a careful review of this policy is overdue, with the objective of making parts of the SANParks protected areas available for closely monitored conservation hunting. Such a step will instantly create many BEE opportunities as private-public or private-community-public partnerships (Community Property Associations CPA) or a combination. Opening new avenues with full transparency and public accountability, viable and meaningful BEE could be developed from scratch, thus avoiding social tensions. Namibia is exploring this avenue with good success. At the same time new and considerable revenue streams will be unlocked for conservation purposes, alleviating the burden of the management of protected areas on the national and provincial budgets without compromising either the tourism value or conservation objectives.

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<sup>21</sup> Conservation Force – A Force for Wildlife Conservation, One Lakeway Center, 3900 N Causeway Blvd., Suite 1045, Metairie, Louisiana 79992-1746, USA, email: [jw-no@att.net](mailto:jw-no@att.net), web: [www.conservationforce.org](http://www.conservationforce.org)

<sup>22</sup> International Council for Game and Wildlife Conservation (CIC), P.O. Box 82 H-2092 Budakeszi, Hungary phone: +36 23 453 830 email: [k.wollscheid@cic-wildlife.org](mailto:k.wollscheid@cic-wildlife.org) web: <http://www.cic-wildlife.org>

Protectionist circles maintain that hunting causes a detrimental impact on population genetics. However, trophy hunters search for animals with large trophies – animals which usually are old and likely to die anyhow through predation, climatic influences, territorial fights, etc. Old animals have also successfully participated in the breeding process during many seasons or are already naturally excluded. The genetic loss for the species population will therefore be minimal if any. This was shown by Whitman & Packer (Nature, 2003) for male lion above the age of six years and parallels can be drawn for other species. It is also a fact that animals killed during hunting do not necessarily constitute a net loss for the population, since the loss through hunter caused kills is – at least to a certain measure - compensated by reduced natural mortality. When this thesis was originally published, passionate discussions followed immediately. There was no lack of efforts by some circles to brush it off as an “invention of the hunters”. Rather peculiar interpretations were published. Empirical research in Germany (Ellenberg 1978 and Pfeiffer 1991) showed, however, that populations of hare and roe did not increase when hunting ceased for some years. Other researchers proved that the number of roe deer dying of natural causes was significantly reduced, when hunting pressure (i. e. the number of hunter-killed roe deer) was increased. Similar observations were made with white tail deer in North America. In a scoping study for the Associated Private Nature Reserves Stalmans et al (2003) indicate that the magnitude of hunting is between 17% and 63% of the expected natural mortality in the age- and sex-classes that are being hunted<sup>23</sup>. The killing of animals by SANParks staff for management, conservation and research inside the parks must also be considered. These off-takes could be combined with conservation hunting leaving as conclusion that individual causes for death, natural, scientific or hunter-kills, are to a large measure interchangeable.

In 1996 African Resources Trust (ART) published a paper by Michael t'Sas-Rolfes “*The Kruger National Park: A Heritage for All South Africans?*”<sup>24</sup> The author raised a number of controversial issues and I consider it very useful to examine them in connection with potential BEE options.

The issue of non-consumptive and consumptive uses of wildlife within protected areas certainly has the greatest conflict potential, albeit I suspect that a public debate will largely use moralistic or emotional arguments. Therefore our Government has the obligation to objectively informing the public. Articulated threats from the international and national animal rights organizations must be resisted. The public needs to be informed that scientifically based biodiversity conservation and just social transformation objectives do benefit from strictly controlled and regulated consumptive use inside protected areas.

The operating costs for protected areas like our National Parks could theoretically be fully met from a combination of photo tourism, conservation hunting and herbivore management (i. e. elephant culling and sale of ivory, meat or skins, antelope culling for venison export and skins, etc). The degree of combination of the various options needs be open-ended, adaptive and depending on the changing biodiversity objectives of the areas. Unfortunately, hunting is at this stage not an option for South African NPs. The SA Constitution, international agreements like CBD and IUCN guidelines do however allow a revision of this status quo. Any move towards “Incentive Driven Conservation” would have major positive implications for the South African conservation strategy and would open important management options for South Africa's protected areas.

Conservation hunting requires that off-take quotas are carefully monitored in terms of numbers, age and sex. The estimated population size, its sex and age structure are vital factors and they must be correlated with social and reproductive behavior. Together with trophy quality measurements they will provide a comprehensive data bank. With these data wildlife managers can make an informed evaluation of the impact of conservation hunting and make decisions to adapt processes and procedures.

T'Sas-Rolfes mentioned some figures in his report and I have used my knowledge of the national and international hunting scene to evaluate the present day economic impact of “Conservation Hunting” (a term recently created a group of researchers in Canada<sup>25</sup>).

I have based my calculations on the species' population figures as published by T'Sas-Rolfe (although some, like elephant and both rhinos increased substantially, others have fluctuated downwards, as per the latest SANParks annual report). In all cases I have used extremely conservative conservation hunting quotas

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<sup>23</sup> Game evaluated: Elephant, Lion, Buffalo, Impala

<sup>24</sup> Michael t'Sas-Rolfes (1996) “The Kruger national park a heritage for all South Africans?” (Publisher: The Africa Resources Trust ART, also see [ResourceAfrica](#))

<sup>25</sup> (Conservation Hunting: People and Wildlife in Canada's North edited by M R Freeman, R Hudson and A L Foote – *Papers from the conference “People, wildlife and hunting – emerging conservation paradigms”* Edmonton Oct 2004)



(CHQ), usually substantially below a calculated maximum sustainable yield (MSY), following the suggestion of ART to use a MSY of 5% and CHQ of 0.7% for elephant, for lion and leopard a MSY of 12-13% and CHQ of 5%, etc. Table 4 shows the basic proposal for annual quotas as a basis for further discussions.

In line with the practise of other countries (i. e. USA), I further considered that local South African hunters should have preferential access to conservation hunting in protected areas at a considerably lower price than visiting hunters (see table 5). Within this protected niche emerging BEE companies and individuals could gain valuable experience and built reputations to prepare for the jump into the international market.

Species	Local Quota	Tourist Quota	Total	Species	Local Quota	Tourist Quota	Total
Elephant Bull	30	17	47	Kudu	0	60	60
Elephant Cow	30	0	30	Impala	100	60	160
White Rhino	5	15	20	Waterbuck	0	35	35
Black Rhino	1	2	3	Blue Wildebeest	100	60	160
Buffalo	103	77	180	Eland	0	5	5
Lion	18	17	35	Nyala	5	0	5
Leopard	30	17	47	Tsessebee	5	0	5
Hippo	73	0	73	Roan	0	10	10
Zebra	100	60	160	Lichtenstein's	0	10	10
Warthog	0	60	60	<b>Total</b>	<b>600</b>	<b>505</b>	<b>1105</b>

Species	Trophy Fee Local Hunters	Trophy Fee Tourist Hunters	Species	Trophy Fee Local Hunters	Trophy Fee Tourist Hunters
Elephant Bull	R 40,000	\$25,000	Kudu	-	\$800
Elephant Cow	R 15,000	-	Impala	R 200	\$200
White Rhino	R 50,000	\$25,000	Waterbuck	-	\$800
Black Rhino	R 150,000	\$100,000	Blue Wildebeest	R 2,000	\$600
Buffalo	R 12,000	\$5,000	Eland	-	\$2,000
Lion	R 20,000	\$25,000	Nyala	R 4,000	-
Leopard	R 12,000	\$5,000	Tsessebee	R 5,000	-
Hippo	R 6,000	\$3,000	Roan	-	\$6,000
Zebra	R 2,000	\$800	Lichtenstein's	-	\$6,000
Warthog	-	\$200			

My calculations resulted in the sustainable number of 77 conservation hunting safaris for visiting hunters with 1410 days in the field and 193 conservation hunting safaris for local hunters with 2075 hunting days. I consider this basis very conservative. With the trophy fees for the differently structured conservation hunting packages the result will be a minimum annual revenue stream for SANParks of 4.7 million dollars. A total of 270 hunters spending 3,485 nights in SANParks areas and hunting just over 1100 animals would improve SANParks' bottom line by almost 31 million Rand (about 6 times the estimate T'Sas-Rolfe made in 1996)! For details refer to Table 6 on the following page. Since the operational cost of conservation hunting will be borne by the concessionaires within their margins, this would virtually be all net profit<sup>26</sup>.

The gross operating revenue of SANParks in 2002/2003 stood at 274.3 million Rand – only an operational grant of 72 million Rand and other income (including the sale of fauna & flora) saved SANParks from a serious loss situation and finally resulted in a net income of just under 50 million Rand<sup>27</sup>.

SANParks had almost 3.5 million guests and 457,000 bed-nights in this period. However, tourism is a notoriously fickle industry and even at the best of times tourist numbers are limited. Hunters seem less sensitive to international instability as evidenced in Zimbabwe where tourism long ago collapsed, but hunting is still going strong.

<sup>26</sup> See Tables 4 to 6 for detailed calculations

<sup>27</sup> Figures taken from SANParks annual report as published on the web

Clearly, 30.5 million Rand additional income from 270 additional guests will make a huge difference. This income could be used for housing, medical assistance, etc. for those living adjacent to the parks, for conservation projects like land acquisition, conservation-favorable settlement of land claims and the establishment of BEE CPAs. The venison has not even been taken into account – it would be a cheap and healthy protein source for needy neighboring communities. With its many multiplier effects, controlled conservation hunting would make an even more significant economic impact than the above figures imply.

Table 6: Proposed Wholesale Prices for Conservation Hunting Safaris SANParks Estate							
Safari Packages for Local Hunters (Computer Draw)	Qty	Days	Daily Fee	Total Daily	Trophy Fees	Total Price	SANP Income
Elephant Bull only	15	15	R 1,000	R 15,000	R 40,000	R 55,000	R 825,000
Elephant Cow only	18	10	R 1,000	R 10,000	R 15,000	R 25,000	R 450,000
White Rhino only	3	15	R 1,000	R 15,000	R 50,000	R 65,000	R 195,000
Elephant Bull, White Rhino, Buffalo, Lion, Leopard	2	20	R 1,000	R 20,000	R 134,000	R 154,000	R 308,000
Elephant Bull, Black Rhino, Buffalo, Lion, Leopard	1	20	R 2,000	R 40,000	R 234,000	R 274,000	R 274,000
Elephant Bull, Buffalo, Lion, Hippo,	12	15	R 1,000	R 15,000	R 78,000	R 93,000	R 1,116,000
Elephant Cow, Buffalo, Hippo,	15	15	R 10,000	R 150,000	R 33,000	R 183,000	R 2,745,000
Buffalo, Lion, Leopard	3	15	R 1,000	R 15,000	R 44,000	R 59,000	R 177,000
Buffalo, Leopard	24	15	R 1,000	R 15,000	R 24,000	R 39,000	R 936,000
Buffalo, Zebra, Impala, Blue Wildebeest, Hippo	46	10	R 1,000	R 10,000	R 22,200	R 32,200	R 1,481,200
Zebra, Impala, Blue Wildebeest, Nyala, Tsessebee,	5	10	R 500	R 5,000	R 13,200	R 18,200	R 91,000
Zebra, Impala, Blue Wildebeest,	49	5	R 500	R 2,500	R 4,200	R 6,700	R 328,300
<b>2075 Hunter days</b>	<b>193 Hunters</b>	<b>193</b>	<b>KNP Income in US \$ and SA Rand</b>			<b>\$1,373,308</b>	<b>R 8,926,500</b>
Safari Packages for Visiting Hunters (Open Market)	Qty	Day	Daily Fee	Total Daily	Trophies	Total Price	SANP Income
Big Five Classic: Elephant Bull, Black Rhino, Lion, Leopard, Buffalo	2	30	\$1,500	\$45,000	\$160,000	\$205,000	\$410,000
Big Five: Elephant Bull, White Rhino, Lion, Leopard, Buffalo	15	30	\$1,500	\$45,000	\$85,000	\$130,000	\$1,950,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Lichtenstein's, B. Wildebeest	5	15	\$400	\$6,000	\$13,600	\$19,600	\$98,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Roan, B. Wildebeest	5	15	\$400	\$6,000	\$13,600	\$19,600	\$98,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Eland, B. Wildebeest)	5	15	\$400	\$6,000	\$9,600	\$15,600	\$78,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Lichtenstein's, B Wildebeest	5	15	\$400	\$6,000	\$13,600	\$19,600	\$98,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Roan, Blue Wildebeest	5	15	\$400	\$6,000	\$12,800	\$18,800	\$94,000
Buffalo & 6 Plainsgame: Zebra, Warthog, Kudu, Impala, Waterbuck, B. Wildebeest	35	15	\$400	\$6,000	\$8,400	\$14,400	\$504,000
<b>1410 Hunter Days</b>	<b>77 Hunters</b>	<b>77</b>	<b>KNP Income in SA Rand and US \$</b>			<b>R 21,645,000</b>	<b>\$3,330,000</b>
<b>Grand Total 3485 Hunter Days</b>	<b>Grand Total 270 Hunters</b>	<b>270</b>	<b>Total KNP Income in SA Rand and US \$</b>			<b>R 30,571,500</b>	<b>\$4,703,308</b>

These calculations are based on estimated wholesale prices, i. e. the prices at which SANParks would sell to the companies which eventually market and conduct the hunts. These companies in turn would sell at market related profit margins and operate as independent economic entities, creating employment and purchasing power.

The contractual mechanism between them and SANParks could be based on a concession contract, which enables the concessionaire to use a defined area of land during a specific hunting season in return for payment of the wholesale price for hunter-days and trophy fees. With these rights come a set of obligations on the part of the concessionaire regarding financial terms, environmental management, social objectives, empowerment, etc. The right marketing approach will guarantee more than 90% of the revenue stream remaining in South Africa.

In order to integrate new participants into the industry, high BEE scores are mandatory to allow companies to tender for and conduct any of these safaris on SANParks estate.

South Africa in general, and SANParks with KNP in particular could provide a worldwide unique product that has not been available for decades - the classic "Big Five" hunt with the black rhino – all in one large conservation area! A classic 30-day-safari of this nature can bring considerably more than the assumed \$205,000. With the right partners and marketing method (auction and/or raffle) one individual Classic Big

Five Safari could easily reach a price tag of no less than 0.5 million dollars. That this price range is achievable has been shown repeatedly at conventions of Safari Club International, Dallas Safari Club and the Foundation of North American Wild Sheep. Even a "consolation" Big Five safari (to use T'Sas-Rolfe's term) with a white rhino could bring in substantially more than my conservative estimate. And this income would be sustainable over many years!

The concept of core protected areas, surrounded by multiple use zones has been accepted internationally in multilateral environmental agreements (MEA)<sup>28</sup> as responsible land use system. These MEAs recognize hunting as one measure of "integrating people more effectively with wildlife" (Wollscheid, 2004). T'Sas-Rolfe suggested zoning 20% of KNP's land area for controlled hunting. Whether this percentage is adequate or not has to be determined by the overall KNP management plan and the absolute necessity of strictly protected core areas with as little human presence as possible. Other parks in SANParks' portfolio were not mentioned by T'Sas-Rolfes, but their conservation hunting potential should certainly be evaluated too. We also have to include areas like the Makuleke Community or the Mthethomusha GR, the APNR and many other private conservancies around the parks borders, pending land claims, as well as multi-use zones within the transfrontier expansion of the parks estate. Conservation hunting will not materially affect animal numbers and animal mortality, since in semi-arid ecosystems species populations rise and fall mainly in response to rainfall and the subsequent availability of browsing and grazing, predation pressure and other environmental factors.

Careful consideration must be given to the interaction (or the lack of) between conservation hunting and the important sector of non hunting ecotourism activities. A simple solution would be zoning different parts according to intensity and type of human intervention, but usually layered multi-use solutions are more effective. It is considered "common wisdom" that ecotourism and hunting impact negatively upon each other. That can certainly be the case and incidents have been and are observed. Poorly regulated and/or unethical hunting definitely impacts negatively on the behavior of game. Indiscriminate shooting, particularly into herds, from vehicles and close to roads or tracks may make game animals wary of humans and vehicles. Other conflicts between hunting and tourism operators can usually be traced back to poor communication and insufficient tolerance, knowledge and sensitivity by individual staff members involved on either the hunting or tourism side (Stalmans, Atwell, Estes et al, 2003<sup>29</sup>). Stalmans et al explicitly state in their paper that conservation hunting and game viewing can be managed successfully together on the same property. On the 7,200 ha Mthethomusha Game Reserve that adjoins KNP in Mpumalanga, 6 to 8 buffalo per year have been hunted for many years and a reputable private sector company operates a successful 60-bed commercial lodge within the reserve for the high-end South African and overseas tourist. The Mpakeni community that owns the land draws substantial benefits by combining consumptive and non-consumptive use options.

The Makuleke Communal Property Association (CPA) generated about R1.5 million a year for community projects from hunting 5 elephant and 7 buffalo in 2003. The meat from the hunted animals went to the community. Some of the CPA-supported projects include school improvement, bursaries for top students, boreholes and food for the poorest families in the villages. The Makuleke CPA also opted at running ecotourism operation on the 22,000 ha contractual park. At that stage conflict arose since the tourism concessionaires want to exclude hunting. The community however feels that to hunt sustainably is their right and in their negotiations with the tourism operators they have reserved the right to resume the hunting program.

The Makuleke example shows that often hunting and ecotourism are considered as being mutually exclusive; yet, a combination of uses can be complementary, achieve conservation goals and have greater economic benefits. Keys to such compatible wildlife use are (Stalmans et al 2003):

- Low volume of hunting;

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<sup>28</sup> MEAs relevant for hunting: Convention on Biological Diversity (CBD), Convention on Migratory Species (CMS), Convention on International Trade in Endangered Species (CITES), African Convention on the Conservation of Nature and Natural Resources. International organizations of relevance for hunting are: UN Food & Agricultural Organization (FAO), UN Educational and Scientific Organization (UNESCO), International Union for the Conservation of Nature (IUCN). Significant documents from the last IUCN General Assembly in Bangkok 2004 are the Addis Ababa Principles for the Sustainable Use of Biodiversity and IUCN Recommendation CGR3.REC007 "Application of the IUCN Sustainable Use Policy to sustainable consumptive use of wildlife and recreational hunting in southern Africa"

<sup>29</sup> "Hunting in the Associated Private Nature Reserves" (environmental impact assessment process), final scoping report, February 2003, Marc Stalmans (PhD), Basher Attwell (PhD), Lyndon Estes (MPhil). Contact: [stalmans@ics-consulting.co.za](mailto:stalmans@ics-consulting.co.za)

- Use of appropriate hunting protocols that minimize disturbance to animals;
- Use of temporal or spatial zonation to avoid visual or auditory impact of hunting on game viewing tourists;
- Different overnight and catering facilities for hunters and game-viewing tourists;
- Discrete transport of carcasses and location of slaughtering facilities;
- Strict communication protocols between hunting and ecotourism staff to avoid overlap of activities and mutual impact.

Strict hunting regulations and a concise protocol governing conservation hunting are of utmost importance. For SANParks, and particularly for KNP, this would mean that only mature elephant bulls over approx. 45 years of age and a maximum single tusk weight of approx. 35kg should be hunted. These bulls have exhausted their tusk development potential. Younger bulls, which still experience exponential tusk development, should not be hunted irrespective of tusk size to safeguard the genetic potential for super tuskers. Designated super tuskers must be protected under all circumstances.

Buffalo hunting should be restricted to mature bulls with fully hardened boss. These bulls should only be hunted if solitary or in bachelor groups in order to exclude herd disturbance. For lion, Whitman & Packer have demonstrated that restricting the hunting to males over an age of 6 years is sustainable, irrespective of quota (nose pigmentation serves as 2003<sup>30</sup>); they advise also not to hunt male lions from a pride, if cubs less than 9 months of age are present. Leopard hunting should target only males of an approx. age of 4 years or older. The last of the Big Five – white and black rhino hunting should be restricted to post-reproductive bulls and – if biologically sound – to post-reproductive cows.

All these arguments may still not convince outspoken adversaries of consumptive sustainable use and “Incentive Driven Conservation”. They state that the killing of wild animals is brutal, uncivilized and anachronistic. Killing animals to save them seems counterintuitive, but it still takes a healthy productive population to produce a few large trophy male lion or elephants and ecotourism often has far more detrimental general environmental impacts. Game viewing and photographic tourism affects wildlife in a number of negative ways. Behavioral changes like habituation from feeding and interaction with humans are possibly those of least concern to the ecotourists, since it actually enhances the perceived experience. Nevertheless, these changes take the “wild out of the wild”. Far more serious consequences are caused by the disruption of feeding patterns in rhinos and birds or the hunting success for large carnivores like lion, cheetah, leopard and wild dog as well as physiological changes with repercussions on breeding success, growth rate and interspecific interactions.

The demand for unprecedented luxury in up-market lodges with the resultant pressure on resources, waste disposal problems, the expectation of comprehensive infrastructure and services and finally the large numbers of ecotourists create a significantly higher pressure on habitats and animals than conservation hunting. One of the most successful up-market lodge operators in Southern Africa said: “*[our lodges] are generally world standard and some are even rated in the top five anywhere. These lodges are attracting the very top end of the international tourists [...] These people are paying a lot and demand incredible service*”. Has he ever considered the “Ecological Footprint”? Moreover, exclusive ecotourism is limited to specific and spectacular areas with charismatic and easily observable wildlife. Does he have any suggestions for the less spectacular African regions?

In conclusion: the combined effects of the various ecotourism activities on biodiversity are indirect, less obvious, but potentially more lethal to wildlife; non-consumptive use generates certainly benefits for some Africans but it cannot improve the lot of the vast majority of Africans, unless combined with sustainable consumptive use<sup>12</sup>.

#### 4.5. Game on Private Land

When we read about the wildlife industry, especially in connection with hunting, the expressions “game ranching, game farming and game breeding” are often used interchangeably. I suggest that it is essential to

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<sup>30</sup> “Sustainable Trophy Hunting of African Lions” by K Whitman, A Starfield, H Quadling, & C Packer, Department of Ecology, Evolution and Behavior, University of Minnesota, USA, in NATURE doi:10.1038/nature02395 [www.nature.com/nature](http://www.nature.com/nature)

make a distinction between “wildlife management for conservation” and “wildlife manipulation for selective breeding of individual species”, since otherwise serious interpretation problems and misunderstandings may evolve.

The “South African Conservation Revolution”, as Peter Flack<sup>31</sup> termed it, saw private land under game increase by a compound rate of 5.6% or 500,000ha pa over the last 10 years according to empirical studies by Prof. T. Eloff of Potchefstroom University. Hunting was a main driver of this phenomenal development and hunters, game ranchers and game capturers were and are the heartbeat of what has not only brought so many species back from the brink of extinction but has created the biggest conservation success story on our continent (Flack, 2002).

Scientifically sound ecological principles must remain one of the underlying purposes of private conservation and wildlife management. To deservedly use the proud phrase “The South African Conservation Revolution”, the stakeholders in the wildlife industry – in particular the landowners – must ensure that the conservation of biodiversity on their land is based on these principles. Economics and sustainable financial returns on investment are other factors to be considered. Last not least, a successful wildlife industry which aims at broad-based public support must take socio-political aspects into account.

The future of the private conservation efforts as important contribution towards the National Conservation Strategy of South Africa will rest on the correct combination of these three pillars of sustainability: **Ecology** (measured in the conservation contribution, the diversity of indigenous species in healthy habitats, and improvement of genetic diversity, etc); **Economy** (capability for yielding a return on investment and profitability, conservation self-sufficiency, etc.), and **Social Responsibility** (public interest of conservation, identifying, addressing and solving the issues of BEE and community participation, traditional indigenous hunting, etc.). Not one of these three pillars can be excluded. Therefore a “Triple Bottom Line” approach appears to be the only solution.

The mentioned phenomenal success of private wildlife conservation and the breathtaking speed of conversion of agricultural land (for crops and/or live stock) to game habitat also brought negative outcomes. Some land owners ruthlessly aim at the commercialization of the resource wildlife without considering ecological and social requirements. In many case an entire litany of pseudo conservation arguments are used to give the operation a conservation alibi. These operators often tout their particular management philosophy as good conservation practice and are often successful in marketing their properties as ecotourism and/or hunting destinations to a gullible public (Graupner, 2004<sup>32</sup>).

Graupner disregards the difference between “*wildlife management for conservation*” and “*wildlife manipulation for selective breeding of individual species*” and that good wildlife management practices on private land need the “*Triple Bottom Line*” approach.

Those who continue to advocate the mass breeding of lion for shooting purposes, those who practice the releasing of mature “trophy specimens” of any game species just prior to a “hunt” on any property irrespective of size and those who breed freak color variations, intentional hybrids and exotic game species for shooting try to sell this as “good conservation”. They are not only wrong, but with their errors of judgment and actions they seriously hurt the future of private wildlife conservation and “Incentive Driven Conservation”. Peter Flack wrote in 2002: “*to mention but one truism, anyone killing an animal – whether it be a lion or a lizard – in a tiny, enclosed encampment, whatever you may call him, cannot by definition be a hunter. He may be a killer, a shooter or a pervert but he is not a hunter and what he is doing does not by any stretch of the imagination constitute hunting.*”

A sector within the game ranching industry insists that there is a major difference between practical wildlife management on private properties and that on protected areas owned by the State. These people rather want to be under the jurisdiction of the Department of Agriculture than the Department of Environmental Affairs & Tourism. Sadly, they do miss the point entirely; their objectives are neither ecologically nor sociologically motivated – they only think exclusively in economic terms. Their rejection of the Triple Bottom Line principle reveals a distinct myopic problem.

It is time that we make idiomatic distinctions to the various forms of the game ranching industry – just as we distinguish between conservation hunting, game cropping and game culling. Game ranchers who strive

<sup>31</sup> “The Conservation Revolution in SA”, Peter Flack (2002), published in African Indaba Vol1/1

<sup>32</sup> Some moral, ethical and management aspects of game breeding and hunting (Erich D. Graupner, 2004) on [www.sagro.co.za](http://www.sagro.co.za)

for the triple bottom line approach must not be put into the same category as game breeders, and game breeders again have to be divided into sub-categories according to their conservation contribution:

Some breed specific game species like rare antelope (i. e. Addax, Scimitarhorned Oryx, etc) “ex situ”; these breeders can indeed claim a conservation purpose in their activity, provided they coordinate their programs closely with researchers (i.e. IUCN Antelope Specialist Group, Center for Sahelo-Saharan Wildlife Recovery<sup>33</sup>, etc) who are involved in establishing breeding stocks for controlled re-introduction to the wild. Under certain conditions of fair chase (*defined as pursuit of a free or enclosed ranging animal possessed of the natural behavioral inclination to escape from the hunter and be fully free to do so*) selected post-reproductive individuals could be hunted, *provided those hunted individuals are part of a population which is located in an area that meets both the spatial (territory and home range) and temporal (food, breeding and basic needs) requirements of the population of which the hunted individual is a member.*

The second category of game breeders specializes in rearing rarer species like Roan, Sable, Lichtenstein’s Hartebeest, Livingstone’s Eland, Tsessebee, etc. This is usually under intensive management schemes with predator exclusion. Breeding groups from these herds can indeed become either founder populations in suitable historic habitat or be used for diversifying the genetic pool of existing populations. This activity has also a distinct conservation value.

The third category holds the game breeders who manage specific species like Springbok, Blesbok, Ostrich, etc for game cropping – i.e. for the local or export venison markets. Usually these breeders exclude predators and competing grazers/browsers from their operation to maximize the carrying capacity respectively the annual harvest quota (MSY) and thus the economic return. Theirs is a live stock operation with no direct conservation value.

Lion breeders certainly do not fall into any of these three categories, since their lions are usually bred in restricted enclosures, with food provided for and not self-caught, and social interaction within the species or interspecific interaction notoriously absent – and who would eat lion fillet? The lion breeders’ often repeated claim that their “stocks” serve as founder populations for the re-establishment of lion in former range areas is simply false. It is a hard fact that the “rehabilitation” of captive born large carnivores has never been successful (Anderson, 2005). Moreover, there are sufficient stocks of wild large carnivores within the protected areas of South Africa and of our neighbors to enable conservation authorities and private landowners to establish new wild populations. There is absolutely no need for so-called “rehabilitation” programs for large African carnivores, some of them even “rescued” from zoos around the world, unless one considers the financial objectives of certain animal rights organizations and the lion breeders themselves (the two make strange bedfellows indeed). And the conservation value? Absolutely negative!

Game ranchers with the triple bottom line approach derive income from ecotourism, hunting, culling, cropping or live sales or any combination thereof. They may even be game breeders in one of the three categories described, if their operational structures allow such subdivision. Antelope species breed at different rates, depending on the species and the availability of food and water. According to Professor Eloff they multiply at a compound rate of 25% on average (Flack 2003). It follows that a game ranching operation most likely has to employ a combination of hunting, culling/cropping and live sales to maximize the potential of a triple bottom line approach.

Game ranchers should urgently explore innovative approaches like the formation of large conservancies under a common management scheme in order to keep in tune with market demands. Hunters prefer large areas without internal subdivisions. Ecotourists also find them more attractive and more akin to the “Old Africa”. Game and veld management will be less complicated and less susceptible to climatic changes and disease incidents on large conservancies. Conservancies are ideally suited for the inclusion of communities (CPAs) and BEE partners and last not least they have the highest triple bottom line potential.

South African game ranchers and their colleagues from professional hunting need to take a positive attitude and think forward in these difficult and challenging times. Pro-active engagement in biodiversity conservation initiatives, participation in wildlife research and an integrated approach to natural resource

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<sup>33</sup> Center for Sahelo-Saharan Wildlife Recovery, <http://www.stlzoo.org/wildcareinstitute/antelopeinthesahelosaharan>

management must be the cornerstones; a concerted dialogue amongst all stakeholders and the support and cooperation from and with provincial and national governments is needed. This will ensure the continued prosperity of the wildlife industry, their positive contributions to the National Conservation Plan and their important economic share in the South African GNP.

#### 4.6. Certification, Self Regulation & Legislation

Conservation hunting (as well as game ranching and other sectors of the South African wildlife industry) has to be able to function within a clearly defined legal frame of reference. The comprehensive Addis Ababa Principles and Guidelines (AAPG see Annex 1), adopted by 188 Parties to the CBD in 2004, serve as an ideal basis for further developing legislation, regulations and codes of conduct for conservation hunting and game ranching. These principles and guidelines have meanwhile been acknowledged by CITES and IUCN (see Annexes 2 & 3) as baseline for "Incentive Driven Conservation" policy. Governments, NGOs, landowners and communities are called upon to implement them at every level.

The South African wildlife industry can use AAPG to establish guidelines for triple bottom line sustainability and develop an accreditation or certification system for game ranches, safari operators and professional hunters. The development of a "Best Practices" framework for landowners, resource managers, communities, professional and amateur hunters, ecotourism operators, etc. is another building block. AAPG and Best Practices can set the frame for any national or regional development towards standards or codes of conduct for hunting and assist in policy and legalization formulation. The International Council for Game and Wildlife Conservation (CIC), which represents Governments, scientific institutions and hunting associations in 81 countries already uses the AAPG worldwide to define standards for sustainable hunting (Annex 5). The commissions and working groups of CIC continuously assist regulatory authorities that evolving policies for wildlife conservation and hunting reflect the AAPG in an appropriate way. The present DEAT initiative should take into account that expert consultancy is indeed available.

Establishing a set of **Principles, Criteria and Indicators** (PCI) is a modern approach which allows measuring and evaluating of the status quo and future scenarios in hunting and game ranching in an objective and transparent way. Prof. F. Reimoser<sup>34</sup>, a designated CIC-Expert, has shown this for hunting in Austria and Europe. His work can certainly be modified and adapted to African and South African conditions. The PCI-approach can also be used to establish a basis for "Best practices in Hunting and Game Ranching" respectively for "Hunting or Game Ranching Certifications". It may also be a useful tool to assist in the popular acceptance and understanding of conservation hunting and game ranching. Prof. Reimoser and the CIC have indicated that the experience gained so far, lessons learned and the extension of the PCI approach could be made available to DEAT.

Reimoser's approach was one of a gradually extending process of participation to allow a large number of people from all relevant groups to express their views and contribute own ideas and experiences. In South Africa this participatory process could include representatives of

- a) Professional hunting organizations
- b) Game ranching organizations
- c) Ecotourism organizations & operators
- d) Amateur hunting organizations
- e) Recognized research biologists
- f) IUCN SSGs and SUSGs
- g) Conservation organization (WWFSA, CI, EWT, AGRED, etc)
- h) International hunting organizations (CIC, Conservation Force, SCI, DSC, etc.)
- i) National and Provincial Government Departments
- j) National Parks Authorities
- k) External consultants

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<sup>34</sup> Martin Forstner, Friedrich Reimoser, Josef Hackl, Felix Heckl: Criteria and Indicators of Sustainable Hunting (Federal Environment Agency), Vienna, 2001

Apart from existing and proposed national and provincial legislation, the consultation needs to incorporate international initiatives such as CBD (in particular the AAPG), CITES and the African Convention on the Conservation of Nature and Natural Resources (see Annex 4). The result of the consultation process will be defined principles, criteria and sub-criteria for which indicators and values can be established. An adaptive process work with topical discussions in expert groups as well as field testing will make sure that parameters are not cast in concrete, but can be modified to suit changing conditions. These outcomes will also have relevance for adaptations in wildlife legislation.

The method can be used for game ranching as well as conservation hunting operation and indeed for ecotourism operations too. The assessed unit being the game ranch (or conservancy, community land, private or state land or any combination thereof); and the hunting safari outfitter or ecotourism operator. Reimoser clearly defines the individual assessment unit as fundamental basis for such a sustainability examination, which will include details such as geographic location, ownership and legal circumstances, natural conditions as well as management and monitoring methods. It is quite clear that one of the basic pre-conditions for a valid result is a rolling database with comprehensive and up-to-date statistical information. Unfortunately, this database is not yet available, but could be established quickly. A structured evaluation scheme with grades and assessments on a sliding scale from negative to positive for individual triple bottom line components/subcomponents will eventually enable the researchers to arrive at a fact based and transparent rating.

Authoritative self-regulation will be an important success factor of this process. Therefore the State must consider empowering professional bodies like PHASA by delegating a measure of authority. Such authority should include compulsory membership, disciplinary action from suspension to exclusion, autonomy (within stated policy guidelines) for profiling the profession and setting training objectives, etc. The State should also ensure a consultative and inclusive legislative development which incentivizes good practices and penalizes unsustainable and bad practices<sup>35</sup>.

Unfortunately the consultative process with stakeholders has been largely ignored especially for professional hunting in connection with the new Firearms Control Act of 2000. There is already evidence that visiting hunters drop destinations in South Africa in favor of those in other SADC countries. Present unconfirmed estimates put the reduction of foreign hunters visiting South Africa at around 1000 for the current hunting season – a loss to the SA economy of more than 17 million dollars. I have hunted in countries like China, Iran, Russia, Tajikistan, etc – and nowhere have I experienced a similar situation like presently observable at South Africa's international airports on a daily basis. The hunter who comes to South Africa as a visitor and paying client will react to unreasonable bureaucratic hurdles by simply choosing other destinations. Prior to the introduction of the new Firearms Act, I firmly believed that South Africa visitor hunting market would grow at annual rates of around 15%, surpassing a volume of 300 million dollars by 2010 (without taking into account possible expansion of hunting opportunities/species, as mentioned earlier in this article). I believe that South Africa can ill afford any economic loss in this field, since any such loss will seriously impact on all three sectors of the triple bottom line: ecology, economy and socio-politics.

The present legislation which deals with hunting and game ranching has never been overhauled completely since the arrival of democracy in South Africa. It is a jungle of divergent, contradictory and often difficult to interpret paragraphs, where the borders of jurisdiction of Provinces and State are frequently blurred or crossed. It is obvious that modern conservation biology concepts, the ideas of "Incentive Driven Conservation", and critically important parts of relevant national conservation legislation as well as significant international and Pan-African MEAs are missing.

Recent information shows that some provinces are in the process of drafting new hunting legislation. Although it is high time that the old acts (which date from the early 70s for KwaZulu Natal and the late 60s for the Free State for example) are revisited and modernized, However, I feel that a more concerted and transparent action is needed. Consultation is essential to avoid costly mistakes. The Provinces must coordinate the re-drafting process amongst themselves in order to exclude contradictory legislation and perverse incentives, which could seriously hamper the development of the wildlife industry and they should use readily available expertise as offered by the CIC.

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<sup>35</sup> See African Indaba Vol3/3 and Vol3/4 for contributions about certification, best practices and self-regulation, [www.africanindaba.co.za](http://www.africanindaba.co.za)



I just want to mention an interesting passage from the antiquated, but still valid KZN ordinance: *“No person shall import into the Province of Natal any game, excluding biltong manufactured under veterinary supervision by the National Parks Board of Trustees, without a written permit granted to him by the Board with the prior approval of the Administrator [of KZN]; provided that any such permit shall be granted only subject to the production by the applicant to the Board of a permit granted to him by the Division of Veterinary Services or other officer of the government having authority to grant same.”* This means in simple words that a person importing game or trophies into KZN from other provinces (or vice versa) without the necessary permits could be charged and prosecuted. Such outdated legislation needs urgent attention.

I suggest that an overhaul of this tangled legislative system is extremely difficult. A better solution would be the formulation of a totally new legislation framework, where the requirements of the State and the Provinces are adequately taken care of and all relevant MEAs are considered. The new legislation must be an enabling one – one that brings new economic growth to the industry, enhances conservation on the ground and includes relevant BEE objectives (the triple bottom line again!).

The DEAT “Panel of Expert Initiative” subcontracted specialist input for the panel’s work. However, the set time frame was extremely tight and did not provide for enough expert input for the huge task at hand. The parties who presented papers to the panel based on the minister’s terms of reference had virtually no time to prepare their tender papers, and had little time to do research to present facts, figures and solutions. I also regret that some of the foremost and globally recognized South African experts in wildlife management and conservation hunting were prevented from even presenting their proposals to DEAT because of the tight time lines. It should have been foreseen that these experts do usually have current contractual obligations to comply with and are not always free to accept sudden new assignments.

Maybe the Minister should consider accepting expert assistance from outside South Africa. This has been offered. The International Council for Game & Wildlife Management (CIC) has a team of legal experts drawing on wide international experience; the German Hunting Association<sup>36</sup> could assist in matters of hunting and conservation legislation with experiences from the German federal system (which served as model for the South African Constitution); the German Technical Cooperation (GTZ)<sup>37</sup> has assisted a number of African states in hunting and conservation legislation; Conservation Force<sup>3</sup> is constantly involved in hunting advocacy and all legal aspects of African wildlife conservation; the Danish Hunters’ Association<sup>38</sup> has a wide experience in projects in Africa; all could combine their experience with other local and international organizations to cooperate with DEAT on a blue print for a comprehensive new legislation package.

## 5. Conclusion

A serious attempt has to be undertaken by the main stakeholders in the South African wildlife industry to come to terms with image problems, lack of organization and lack of public relations. Conservation hunting and game ranching must define boundaries and future developments by reviewing, and if necessary adapt activities, procedures and organizational structures. The most crucial issues hunters and game ranchers have to address are self regulation, self control and the concept of the triple bottom line approach – ecology, economy and social impact.

The State and the Provinces have to accept the responsibility that only comprehensive and enabling legislation will allow the expansion of these three pillars. The regulatory power must not be perceived as digging at the bases to eventually make the house fall into ruins. The DEAT initiative has the potential to provide a comprehensive legislative package and the basis for self-regulation, accreditation and certification. The appropriate legal and administrative framework (including monitoring and enforcement systems, financial support schemes) must guarantee the sustainable character of the use of biological resources. Such framework will have to be accompanied by measures of information, education and awareness building for all sectors concerned. As a by-product, reports, fact sheets and media campaigns will create the basis of an open and healthy dialogue between hunters, land owners/managers and conservationists and the public. As

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<sup>36</sup> Deutsche Jagdschutz-Verband e.V. (DJV) Johannes-Henry-Str. 26, D-53113 Bonn, Germany, phone +49 (228) 949 060 email: [DJV@Jagdschutzverband.de](mailto:DJV@Jagdschutzverband.de). Web: <http://www.jagd-online.de/>

<sup>37</sup> GTZ Wildlife Programme in Tanzania <http://www.wildlife-programme.gtz.de/wildlife/start.html>

<sup>38</sup> Compare John Balarin’s article “Traditional Hunting: Denmark & Malawi Civil Society Partnership” published in African Indaba Vol2/4 (pdf download available at [www.africanindaba.co.za](http://www.africanindaba.co.za))

a result of these concerted actions, the South African wildlife industry will finally enjoy a positive policy environment.

This present unique opportunity must not be wasted with half hearted measures. Our biodiversity, our economy and our people require that all chances, risks and opportunities are explored and that the legislation will enable all South Africans to contribute meaningfully to our National Conservation Strategy.

Private stakeholders in "The Wildlife Game" provide a free and important public service. They deserve the support of the country's political parties in general, and those in government in particular. They need a sensible legal framework which lays down the limit between good and bad practices, which sanctions those who elect to break the rules and most importantly which incentivizes the majority who do far more than the legally required minimum for the benefit of all South Africans and our biodiversity. The efforts of the private sector as managers of much of the country's natural resources and its work to implement sustainable practices through Incentive Based Conservation<sup>39</sup> need to be recognized by a groundswell of public support.

The natural environment is the common heritage of all South Africans. Differences between hunter-conservationists and non-hunting conservationists – frequently a result of insufficient information – are in reality often minute. The South African Government can reduce conflict potential and polarization between hunters and other conservationists by launching a "Conservation Hunting Initiative" through a truly representative Advisory Council which ensures transparent policy initiatives, concerted actions and up-to-date information of the public. This will eventually lead to THE WIN-WIN SCENARIO where the social, ecological and economic functions of natural habitats are guaranteed and sustainable.

## **Annex 1:**

### **Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity**

[www.biodiv.org/doc/publications/addis-gdl-en.pdf](http://www.biodiv.org/doc/publications/addis-gdl-en.pdf)

{...} *the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity* (AAPG) - to a large extent based on IUCN's Amman Policy Statement on Sustainable Use of Wild Living Resources - were adopted by the Parties to the CBD in February 2004. AAPG in fact represent the latest state of the art on sustainable use of biodiversity. With this tangible tool to hand, the Parties to the Convention can better focus on keeping their commitment to achieve, by 2010, a significant reduction in the current rate of biodiversity loss.

The 14 Principles and Guidelines contain a *code of practice* for governments and decision makers right [to] the local level about how to use biological diversity in a sustainable way. It includes the cross-border use of natural resources (game as well as e.g. water), a better integration of scientific surveys into decision-making processes, more direct responsibility and the right for co-determination for the people living with the resources [...]. AAPG provide a framework for assisting stakeholders on all geographical levels, as well as institutional levels such as the UN System, Conventions, Governments, development agencies, local and indigenous communities, resource managers, the private sector and NGOs, on how to ensure that their uses of biodiversity will not lead to its long-term decline. Governments should now strive to integrate the AAPG in the development or review of policies, national legislation and other regulations, sectoral and cross-sectoral plans and any programs addressing uses of biodiversity.

[...] AAPG also underline in which way ecosystems serve and maintain cultures, societies and communities. Governments and decision-makers are therefore called upon to consider the promotion of the AAPG as an instrument for safeguarding traditional societies and cultures. [They] apply to any consumptive or non-consumptive use of biological diversity. Their application will naturally vary according to the resource being used, the conditions under which it is being used, as well as the institutional and cultural context in which such use is taking place. Bridging the various geographical and institutional levels, AAPG will also provide an excellent tool for different sectors to enhance sustainable use: i.e. forestry, wildlife, fisheries and tourism [...]

The wildlife sector will be an example of the implementation process bringing together stakeholders from different angles. [...] AAPG provide a common base within the various and rarely linked programs and initiatives to develop coherent approaches to sustainable wildlife use by designing programs on sustainable hunting.

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<sup>39</sup> Dr Jonathan Hutton "What sustainable Use is, and what it is not" (African Indaba Vol2/4 [www.africanindaba.co.za](http://www.africanindaba.co.za))

## Annex 2

CITES Resolution Conf. 13.2 Sustainable use of biodiversity: *Addis Ababa Principles and Guidelines*  
[www.cites.org/eng/res/13/13-02.shtml](http://www.cites.org/eng/res/13/13-02.shtml)

[...] *the Conference of the Parties to the Convention urges the Parties to:*

- a) make use of the Principles and Guidelines for the Sustainable Use of Biodiversity, also taking into account scientific, trade and enforcement considerations determined by national circumstances, when adopting non-detriment-making processes and making CITES non-detriment findings;*
- b) share experiences on sustainable use at the national level, particularly between CITES Management and Scientific Authorities, and their CBD Focal Points; and*
- c) endeavor to ensure that their CITES Management and Scientific Authorities participate, through their national CBD Focal Points, in the work of CBD and its Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) on these Principles and Guidelines; and URGES the Parties that are also Parties to the CBD, to take effective measures at policy and institutional level to ensure synergy between their implementation of CITES and CBD at the national level.*

## Annex 3

IUCN Resolution RES3.074

Implementing the *Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity* [...] *The World Conservation Congress at its 3rd Session in Bangkok, November 2004:*

[www.iucn.org/congress/members/WCC\\_Res\\_Recs\\_ENGLISH.pdf](http://www.iucn.org/congress/members/WCC_Res_Recs_ENGLISH.pdf)

[...] 2. *REQUESTS the IUCN Director General to: (a) ensure that the Addis Ababa Principles and Guidelines, as well as the IUCN Policy Statement on Sustainable Use of Wild Living Resources, are appropriately reflected in all IUCN policies and programs;(b) promote initiatives which enable relevant components of the Union to work together to develop tools for the implementation of sustainable-use principles in practice, while maintaining a distinctive focal point for forward thinking; and [...]*

3. *ENCOURAGES IUCN and its members to:(a) report case studies that describe both positive and negative experiences in the implementation and outcomes of sustainable use programs and to identify lessons learned; and (b) provide these case studies to the CBD Secretariat and other relevant organizations.*

The IUCN Policy Statement on Sustainable Use of Wild Living Resources (Resolution 2.29) adopted at the IUCN World Conservation Congress, Amman, October 2000:

[...] *To increase the likelihood that any use of a wild living resource will be sustainable requires consideration of the following:*

[...] *c) Wild living resources have many cultural, ethical, ecological, and economic values, which can provide incentives for conservation. Where an economic value can be attached to a wild living resource, perverse incentives removed, and costs and benefits internalized, favorable conditions can be created for investment in the conservation and the sustainable use of the resource, thus reducing the risk of resource degradation, depletion, and habitat conversion;*

*d) Levels and fluctuations of demand for wild living resources are affected by a complex array of social, demographic, and economic factors, and are likely to increase in coming years. Thus attention to both demand and supply is necessary to promote sustainability of uses.*

## Annex 4

African Convention On The Conservation Of Nature And Natural Resources

[\(Africa Union Official Treaty Documents\)](#)

The revised African Convention on the Conservation of Nature and Natural Resources ("African Convention") is a regional convention that incorporates modern schemes of conservation, already forming part of other conventions; it strengthens the role of sustainable use for conservation, while pointing out the need for

countries to cooperate across borders, and finally calls for increased efforts in education and the involvement of indigenous peoples. All of this is of vital importance to the development in Africa - as well as an integral part of the AAPG. As the African Convention, however, lacks clear guidance on how best to meet the mentioned objectives, it could be the role of the AAPG to become such guiding tool. It is foreseeable that this Convention will be acknowledged internationally, as it can serve as an excellent example for other regions to follow.[..]

The objectives of this Convention are: 1. to enhance environmental protection; 2. to foster the conservation and sustainable use of natural resources; and 3. to harmonize and coordinate policies in these fields *with a view to achieving ecologically rational, economically sound and socially acceptable development policies and programs.*

## **Annex 5**

### **CIC Resolution CICGA52.RES01**

#### **Implementing the *Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity***

[www.cic-wildlife.org/uploads/media/Addis\\_Ababa\\_Principles\\_and\\_Guidelines.pdf](http://www.cic-wildlife.org/uploads/media/Addis_Ababa_Principles_and_Guidelines.pdf)

[...] *The 52nd CIC General Assembly in Abu Dhabi, United Arab Emirates, 12-16 March 2005*

1. *REQUESTS* the CIC President and the CEO to: a. ensure that the AAPG are appropriately reflected in all relevant CIC policies, programs and projects; and b. advise CBD that CIC shall continue its cooperation in implementing the AAPG,
2. STATES that CIC Members, including Commissions and Working Groups, will support initiatives for the implementation of these sustainable use principles in practice

# No Progress In Kenya

Guest Editorial by Ian Parker

## Background

One of Kenya's best known and longest serving Members of Parliament is G.G. Kariuki – widely known as just GG. A Kikuyu from the Laikipia West constituency, his constituents are largely small-holder farmers who settled the land between Nyahururu (Thomson's Falls in colonial days) and Rumuruti and was once part of the 'white highlands'. He was originally prominent for his strong anti-colonial stance and uncompromising interest in righting historical injustices. Yet, while GG's positions in this respect initially made Kenya's remaining white farmers and ranchers wary of him, over the years they have come to know him as an approachable elder who listens and, if convinced by facts, acts.

GG's constituency is also the conflict zone between dense small-holder farming and large cattle ranches. The small-holders have no space for large wild animals and do not want them. The ranches carry substantial big game populations which inflict damage upon the small-holders. As a farmer himself, GG was bound to side with the small-holders and be anti-game. The ranchers, on the other hand, were pro big game and, the fact that many are white, with roots in the colonial past, was like salt on a wound where local sensibilities were concerned.

While never denying good money could be made from wild animals, GG felt that the deaths, injuries, loss of crops and livestock suffered by his constituents were never taken into account. In that he was right. The extent of such losses has never been measured in Kenya and there has been no realistic redress for them. In failing to appreciate the extent of loss, the pro-wildlife ranchers were for a long time singularly blind. This situation has been rectified. The Laikipia Wildlife Forum, to which most ranchers in this part of Kenya belong, is now the most advanced of all Kenya's wildlife forums in its pro-active approach to its farmer neighbors and members.

## Rising Frustration

GG had for years sought the protection and help the Kenya Wildlife Service (KWS) was, by law, supposed to provide his constituents. It was to no avail. There was endless talk, promises and yet more promises, but never action to really address the problems. Inevitably he found his rising frustration and irritation with KWS was equally shared by the pro-wildlife landowners countrywide and not unique to his constituent farmers. He learned that fellow MPs from other wildlife constituencies were also irritated and that the only places in Kenya with no serious wildlife problems were those where there was no wildlife left. He saw that the issues separating the anti and pro wild animal factions could be redressed if they were left to sort things out between themselves. It was the inaction and endless obfuscation by KWS and the faceless NGO donors that sustained it, that created the problems he and fellow politicians had to address.

In November 2003 GG announced to his colleagues in Kenya's Parliament, that as a solution to this general and rising frustration, he would introduce a Private Members Bill to amend Kenya's Wildlife Act. And that is what he did. The Bill's objective was two-pronged: to seek better service from KWS and to set up a workable system of compensation for those who suffered loss to wildlife.

As the law stood, and in the autocratic style of the Kenyatta and Moi Governments, the President appointed the Minister responsible for wildlife, the Chairman of the KWS Board of Trustees and the Director of KWS. This hardly made for stability. Each appointee felt he had the Head of State's ear, destroying any sense of hierarchy. When the Chairman of Trustees was Charles Njonjo, the ex-Attorney General and a political heavyweight, the Ministers need not have existed as his charisma reduced them to ciphers. When a strong character like Richard Leakey was Director, he ruled both the Board and the Service. When weaker characters tried to exercise what they felt were their prerogatives, they were booted out.

The chaos that ensued has been an ongoing opera of amazement. KWS had 11 Directors in 15 years (Olindo - only a few days, Leakey 1<sup>st</sup> time, Western, Leakey 2<sup>nd</sup> time, Rotich, Kioko, Wamithi, Mutie, Mukolwe, Mukuria and the incumbent Kipngetich) the last seven serving in the last four years. All but one (Kioko) and the incumbent left office before their terms were completed. On accession to the post, each Director shuffled the officers in KWS, promoting and demoting top posts to suit his agenda. In the last two

years there have been three different Ministers responsible for wildlife. The Minister can appoint six Trustees to the KWS Board of 9 ex-officio members. This set of six has been fired three times in the past two years – all before completion of term of service – and a new fourth set was appointed on 23.12.04. There have been three Chairmen of Trustees thrown out of office in less than two years. Small wonder that when KWS delegates appear on the international stage – as at CITES 2004 – they are not taken seriously.

### **GG Takes Action**

GG decided to go to the root of the problems. First, his bill redressed a legal drafting error. When the KWS was created to run under a Board of Trustees, the draftsman failed to change 'Minister' to 'Board of Trustees'. Thus while the Board was supposed to run KWS, the Minister retained all the executive power by default – rendering the Board toothless. Next GG's Bill removed the President's power to appoint the Chairman of Trustees and vested it in the trustees themselves. It also removed his power to appoint the Director of KWS and vested it in Kenya's Public Service Commission 'on the advice of the Trustees'.

The Bill removed the Minister's opportunity to appoint six cronies to the Board of Trustees. Instead, it increased the appointees to nine elected by the country's wildlife forums. Added to this were a further four – a lawyer, a tourist industry representative, a businessman and a biologist – all nominated by appropriate professional bodies.

Section 5 of the Wildlife Act allows the Trustees to appoint District Advisory Councils to help them determine local policy. This power had never been used, but it now becomes mandatory: they have to appoint such Councils, which will consist of three ex-officio members (KWS Warden, Agricultural Officer and local MP) and four members elected by the District Wildlife Forum.

Where compensation is concerned, those landowners (including KWS as the owner of parks and County Councils who own reserves) who make money from ten listed big game species, will be liable to compensate people within 5 km of their borders for damage inflicted by those animals. The extent of compensation up to Kshs 1 million (\$12,000) will be determined by the Local District Advisory Council. This means that if no money can be made, no compensation will be paid, and that the extent of liability is resolved locally by residents in the district and not by distant officials in Nairobi.

Some feel that the Bill is deficient in that it did not bring back hunting mammals for sport or commercial cropping. Here it should be appreciated that, under the Wildlife Act, these activities are permissible. They are only banned through the Minister's and Director's discretionary powers, which they have the discretion to reverse. No new legislation is needed. Consequently GG and the MPs generally (many of whom are uncertain on the matter) felt it was an administrative issue that should not interfere with the more basic need of getting KWS running properly and could be addressed later. The only amendment called for where cropping was concerned was simply rearranging powers already in the Act so that they read more clearly (the existing Section 47 became 47 & 47A). Others feel that Kenya's Wildlife Act should have been subject to wider amendment or totally rewritten. While there are grounds for more far-reaching amendments of Kenya's laws, this not only involves the Wildlife Act, but all the laws relating to natural resources, which currently overlap and conflict. Such a review will take several years at least. The issues the GG Bill addresses need immediate attention. Further, KWS in its present state is not competent to influence future law. Only when amended and running as proposed, will it become able to contribute usefully.

Care was taken to ensure the Bill's progress complied with prescribed legislative procedures. It was discussed by GG with many parties in the seven months between conception and publication by the Government Printer on the 18<sup>th</sup> June 2004. After passage through its first reading (when it could have been thrown out if the Members were against it) in July, it was examined by the House Finance, Trade, Tourism & Planning Committee between July and November and, again in accordance with proper procedure, comment from the public was invited, received and listened to. It went through its second reading in November, being passed with support from both sides of the House. In December it again came before the House sitting in Committee and was modified with amendments and given general approval.

The GG Bill passed its third and final reading by Kenya's Parliament on the night of 9<sup>th</sup> December 2004 before the House went into recess for Christmas and New Year. Kenya's Hansard confirms the foregoing. Its passage constitutes the single most positive step of recent times in Kenya's conservation history.

## Animal Rights Hysteria

Into this environment, the 'Kenya Coalition for Conservation' launched a worldwide appeal for a blizzard of e-mails to Kenya's President, H. E. Mwai Kibaki, not to allow the GG Bill to become law. Clearly the Coalition prefers the *status quo*, in which, where wildlife is concerned, the coming and going of Ministers, Chairmen, Trustees and Directors is reminiscent of the platform on a busy railway station. Therein lays a clue. The only parties who have consistently lauded KWS for its performance and prop it up with funding, are the NGOs and aid donors who favor retaining a ban on hunting. They do so because KWS in its present state is compliant and afraid that if it offends them, they will withhold money and it will collapse. At issue is control: it is as simple as that.

As the world's only country to prohibit hunting, Kenya is the jewel in the animal rightist crown. They will spend millions to sustain this position, even if it mocks democracy, ignores reality and sustains a *status quo* that actually perpetuates a decline of wild animals that now exceeds 60% since the mid-1970s. To do this, they state that the GG Bill is a wealthy white men's front to reintroduce hunting, even though the Bill is not about hunting. For any acquainted with Kenya's history, suggesting that GG Kariuki could act as a white men's cipher, is ground for either or both incredulity and hilarity. To think that the multiparty support for a Bill that favored a racial minority still regarded with some suspicion would be possible in Kenya's Parliament of today, is ridiculous. To suggest that the GG Bill was finagled through Parliament through some irregular process is outrageous.

All these charges and more have been made by the 'Kenya Coalition for Conservation'. What is his body? Few of the 14 parties listed as components are known to most Kenyans. For example, the Kenya Human Wildlife Conflict Management Network listed is a few self-elected individuals supported by Action Aid International – a foreign NGO whose interests in indigenous rights (such as supporting Masai Masai land claims) cause serious political concern. Listing the network and Action Aid as separate elements in the coalition implies two voices where in fact there is one. The same applies to the Youth for Conservation, a vocal group of university students whose motivation may be as much lack of employment as anything else. They are supported by the David Sheldrick Wildlife Trust – run by animal rightist Daphne Sheldrick - and while performing some useful field exercises such as removing snares in national parks - they refine their agitprop skills of parading banners, protest marching and sitting widely spaced at meetings speaking and interjecting comment at every opportunity to create an impression of a larger entity than is in fact the case.

In reality, none of the members of the Coalition represent any community and while their intentions may be laudable, they are splinter groups of disparate interests without democratic mandate, who exist only through funding from extraneous sources. They had ample opportunity to express their opinions to Parliamentarians, some did, but if their views did not modify the GG Bill as they may have wished, it was because in the view of the Parliamentarians the quality of their submissions did not warrant it.

On New Year's Day, the Kenya Press reported that President Mwai Kibaki had refused to give his assent to the Bill and had sent it back to Parliament on grounds "that it would have reintroduced hunting in Kenya's game parks." (*Daily Nation* #13982 of January 1<sup>st</sup> 2005). Like in a game of snakes and ladders – we are back to square one. The Bill was not about hunting. Hunting in Kenya's parks had never been allowed and the suggestion that it would be reintroduced was an inflammatory non sequitur. The grounds for rejection were specious.

## The Real Issue

The problems afflicting conservation in Kenya are rooted in lack of democracy. The chaotic state of KWS governance illustrates this. Democratic principle, public accountability and a civil service controlled by the people it is supposed to serve gave rise to the GG Kariuki Bill. Its adoption and passage through Parliament was progress. The strident opposition from animal rightist lobbies has set things back and only time will tell whether they will prevail.

What their response to the Bill has really done, has stripped away pretences of what really is at stake. As with fundamentalists of whatever stripe, the true goal is control of people, not animals. In this case animal welfare is the tool for raising funds, but not the organization's goal.

The interference does not only affect the GG Kariuki Bill. Unbeknown to most of Kenya's Members of Parliament and its public, is that the United Nations Environment Programme has been quietly 'working on a new Wildlife Law for Kenya' with the crippled KWS, the country's Attorney General and the International Fund for Animal Welfare. In the face of criticism, they will cite invitation from KWS as the reason for their involvement: but, dependent on them as it is, they really should not be allowed to get away with such circularity.

In democracies people elect representatives to make laws: making law is an MP's primary function. Kenyans did not invite alien NGOs, UNEP or any other special interest groups to set the rules whereby they will live, yet this is happening here and elsewhere in Africa on a spectrum of issues of which wildlife is but one. Parliaments are sidelined and aliens control. This is what the G. G. Kariuki amendments unwittingly stumbled into and it explains the hostile reaction to them.

As a member of IFAW said a few days back "what do you mean – in a democracy the people's representatives should make the laws? We are talking about conservation and, surely, because I know better than them, that is all that matters?" It summed up the problem rather neatly and, while she may not have realized it, her words also encapsulate Al Qaeda's philosophy.

## IUCN Accepts Role of Recreational Hunting in Wildlife Conservation

*Editors Comment: The combined and courageous efforts of the representatives of the Endangered Wildlife Trust, the Game Rangers Association of South Africa and South African National Parks as well as of the representatives of the informal hunters' alliance from CIC, FACE and Conservation Force need to be commended. South Africa's conservation success and the concept of "incentive-based conservation" has finally found the wide spread acceptance it deserves. The African and international hunting associations - professional and amateur – have now the obligation and foremost task to address the problematic issues like unethical hunting as well as canned and put & take shooting with even more vigor through cooperation amongst themselves, with conservation NGOs and with the authorities. I dare to add the hope that Mr. Fakir of IUCN South Africa will take due note of the outcomes of this 3<sup>d</sup> Congress.*

1000 Members of the IUCN – The World Conservation Union – gathered at the Members Assembly of the 3rd World Conservation Congress in Bangkok in November 2004 have adopted a recommendation on sustainable consumptive use of wildlife and recreational hunting in Southern Africa. In an intense and controversial debate CIC's Dieter Schramm and Kai Wollscheid, as well as FACE's Manuel de Tillesse and Conservation Force's John Jackson cooperated closely with the Game Rangers Association of Africa, the Endangered Wildlife Trust and the South African National Parks – the proponents of this recommendation. The delegates were advised on the importance of sound approaches to wildlife conservation and of incorporating the needs of local populations. The conservation of the sustainable use of wildlife can contribute to biodiversity by providing economic incentives for the conservation of natural areas. The IUCN members voted in favor of the recommendation.

With this Recommendation, IUCN "accepts that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations" and "condemns the killing of animals in small enclosures where they have little or no chance of escape." This is a clear statement against any form of "canned hunting". "The Game Rangers Association of Africa (GRA) has always supported the sustainable use of wildlife in a legal manner which pays respect to animals and condemns any form of canned hunting", said Tim Snow, Chairman, GRA African Committee.

Text of the IUCN Recommendation CGR3.REC007



### ***Application of the IUCN Sustainable Use Policy to sustainable consumptive use of wildlife and recreational hunting in southern Africa:***

**Recalling** that the conservation of biological diversity is central to the mission of IUCN (Policy Statement on Sustainable Use of Wild Living Resources, Amman, Jordan, 2000);

**Recognizing** that in South Africa, as encompassed by the IUCN Regional Office (ROSA), the total area of communal and privately owned land, on which the sustainable consumptive use of wildlife through the trading of live animals and recreational hunting takes place, exceeds all state-owned protected areas;

**Understanding** that in southern Africa, ecologically sustainable consumptive use of wildlife may contribute to the conservation of biodiversity by providing an economic incentive for the conservation of natural areas;

**Noting** that there are a range of options for deriving economic and ecosystem conservation benefits from the presence of wildlife, including ecotourism; sustainable is simply one of these options, and should be assessed along with other options to determine which option is most ecologically appropriate;

**Noting** strong opposition to all forms of "Canned Hunting" (where the hunted animals have little or no chance of escape);

**Recognizing** that policies aimed at biodiversity conservation need to be based also on the particular values, circumstances and cultures of specific regions;

**Recognizing** that in much of southern Africa, wildlife on communal and privately-owned land is accommodated because it also provides an economically viable form of land use; and that where it is successfully implemented, well managed consumptive utilization, including recreational hunting, enables retention of wildlife populations and ecosystems functions on large areas of land that would otherwise be used for agriculture; and

**Recognizing further** that the management of these populations and their habitats contributes to biodiversity conservation;

#### **The World Conservation Congress at its 3<sup>rd</sup> Session**

**Supports** the philosophy and practice that on state, communal and privately-owned land in southern Africa, the sustainable and well-managed consumptive use of wildlife makes a positive contribution to biodiversity conservation;

**Accepts** that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations;

**Condemns** the killing of animals in small enclosures where they have little or no chance of escape; and

**Recommends** that agencies in southern Africa responsible for:

- a. the control of wildlife utilization and hunting, should implement measures to ensure that codes of high ethical conduct and standards are achieved and maintained in accordance with the Earth Charter (Article 15b); and give use to the remains by the local communities;
- b. biodiversity conservation take steps to increase public awareness and understanding of the role that the ecologically sustainable use of wildlife

Source: Press Release CIC, November 2004, CIC Budapest

## **Incentive-Based Conservation: Moving Forward by Changing the Thinking**

by Robert Kenward

*Editor's Note: Robert Kenward is a Committee member of ESUSG (European Sustainable Use Specialist Group of IUCN) and a Fellow of the Centre for Ecology & Hydrology, UK. email: [rek@ceh.ac.uk](mailto:rek@ceh.ac.uk). The following article appeared first in the September Newsletter of the IUCN Sustainable Use Specialist Group (SUSG). Kenward's article and other related papers can be downloaded from at*

<http://www.iucn.org/themes/ssc/susg/>. African Indaba thanks Mr. Robin Sharpe for the kind permission to reprint this article for our readers. If you want to read more about this topic you can also email [gerhard@muskwa.co.za](mailto:gerhard@muskwa.co.za) for copies of some of the papers by Jon Hutton, Nigel Leader-Williams and Grahame Webb mentioned in the reference section of this text

The concept of sustainable use is now very widely interpreted. It is trumpeted too hard by some and attacked by others. On one side are those who hold that use of wild resources is OK because it can now be shown to be sustainable, and therefore (at the extreme) is justified as a right. On the other side are those who say, in effect, that "if we must have use then let's at least ensure that it is sustainable" and (at the extreme) "but no use is best".

Both sides are missing the main point for conservation, which is that use of wild resources can motivate conservation. This point is crucial because (as Jon Hutton, Grahame Webb and others have written) use of wild resources can be an especially important conservation incentive. Use tends to go with the flow of human social and economic pressures (and can provide human resources for conservation), whereas the protect-and-reserve paradigm often runs against them (and can require resources).

That isn't to say that protection is bad. Protection of particular species has been very valuable for showing that society values them. Protection of areas has been crucial for holding back intensive cultivation and other development. However, when human pressures really build up, protection alone can become inadequate or so expensive that an alternative approach could have conserved more biodiversity.

The problem is that the interaction of "use is a right" and "if we must" attitudes creates problems for incentive-driven conservation. This is not just because a polarized dispute can give a concept a bad name. It is also problematic because placating both attitudes can result in over-regulation. There may then be so many regulations on sustainable use that (i) some activities simply do not occur because they cannot prove they are sustainable or (ii) participants devote human and financial resources that could be channeled to conservation to merely meeting regulations.

In effect, conservation through sustainable use becomes threatened by red tape that is aimed at making the use of resources sustainable. A background in a minority activity with great SU potential has taught me how rules aimed at making falconry "safe" have resulted in raptor farming, which can (a) reduce incentives and ability to conserve wild raptors and (b) raise other issues. It is vital to ensure that the "Addis Ababa Principles and Guidelines" adopted by the CBD are not used to justify unrealistic red tape. Any "rush for regulation", which may start as a laudable compromise, is sadly liable to become reinforced by protection campaigners who can target those breaching the rules and entrenched by administrators and technicians who monitor use.

What can be done? One way to reduce such a threat would be to reach general understanding of a need to reduce inefficiencies in conservation. That educational task will take time, but can be made easier by tools with lots of leverage. A conceptual tool is to focus the thinking on economics: "how to get most conservation per user-dollar". Neither governments nor the (hu)man in the street may have much time for conservation philosophy, but they all take an interest in economics. They understand money, and are increasingly concerned that red tape costs money.

On this basis, we need to direct attention more towards the target (better conservation) than the process (sustainable use). Thus the process (Incentive Driven Conservation) may be best expressed for the public (and separated from state-based agri-environment payments) by the slogan "Conservation through Use". This can be an integrating theme, because it encourages extractive users to show how they are contributing to conservation, and also includes protection interests who add value through eco-tourism (as well as practical benefits such as zoning). Protection and extraction organizations also need to cooperate to reduce polarization of public attitudes and hence pressures to over-regulate.

A more tangible tool might be a landmark CBD conference on "Economics of Conservation through Use". In the longer term, help may come from a software decision-support concept that is being developed in ESUSG, to enable adaptive management and more flexible rules, while helping resource-users to benefit financially and being educational.

There is other relevant information in the following papers:

- Hutton, J.M. & N. Leader-Williams 2003. Sustainable use and incentive-driven conservation: realigning human and conservation interests. *Oryx* 37:215-226.
- Kenward, R.E. 2004. Management tools for raptor conservation. Pp. 329-339 in Chancellor, R.D. & B.-U. Meyburg (eds) *Raptors Worldwide*. World Working Group on Birds of Prey and Owls, Berlin (2004).
- Kenward, R.E. & V. Garcia Ciudad 2002. Innovative approaches to sustainable use of biodiversity and landscape in the farmed countryside. UNEP High-Level Conference on Agriculture and Biodiversity ([http://nature.coe.int/conf\\_agri\\_2002/](http://nature.coe.int/conf_agri_2002/))
- Webb, G.J.W. 2002. Conservation and sustainable use of wildlife - an evolving concept. *Pacific Conservation Biology* 8:12-26.
- Webb, G.J.W. 1997. Sustainable use of wildlife. In Davies, M. (Ed.) *Exploiting our native fauna - culling, harvesting, farming?* *Australian Biologist* 10: 3-10.

## Namibian Conservancies Receive Funds

About 100 000 Namibians currently living and working on 75,000km<sup>2</sup> are expected to benefit from N\$162 million apportioned by the Global Environment Fund (GEF), World Wildlife Fund (WWF) and USAID for 31 communal conservancies. The money will be spent over a 5 to 7 year period and the beneficiaries have been identified as the Integrated Community-based Ecosystem Management (ICEMA), Living in a Finite Environment (LIFE), and Integrated Rural Development and Nature Conservation (IRDNC) in the Kunene and Caprivi regions. ICEMA will receive N\$ 46 million and LIFE, which was co-funded by USAID and the WWF N\$ 64 million according to media reports.

The initiative will support sustainable development and economic growth for people, protect wildlife and environment as well as foster a more integrated natural resource ecosystem management approach. Minister Phillemon Malima said that CBNRM empowered rural Namibians to take charge of their environment through sustainable conservation and to restore the link between conservation and rural development by enabling communal farmers to derive a direct income from the sustainable use of wildlife and tourism activities. MET, non-governmental organizations (NGOs) and the private sector have now turned all conservancies into profitable investments. In 2004 the conservancies earned more than N\$13 million from tourism and hunting activities, compared to N\$1.1 million generated in 1998. The minister stressed that "success breeds success, therefore it is no surprise that 40 other communities are in the process of forming conservancies."

With this financial boost, conservancies are looking to achieve better integration in line with Namibia's 2<sup>nd</sup> National Development Plan and Vision 2030. According to Malima, reducing poverty levels through sustainable development is one key aspect of conservancies. "If we can combine the production of springbok, guinea-fowl, marula, and other food with tourism, freshwater, traditional crops, green scheme agriculture and livestock farming - then nobody in this country should be poor or starving."

The minister emphasized that tourism and wild-life focused management in an integrated ecosystem will be strengthened through the project resulting in top quality game meat products from conservancies in our super-markets, top quality jewelry incorporating our traditional ivory carvings and a wide range of products from the marula plant."

Source: New Era (Windhoek), October 27, 2004

# Hunting for Conservation in Cameroon

By Jeff Sayer, WWF

On the edge of the rainforest in southeast Cameroon, Baka pygmies from the village of Lantjoue are having a party. Everyone is dressed in their finery and the drums are beating. A feast of yams, plantains, freshly caught fish, and a big pot of antelope stew is spread out in the village school room. The reason for the party? The arrival of new desks and equipment for the school, paid for by a community hunting project that the villagers set up with help from global conservation organization WWF.

"It may seem surprising to find a conservation organization supporting hunting," says WWF's Leonard Usongo. "But commercial hunting for bushmeat has become such a problem here that we had to try something new to control it. One approach is regulated hunting." Lantjoue is typical of the small communities on the fringes of Cameroon's rainforest. The Baka and Bantu people have lived here for generations, growing crops, working in the logging concessions, and hunting and gathering in the forest.

"The people here have always hunted for their own needs," says Usongo. "But in the last couple of decades new roads have been opened, mostly for logging, and there are lots more trucks heading for the cities. Local hunters can sell bushmeat to passing truck drivers for more money than they could ever have dreamed of a few years ago. This has fuelled a huge increase in hunting, including some animals that are endangered — like gorillas." The truck drivers sell the meat in the markets of Yaoundé and Douala. The trade is so lucrative that it has attracted people from other parts of the country, who now poach animals in the forests. "We tried working with Cameroon's Ministry of Environment and Forests to stop the trade," says Usongo, "but there are too many trucks and too many roads."

The new approach is to help local people manage hunting. Instead of government-imposed rules aimed to discourage hunting for the bushmeat trade, the villagers of Lantjoue can instead regulate their own hunting quotas in a defined village hunting zone.

One incentive to keep wildlife abundant is foreign trophy hunters. Among many other species, the forest around Lantjoue is home to the elusive bongo antelope (*Tragelaphus euryceros*). Trophy hunters are prepared to pay large sums of money for one of these magnificent animals with spiraling horns. These rich foreigners want to be sure that they will find a bongo during a fairly brief visit. If the villagers can guarantee this, then the trophy hunters will come to their forests. Under the project set up by WWF, the villagers must limit their own hunting and ensure that lots of bongos can be found in their forest. The trophy hunters pay a large license fee, part of which is returned to the villagers to pay for improvements such as the equipment for the school. Diopim Akanda, the village chief, is happy. "As long as we can keep outside poachers away, we can find enough animals for our food and still attract the foreign hunters, who pay us more than we could get selling bushmeat to passing truck drivers."

A small group of Baka pygmies have set up a camp next to the village, and act as guides for the trophy hunters. "The pygmies have an astonishing knowledge of wildlife," says Usongo. "It's fascinating to spend a day in the forest with them. You see things that you would never see on your own; they understand the habits of the animals amazingly well. There are gorillas, chimpanzees, and a wealth of other species to be seen. We hope that in the future, ordinary tourists will come to shoot with their cameras rather than with guns".

Adjacent to the village hunting zone is a large logging concession run by a Belgian family. Manager Jules Decolvenaere has also joined forces with WWF. "We are keen to get our timber certified under the Forest Stewardship Council (FSC)," he says. "We think that we already meet most of their standards for environmentally and socially responsible forest management. We also try to protect wildlife but it is very difficult, and conservation groups will criticize us if poachers come into our concessions." Decolvenaere welcomes the new village hunting zone and supports the WWF initiative. It's also a matter of professional pride for Decolvenaere. "My family has been working these forests for over 30 years," he says. "We are keen to demonstrate that our industry can be good for the forest and good for the local people."

To help the efforts to restrict hunting, the logging trucks returning from the cities now bring frozen meat back to the concessions. Decolvenaere says, "we pay our staff well and we want them to share our goal of being a responsible environmental company — so we practice good logging and we protect wildlife".

Leonard Usongo is enthusiastic about the new developments. "We used to put all our efforts into national parks but it was difficult to get much local support," he says. "This area is too remote for most tourists so the parks don't do much for the local economy. Now we are trying to conserve the broader landscape. "The national parks still exist of course. But now we also work with concessionaires to improve the management of logging operations and with local people to ensure they can get jobs and also continue to harvest the things they need from the forest."

Jill Bowling, who manages WWF's global Forest Programme, believes the work in southeast Cameroon has potential in other parts of the world. "If we want our conservation programs to be sustainable in the long-term then they have to make sense to local people," she says. "Just setting aside vast areas of forest and closing them to people cannot work."

WWF's approach now emphasizes a balance between protecting, managing, and restoring forests — which makes a lot more sense to local partners in poor countries than just protection alone. Diopimb Akanda agrees. "All our traditions and culture are linked to the forest," he says. "So we care about the forest — but we also want education, jobs, and health clinics. And if the local economy doesn't thrive then our children will move to the cities and only the old people will stay here." "Thanks to this project, we can find work in the concessions, we can guide the trophy hunters, and we can still hunt for our own needs," he adds. "We hope in the future that more tourists will come and that we will be able to share with them our knowledge of the forests and our culture."

Jeff Sayer is Forest Conservation Advisor at WWF International - *Reproduced with permission from WWF.*

## East African Wildlife Society

From the speech of the Chairman of EAWS, Dr. Imre Loeffler, at 47th Annual General Meeting held on 19<sup>th</sup> December 2004

The history of conservation and of what I shall call environmentalism can only be understood in the context of an emotion laden moral crusade, a pseudo religion with strong anti-development, anti-progress, anti-technology notions. The movement lacked philosophy, lacked organizing principles, often even rationality and has broken into many sects that bitterly oppose each other. Conservation was pitted against development, wildlife; even forests were exceptionalized, put outside the mechanisms of economy. By being a matter of faith rather than thought, by concentrating on individuals rather than species, by putting law enforcement above all conservation tools, and by being perceived as pro-animal and anti-people, conservation in East Africa has failed. Those who incessantly accuse governments, the wildlife authorities, the politicians, the "greed" of people, particularly landowners, should pause and ponder the fact that the various environmentalist sects and their churches – the many NGOs – are equally to blame for the decline of wildlife and the disappearance of forests.

The outstanding contribution of this Society to the conservation in the last few years is the rationality of its approach. Central to this philosophy is the recognition that conservation must be incorporated into development and that unless wildlife is husbanded and it creates income it is doomed.

To oppose wildlife husbandry in the non-protected areas is paramount to condemn the game there. Hence wildlife husbandry should be made legal, sustainable, ecologically and economically rewarding. Some will take offence at this statement. Indeed the office is receiving numerous correspondence implying that the Director and the Chairman intend to solicit for the re-introduction of sport hunting. Neither the Director nor the Chairman are hunters. Both recognize, however, that in many countries the desire to hunt in perpetuity has saved species. The Society will continue to debate sport hunting and will continue to monitor the activity in Tanzania and in Uganda. In the meantime we shall advise against the re-introduction of sport hunting because in an environment that is corrupt, lacks professionalism, lacks concepts and mechanisms of supervision, sport hunting is bound to become exploitative and detrimental to wildlife...

# Tourist Hunting: How Tanzania Can Benefit From SADC Best Practices

By Simon Milledge, TRAFFIC East/Southern Africa

## Sport hunting in the SADC region

The sport hunting industry in the SADC region is massive. During the late 1990s, direct annual trophy hunting revenues reached USD29.9 million in Tanzania, USD28.4 million in South Africa, USD23.9 million in Zimbabwe, USD12.6 million in Botswana and USD11.5 million in Namibia. Further, it is a growing industry in most countries, since well-managed sport hunting can be one of the optimal land use options, especially in marginal habitats. As a result, sport hunting is commonly the backbone to community-based natural resource management in communal lands, especially in Botswana, Namibia and Zimbabwe, and brings wildlife management to new areas. Southern Africa currently offers some 420,000km<sup>2</sup> of communal land and 188,000km<sup>2</sup> of commercial land for sport hunting. Wildlife numbers outside of protected areas in Botswana, Namibia and Zimbabwe communal and private lands are increasing, due mainly to the value now placed on the lucrative sport hunting resource. In general, sport hunting is a high-return, low-impact wildlife use which can compliment a host of other activities, for example wildlife viewing safaris and trade in hides, horns and meat. It is also recognized as a valid wildlife management tool under certain circumstances, for example in addressing human-wildlife conflicts or enhancing species' population performance.

Although not hunted in large numbers, the 'big five' species – lion, leopard, rhino, elephant and buffalo – are responsible for generating the largest proportion of income. South Africa is the only country which offers all five, but other countries offer individual species of better trophy quality. For example, Tanzania is known for its lion, leopard and buffalo.

Further growth and development of the industry depends upon optimal trophy quality, species diversity and professionalism of the services offered. However, the growth of the industry currently exceeds the capacity to manage it well throughout the region. Overall successes of the industry are marred by the continued existence of unsustainable management practices, especially in relation to quota setting and hunting concessions allocations. The lucrative nature of the industry and potential for abuse and corruption still affects the industry and incentives are required to improve such management practices. Further, the demand for sport hunting in SADC currently outweighs the supply, and poor ethical practices have become an issue resulting from intense competition. It is also becoming increasingly important that the management structures (private, governmental or non-governmental) implement socially responsible policies.

## Tourist hunting in Tanzania

The tourist hunting industry in Tanzania is one of the most lucrative within the SADC region, due to the country's reputation for trophy quality and unspoiled hunting areas. Total off-take in terms of animals hunted is negligible when compared to total revenues generated. Wildlife policy incorporates tourist hunting and the revenues it raises as the economic backbone to the country's community-based wildlife management aspirations. Although contributing significantly to community livelihood in some areas (e.g. Friedkin Conservation Fund and Cullman & Hurt Community Programs, and in areas surrounding the Selous Game Reserve), the potential for harnessing the potential of tourist hunting for stimulating community wildlife management has gone largely untapped. This is mainly due to a lack of legislative change to adequately reflect wildlife policy. In addition, management strategies as outlined in well-developed Tourist Hunting Policies remain largely unimplemented, suggesting a lack of motivation and will on the part of government and private sector. Legislative reform, and increased impetus to affect implementation of management strategies needs to occur as a matter of priority so that the overall viability and integrity of the tourist hunting sector is safeguarded.

More detailed information on the Tanzania tourist hunting industry is adequately described in the same issue by Baldus and Cauldwell. This article serves to draw upon the experience gained from an assessment<sup>1</sup> of the sport hunting industry in five SADC countries (Botswana, Namibia, South Africa, Tanzania and Zimbabwe). The following are some of the key recommendations specific to Tanzania.

- Hunting block concession allocations should be based on a transparent and accountable open tender system. Block allocation and retention criteria should include economic as well as concession and community development indicators.
- Government should formalize a policy position with regard to the sub-leasing of hunting concessions. It is recommended that this practice be restricted where possible, to encourage greater tenure and ownership of the hunting block concession.
- The number of Safari Operators licensed in Tanzania should be kept to a manageable size, and not allowed to increase further by the subdivision of existing hunting blocks. Further subdivision of hunting blocks may damage the reputation of the tourist hunting blocks and result in unsustainable quotas being set in subdivided blocks.
- The pricing structure with regards to hunting fees is based on a “pay as used” basis, rather than a “right to use” basis. This has resulted in companies not being motivated to fully utilize their quota of animals, and has necessitated governments insistence on 40% of the quota block being paid for in advance. In turn, this may motivate a skewed utilization of quotas in favor of renowned and lucrative trophy species that may be bringing into question the sustainability of their quotas. It is recommended that hunting blocks be competitively marketed and concession fees charged according to the open market value of the blocks.
- The process of establishing Wildlife Management Areas and Authorized Associations should be supported and where possible expedited to enable rural communities to harness wildlife benefits through Tourist Hunting and consequently be motivated to manage and conserve a valued resource.
- A greater proportion of tourist hunting revenue should be distributed directly to local communities through District Councils and Retention Schemes.
- Sport Hunting Operators should be supported by government and non-governmental sector to establish community based natural resource management programs along the lines of the Cullman & Hurt and Friedkin Conservation programs.
- The Wildlife Division should establish an effective monitoring system for the collection of biological, financial and hunt return data that through analysis should be used for the improved adaptive management of the Tourist Hunting Industry, especially with regards to quota setting.
- Quotas for sought after and renowned trophy species such as lion, leopard, sable and roan should be reviewed to re-assess their sustainability in light of high utilization rates.
- A thorough review of the Professional Hunters licensing system should be undertaken to ensure that ethical and professional standards of hunting are maintained within the industry. This review should consider the possibility of introducing trainee, learner and full professional hunter categories according to years of experience and knowledge. Examinations should also be restructured to ensure that all aspects of tourist hunting are adequately included.

### **Implementing best practice guidelines from the SADC region**

TRAFFIC East/Southern Africa is currently finalizing the report ‘**Sport Hunting in the SADC Region: A regional overview**’ by Rob Barnett and Claire Patterson, which consolidates experiences of seven countries in the region. The draft best practice guidelines include the following key components which provide a solid foundation for Tanzania to strengthen the regulation and management of a sustainable sport hunting industry.

### ***Maintaining Quality and Standards of the Sport Hunting Industry***

- Minimum trophy quality should be imposed for safari operators hunting State and communal land concession areas.
- Wildlife hunting regulations that help maintain the sustainability of hunting and standards of ethical hunting should be enforced through the promotion of CBNRM programs which provide incentive for community game scouts to accompany hunting safaris.

- The leading role that sport hunting associations play in promoting the ethical hunting and professional standards of hunters in the SADC region should be recognized and encouraged.
- Successful sport hunting training camps that target citizen hunters to gain further experience necessary for becoming professional hunters should be supported so that the industry becomes fully integrated.
- Examples of thorough professional hunter standards and the setting of theoretical and practical examinations should be used by those countries currently establishing their training and testing systems.

#### ***Monitoring and Administration of the Sport Hunting Industry***

- Information and data obtained through monitoring systems should be effectively analyzed and used for making more informed management decisions.
- Using hunt return registers as the basis for applications for trophy export permits is an effective way to motivate hunter adherence to monitoring requirements.
- Laws outlining monitoring requirements, such as completion and submission of hunt return forms before new hunting permits are issued, should be enforced.
- Monitoring systems should be simple, clear and streamlined to facilitate the collection of data from key stakeholders.
- Data collection forms should include financial as well as biological information necessary for the effective management of the sport hunting industry.
- In line with the gradual devolution of management responsibility to local communities in CBNRM programs, monitoring systems should also be established to provide information for informed management decisions, as well as to provide timely feedback for adaptive management purposes.

#### ***Quota Setting***

- The quota setting process should be transferred, where appropriate, to private land owners in the commercial farming sector, whilst maintaining some supervisory control by central government.
- Management capacity should be built among community managed hunting concession areas to develop and approve their own quota of animals to be hunted.
- The most effective quotas are set when resource managers are fully engaged in the collection and analysis of information used in the decision making process.
- Different sources of information, such as aerial, ground, catch effort and trophy quality, may be used to triangulate the most reliable indication of population trends and adaptively determine the quota.
- Monitoring systems that collate critical data and information necessary for effective quota setting should be established. This should include past hunting off-take records, aerial and ground population census data, trophy quality and financial and biological indicators.
- Trophy quality should be regarded as an excellent indicator of population status.
- Once management capacity is established, central government should devolve the approval of quotas to land holders in private and communal lands.

#### ***Maximizing Economic and Social Benefits from the Sport Hunting Industry***

##### ***Hunt Packaging and Hunting Fees:***

- The composition of species and duration of hunting is instrumental in providing a balanced hunt maximizing revenue.
- Government hunting fees should be established according to the sport hunting open market value of trophy animals, as is the case in Zimbabwe and Tanzania.

##### ***Hunting Block Allocation and Benefits Sharing:***

- The longer the hunting concession lease period, the greater the likelihood that safari operators will be willing to invest in the infrastructure, enforcement and wildlife management of the area, as well as to initiate such long-term initiatives as CBNRM programs.



- Hunting concession leases should be allocated according to a fully transparent and open process that allows for a high degree of competition between safari operators. Open tender processes that realize true market values of hunting concessions and their quotas should be promoted. Experiences obtained from public auction of leases and packaged hunts should be assessed.
- Mechanism for retaining revenues to those who own the hunting resource should be promoted, such as the requirement that a proportion of revenue be banked in-country.

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## Lessons From Zimbabwe

By Dr. Terry Cacek

During the 1980s and 90s, I traveled repeatedly from America to Zimbabwe and savored some of the finest hunting in Africa. I pursued antelope on the ranches, I did self-guided big game hunts in the Zambezi Valley, and I hunted elephants with professional hunters. Along the way, I spent two years working for the Parks and Wildlife Department in Botswana where I did dozens of self-guided hunts. I hunted in Cameroon, South Africa, Australia and North America. Of all these awesome experiences, my richest memories are from Zimbabwe. I love the country and the game. I love the white Zimbabweans and the Shona, Ndebele and Tonka. Now, the political and economic situations in Zimbabwe have gone sour. How very sad that the game ranches and most of the whites are gone. The safari companies are crippled and the Shona, Ndebele, Tonka and other black people of Zimbabwe are suffering terribly.

The former Rhodesian masters and Zimbabweans who succeeded them took great pride in their success in managing wildlife. They set up a system that was biologically and economically sustainable. In hindsight, we can see that it lacked some characteristics essential for social sustainability, and therefore was not politically sustainable in Zimbabwe. When it became politically expedient for the politicians in power to remove the white farmers and ranchers, they were whisked away. The destruction of the white-owned farms and ranches was not motivated primarily by racial issues, but by the perceived need to maintain political power. But surely if the farms and ranches had been owned by the majority Shona, and if the majority of the laborers had been Shona, it would not have been politically expedient for the government to sweep them aside. It was white ownership that made the farms and ranches such easy targets.

Now, every government in Africa is controlled by blacks and several countries have attempted to Africanize their hunting industries. They recognized the need to give black citizens a greater share of the wealth generated by hunting. These attempts resulted in disruption and failure, so the governments backed off and allowed reemergence of the white-owned companies. There may be several reasons why governments were quick to restore their hunting industries. Maybe they recognized the employment offered in rural areas. Certainly they needed the large sums of foreign currency generated. Perhaps they realized that a vibrant hunting industry provided the incentives, funds and mechanisms for sustainable use of wildlife. Nevertheless, their initial attempts to Africanize the industries suggest an intolerance of white ownership. In every nation, the threat exists that political forces may one day converge, as they did in Zimbabwe, and it may become politically expedient to end white domination of the wildlife industries.

The strategy of the Rhodesians and white Zimbabweans was to dig in their heels, and that clearly failed. The Zambian strategy was to require black ownership of safari companies, and that failed. In many cases, the white safari company owners simply recruited black lackeys who had little to contribute. They often had no experience in the industry, little concern for wildlife, and little thought of sharing wealth with local communities. By this means, the safari companies circumvented the regulations and stumbled along for a year or two until the regulations were changed.

There is another strategy that I believe could prove successful. Safari companies and white professional hunters (PHs) need to identify trackers and other blacks who exhibit high potential – not people who are a little above average but the top one half of one percent. These men and women need to be trained as

hunters, organizers and entertainers. They need to become PHs. Then they need to be trained as managers and marketers so they can become directors of operations of safari companies. Then they need to be trained as executives so they can become partners in Safari companies. Past attempts to Africanize the safari industry have failed because legislation tried to force immediate involvement at the top. A successful strategy must begin with talented individuals who can work their way from the ground up. What could not be accomplished from the top down in one year can be accomplished with a bottom up approach. It will take a commitment of many years by governments, hunting organizations and safari companies.

I'm not suggesting that the safari industry must be black dominated. Some clients will want to hunt with white PHs and some will want to hunt with black PHs. Yes, it's true some American clients, especially those who have done several safaris, would prefer a black PH. The industry should accommodate both preferences.

I believe this can work because I have seen it work. When I was researching my book, *Professional Hunters For A Changing Africa*, I hunted with two black PHs. Both took me to within five yards of elephants and brought me back alive. I would travel to the end of the earth with these guys, and if they told me to jump off, I would jump. Buy my book (please, I need the royalties) and read the stories of Dumisani Marandu and Joseph Chitambwe of Zimbabwe and Paulo P. Sha-Nalingigwa of Tanzania. These are village-born Africans who clawed their way up the ladder of success despite enormous hardships, including resistance from old-school white hunters. I also interviewed five other successful black PHs, two black managers of quasi-governmental safari companies, and a black owner of a private safari company.

To my knowledge, there are black PHs in Zimbabwe, Zambia, Tanzania, Botswana, Cameroon, and probably other countries. Namibia and South Africa have training programs designed to elevate blacks in the hunting industry, but these programs still lack widespread support from the professional hunting industry and from international hunters' organizations. Safari Club International (SCI) has made a token donation to the Namibian program, but much more must be done and the Dallas and Houston Safari Clubs, the International Council for Game and Wildlife Conservation (CIC, from the French name), and Shikar need to lend their support.

The transition to greater black involvement must involve every segment of the safari industry. The whole industry is driven by clients, mostly American clients. Most clients have read Robert Ruark and Peter Capstick and many want to duplicate that special relationship between a client and a white PH. Thousands of others have done the PH worship and are ready for a richer African experience, and that can involve a black PH. Some experienced hunters prefer black PHs.

At the other end of the industry are the governments that regulate the safari companies. Governments must support training programs for blacks, such as the programs at Mushandike, Zimbabwe and Mweka, Tanzania, and the newer programs in Namibia and South Africa.

Governments must remove inappropriate barriers to entry into the hunting profession. For example, many blacks attended inferior schools and may not be good writers. They should be allowed to take PH examinations orally. My PH doesn't need to read Shakespeare; he needs to read tracks in the dust. What governments must *not* do is lower the standards for blacks. The oral exam given to underprivileged blacks should have the exact same questions, with the exact same minimum score, as that given to white candidates.

Many have called for a system of competitive tenders for the allocation of hunting concessions. However, startup black safari companies have less access to capital than established white companies. Therefore, I would support a system that favors tenders from black owned companies. It should still be competitive, and the favoritism should be spelled out in advance and should be totally transparent. The favoritism should be carefully designed so it does not jeopardize the quality of experience for clients.

In the last issue of African Indaba, several writers called for programs to certify nations and safari companies which meet certain standards of wildlife conservation and social welfare. Standards that might be feasible for well-financed, white-owned companies might be barriers to entry into the industry for startup black entrepreneurs. If one of the social welfare issues is black participation in the industry, then certification standards might be self-defeating. Black-owned companies might need technical or financial assistance to meet the standards.

White PHs and white-owned safari companies must play a major role. They must do most of the training and they must promote blacks. If they dawdle, progress should be made a condition of their PH licenses and concession contracts. Is a requirement to train your future competitors too bitter a pill to swallow? Not if it is essential to the overall health and sustainability of the safari industry. White PHs and safari companies must contemplate the lessons from Zimbabwe. They must take the long view. The very best PHs will accept this challenge and will prosper alongside their black brethren.

Having interviewed and hunted with a dozen blacks who are moving up in the industry, I have a pretty good assessment of their capabilities. Their hunting skills ranged from excellent to superb. The organizational and communications skills ranged from adequate to superb. Most were deficient in marketing skills. I proposed to SCI that they bring every interested black PH to their annual convention in Nevada and provide a workshop on marketing. Maybe the time wasn't right, or maybe it is just too expensive to do this in America. Maybe we needed a coalition of international organizations that could have shared the cost, as the cost was too high for SCI to carry by itself. There is a need to provide assistance to blacks with the challenge of marketing at the international scale and this assistance may need to occur in Africa, Europe and America.

Of all the parties that must contribute to the racial diversification of the safari industry, the greatest burden will be borne by blacks themselves. Given half a chance, they will do just fine. They bring to the industry a knowledge of wildlife engrained in their culture over the centuries and they know better than any of us how to bring the benefits of wildlife to their people.

I am not calling for an industry that is dominated by blacks, but rather for an industry that ultimately will be color blind. I want to see an industry that has enough black participants that it could not be abolished without political repercussions. Highly visible participation by blacks would enable a more constructive dialogue between the industry and the black governments and also between the industry and rural communities. Above all, I want to see a safari industry that draws from all available talent, develops all employees to their fullest potential, and provides clients with the richest possible African experiences.

## Hunting, Sustainability, and Property Rights in East and Southern Africa

By Fred Nelson, Mike Jones, and Andrew Williams

The previous issue of *African Indaba* contained a call for discussion on the management of tourist hunting and its reform in Africa, and a range of articles in that issue began this discussion by raising important management issues and perspectives. We aim to contribute to this discussion and further it by exploring the fundamental issue of property rights in the sustainability of trophy hunting as a conservation tool and source of economic production in the East and Southern African region. We make the case that secure property rights for wildlife at the level of private or communal landholders is the single most important issue to hunting's sustainability, and runs like a red thread through all of the various reform issues raised in the previous *African Indaba*.

In *At the Hand of Man*, his widely read 1993 account of the practice and politics of African wildlife conservation, Raymond Bonner wrote that "there isn't a serious conservationist in Africa today" who does not believe in sustainable utilization of wildlife. While such declarations from successful journalists are undoubtedly gratifying to many hunters and conservationists in Africa, the polemics of the for-or-against debates over hunting- for example those occurring in Kenya today- obscure the core issues relating to hunting's value and sustainability. The key questions in a discussion of trophy hunting management and reform in modern Africa are as follows:

- ❖ First, under what conditions is hunting achieving its conservation and economic potential?
- ❖ Second, how can those conditions be promoted and spread to other areas where hunting is carried out in African countries?

Although commercial trophy hunting is practiced across much of east, central, and southern Africa, it is in the latter region that both wildlife populations and the hunting industry are strongest. Zimbabwe, Namibia, and South Africa share a set of common experiences that characterize both their approaches to wildlife management and the nature of their hunting industry. All 3 countries devolved property rights to wildlife on privately held land to those landowners in the 1960's and 1970's. The results of this experiment- a radical experiment indeed in the global context of natural resource management- was extraordinarily beneficial for the region's wildlife populations. Zimbabwe's wildlife recovered on private lands after the landowners gained management rights; wildlife on private farms and ranches in Zimbabwe reportedly quadrupled in the 1980's and 1990's. In Namibia wildlife on private lands underwent a similar recovery, increasing by over 90% from 1972 to 1992 on the private lands that cover about 40% of the country. In Zimbabwe, Namibia, and South Africa, the economic value that wildlife has been able to produce for private landholders has led to heavy investment in the wildlife sector; trophy hunting has been one of the main forms of investment and a major reason why wildlife has become so valuable- and therefore widespread- on private lands in southern Africa.

Importantly, Zimbabwe and Namibia both attempted, after their respective dates of independence in 1980 and 1990, to transfer the success of devolved wildlife management on private lands to the communal lands where most of those countries' populations lived. Zimbabwe attempted to do this through its much-heralded CAMPFIRE program, which devolved responsibility for wildlife management to rural district councils. It is an important piece of history that the original concept design for CAMPFIRE sought to devolve control over wildlife straight to the landholder level, rather than to the districts, but there were no village level governance bodies that could function as 'landholders' below the districts. Nevertheless, CAMPFIRE is widely credited with spurring the recovery of wildlife populations in many rural parts of Zimbabwe during the past twenty years. Trophy hunting is the main economic activity in the CAMPFIRE districts, and, in confirmation of hunting's much-vaunted durability and economic resilience in the face of social upheaval, hunting enterprises have continued in these areas during the past five years of political turmoil in Zimbabwe.

In the early 1990's Namibia began developing its own legal and policy reforms to transfer rights over wildlife to communal lands. It learned from the Zimbabwean experience with CAMPFIRE that transferring rights to the district level was insufficient as an incentive for local communities to invest in wildlife, and that district control brought on a host of accountability problems in terms of the use of revenues. Namibia took the devolutionary process a step beyond CAMPFIRE in its 1996 wildlife act revisions which provide for the establishment of communal conservancies. In these conservancies, self-defined groups of people (the 'communities') living in traditional communal lands are able to obtain user rights to wildlife from the government and then market these rights to the private sector. As with the initial devolution of wildlife rights on private lands, these reforms on communal lands have led to a veritable explosion of investment in wildlife as a form of land use, with nearly 10% of Namibia's area being set aside as communal conservancies in the past eight years. Wildlife populations in communal areas like Kunene Region in Namibia have rebounded, including species like desert elephant and black rhino. And as with CAMPFIRE, the hunting industry has been a beneficiary of Namibia's devolutionary approach, with more wildlife and thus higher quality concessions available in communal lands, and with economic incentives for the communities to maintain their wildlife for hunting and other uses. Namibia's overall success in managing its wildlife through devolved rights and responsibilities on private and communal lands is surely a main reason that its recent CITES petitions to sell off stockpiled ivory and to re-introduce black rhino trophy hunting have been accepted internationally.

The landholder-based wildlife management policies in Namibia and Zimbabwe have been striking over the past 30 years in terms of their success in not only maintaining but expanding wildlife populations and habitats on private and communal lands. What is perhaps even more striking, however, is the degree to which these approaches remain the exception rather than the rule in terms of wildlife management in the rest of Africa.

Several of the articles in the previous Indaba discussed wildlife management and trophy hunting issues in Tanzania (Baldus/Cauldwell, Simon Milledge, and Craig Packer), and this east African nation provides an instructive comparison to Namibia and Zimbabwe. As long ago as 1990, Tanzanian policy-makers and foreign donors began a process of re-evaluating and reforming the country's approach to wildlife conservation. This reform process was based on a few core issues. First, that the country had lost a

significant proportion of its elephants, rhinos, and other large mammal species due to uncontrolled poaching in the 1970's and 1980's. It was widely acknowledged that the lack of local community involvement in wildlife management had played a major role in these wildlife declines. Wildlife was the property of the State wherever it occurred, and local communities had no economic incentives to look after the resource. The root problem in Tanzania's conservation history has always been this lack of local property rights in wildlife, and the result has been the gradual disappearance of wildlife populations from many rural areas.

The Tarangire ecosystem in Tanzania is a case in point; this system, with one of the largest migratory ungulate populations in eastern Africa, contains Lake Manyara and Tarangire National Parks but over 80% of the system lies on unprotected community lands. Although this wildlife creates much value through both tourism and trophy hunting, local people get little or no share and have no control over hunting conducted on their lands. The result is that much of the system's wildlife has been lost to poaching and land use changes during the past twenty years; oryx and hartebeest have disappeared from some areas and wildebeest may have declined by 80% according to recent surveys.

The policy reform movement that occurred in Tanzania in the 1990's was well aware of these problems, and their local causes, as well as the successful experiences with local management being produced in southern Africa. Tanzania's Wildlife Policy, released in 1998, consequently called for major reforms whereby local communities and private landholders would manage wildlife on their lands for their own benefit. User rights to wildlife would be localized, and wildlife would be able to 'pay its way' as a valuable form of land use.

The problem, as some of the articles in the previous issue alluded to, is that since the Wildlife Policy's release these changes in management have not happened. Wildlife remains the property of the state everywhere, and a move to create new community-managed 'Wildlife Management Areas' has made little headway. Communities remain excluded from managing and benefiting from the utilization of wildlife on their lands.

Although this status quo jeopardizes the future of Africa's largest national trophy hunting industry, the trophy hunting community has not been pro-active in contributing to reforms in Tanzania. The general sentiment among the hunting industry within the country is a reluctance to support local management of wildlife and any change to the existing strictly centralized system. This may seem perverse given the successes of private and community conservation following devolutionary reforms in southern Africa, but most hunters in Tanzania appear to not have learned the lessons from Zimbabwe and Namibia or do not believe that they are applicable in Tanzania. However, one clear reason for reticence to change the existing system is that Tanzania's wildlife is badly under priced. The lack of competitive tendering or bidding for concessions results in formal prices for trophy animals and hunting blocks which are under their actual market value, and thus the existing system benefits established operators while reducing the value to the country of its wildlife.

A number of important practical issues for discussions of hunting reform emerge from this review of different countries' experiences. The first is that the single most important issue for hunting's sustainability in Africa is the degree to which property rights in wildlife, and control over the resource's benefits, is controlled by landholders. Without these local rights wildlife will increasingly be confined to parks and reserves and will disappear from rural landscapes on the basis of simple economics. It is essential to examine why efforts to devolve rights over wildlife to local communities are stalled in countries like Tanzania, or are in threat of being reversed as in Botswana, and to build collaborative groups of different interests to work towards the necessary reforms. The hunting industry widely calls for reforms to re-introduce hunting in Kenya as a way of making wildlife valuable to landholders in that country. These calls are justified, but the relative silence over equally important reform issues in countries like Tanzania weakens the legitimacy of the hunting fraternity's voice.

One mechanism for addressing these reform issues, which is increasingly employed in global conservation efforts and which Craig Packer proposes with respect to lion hunting, is that of independent certification. Certification could operate at the level of countries, or it could probe deeper to evaluate different company or concession operations within major hunting countries. At whatever level it operates, the key issues for certification of a hunting operation should include the availability of monitoring data, the transparency of the system of concession allocation, and the degree to which rural landholders are able to manage and benefit from hunting activities through secure wildlife rights.

We note that Packer's proposal for lion hunting certification does not include any mention of this last issue. This is a critical omission, as the future of lions, and lion hunting, is largely an economic one. Where lions are able to produce high returns to local landholders, which equal or exceed their high costs, they will have the best chance of surviving. Where locals continue to suffer costs that exceed the benefits of living with lions, no matter how effective hunting company monitoring and anti-poaching investments are, the lions are likely to disappear. The same economic equation holds for the prey species that the lions depend on. Few issues could be more urgent to the hunting industry in Africa than moving towards more viable lion conservation practices that start with giving local landholders rights to manage and benefit from these destructive but valuable animals.

Although many vested interests in governments and private sector are likely to resist independent certification, we note that informal means of 'certification' are already being used. Namibia's recent success at CITES CoP 13 in having its hunting and wildlife trade proposals for rhinos and elephants approved results largely from the international community 'rewarding' Namibia for sustainable management practices which have led to increasing wildlife. Countries where wildlife is declining are less likely to find favor among international regulatory bodies for their trade requests; Namibia has been 'certified' whereas Tanzania might not be.

The practicality, both political and technical, of developing certification schemes for trophy hunting may provide a concrete agenda around which discussions of trophy hunting's sustainability and reform can coalesce. Many lessons have been learned in the past decade from similar efforts to certify forest and marine products. Key questions in applying this to wildlife might include:

- ❖ What should certification consist of?
- ❖ What are the appropriate bodies to determine criteria and grant or deny certification?
- ❖ How might such efforts be made most effective and accepted by a wide range of stakeholders?

Aldo Leopold, the American conservationist who formulated many of the basic principles of game management in the 1930's, said that "conservation will ultimately boil down to rewarding the private landowner who conserves the public interest." In Africa today, the countries that have succeeded in empowering and 'rewarding' private landholders through control over wildlife and its values are those which have the most sustainable wildlife management systems and trophy hunting industries. A combination of collaborative policy reform efforts and independent certification schemes for well-managed countries and operations will give hunting in Africa the best chance of flourishing in the face of its many threats and challenges.

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## Tanzania: Reduce the Quotas or Reform?

By Andrew Cauldwell

In a recent discussion, a professional hunter, referred to here as Fred, stressed that the Wildlife Department must reduce the hunting quota, particularly for lion and buffalo. Fred observed that hunters in blocks adjacent to his own were hunting too many lion and as a result were shooting young specimens that had not yet developed into good trophies. Research has shown this can be very detrimental to lion populations. Fred also observed a shortage of mature buffalo bulls. He attributes this trend to the fact that 80 buffalo having been killed as trophies legally last year in two neighbouring concessions. From Fred's perspective, reducing the quotas appears to be the easy solution to what he considers "over-harvesting", however there are other perspectives.

In Tanzania, the current wildlife management system puts the realizable financial income from trophy hunting by visiting hunters in direct dependency to the number and species hunted within a given concession

area. The income which accrues to the Wildlife Division is NOT based on payment of the respective fees for the species/numbers allocated in the quota, but ONLY on the value of those reported as “hunted and killed” or “wounded and lost”.

Like many departments of developing countries the Tanzania Wildlife Department experiences financial constraints. These constraints eventually lead to increasing the hunting quota of a concession to boost the revenue stream. Species with high trophy fees and/or of particular interest to the visiting hunter, like lion and buffalo are arguably most affected by this trend. Demanding reduced quotas will naturally meet resistance from different parties, albeit for equally different reasons.

Many hunting blocks have substantial (numerically high) buffalo populations, and overall there is no shortage of these animals. But in some areas serious problems exist. The company that last year hunted 80 buffaloes is notorious for subleasing the concession on geographical and/or time basis. It is a fact that many different operators and professional hunters were involved in the safaris conducted there. These subcontractors have at best only a transient interest in the quality of hunting in the concession, little if no interest in its management and no concerns regarding the future. Many of the subleasing companies are managed by business people whose interest is a short-term cash flow, maximized by increasing the number of hunts sold, rather than the quality of the offered hunting opportunities. This attitude has disastrous ecologically consequences, creates a very disadvantageous picture for safari hunting and leads to client dissatisfaction.

Safari companies who act in the unsavoury game of sub-lessees and sub-lessors usually work on marginal concession in contrast to those well-established and well-known safari operators with hunting blocks in better areas with greater wildlife populations). Some of these companies boast of high-level influence in the Tanzania Government; some even have wider reaching connections and influence with members of foreign governments.

The payments of the safari operators to the Tanzania Wildlife Department are based on the number of animals hunted and the concession fee. Whilst the concession fee, irrespective of the quality of the concession, is a fixed amount of US\$7,500 pa, the income from trophy fees varies according to the utilization of the quota (a minimum use of 40% in monetary terms has to be observed).

Companies with international exposure on the worldwide hunting market and with a history of successful safaris use advanced marketing strategies and their history of satisfied clients to aggressively market an exclusive product (safari) at a very high price (daily rate). They can afford to minimize the number of safaris and the off-take of trophy animals without compromising profitability; to the contrary they are maximizing economic return. Although this concept is ecologically sustainable in terms of quota utilization, it falls short from a socio-economic aspect, by reducing the potential income for the Wildlife Department. Due to the high-level influence of some safari operators in prime concession areas, the Department is unable to take corrective measures with them.

Budgetary restraints force the Department to try to recover the “lost income” of these prime concessions elsewhere. Companies that sublease their concessions and also companies who manage their less attractive areas responsibly and hunt ethically are converted into cash cows. Another means to maximize returns are splitting of blocks whilst substantially increasing the original quota.

The challenge is to find a solution to the very real problem of unsustainable utilization in some hunting areas and to the under-utilization of others. The Wildlife Department needs an adequate budget and the funds have to come from the assets the Department manages on behalf of all Tanzanians. The recent increase in trophy fees will improve the revenue stream. However this income is still directly linked to the animals hunted and therefore this step is only short term a stop-gap solution.

I argue that a reform of the entire hunting system is essential. The bulk of the hunting revenue accrued to the Department must be generated from the right to hunt. In other words the monies realized from hunting block leases must be commensurate with market values and this is determined by the quality of the concession, and last not least by the quality and numbers of the game available there. Good blocks should have a higher value than poor blocks. Adopting this simple measure will significantly increase the calculable revenue to the Department and would assist in reducing the administrative burden substantially. Another advantage would be that generally applicable trophy fees could be stabilized a moderate level for a long period. At the same time the Department must look into the sub-leasing issue. The objective must be to

recruit safari operators with a long-term interest in the sustainable ecological management of their concession areas. The lease period for concessions stands in direct relation to the interest of the safari operator in sustainable management. This is in other words "Incentive Based Conservation", where the responsible and ethically motivated safari operator combines his justified economic interest with his socio-economic responsibility, since he is willingly taking over certain conservation functions and costs.

Modalities need to be worked out to achieve this noble objective, and it might be a complex process. The safari hunting industry and the international hunting organizations should offer their intellectual and economic possibilities to achieve this reform, which ultimately will benefit the people of Tanzania, their wildlife and ensure the future of safari hunting in this country.

## The Professional Hunting Industry in South Africa: History and Future

By Stewart Dorrington (Speech at the Limpopo Wildlife Expo)

PHASA was established by some remarkable professional hunters, who saw the need of such an organization some 28 years ago. These old professional hunters were in it for the love ... the love of nature, the love of outdoors and the love of hunting. It was hard to make money in those days it was more of a life style. I think of names like Steve Smith, Basie Maartens, Coenraad Vermaak, Bertie Guillaume, and others, some still hunting today. We must always be grateful for what they started and the vision that they had. We must preserve the values that these folk established. Even 28 years ago, there were issues facing the then small industry. Some of these issues are being repeated again today! They were the "fly by nights" acting as operators and fleecing clients of deposits, substandard hunts began giving SA a bad reputation as a hunting destination. This is when the professional hunters got together and formed PHASA. They worked together with government to establish regulations governing the industry whilst at the same time establishing their own code of conduct and constitution for PHASA. The emphasis of this constitution has always been to keep the hunting industry clean and wholesome.

Little did the founding fathers know what the industry would grow to in SA. The poor economics of cattle ranching and the declining value of the rand, especially during the 90s, saw a massive growth in game ranching. This was driven by the demand for hunting, both local and trophy hunting. Having a game farm also became a very vogue thing for many business people and investors. The demand for rare and expensive game species took off. Big money entered the scene, from game farmers, local investors and also from hunting clients, who invested in South Africa.

SA became the biggest hunting destination in Africa drawing clients mostly from the USA and Europe. Professional hunting schools sprung up because Nature Conservation could not cope with the demand of testing all the aspiring PHs. Game farms sprung up everywhere and nearly every farmer or his son became a professional hunter! In addition, growth was further stimulated by the increase in foreign tourists to the new South Africa, which resulted in more farmers going into game with the intention of capitalizing on the tourist market. In doing this, they further increased the value of wildlife...especially the rare species.

There is no doubt that professional hunting has done well for wildlife conservation in SA. It is the dynamo that drives the game ranching industry. It has seen millions of hectares being reclaimed from domestic stock farming and put down to conservation. Not only have the species benefited, but entire stems and biodiversity in general. Oxpeckers and vultures are some of the indirect beneficiaries as well as many of the smaller game species. Even predators such as leopard have benefited from trophy hunting. A farmer will allow a leopard to consume some of his game or stock knowing that he may derive income if it is legally hunted. Without the potential to earn income, it will simply be destroyed as the cost of keeping it is too high! The anti hunting lobby needs to understand this. Preservation on private property has little incentive unless there is some economic benefit. The increase in game farms has also provided the springboard to many other tourism ventures like lodges, hiking trails, 4x4 routes, etc. One could ask whether this would have happened



if the game industry had not boomed, and could the game industry have boomed, if it were not for professional hunting? Certainly not! If the demand for hunting dies, so too will the high prices for game, and the incentives for farmers who are now in tourism diminish as a substantial portion of their income is derived from live game sales. Not all areas are conducive to tourism. They can however sustain considerable game populations instead of domestic stock if they are able to market hunting and live game. Should they be denied the chance to game farm?

The tremendous growth has not been without problems. Most of them are still with us and are growing. The adage "if it pays it stays" became well accepted, even if the species in question had little or no conservation value. In addition, many landowners had little idea of game farming, they had little idea of habitat requirements for different species and little idea for the need to preserve biodiversity, etc. Game that was in demand was sought, irrespective of other factors. Farmers had found an alternative to domestic stock, with attractive financial returns. In consequence species were moved to areas where they had never occurred before, different genetic groups were mixed and populations were manipulated purely to make money for the game farmer. Conservation was often forgotten. Economics became the main driving force.

The ethical standards of professional hunting were also compromised. Many new PHs and some older ones too have let economics supersede the principles of fair chase. Canned lion hunts and unacceptable put & take practices emerged. Some hunting safaris became shooting sprees, with no hunting involved. This has been driven by some trophy hunters demanding to improve on or to collect large trophy animals or multiple species within a very short safari. The SCI record book has helped to erode the principles of fair chase further as some clients don't seem to care how their trophy is obtained as long as it meets their requirements. For some, tight economics also compromised fair chase.

These developments have made the professional hunting industry vulnerable to anti hunters who are actively lobbying against hunting in all forms. The hunting industry also has not won the support of the black people. It has given them little benefit except those that are directly employed. But this is not the biggest potential threat to the industry: right now it is government policy. However this threat could be transformed into our biggest opportunity.

Since 1994 there has been a declining interest and ability of government and the provinces to control and service the industry. The prosecution of offenders and "hunting rogues" is a function of the provinces and it has not happened! The timely issuance of permits remains a problem. The transformation of the 4 old provinces into 9 new ones, each with own regulations, has created a compliance nightmare for every PH and outfitter. Without a functional system, the industry will eventually be forced to close down. We do all we can to communicate with government to ensure that this danger is seen. The new gun legislation has the potential to destroy the industry. Many foreign clients vowed never to return to SA after long delays and rough handling at our airports, many times coupled with insinuation for bribery. The issuance of licenses and renewals for local hunters and gun owners is not keeping pace with demand. Without rifles we cannot hunt, without new hunters the industry will stagnate and die. If the relevant authorities cannot perform their functions efficiently, they will ultimately fail conservation. How do we get government to cooperate with our industry? We have to transform trophy hunting so that the government can be proud of it, that they can promote it openly and honestly. It must become an industry that government wants to be involved in for the benefit of all South Africans. Currently this is not the case; and the hunting industry is at fault for not having addressed the issues earlier.

We have to clean up our act. Hunting must be understandable and acceptable to the public. PHASA has embedded in its constitution a high level of sportsmanship. Our code of conduct and constitution are aimed at keeping hunting clean and wholesome. To this end PHASA has taken a very strong stand against the hunting of captive bred lions and we reject the hunting of any captive bred large predator under any conditions. This is taking a higher ethical stance than the proposed government draft document relating to the same issue. We don't want canned lions! It discredits hunting and it serves no conservation purpose!

The industry must be seen to have teeth. PHASA is currently, at substantial cost to the organization, taking disciplinary action against some members for various offences. It is vital PHASA has disciplinary ability to protect our good members and to protect the industry. There has been an inability by some of the provinces to act against "hunting rogues". Hopefully here in Limpopo this will be coming to an end as PHASA and the Department have pledged to work together to clean out unethical hunting in the industry and

corruption in the province. Once again, it is imperative that the public, ourselves and our clients, see that there are lines that cannot be crossed without consequences.

Secondly, we have to make hunting belong to all the people of SA. This is a huge challenge for an industry which has traditionally catered for the wealthy white client by white outfitters. PHASA has developed its draft BEE Policy which incentivizes members to empower and to contribute to PHASA's empowerment efforts. Once again we hope to work with government to identify empowerment opportunities within the professional hunting industry, for the development and upliftment of a broad base of black folk who previously were not given the opportunities we whites had. We will do this in a manner that will uplift the industry and that will be for the benefit of all parties, and for the benefit of conservation. There are many state concessions and tribal lands which can contribute substantially in this regard.

Lastly, we have to market hunting to the public. We need to educate the public as to the role hunting plays in conservation and we have to show examples of the correct way to hunt. This will mean we have to engage the media on all fronts and to do this we must not have anything to hide.

Without the professional hunting industry, the game auction of this weekend would be valueless and would generate very little for the province. When I started game ranching back in 1986, Nature Conservation was virtually giving away excess game as there was little demand. It has been the paying hunter who has created the demand. It is absolutely essential that the provinces are part of growing our industry. They control so many aspects of our industry and without their cooperation and help it will grind to a halt. The provincial reserves and community land hold much value that can be developed through professional hunting. There is a desperate need to share the benefits of hunting with PDIs and to involve and educate them, so that they can manage and grow their wildlife heritage and generate economic benefits too.

Namibia's professional hunting industry has a wonderful relationship with the government. The Namibian president is a member of NAPHA and participates in the annual conventions. He is a hunter himself. Currently the numbers of foreign hunters in Namibia are soaring, so much so that 2 extra international flights a week have been scheduled to cope with demand. At the same time, SAA are losing seats because of our gun legislation. Hunters to other SADC countries are often choosing to fly via Namibia to avoid the frustration of transferring guns through our airports.

Another challenge or opportunity for the industry is to get black people to enjoy hunting. It must not be for the white elite, everybody must be able to enjoy this wonderful sport. A speaker at our last convention, Rev Mahana, drew the parallel with golf. How many black people actually played golf prior 1994? Hardly any, and now all the executives play. It is *en vogue*. So can hunting become the recreational pastime of black corporate South Africa. This is a challenge to all hunters and not only to us involved in professional hunting.

It must be remembered, that if game is not utilized for profit, its economic value will deteriorate and many private farms will be driven back to stock farming by economics alone. It is therefore vital, that the province assists to maintain and grow the value of our wildlife and wildlife areas. Hunting is the best tool to do this.

The revenue generated from the game auction this week, is entirely dependent upon the health of the hunting industry. Game auctions countrywide are a barometer of the health of the hunting industry. Let's hope that it grows from year to year. All of us in the professional hunting industry need to join hands with government and work together to realize the enormous potential of this wonderful and exciting industry, for the benefit of all South Africans.

**Editor's Note: *At the Limpopo Wildlife Expo, Premier Moloto called for an increase in training facilities within the wildlife industry to enable more people to obtain employment in the sector. Mr Moloto said stronger partnerships had to be built between the wildlife industry and communities living along boundaries of protected areas. "Our parks will not be sustainable if the needs of the people living in surrounding areas are ignored," he insisted. Collin Chabane MEC for Economic Development, Environment and Tourism, told the delegates that elements of the Black Economic Empowerment (BEE) Charter for Tourism would be introduced in the province. He said that in-depth talks with representatives of the hunting industry will be held to create greater access for black people to this sector.***

# True Game Ranching

By Cleve Cheney

It is enlightening to examine game ranching from a historical perspective and compare its origins to what it has become today. Historically, game ranching was an alternative to stock farming, with the emphasis on fresh meat production and its by-products of biltong, skins and leather. Given the prevailing conditions in Africa it was a viable and more realistic option. The production potential of some game species was high, meat quality was excellent and healthier because of a lower fat content, and game was more resistant to endemic diseases and parasitic infestation than cattle and other domestic animals with a European ancestry. Stock theft was also an issue of increasing concern. It is much easier to herd a bunch of cows or sheep into a truck when trying to steal them than it is wild game.

Then there was also the option of selling off excess game stock to other game farmers or making it available to hunters. I remember seeing a documentary film in the early 1980s of a cattle rancher turned game rancher in Zimbabwe, whose game ranching enterprise was a huge and resounding success. That was of course until the country took its downward slide into the miserable state it now finds itself.

Somewhere along the line things changed, however. An emerging and apparently very lucrative ecotourism market seemed too good an opportunity to miss and landowners, many of whom were cattle and stock farmers, decided to board the gravy train. Of course, there were also the astute businessmen with surplus cash in hand, a taxman to avoid and a quick eye for a quick buck, who decided to enter the fray, buy a patch of land, stock it with some game and become "game farmers" or game ranch owners. Unfortunately, they missed the point.

They wanted to make money from ecotourism using game ranches as the means to their end and built expensive five-star lodges (which messed up the bush), established roads all over the place (which messed up the bush), built an airstrip (which messed up the bush), ordered a fleet of Landrover game drive vehicles and hired a bunch of "jeep jockeys" to drive across the veld in pursuit of the "big five" with crowds of noisy, camera-snapping tourists (which – yup, you guessed it – messed up the bush).

That is neither game ranching nor ecotourism. When will the "wannabe" Londolzi/Singita/Sabi Sand types realize that they can never compete successfully with these areas or places like the Kruger National Park. Many owners of expensive game lodges on so-called "game farms" or ranches are scratching their heads in perplexity and asking themselves searching questions as to why their game ranch ecotourism ventures are failing. The answer is that there are too many people wanting to get a slice of an ever-shrinking ecotourism cake. Take a look in the smalls columns of a well-known local magazine that focuses on wildlife ecotourism. Literally hundreds of destinations are offered in South Africa, each claiming to be "a little piece of true, wild Africa" and offering luxury accommodation, game drives and game walks. It's time we took a wake-up call.

The ecotourism market is too fragile, fickle and unpredictable and is not worth taking a chance on in the long term. Escalating oil prices, weakening of the dollar, volatility in the Middle East, instability in Africa, and fears of international terrorism will continue to have a detrimental effect, despite what the politicians with their rose-tinted spectacles and political smooth talking might have to say. The facts speak for themselves.

It's time we went back to true game ranching. There will always be a demand for meat in Africa. Quality leather products will always sell. There is always a market, both locally and internationally, for biltong and venison. The true game rancher also has the option nowadays of breeding with rare game species. And of course there is the hunting of surplus game, for which there will always be a huge demand if it is marketed honestly, priced fairly and packaged correctly (which it currently is not). If game ranching is practiced as it was intended to be it can offer a good living to the landowner. Certain criteria in terms of ranch size, stocking rates and so on must be met in order to make it a viable and sustainable venture. To anyone with a little savvy it should have become clear by now that the "ecotourism" game ranch is doomed to failure and it would be a wise move to stop "flogging the ecotourism horse, which is in the process of dying", and look to more realistic ways of utilizing land stocked with African wild game. Let us therefore put the game ranch ecotourism pipe dream to rest and reconsider other options. It is an established fact that:

- While cattle are potentially more productive than wild ungulates in terms of meat production per animal, higher wildlife stocking rates will produce a higher income than cattle. Cattle eat only

grass so the available browse (bush and trees) on the land goes unutilized. By combining both grazing and browsing wild ungulates, production potential is optimized.

- Game ranching (not the ecotourism-lodge type, but proper game ranching) involves less expenditure and greater profitability than cattle ranching.

As paradoxical as it might at first appear, proper game ranching, where game is produced and harvested as a commodity much like domestic cattle, holds a greater future for Africa's wildlife than the "ecotourism game ranch" fiasco, which is regarded by the masses (and rightly so) as nothing more than a playground for the rich and supported by the political pressure of short-sighted and unenlightened animal rights groups, who are often out of touch with the reality of Africa. I have also seen that commercial ecotourism is more destructive to the natural environment than hunting or proper game ranching. I have no doubt whatsoever.

My advice to current game ranch owners is to cut your losses (the vast amount of money you wasted on the fancy lodge, road infrastructure, airstrip etc.) and instead view the experience as a steep learning curve. Hire yourself an experienced game ranch manager who knows something about wildlife management (theoretically and practically), pay out severance packages to the lodge staff, nature guides ("rangers"), and marketing personnel and get back to real game ranching – this is the safest long-term option.

This article was first published in "Africa's Bowhunter", Vol6/4 ([www.africasbowhunter.co.za](http://www.africasbowhunter.co.za)) in Cleve Cheney's series on Game Ranch Management. African Indaba extends thanks to author and publisher for permission to reprint this article.

## Promote Sport Hunting in Northern Kenya

Summary of an article originally published in The Nation (Nairobi)

The Kenyan "The Nation" called for the promotion of Sport Hunting in Northern Kenya in an article published on July 30<sup>st</sup>. Wycliffe Muga reported about a paper presented to the Kajiado Wildlife Forum by Ian Parker. In "The case for Reintroducing Hunting", Parker explained that whereas there is a limited amount of land in Kenya that would be suitable for game viewing or game cropping (15%) there was much more land that was appropriate for recreational hunting (80%). Parker said that recreational hunting is radically different from game viewing or game cropping. It does not need high densities of animals. It is suited to rough terrain, thick vegetation, hillsides, as well as open ground. This is another way of saying that much of northern Kenya may be ill-suited to the sort of game viewing that takes place in the Maasai Mara, Amboseli, Tsavo East, Lake Nakuru and other game parks. But it would be eminently suited to recreational hunting. Hunting is a multi-billion dollar industry worldwide. Kenya is one of the very few countries which do not allow it.

Muga challenges the Kenyan government to make the Wildlife Bill, which was passed last year [*but vetoed by the president*] by Parliament, a law, if it wants to generate funds in that part of the country. Of significant importance is that also that Muga states that the Kenya Government has long been conned by various internationally-funded "animal welfare" NGOs into believing that hunting wild animals would lead to diminishing of wild life populations. However regulated hunting puts a premium value on all wildlife, and encourages local communities living near wildlife to take steps to ensure the survival of these valuable animals.

Muga mentions the example of Hungary, where hunting is one of the carefully nurtured resources for providing the government with revenues of about Sh6 billion from hunting fees per year. Earnings for the private sector for the provision of accommodation, food, and other services are not included. He continues by quoting official documents from Hungary's ministry of Agriculture and Rural Development: "*The basis for the international fame of the Hungarian game management is the game stock of excellent quality living in the free hunting area of the country, with a high standard management. It is necessary to maintain our advantage arising from our natural and geographical endowments, by utilizing game stock with a protective approach.*" Hungarian legislation for recreational hunting explicitly recognizes that the conservation of wild animals goes hand in hand with the recreational hunting."

For Northern Kenya the answer is that Kenyans should follow the Hungarian example and create an expansive free hunting zone in that area according to Muga. He states that a combination of the perspective offered by Parker's paper with the Hungarian experience of hunting offers a blueprint for the economic empowerment of the people of northern Kenya. With the appropriate legislation in place northern Kenya should be empowered to generate its own funds for infrastructure and services would be managerial and regulatory capacity.

In 2002, Tanzania earned the equivalent of Sh1.4 billion in gross revenues from just 600 hunters who visited that country. Out of that, the Tanzanian government received Sh680 million equivalent, as direct revenues arising from game and trophy fees, and other official receipts. A good part of these government revenues went into community projects in the areas where this hunting was done.

No doubt, Kenya has something to learn from Tanzania on establishing a viable and self-sustaining recreational hunting.

## Exchange of Conservation Tips Benefits African Nations

By Emmanuel Koro

A Kenyan delegation of policy makers and representatives from rural communities and NGOs recently completed a whirlwind tour of Southern Africa. The Kenyans returned to their country with a greater knowledge of sustainable development projects in the region and information on how to replicate the successes in their nation. The Kenyan delegation visited Community Based Natural Resources Management (CBNRM) Projects in Botswana, Namibia and Zimbabwe. They interviewed communities implementing CBNRM Projects and also met with policy makers, community and NGO representatives from the three Southern African nations.

"Our purpose to come to the Southern Africa is to come and learn," said George Kaniri, Kenyan Deputy Minister of Environment and Tourism. "Our visit is at the right time because we are in the process of trying to overhaul our Wildlife Management and Conservation Act and we believe that when we embark on that process we will share the experiences that we would have learnt from the Southern African region. We know that they have done well - better than us - and we want to learn from them." The visit by the Kenyan delegation emphasized Africa's timely entry into a new conservation era, which hopes to unite African countries exploring diverse conservation and development approaches. African countries obviously have different conservation problems and also different approaches towards solving these issues. There are some areas, however, where their wildlife management dilemmas overlap, creating the need for African countries to learn from one another how they are tackling common problems.

Similar exchange visits between African countries are increasingly becoming an effective approach to addressing challenges in the continent. In 2002, for example, a delegation from West Africa visited Southern Africa to learn how the region was addressing their conservation and development problems. For the past 10 years, Southern African countries have been successfully implementing initiatives that promote sustainable utilization of natural resources in rural areas. Sustainable utilization of natural resources is popularly referred to as CBNRM. Through this conservation and development approach, Southern African countries have demonstrated that if local communities are given sustainable user and management rights over their natural resources, they will be motivated to accept the costs of living alongside wildlife and jealously protect it from poachers.

"Conservation in Southern Africa has demonstrated its economic potential on both public and private land," said Dr. Harrison Kojwang, regional representative of WWF's Southern African Regional Program Office. "We can improve poverty alleviation through wildlife management which need not only be viable within fences of national parks. We can do that ourselves." Dr. Kojwang cited Namibia's Torra Conservancy as an example of how sustainable use concept is helping to improve the growth of wildlife population. There have been tremendous increases in animal population in northwest Namibia outside protected areas. "It is very clear that through the responsible management of these areas, these communities are managing their

wildlife on their own," said Dr. Kojwang. "This is just an indicator of what has happened in one particular area."

In Botswana, the Kenyan delegation met with communities in the Chobe Enclave and also visited Namibian CBNRM projects in Mayuni Conservancy and Zimbabwe's Hwange CAMPFIRE Community. Dr. Rutina, a senior officer for Botswana's Department of Parks and Wildlife Management, explained to the Kenyan delegation how Botswana, along with other Southern African countries were facing challenges to manage an overabundant elephant population. "The wildlife biomass is increasing," said Dr. Rutina. "The elephant is transforming the vegetation and that transformation is affecting many species. That's why we have some of the species populations going down, like herbivore grazers in the Chobe River."

Pelonomi Venson, Botswana's Minister of Environment and Tourism, said she was convinced that the Kenyans' visit to Southern Africa would help promote sustainable use of wildlife in Africa. "It's going to be a great moment when we next meet with other countries that we can speak on a common ground on issues that we would have had an opportunity to share with you," she said while addressing the Kenyan delegation in Sankuyo, a CBNRM Community in Botswana. After the exchange visits, the West African and Kenyan delegations and the Southern Africans learned that - although their conservation policies and approaches might have differed - their interests in wildlife and natural resources management and the need to alleviate poverty through promotion of development in rural Africa brought them together.

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## Editor's Comment (extract)

By Gerhard R Damm

Readers will remember my article ["Hunting in South Africa: Facts, Risks, Opportunities"](#) and the section, where I broke a lance for strictly controlled and selective hunting inside protected areas. I do not stand alone with this opinion; it has long since been recognized that hunting can offer a vital contribution to the economics of National Parks without any negative influence on conservation objectives and without reducing the wildlife viewing pleasure of the general public.

Those who disregard this particular option of **"incentive-driven-conservation"** and the positive effects it will have on **Black Economic Empowerment in wildlife management** might produce unwelcome reactions from quarters they rather don't want to be allied with.

Jon Hutton, Chair, IUCN Sustainable Use Specialist Group, wrote in an article titled 'Exploitation and Conservation: Lessons from Southern Africa'...

*"that the exploitation of wild species is seen by many industrialized societies as a primitive activity [many] on the margins of the environmental community consider unnecessary and immoral ... their unsophisticated response [is] that markets are bad for conservation. [They] promote preservation – the hands-off management of nature. Hutton speaks in his article about "ecological apartheid and the polarization of the countryside, where elephants and lions have the right of way in protected areas but give way absolutely to man outside"* and he quotes the shortfalls of preservationist strategies as (amongst others)

- Making protected areas untenable
- Ensuring conflict around protected areas
- Making wildlife uncompetitive

My proposal for strictly controlled hunting in South Africa's National Parks focused on ways to increase the value of wildlife in the parks system, thus creating an earning potential for substantial amounts of money to reduce the operational deficit and to decrease the burden for the taxpaying public. My proposal will create an effective base for real black economic empowerment in wildlife management and rural employment and last not least make real conservation financially sustainable and less dependent from donor funding and the tax payer.

Opposition to my views was expected. It came from an unexpected quarter though. The SA Hunters' and Game Conservation Association (SAJWV) published an official statement on October 17<sup>th</sup> (in Afrikaans) totally rejecting hunting in national parks. I did not receive it directly from the association, but through an anonymous email in November, although SAJWV had published my referenced article in the association's magazine (maybe without reading it first).

I wonder whether those who authored the statement have made it clear to their many members that the SAJWV point of view plays well into the hands of those in the Panel of Experts who want to stop hunting even in provincial parks.

SAJWV mentions also that only about 0.5% of South Africans are hunters and that the parks system belongs to all people, yet this very system probably did not have more than 4.5 million visitors in 2005 (including KZN Parks and of course international tourists). This means considerably less than 10% of South Africans are enjoying our national parks (or are able to afford enjoying them), yet as a nation ALL have to foot the bill.

It seems odd a South African hunting association still believes in the bureaucracy and the notorious apparatus of "fortress conservation" or rather "fortress preservation". Under this concept market-based policies (and with it sustainable use of natural resources) were excluded from wildlife management in protected areas.

Fortress Preservation used the argument of "preserving the untouched wilderness". Yet none of the parks within the South African Parks system is untouched by human hand. All are fenced in by wire and people.

One just has to drive along the western boundary of Kruger National Park to see the conflict potential of fortress preservation!

The solution for a sustainable long-term future for South Africa's national parks will be a paradigm shift from preservation towards incentive-driven-conservation. Controlled hunting where it is ecologically sustainable will be a small, yet important building block. It will have positive triple bottom line repercussions. Benefits will accrue to the communities living around the park and to Black Economic Empowerment (social & cultural), there will be the freeing of essential funds from the national budget for national priorities such as AIDS/HIV projects and low cost housing (economic), and last not least conservation will benefit with funds being available for land acquisition and general self-sustainability of the parks.

Robert H Nelson said in the "Independent Review, (Summer 2003)" in an article titled "[Environmental Colonialism - 'Saving' Africa from Africans](#)" that the "*myths of Africa are more attractive than the realities*". Did SAJWV fall into this trap?

Nelson concludes his article (download it at the link provided) with "*Fantasy sells, and millions of people in [the urban centers of] Europe and the United States enjoy images of the Garden of Eden, whether in Africa or elsewhere in the world. By contrast, the rural people in these areas who are directly affected by the setting aside of park lands constitute a small and less moneyed minority that has less political influence both with their own national governments and in international arenas.*"

This is the reason why we have a huge elephant problem in Southern Africa; this is the reason why our parks struggle to balance the budgets: this is the reason why Black Economic Empowerment in wildlife conservation does not advance and last not least this is the reason why utterly necessary "incentive-driven-conservation" struggles to achieve mainstream public recognition.

# Tanzania Development Partners Group (DPG)

*Editor's Note: The [Tanzania Development Partner Group \(DPG\)](http://www.wildlife-programme.gtz.de/wildlife/download/dpgwildlifebrief.pdf) consists of the bilateral and multilateral partners that provide development assistance to Tanzania. The partners have analyzed the Tanzanian wildlife sector and presented their findings to the Government. The following text is from [www.wildlife-programme.gtz.de/wildlife/download/dpgwildlifebrief.pdf](http://www.wildlife-programme.gtz.de/wildlife/download/dpgwildlifebrief.pdf)*

## The Wildlife Sector with Emphasis on Tourist Hunting

### 1. Summary

The Wildlife Sector, apart from having an intrinsic environmental value, is important for Tanzania in terms of its present and potential revenue generation, as well as for communities in providing food security and income. However, the sector is suffering from sub-optimal management, with unsustainable growth, loss of revenues, and limited participation of communities. At the same time wildlife is disappearing from many places outside protected areas. Resistance to reforms exists amongst the current private sector and parts of Government, who benefit from the current situation. Actions have been taken, but comprehensive reform is still lacking. Such reform should include introducing market-based competition amongst the private sector in order to increase revenues without intensifying exploitation of the resource. Reform is also needed to involve communities in decision making procedures and sharing of benefits from utilisation of wildlife on their land. In short, governance in the sector can be improved. DPG is recommended to raise these issues with the Government of Tanzania, and also in relation to discussions on how the wildlife sectors can contribute to growth, revenue, and poverty reduction objectives as articulated in MKUKUTA (National Strategy for Growth and Reduction of Poverty and better known by its Kiswahili acronym of MKUKUTA (*Mkakati wa Kukuza Uchumi na Kuondoa Umaskini Taifa*)).

### 2. The Issues

Tanzania's wildlife is one of the richest and most diversified in Africa, with several of its protected areas and wetlands internationally renowned as World Heritage Sites and RAMSAR sites (Convention on Wetlands of international importance). Creation of protected areas was for long seen as the solution to the successful conservation of wildlife and environmental sustainability (*Editor's Note: Millenium Development Goal MDG 7: see also [http://www.unv.org/infobase/facts/04\\_05\\_20DEU\\_MDG\\_7\\_ph.htm](http://www.unv.org/infobase/facts/04_05_20DEU_MDG_7_ph.htm) "Ensure Environmental Sustainability"*), and Tanzania has devoted over 20% of the land exclusively for wildlife, upon which much of the tourism industry is now based. Nowadays community involvement is increasingly recognized as a means to conserve wildlife resources and benefit communities. Despite this positive picture, Tanzania's great reservoir of wildlife is increasingly under threat, and opportunities lost for its contribution to growth and poverty reduction. Management of the Wildlife Sector is split between the National Parks (TANAPA), Ngorongoro Conservation Area Authority (NCAA) and the Wildlife Division (WD), under the Ministry of Natural Resources and Tourism (MNRT). Income generation by TANAPA and NCAA is primarily through game-viewing tourism, while income generated by the WD is primarily through hunting tourism (80-96% of the revenue collected). Hunting for meat is also undertaken for subsistence by local communities, but often illegally.

The Wildlife Sector provides an important source of revenue, but the contribution of the Wildlife Sector is not well reflected in the GDP. For instance, Hunting and Forestry jointly contribute 2 to 3 % of the GDP under the total agriculture contribution, while Trade, Hotel & Restaurants contribute 16.8%. The real contribution of the Wildlife Sector is estimated at between 7% to 10% of the Tanzanian GDP. Wildlife is also an important source of income (and plays a role in food security and nutrition) in many remote and poor rural areas. Development within the Wildlife Sector provides one of the few options to economic development of these areas.

Revenue generation from the tourist sector (over 80% non-consumptive tourism) has shown a growth of approximately 30% per annum during the 1990s, which was one of the fastest growth rates in the world. It has however levelled off since the end of that decade, due to local and international terrorist events in 1998 and 2001 respectively – but also due to the major tourist destinations in the north of the country reaching



their carrying capacity. There remains considerable potential for growth of tourism in lesser-known destinations such as the Southern Circuit where poor access hinders development. Localized over-crowding by tourists in the Serengeti National Park has prompted the Board of the Tanzania National Parks (TANAPA) to propose drastic increases to park entry fees. This may encourage a better utilization of alternative areas, but may also encourage tourists to visit wildlife destinations elsewhere in Africa. Instead of increasing direct tourist fees beyond a psychologically acceptable threshold, TANAPA could indirectly achieve similar revenues through developing effective lease arrangements with lodges established inside the parks. That will not be the focus of this brief, which concentrates on hunting.

The hunting industry has grown considerably in the last two decades and Tanzania is now one of the leading hunting destinations in the world. Despite impressive growth, there remains much scope for improved management, with increased revenue collection, and community benefit from the participation in utilization and protection of the resources. At present, sustainability is not always realized, as the WD increasingly pushes the industry towards hunting at unsustainable levels (hunting opportunities (concessions) are sold at minimal rates while income is generated primarily from trophy fees, i.e. killing of animals. To increase revenues the Wildlife Division opts to increase quota (= % of animals to be killed), which in many cases already exceed sustainable levels of offtake), revenues are lost, and rural communities see minimal benefit from an industry that operates on their land. One example is that trophy fees for key species are significantly lower in Tanzania compared to neighbouring countries. One of the reasons that this situation can persist is that procedures are made complex and difficult for outsiders to understand, and only a small core of experts within Wildlife Department (WD) are able to truly understand and direct the industry.

Efforts to introduce transparency and competition in the sector, and in other ways improve the hunting industry have been resisted by the WD (probably due to influence by some elements of the private sector). For instance, a policy and management plan for tourist hunting was developed, signed and accepted by the Director of Wildlife in 1995, but has never been implemented. The plan includes a comprehensive reform of the tourist hunting industry, which involves introducing competition and incorporating communities as decision-makers with access to significant funds generated from hunting. Other examples are recent attempts to curb open discussions on the way forward and a disregard of unfavourable data.

### **3. Impacts**

Mismanagement in the Wildlife Sector and in the hunting industry specifically, impacts the country in the following ways:

#### ***Poverty***

Despite the Wildlife Policy of 1998, which gives provisions for the development of Wildlife Management Areas (WMAs) managed by local communities, it is these communities (the legitimate land-holders) who are excluded from the decision making processes in the areas of, who hunts, how much, what is hunted, and even whether hunting should be allowed on their land. Tourist hunting in WMAs is able to provide funds for remote and poor communities managing WMAs, and thereby contribute to poverty reduction and equity in benefit sharing from hunting. Furthermore, communities could legally engage in hunting for meat for their own consumption. According to some studies, two-thirds of rural Tanzanians claim that wildlife meat is their most important source of protein. Studies of pilot WMAs show that WMAs can provide up to Tshs2.2 million (ca US\$ 1,200) annually per village. Attention should be given though to equity in the distribution of benefits accruing from WMAs or other community involvement in wildlife management, as the larger profits are presently earned by middlemen and other outsiders. Still, the development of WMAs is seriously delayed, with no formal establishment of WMAs to date. This contradicts central government policies and directives (including actions under MKUKUTA). The likely cause of this is general hesitation among some hunting operators to accept the WMA concept (the unfortunate side effect of this delay is that some communities are frustrated and increasingly look towards other more unsustainable land use options for their livelihood development. The result is that wildlife is not being protected and is disappearing from community land).

#### ***Sustainable Growth***

There is no effective monitoring of wildlife populations in the hunting areas, and there is therefore no certain knowledge about the sustainability of the Wildlife Sector. While growth in non-consumptive wildlife tourism is possible in the southern part of the country, potentials for growth in hunting may be limited. Indications are that the current hunting levels of key species are unsustainable in certain areas, and the

quality and age of key species being hunted has declined. Legal hunting for meat by communities may not have reached unsustainable levels. The unsustainable levels of hunting key species is in part due to the lack of an objective system for quota setting for hunting, and many hunting quotas are issued that allow unsustainable levels of hunting. Hunting also takes place 'above' quotas. The general lack of respect for the law by the members of the private sector (e.g. hunting above quotas) has prompted the Director of Wildlife to issue a Call for Compliance to all hunters in 2004. However, no serious effort to prosecute violations has been observed.

### **Revenue**

With no objective or transparent system for the allocation of hunting concessions to the private sector, concessions are leased at administered prices far below the true market value irrespective of size, quality or income potential. This is done by a few key government officials, who maintain a high level of control with the awarding of concessions. This represents a large loss of income to Tanzania, and more specifically the WD (estimated at more than US\$7 million). For instance, the number of hunting clients in Tanzania has gone up while the income to WD has remained the same. Moreover, many concessions (up to 70% of all concessions) are leased to hunting operators without the capacity to market or manage their own hunting operations. The system thus promotes subleasing to foreigners with a result that much of the income generated by the industry never benefits the country.

### **4. Analysis**

The current management of the Wildlife Sector and specifically the hunting sector is an example of shortcomings in governance, but serves well the short-term interests of some of the present hunting concession holders and a few government officials. There is therefore a strong resistance to reform. The present system endangers the long-term sustainability of the use of wildlife. It provides neither the Government nor the communities what is due to them according to Tanzanian law. Instead it serves the interests of a minority in the private sector and the government. It is a misallocation of resources resulting from a non-market system which is administered at the discretion of a few individuals. The opening up of the Tanzanian economy to a market-based system has not yet found its way into the Wildlife Sector.

### **5. Action Already Taken**

A number of initiatives have been taken by Government and development partners within the field of monitoring, quota setting, improved revenue generation and retention. None of these schemes has so far been successful at providing a comprehensive solution to the fundamental problems. Examples are:

- At the request of the MNRT the financial administration of the Tourist Hunting Section was computerised in the mid-nineties with financial assistance from a donor. This system would have greatly increased transparency and reduced potential for fraud. It was finalised in 1998, but never applied.
- A report on the Tourist Hunting Industry has recently been produced (2004). This study is the first and only presentation of empirical economic data for Tourist Hunting in Tanzania. This study is confidential, copies have been presented to the Wildlife Division, but there has been no response.
- A database has been developed for tourist hunting in the Selous Game Reserve from 1988 to present. A monitoring of hunting trophy quality has been introduced in the Selous Game Reserve since 1998 with results recorded into this database. The database (without trophy monitoring) has been expanded for game reserves in north-western Tanzania.
- An unsuccessful Kenyan proposal in 2004 to raise the African lion to Appendix I of CITES has prompted the Wildlife Division to introduce minimum requirements for legal hunting of lion trophies. Similar requirements are in place for elephant and leopard trophies, although undersized trophies continue to be exported, (minimum weight of a single elephant tusk is set, minimum body length of leopard and minimum age of lion trophies are established). However, the recent requirements for lion introduce an opportunity to promote certification in the industry and introduce its reform on the international stage, in a similar manner to certification in the Forestry industry.
- Retention schemes, whereby 50% of the income generated from hunting within remains with the management, have been established in Selous Game Reserve, Rukwa Game Reserve and the

game reserves of north-western Tanzania in response to GTZ and the European Union interventions.

## 6. Solutions

Despite many problems, cessation of the hunting industry is not a solution. Without a formal hunting industry, wildlife offtake levels would certainly be higher than present, as past experience has shown and legal revenues will be denied to the Ministry of Natural Resources and Tourism for managing wildlife areas

However, the Wildlife Division needs to implement an effective reform of the tourist hunting industry that will lead to good governance by realising the revenue potential of the industry, while sharing benefits and reducing poverty, and implement the existing WMA concept.

An internal government review by the Ministry of Finance into the Wildlife Division's management might be an effective means to bring about change of the financial control of the industry. This should include a review by the Tanzanian Revenue Authority (TRA) into the taxation procedures of the private sector involved in hunting (with emphasis on subleasing). A comprehensive reform must however also include at least the following aspects:

- Effective market-based competition between hunting operators is introduced, where they bid against each other for concessions. However, recognising the strong resistance to this particular issue, alternative allocation procedures could be an option. Alternatively other criteria may be additionally considered so that the highest bidder does not necessarily qualify. The effective market-based competition should be accompanied by control of subleasing, independent monitoring, and introduction of certification.
- Local communities are important decision makers for setting hunting quotas and for allocating concessions on their land. Moreover, local communities receive and manage hunting revenues generated on their land. While WMA regulations should be implemented, specifically these regulations need to stipulate clearly the sharing of benefits and duties associated with tourist hunting with communities. The correct allocation and utilization of resources can lead to significantly higher levels of revenues for the Government and benefits for communities, which should be used as a yardstick for measure of the effectiveness of reform.

## 7. Recommendations to DPG

The DPG is recommended to raise these issues with Government of Tanzania, not only in relation to discussions of the wildlife sector, but also in other relevant discussions of the growth and revenue potential, poverty reduction measures, and good governance of Tanzania.

This is in line with the MKUKUTA, which recognizes the important role of natural resources and specifically the contributions from the Wildlife Sector towards sustainable development of the country. The following sections of Annex 1 of MKUKUTA (see <http://www.tzdac.or.tz/Mkukuta/Mkukuta%20Page.html>) demonstrate the importance of the sector:

Cluster 1: Growth and Reduction of Income Poverty	
Goals	Targets
Goal 2: Promoting Sustainable and broad-based growth	<ul style="list-style-type: none"> <li>• Reduced negative impacts on environment and people's livelihoods</li> <li>• Reduced land degradation and loss of biodiversity</li> </ul>
Goal 4: Reducing income poverty of men and women in rural areas	<ul style="list-style-type: none"> <li>• Increased contributions from wildlife, forestry and fisheries to incomes of rural communities</li> </ul>
Cluster 2: Improvement of Quality of Life and Social Wellbeing	
Goal 3: Access to clean, affordable and safe water	<ul style="list-style-type: none"> <li>• Soil, forest and aquatic ecosystems that people depend upon for production and reproduction conserved</li> <li>• Reduction of land degradation and loss of biodiversity</li> </ul>

As mentioned earlier, the first step could be a review by Ministry of Finance (and TRA) of the hunting sector including taxation procedures applied in the hunting industry, the financial status and management of the Wildlife Division. Change could be lobbied regarding the following fundamental aspects:

### 1. Poverty reduction

Rural communities on whose land much hunting takes place need to be included in the decision making process and to benefit from the use of their resources if poverty is to be reduced in these remote and poor areas.

### 2. Sustainable growth

Utilization of wildlife resources through tourist hunting needs to be sustainable. Monitoring procedures need to be implemented to inform about sustainability. Growth may be possible in non consumptive wildlife tourism and hunting for meat, but not in the hunting of key species.

### 3. Revenue collection

The Tanzanian Government needs to introduce transparency in the sector. Essential decisions on the allocation of Tanzania' national assets, such as wildlife resources, must be based on objective market based criteria. When that happens, the true market value of the resources can be obtained by Government, rather than individuals.

## CIC: Core Competence for Sustainable Use Options

The [International Council for Game and Wildlife Conservation \(CIC\)](#) is a politically independent advisory body internationally active on a non-profit basis. With its renowned scientific capacity, the CIC assists governments and environmental organizations in maintaining natural resources by sustainable use. CIC is unique in its diversity: it unites Member States (mostly represented by the Ministry responsible for wildlife management and conservation), universities, organizations engaged in hunting, as well as individuals such as private members and scientific experts from 81 countries.

The strength of CIC is its federal structure, consisting of 39 National Delegations that are active on local level while they support the 10 Commissions and 5 Working Groups, which act beyond political boundaries.

With the participation of CIC experts from all parts of the world, these Commissions and Working Groups address technical issues, undertake projects and develop recommendations within their areas of specialization. The administrative organs of the CIC consist of the General Assembly, the Council and the Executive Committee. The legal seat is located in Vienna and the Executive Office operates from Budapest.

The CIC is actively assisting governments in wildlife policy and law development, cooperates with UN organizations such as UNEP, FAO etc. as well as IUCN and all prominent international environmental conventions with relevance to wildlife conservation and management. Under the Convention on Biological Diversity (CBD) and the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the CIC enjoys the status of an Intergovernmental Organisation (IGO).

In a most recent development on November 20<sup>th</sup> 2005, the UNEP Convention on Migratory Species (CMS) and CIC have signed a formal Partnership Agreement at the CMS CoP 8 in Nairobi.

Robert Hepworth, Executive Secretary of CMS said after the signing ceremony "*CMS and CIC also build real bridges between all people with a stake in maintaining healthy, well managed and sustainable populations of wild animals and birds. This is the key route to reaching the targets for reversing the trend of biodiversity losses by 2010, which all the Governments of the world agreed at the Sustainable Development Summit three years ago, and confirmed at the UN Summit in New York in September 2005.*"

At the Conference of the Parties to the Convention on Biodiversity (CBD) in Malaysia in 2004, 188 states agreed on a comprehensive catalogue of principles and guidelines for the use of biological diversity, the so-called Addis Ababa Principles and Guidelines (AAPG), which the CIC has co-developed. AAPG provide a framework for assisting stakeholders on international, regional, national and local levels, as well as institutional levels such as the UN System, Conventions, Governments, development agencies, local and

indigenous communities, resource managers, the private sector and NGOs, on how to ensure that their uses of biodiversity will not lead to its long-term decline.

At the 3rd World Conservation Congress (2004) the AAPG were adopted by IUCN and CITES incorporated AAPG into its work at CoP 13 in Bangkok.

APPG apply to any consumptive or non-consumptive use of biological diversity and is a practical guiding tool for the implementation of the African Convention on the Conservation of Nature and Natural Resources ("African Convention"), which already incorporates modern schemes of conservation and strengthens the role of "Incentive-Driven-Conservation".

In November 2004 IUCN Congress, CIC closely cooperated with Game Rangers Association of Africa, EWT and SANParks on their recommendation on sustainable consumptive use of wildlife and recreational hunting in Southern Africa. IUCN adopted the recommendation, *"accepting that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations"* and *"condemning the killing of animals in small enclosures where they have little or no chance of escape."*

CIC was substantially involved in the drafting, promotion and successful adoption of a number of other motions like:

- Ratification/Implementation of the revised African Convention
- Management of large terrestrial herbivores in Southern Africa
- Humane trapping standards

At the 5th IUCN World Parks Congress (2003). CIC pointed out the role hunting and appropriate forms of wildlife utilization play for sustainable financing of Protected Areas and rural development. The FAO regarded the CIC initiative very important and provided full support to the final document, which was adopted by the Congress.

After having created the "CIC Coordination for International Wildlife Management Education" in 2001, CIC organized the symposium "Bridging Continents for Wildlife Management Education" in Istanbul, Turkey in 2002 with the heads of wildlife management departments of various universities in world attending. This CIC experience will be valuable for African Governments especially in the context of Black Economic Empowerment (BEE).

#### **Other significant CIC activities:**

- CIC and China (Ministry of Forestry & Department of Wildlife Conservation) agreed to cooperate on the development of a hunting policy and legislation
- In Afghanistan, CIC cooperates with UNEP and the Government on a political, legal and practical base for long-term conservation and sustainable use of wildlife
- The "CIC Sustainable Use Commission" works with the evolving definition of sustainable use and cooperates in the IUCN Sustainable Use Specialist Group and other international and regional forums like CITES.
- The "CIC Commission on Traditional Hunting – Hunting with Hounds" informs the public about this traditional form of hunting as ancestral ways of hunting that had adapted to the changing times symbolizing the essence of ethical hunting
- The "CIC Commission on Tropical Game" promotes management ideas, which will ensure the use of wildlife as a renewable resource, and provide a steady income for the local population
- CIC and its Russian delegation organized the 1st Baikal Symposium in Irkutsk in 2005 to start an initiative to stop the decrease of certain game species due to unsustainable use. Therefore the principles of sustainable use were consequently promoted as a chance as well as a challenge for hunting, ecotourism and nature conservation in Russia's Far East
- At the international conference in 2004, [\*"Tourism and Development: The Win-Win Performance"\*](#), CIC cooperated with GTZ (German Technical Cooperation) the German Federal Office for Nature Conservation, the WWF, the tourism research sector as well as experts from different GTZ projects dealing with hunting and rural development in a discussion forum *"Hunting Tourism – A Red Rag?"* to evaluate the possibilities that regulated and sustainable forms of hunting tourism can offer to achieve the aims of nature conservation and development.

The characteristics of hunting tourism are comparable to those of ecotourism" was one of the main outcomes

For more information about CIC, please contact CIC Director General, Mr. Kai Wollscheid, at the CIC Administrative Office in Hungary email: [K.Wollscheid@cic-wildlife.org](mailto:K.Wollscheid@cic-wildlife.org)) CIC webpage <http://www.cic-wildlife.org>

## Hunting in National Parks

By Ludolph Swanefelder, Chair, Confederation of South African Hunting Associations ([CHASA](#))

The SA Hunters Association is the oldest and largest hunting association in South Africa and is indeed a national organisation. There is however a further nineteen hunting associations ranging from regional organisations like Free State Hunters to national disciplines like SA Handgun Hunters. These organisations have a combined membership of 14'900 and are affiliated to the Confederation of Hunting Associations of SA (CHASA). Whilst this means that there are two national role players, the leadership of the two, together with PHASA and Wildlife Ranching SA, are united in HAWASA, an alliance representing all hunters and game farmers in South Africa.

HAWASA have taken the stance that it is not currently opportune for hunters to be seen pushing for hunting in National Parks. The sensitivity of the debate is such that it would be in the interest of the pro-hunting grouping that only researchers and conservationists be seen publicly advocating for this.

We know that the animal rights extremists possess exceptional resources and have the ability to be extremely vocal, they however severely lack the ability to push through on their threats, mainly because they don't have the membership numbers or even ground level support to do so. The culling of the Tahrs on Table Mountain is an excellent example. Widely publicised threats were made, of which came nothing more than a very emotional media statement after the culling commenced. The culling of elephants in National Parks will have the same outcome. Thanks to exceptional work by pro-hunting conservation organisations (with African Indaba solidly amongst them), parks management have accrued the necessary scientific evidence and public support to request the minister to allow culling to commence. I am convinced that it will go ahead and that nothing will come from the threats of the extremists. That would signal the opportune time for the debate on hunting to be taken public.

**The nineteen member associations of CHASA are unanimous in support of hunting in National Parks** and it is therefore also CHASA's official policy. CHASA supports the bigger strategic option of 'incentive driven conservation' with its positive effects on wildlife management, BEE and ultimately the future of African wildlife.

I am of the opinion that SA Hunter's current stance in opposition to hunting in parks is merely a **temporary** one, acknowledging the importance of timing in this debate, and will be replaced with one of support to the strategic option as soon as the public debate on hunting in parks commences.

DEAT's National Norms and Standards are expected within the first quarter. It is of course of utmost importance that the end product **not** excludes the option of hunting in parks. Whilst it is of great value that conservation organisations continue to propagate hunting in parks as part of the bigger strategic option, organised hunting should focus all its attention on influencing the Norms and Standards to include the option of hunting in national parks, opening the way for successfully negotiating such as soon as it becomes opportune.

CHASA is committed to do exactly that.

# Conservation Hunting: People & Wildlife in Canada's North

Reviewed by Gerhard R Damm

This booklet contains a number of interesting articles, many of them not only applicable to Canada's North, but also in Africa. For those who participate in the discussions around hunting in South Africa, the contributions of authors like William A Wall (*A Framework Proposal for Conservation Hunting Best Practices*), Jon Hutton (*Exploitation and Conservation: Lessons from Southern Africa*), Kai Wollscheid (*Multilateral Environmental Agreements and the Future of Hunting*), Lee Foote (*Principles, Perspectives and Ethics of Conservation Hunting*), Marco Festa-Bianchet (*Trophy Hunting of Mountain Ungulates: Opportunities and Pitfalls*) are of great value.

The booklet is actually a must-read for all who have the future of hunting in Africa at heart.

Conservation hunting holds promise for improving the conditions of rural communities, wildlife and habitat.

This is the report of an international conference titled People, Wildlife and Hunting: Emerging Conservation Paradigms held in Edmonton, Alberta, in October 2004. The conference brought together people sharing a common involvement or interest in conservation hunting (an outgrowth of recreational hunting) that recognizes the significant contribution that hunting can make to social and ecological well being. This report focuses attention more particularly (but not exclusively) upon community-based conservation-hunting programs operating in the Canadian North. Conference participants included hunters, outfitters, community representatives, wildlife managers, researchers and conservationists from across Canada and from overseas.

The goal of the conference was to explore the relationship linking trophy hunting, wildlife conservation, and community sustainability in rural areas. Recognizing the importance of hunting to large-mammal management and to community economies in many rural areas of Canada, and especially in the Canadian North, the Canadian Circumpolar Institute (CCI) and the Alberta Cooperative Conservation Research Unit (ACCRU) at the University of Alberta organized the People, Wildlife and Hunting: Emerging Conservation Paradigms conference to foster greater awareness and understanding of this useful conservation tool.

To obtain a copy of: Conservation Hunting – People and Wildlife in Canada's North by Milton M.R. Freeman, Robert J. Hudson and Lee Foote (editors), 2005. Occasional Publication No. 56, Canadian Circumpolar Institute, Edmonton, Alberta. 112 pp, map, tables, illus. ISBN 1-896445-35-7. Can\$15.00 (plus S & H), contact Cindy Mason at: [cindy.mason@ualberta.ca](mailto:cindy.mason@ualberta.ca)

## Wildlife Management

by Gerhard R Damm

Africa's wildlife within and outside formally protected areas is restricted to finite spaces by fences or human infrastructure. These restrictions threaten habitats or make them susceptible to change with the causal factors being human-made. Consequently the management of habitats and the species within these habitats becomes a necessity. International agreements, national legislation, as well as public interest and pressure empower or restrict wildlife management.

Traditional rigorous *ecology* and *ethology* do not guarantee effective conservation. The discipline of *conservation biology* bridges the gap between the two fields and practical wildlife management; it marries conservation concerns with socio-political, economic, administrative and managerial aspects. It creates the scientific base to respond under field conditions to data produced by scientists of varying branches. This is *Adaptive Wildlife Management*. The wildlife manager evaluates wildlife and its interactions within and with habitats to determine management actions. He reviews and assesses its consequences on species, biodiversity and people. This reviewing process will lead either to a continuation or revision of actions.

As an important step in getting wildlife management on an internationally recognized basis, the [Addis Ababa Principles and Guidelines for Sustainable Use of Biodiversity \(AAPG\)](#) outline that benefits derived

from the use of a species can provide the incentive to invest in conserving and reverse the loss of environmental resources. In 2004, the Convention on Biological Diversity decided in Kuala Lumpur to adopt the *AAPG*. This practical set of 14 principles and guidelines underline how ecosystems serve and maintain cultures, societies and communities and apply to any consumptive or non-consumptive use. *AAPG* form a practical tool for the implementation of the [\*African Convention on the Conservation of Nature and Natural Resources\*](#) and strengthen the role of [\*Incentive-Driven-Conservation\*](#). The *AAPG* assist wildlife managers on international, national and local, as well as institutional levels to ensure that the use of biodiversity will not lead to its long-term decline. *AAPG* were adopted by IUCN and CITES in the same year. Nevertheless, a part of the conservation community, especially from developed countries, oppose the concept arguing that not enough is known about the impact of use on wild populations. They question whether local people have the knowledge needed to manage wild populations and express concerns whether governments would have the capacity to control wildlife use systems.

This attitude often subjects wildlife management decisions to the [\*Precautionary Principle\*](#). The process usually starts with the statement that conclusive scientific data are unavailable or insufficient. Decision making is postponed, deadlines are extended, additional assessments, research and reviews are requested and public comment from a under- or misinformed public is invited. As final step legal processes and the *Precautionary Principle* are invoked. The concentration on minimizing the probability "*that a false statement is accepted as true*" leads to ignoring the probability of "*rejecting a true hypothesis as false*" at great monetary and practical expense for wildlife conservation.

Wildlife management in Africa has many examples where this process combined with emotional public pressure impairs wildlife management. Conventional public opinion has created an automatic link between precaution and calls for bans on consumptive use options. Perceived mandatory hypothesis testing has been used by well-funded animal rights organizations to put unacceptable evidentiary burden on African wildlife managers. This arrangement cannot produce outcomes which best reflect available evidence, the range of stakeholder viewpoints and African needs and aspirations, or the best interests of the animal and plant species. It also poses a serious threat to conservation by reducing economic incentives to conserve species and it restrains the actions of wildlife specialists. The *Precautionary Principle* in wildlife management is in need of examination for the simple reason that due to prolonged interaction with humans there are no truly natural ecosystems left, that most ecosystems are inextricably affected by and linked to human activity and that human intervention can produce positive outcomes.

Some of its elements can be substituted with adaptive management processes as method of responding to uncertainty. Adaptive wildlife management has already become the practical means of conservation risk management. It is described as self-conscious experimental approach involving incremental hypothesis formulation and testing. These processes have the advantage of greater dynamism, the ability to rapidly respond to new information and greater relevance in coordinating socio-political aspects with conservation objectives. It is a trial and error management process based rather on experience and observation than on models and theories. Nevertheless, adaptive processes carry risks, however infinitesimal, of serious or irreversible harm. Therefore they must function within a closed system with appropriate checks and balances.

The precautionary approach requires detailed assessment of scientific knowledge and risk assessment before action is taken. Adaptive management, in contrast, responds to uncertainty by utilizing a combination of scientific, practical and traditional knowledge translated into small management steps subject to continuous monitoring and recording of consequences and effects. Safeguards against abuse by pressure groups must be present to prevent that the processes are influenced by wasteful, disruptive or counterproductive interference.

Another critical element for the effectiveness and legitimacy of wildlife management is the [\*Participatory Principle\*](#). The value of scientific tools and indicators in providing answers for wildlife managers is increased by local stakeholder participation and the acknowledgement of non-scientific indigenous and traditional forms of knowledge. Aid donors and international NGOs can support processes by not imposing external models and by refocusing existing investments to bring them in line with incentive-driven-conservation and sustainable development objectives.

Solutions need to be reached within a predetermined time frame. Extensions rarely make much difference in knowledge gained or conclusions reached! A pragmatic "*strategy of the attainable*" will do infinitely more



for people and wildlife, than endless bitter debates which usually centre on emotions instead of science and practical experience. Consensus-building and conflict-resolution techniques are therefore be an important element of wildlife management.

In theory and practice, adaptive wildlife management aims to manage eco-systems to a point where species are in an unthreatened or abundant position. Preservation and Conservation are its interlinked core functions:

- Incentive-Driven-Conservation which incorporates sustainable consumptive and non-consumptive use options of unthreatened or abundant animal and plant populations for human benefit. Any non-consumptive and consumptive use must not pose a threat to the viability of species' diversity and biodiversity.
- Incentive-Driven-Preservation which protects those animal or plant populations which are threatened or in decline from harm, with the objective of returning them to unthreatened status under the incentive-driven-conservation function.

Emphasis is placed on animal or plant *populations* and *communities* in contrast to individual animals and plants and also in contrast to the total number of individuals within species. Wildlife management must be removed from the emotional individual level. We also must avoid grouping entire species, like the African elephant into a continent-wide management category, without considering the vast differences in the status of individual populations and their habitat.

Within these two interlinked core functions wildlife management has to pay close attention to a significant hierarchical conservation order:

- fulfillment of legitimate needs of the African people
- incentive-driven protection/conservation of the soil
- incentive-driven protection/conservation of the plants that grow in the soil
- incentive-driven protection/conservation of the animals that use the plants for food or cover and which live in the specialized habitats provided by the different plant communities and their physical environments.

The long-term future of Africa's wildlife will only be secured if incentive-driven wildlife management models produce tangible benefits for the rural African. One could argue that plants in terrestrial ecosystems play the primary role in driving life, since they alone convert solar energy to carbohydrates. Yet plants depend on soil. Therefore biodiversity conservation and wildlife management commences with soil protection. Without soil plants cannot grow and without plants, animals cannot exist.

More than six percent of sub-Saharan Africa is allocated to national parks and reserves and the area is increasing steadily. Africans have proved that they are prepared to pay a high price for the conservation of their natural heritage: damaged crops, lost opportunities, direct expenditure, etc. Therefore wildlife managers must address the Africans' fundamental need of food, shelter, health care, education and economic participation for wildlife conservation to stand a realistic chance in the future.

The wide-spread, yet antiquated philosophy of fortress conservation or rather fortress preservation excludes market-based policies and sustainable use (incentive-driven) options of natural resources in protected areas and hampers it outside. Fortress preservation wants to *preserve an untouched wilderness*. Yet none of the parks or other wilderness areas in Africa is untouched by human hand. All are fenced in by either wire or people. It is also true that only a minute percentage of Africans can afford to enjoy them but all Africans have to foot the bill. The *hands-off preservationist strategies* make protected areas untenable, ensure conflict around and exclude wildlife from economic processes.

Private conservation efforts fared somewhat better in Southern Africa. Private ownership of land and game were the reasons for an astonishing come-back of wild game, although there are cases where the ecological principles have been sacrificed for economic gain.

The future of private and public wildlife management (or any combination of the two) and their contribution towards an African Conservation Strategy will rest on mixing *ecology*, *economy* and *social responsibility* to achieve an equitable Triple Bottom Line result. Wildlife managers must be empowered to unlock the eco-systems' capability to yield a return on investment by increasing the economic value of wildlife on public and private land. The frequent mutual exclusion of non-consumptive and consumptive use options needs to be

replaced by holistic triple-bottom-line combinations to reduce the dependence on unsustainable donor funding as well as on subsidies from public budgets

## Tourist Hunting in Tanzania: Issues Behind the Issues

By Alan Rodgers

The process of developing a hugely detailed wildlife policy in the mid nineties commissioned in-depth reviews of the hunting industry, including financial and economic analyses. Questions were asked about the differences between foreign exchange inflows recorded at the Bank of Tanzania and projected revenues extrapolated from numbers of clients and safaris per year.

These reports did, however, document the great financial contribution of the tourist hunting industry to Tanzania. For example the total direct earnings in 1992 were almost 14 million USD, of which 5.3 million USD were direct fees to "government", including the Tanzanian Wildlife Protection Fund, Wildlife Division and Districts. By 2001 these figures had virtually doubled. When you add all of the indirect payments around this hunting effort (travel, hotels, payments to outfitters, souvenirs etc.) and using a scaling up factor of "x 2" then we have an industry of over 80 million dollars a year. Totals have gone up since 2001.

This large increase has come about as a result of a larger quota, increased quota utilization and more hunting blocks. Blocks have been subdivided and quotas doubled (with little apparent ecological justification, but that is another story!) and new areas have been set aside for tourist hunting.

Hunting takes place on three categories of land: Firstly in Game Reserves, fully owned by government with no people residing within. Secondly hunting is taking place in Game Controlled Areas, mainly gazetted in colonial times to prevent hunting by local people, so as to maintain trophy quality. But these areas allowed, and still allow settlement, cultivation, livestock, mining etc. Habitat and wildlife numbers are not protected, only hunting rights. Areas include Longido, Loliondo (site of the still controversial concession to UAE hunting interests), Lolkisade-Simanjiro (site of the past land allocation to Steyn and colleagues, ostensibly for cattle ranching), and vast areas in Western Tanzania.

Thirdly, more recently tourist hunting blocks have been "allocated" on non gazetted lands or "open areas". These include areas around Ruaha National Park in Iringa, the Ngarambe-Tapika area south of the Rufiji etc. These allocations, most of which were never discussed with the community "stakeholders", have usurped village based wildlife enterprises, such as the Ngarambe-Tapika interim Wildlife Management Area, seemingly against the principles of the Wildlife Policy of 1998.

This is the basis of the whole ethical dilemma of hunting today: land ownership and benefits. Everyone agrees that tourist hunting in Game Reserves is necessary and the Wildlife Division is the final decision maker of who, where, when and for how much. But most Game Controlled Areas and Open Areas are on village land. The national Village Land Act is quite clear that village governments have jurisdiction of land use in these areas. Villagers can decide to cultivate or not cultivate, to lease land to outsiders or not lease such land. In a number of cases villagers in areas close to National Parks have leased land to private entrepreneurs for game-viewing tourism ventures. This is in line with the Tourism Policy, with the Tanzania Investment code and with recent Presidential Statements (2002) on the key role of village enterprise in tourism growth. This in many ways is a "win-win" situation; except there now appears to be a potential loser - the Wildlife Division-Hunting Lobby nexus. When game viewing tourism areas are hunted by tourist hunting safaris the animals become wary of vehicles and difficult to observe or photograph. Game viewing operators and often village governments thus want no hunting in those areas. Safari hunting operators with Wildlife Division backing want hunting to continue and for tourism interests to close down.

To some extent, the situation arises from ownership rights. Whereas the present law gives land rights to village governments; access to wildlife (basically to hunt, capture or use) remains with the government. The Wildlife Division in late 2003 wrote to all private enterprise tourism ventures in these disputed areas saying that it is illegal to photograph (or even perhaps to look at) wildlife in these village lands without the permission of the Director of Wildlife. The irony being that you can photograph trees, the scenery and even

people; but not a zebra, without a government permit. By copying these letters to the heavy-handed zonal anti-poaching units, there was the veiled threat of serious reprisals. These threats have not been put into practice, probably because the Wildlife Division itself was in doubt whether their own "Hunting regulations" would stand the scrutiny of a legitimate court of law. Quiet advocacy by conservation groups have emphasized the strength of the village land laws, and the importance local leaders (MPs, Council Members etc) attach to village based tourist enterprises.

Many village communities, especially in northern Tanzania, are openly antagonistic to central government hunting interests (see LEAT 2001 for example). "And if they are not careful we will cultivate the whole area and then there will be no wildlife left at all" (villager in Minjingu talking to past PS Maliasili in 2001). Money, as in many aspects of present day lifestyles, lies behind these arguments. Village-based tourism feeds money into village governments (over 70,000 USD p.a in the outstanding and well publicized Olosokwan Village in Loliondo). Tourism hunting, on the other hand feeds money into central government, but little filters back into Districts and almost nothing to villages. Yet the Wildlife Policy is quite clear on this issue: "wildlife benefits must flow back into the village communities who bear the costs of living with wildlife; only when communities gain benefit from wildlife; will people practice conservation".

## Kenya's Wildlife Policy Review

By Ali Kaka Executive Director [East African Wildlife Society](#)

After a long protracted debate which sometimes became even clandestine, the Kenya Government has accepted there is a need to review its Wildlife Policy and consider different and contemporary approaches to managing its wildlife, especially in non-protected areas, including private land. The formal process is due to begin in February 2006. For the last 4 years, the debate became very political due to conflicts between wildlife and farmers escalating to an unprecedented level resulting in a growing demand for compensation. Livestock ranchers have stepped up their demands for either total removal of wildlife from their properties or being allowed to utilize the wildlife. Kenyan law on wildlife prohibits utilization or trade. A recent 5-year "experiment" on game cropping and utilization for meat and, hides and skins, was halted by the [Kenya Wildlife Service](#) (KWS) after a report commissioned by the KWS raised questions regarding adherence to quotas by some concessionaries and the efficiency of KWS in monitoring the off-takes and sales.

Various non-governmental organizations have been involved in preparing differing position papers arguing for or against any or all forms of utilization. A number of grass-root community groups have also been formed to advocate for sustainable use. Needless to say, the animal welfare organizations have dug in and are working overtime to influence government and the tourism sector to oppose any form of utilization in Kenya.

A comprehensive Policy document was prepared by the East African Wild Life Society in conjunction with a number of like-minded individuals and organizations and will be used to guide the government's team. The document outlines a policy for conserving Kenya's wildlife. The policy is flexible and acknowledges that there are situations where wildlife must give way to other forms of land use, and that it is neither possible nor desirable to preserve wildlife wherever it occurred in the past or occurs at present. However, it should be policy to conserve wildlife to the greatest extent possible. The policy rests on two pillars: preservation and use. Preservation should be based on a system of protected areas in the form of national parks, national reserves and local sanctuaries wherein, in as far as it is possible, nature should be free of human influence.

Use should have two forms – consumptive and non-consumptive – both of which regard wildlife as a renewable and sustainable resource. Use of wildlife in non-protected areas should be integrated with other legitimate land uses and parallel development policies. It is accepted that in some situations wildlife utilization may be extensive and intensive, involving virtually unaltered natural ecosystems, while in others it may involve a few species. The guiding principle in all cases should be that it yields the greatest sustainable good both directly and indirectly, and should be mindful of conservation as well as poverty eradication. It is further recognized that if people will not benefit, particularly people who host wildlife on their land, wildlife will disappear and an outstanding opportunity for wealth creation lost.

# What Do You Know About Conservation Hunting?

Conservation hunting is a form of regulated hunting contributing to conservation of local wildlife populations and providing social and economic benefits to involved local communities.

The [Conservation Hunting](#) (CH) website aims to provide information on current research and discussion regarding the concepts, background, scope and outcome of CH, particularly in the Canadian North, but also elsewhere. Input and comments from all Conservation Hunting stakeholders, including researchers in various disciplines, wildlife managers, co-managers, policy advisers, hunters, outfitters, and conservationists is invited.

## About Conservation Hunting:

The term 'conservation hunting' is now applied to sport or recreational hunting when those hunts result in definite conservation and social benefits. Conservation hunting (CH) is considered a form of regulated hunting that provides diverse conservation benefits to both local wildlife populations and to rural communities. Conservation Hunting is appropriately applied to all animals subjected to hunting for recreation, management, food and other culturally-significant purposes. A number of international environmental conventions and organizations recognize that the regulated sustainable use of wildlife provides economic incentives that contribute to biodiversity conservation and cultural sustainability.

Wildlife-derived economic incentives and the resulting economic diversification may serve to protect wildlife habitat and cultural practices from the damaging impacts of alternative land use practices, especially at a time when such activities may place an additional burden on human and biological communities subject to climatic and other environmental stressors. Conservation hunting given its socio-economic and cultural contributions to local communities has the potential to contribute to human adaptation in the changing world.

## Key Components of conservation-hunting programs and their relationship to wildlife populations, ecosystems and people (Abstract) by W.A. Wall and B.J. Kernohan

There has been growing recognition from the international conservation community that conservation-hunting programs can provide the basis for successful sustainable use conservation. These programs, based in an ecosystem context, can be of considerable support for community-based wildlife management programs. A conservation-hunting program is one that contributes to the short and long-term viability of the species populations within an ecosystem context by generating incentives, management regime, and/or sources of funds for purposes of conservation. However, there is a general lack of understanding of the necessary components for these programs and how interactions of these components provide for success or impediments to conservation. Components of conservation-hunting programs include: a transparent legal basis within the range state including linkage with international regulatory bodies such as CITES; an adequate biological management system based in adaptive management; an adequate economic base which links incentives for local conservation to a local or international market through good business practices; and an appropriate local cultural context.

Conservation-hunting programs worldwide have reached varying levels of success. Since different governments, cultures, ecosystems and species populations respond differently, it is critical to fit the program to the local and regional circumstances.

This paper presents a framework for organizing and describing key components of conservation-hunting programs and discusses their relationship to wildlife populations, ecosystems and people. Presented are axioms of biodiversity conservation and conservation-hunting programs to establish common ground from which a series of principles and criteria are derived. This lead paper establishes the underlying context for exploring each of the case studies presented in the papers of the symposium.

For more details view the Conservation Hunting website <http://www.ualberta.ca/~ccinst/CH/index.htm>  
Contact: Dr. Kashif M Sheikh, Program Manager Conservation Hunting, Canadian Circumpolar Institute, University of Alberta Suite 308, Campus Tower 8625-112 St., Edmonton T6G 0H1, Alberta Canada, Tel: 780-492-0108 [kashif.sheikh@ualberta.ca](mailto:kashif.sheikh@ualberta.ca)

## From the Editor's Desk (Extracts)

In this issue of African Indaba we continue the discussion about hunting inside protected areas with an article by Cleve Cheney, a former Kruger Park Ranger, and the statement of the Game Rangers' Association of Africa. With the contributions in earlier issues we are moving towards a broad-based dialogue.

There are questions regarding what to do with proliferating game populations on finite land and my article on the last page, "Development of Game Prices in South Africa", highlights some concerns. There is also the burning issue of funding African protected areas in view of other important national issues like poverty relief and empowerment of disadvantaged Africans who live next to protected areas. Most importantly, we have to recognize that government funds are scarce and much more needed for instance for pressing health issues like the HIV pandemic.

I have made already some proposals in "[Hunting in South Africa: Facts, Risks, Opportunities](#)" especially with regards to broad based black economic empowerment and how incentive-driven-conservation can assist including the majority of South Africans into the future of biodiversity conservation.

A number of voices from the hunting community will certainly claim that hunting within protected areas and selling live game originating from there constitutes unfair competition for the private game and hunting industries. There will also be outcries from many quarters claiming the "sacrosanct" status our protected areas. Many ecotourism stakeholders will protest, citing their perception of a range of global repercussions. But the problems cannot be wished away – we do not live in a utopian paradise where the lion sleeps next to the lamb.

We need to be pragmatic and veer from single-minded or single-species preservationist objectives towards a comprehensive triple-bottom-line conservation approach tackling the complicated array of social, economic and ecological issues. Look at Namibia's northeastern Caprivi Region and the protected areas of Bwabwata, Mudumu and Mamili. Trophy hunting has played an important income-generating role there, but during the past two years the program has been put on ice unnecessarily. However, according to reports received only days ago, hunting is to resume in August. There are other examples from Europe – for instance Germany, France, Spain and Switzerland where conservation hunting plays its role inside protected areas.

The International Council for Game and Wildlife Conservation (CIC) could be a partner in the search for solutions and I intend to bring this topic to the attention of the delegates during the CIC General Assembly in Cyprus in the first week of May. The "*Draft Regulations on Threatened and Protected species and Draft Norms and Standards for the regulation of the hunting industry*" which the South African Department of Environmental Affairs & Tourism will present on May 2<sup>nd</sup> will certainly also be discussed there.

Venison or game meat is still a largely underdeveloped, and more often than not an undeveloped, resource. Be it as low-cost protein supply, for instance from elephant culls, for those living in and around protected areas, or as an income and employment-generating industry on private land. The wholesome qualities of venison, its proper preparation and acceptance on the table and its importance in providing food security still leave opportunities to explore. African Indaba has published a couple of topical articles by Dr L Hoffman (University of Stellenbosch) and Dr D Lewis (WCS) already in 2003. There are other important lessons to be learned from Germany, where more than 1.7 million ungulates (roe, deer, wild boar, etc.) are harvested every year by the country's 330,000 hunters. This venison finds its way into tasty dishes on the tables in private households and restaurants.

In this African Indaba, readers will find for the first time articles about falconry, one of the oldest and most traditional forms of hunting, and about the conservation and sustainable use of the sandgrouse. Especially the sandgrouse article by AGRED Director Dr Aldo Berruti coincides nicely with the topic "Conservation of Migratory Birds: A Shared Responsibility" which will occupy the delegates at the CIC general assembly.

Our readers will also be interested to know of another CIC initiative in support of sustainable hunting tourism. During the first week of March 2006, six CIC experts met at the IUCN offices in Bonn/Germany to discuss the complicated interactions of global hunting tourism and international sustainability standards. The outcomes of the discussions sketched the first features of a project with the title "*supporting a hunting tourism which contributes to wildlife and habitat conservation, benefits people and assures the future of hunting*". The final objective will be an evaluation system for conservation hunting or incentive-driven-

conservation based on international sustainability standards, accepted by international organizations, and practical proposals for its implementation. A second three-day conference with global expert attendance will be held in Brussels in July this year. The symposium on recreational hunting on October 12<sup>th</sup> and 13<sup>th</sup>, 2006 in London (see African Indaba 4/2) organized by the IUCN Sustainable Use Specialist Group, the Zoological Society of London and supported by CIC (with CIC Director Kai Wollscheid on the organization committee) will certainly be a logical and essential continuation of this discussion.

Last not least I would like to use a little of your time for some thoughts on *hunting trophies and trophy hunting!*

## Hunting in Protected Areas

By Cleve Cheney

*Editor's Note: With Cleve Cheney's article we continue the discussion about hunting in National Parks. Cleve Cheney is a regular contributor to magazines like Game & Hunt, Africa's Bowhunter, African Archer & Adventurer. He has been in conservation for 27 years. Almost 20 years were spent with the South African National Parks Board - most of this time in the Kruger National Park as a wildlife researcher and wilderness ranger. Cleve has extensive experience in wildlife management, game capture, and hunting, both with bow and rifle. He has been an avid bow hunter for 22 years and his recognized bow hunting course has a reputation for setting the highest of standards. Apart from this, Cleve offers a series of CD-ROM based interactive learning material with individual CDs dealing with issues like tracking skills, dangerous African game, shot placement for guides and hunters, bow hunting guide to Africa, advanced field guiding, managing game farms for bowhunting, wilderness survival, etc. The individual CDs can be ordered directly from Cleve Cheney at [cceagleswing@mweb.co.za](mailto:cceagleswing@mweb.co.za).*

As a trails ranger working in the Kruger National Park, I was often asked the following question: "why can a quota of elephants that are to be culled not be set aside for legal hunting purposes?" I found it very difficult to answer – for three reasons: firstly I owed loyalty to SANParks, secondly the National Parks Act states that no hunting may be allowed in a National Park, and thirdly, I found it very difficult to defend an issue for which there was no real logic.

Emotions aside and looking at the issue realistically one sees that African conservation bodies are in a financial crisis. The main reason for this is that conservation funding by central governments has become a low priority issue in comparison to the pressing social needs of burgeoning human populations. As a result under funded national and provincial conservation agencies are forced to become self-sufficient. This leads to conservation compromises and the very mandate of conservation bodies to manage wild systems responsibly becomes a political casualty as sacrosanct ecological principles are sacrificed to meet budgets. The foundation principle of habitat preservation should never have been sacrificed on the altar of mammon. Destroy habitat and all that follows will die!

Instead of keeping wild areas undeveloped and wild the relentless monster of development rolled on, destroying and devouring more and more habitat. Concessions were sold to the highest bidders and they developed wild lands that were once untouchable. Tourist lodges were built (often in the most unspoiled wilderness areas) and by their very presence destroyed the wilderness essence. More roads opened up for game drive vehicles to traverse and to provide access to hitherto inaccessible wild places – inaccessible, other than on foot, that is. More gravel pits were excavated for soil to maintain roads, sewage systems put in place and rubbish disposal pits dug to accommodate the human waste created by the lodges. Traffic levels increased with game drive vehicles and to keep the lodges supplied with guests and provisions. The impact of ecotourism development and operation is significant – a pervasive cancer eating away at wilderness atmosphere and physical habitat.

Accepting the fact that conservation will never again be a high priority in the eyes of African political leaders and that funding from central governments will never amount to much, it is time to get real and do some environmental auditing. What hangs in balance is something that is almost irreplaceable – unspoiled

habitat! Animals can be introduced into an area but it is very difficult, if at all possible, to restore pristine habitat. Conservationists and wildlife managers are now faced with a dilemma. How can the biggest amount of money be generated to fund conservation with the least environmental impact?

The time has come to making pragmatic decisions. Wise environmental and wildlife management principles dictate that habitat must enjoy the highest priority. Degraded habitat equates to biodiversity impoverishment. Wise wildlife management practice also suggests that the natural resources should be utilized in a sustainable way.

Let us go back to the surplus elephant and to our original question. What is going to generate the greatest income with the least environmental impact? A hunter shooting an elephant, or a tourist lodge/camp? Let us play with some figures (Rand-Dollar ex-rate based on 6.50):

We assume that the powers that be allocate 100 elephant a year for controlled hunting in the Kruger National Park. The hunter would take the trophy and the meat would be sold to neighboring communities at a very reasonable price. In this way poor communities could also benefit directly from conservation and there would be less animosity towards protected areas. At a trophy fee of \$20,000 per elephant the accrued income would be two million dollars; with 100 hunters hunting for a seven day safari each at \$200 per day an additional \$140,000 would flow in and the meat sales from 100 elephant at \$2.00 per kilo would generate another \$400,000. Makes a total of 2.54 million dollars, or \$25,400 per hunter. This again translates into a daily revenue per hunter of \$3,628 (equals Rand 23,582).

The average ecotourist would not generally spend more than 1,250 Rand per day. To generate the same amount of income, one would need just about 20 ecotourists for every hunter!

The significantly higher environmental impact of the ecotourist as compared to the hunter becomes quite plain to see when the figures of the following table are extrapolated over a year.

	20 Ecotourists	1 Hunter
Sewage generated/day	20 kg	1kg
Water requirement/day @ 100 liters/person	2000 liters	100 liters
Supplies per day/person @ 3 kilos	60 kg	3 kg
Transport requirements	5 vehicles	1 vehicle

Ecotourism creates much more sewage and waste, needs much more water and leads to higher traffic volumes. More traffic brings elevated sound and emission pollution and the spotlights from the game drive vehicles at night are reminiscent of London during the *Blitz*.

A tourist lodge is a large semi permanent to permanent structure that will deface natural habitat for a long time. A tented hunting camp can be moved and will leave behind very little long lasting impact. Tourist lodges – almost without exception – require electricity which has to be carried by power lines crisscrossing and defacing the environment. A tented hunting camp, much like a wilderness trail camp, can happily get by on paraffin or gas lighting.

Logic clearly indicates that allocating a hunting quota of animals which would have to be culled anyway makes good ecological and yes (perish the thought) financial sense. It would be wise for Park officials to administrate and run such hunting operations themselves and not put it out to tender for private outfitters. Allowing private outfitters a foot in the door would open the door to corruption and related malpractices. National Parks would appear to have learned a lesson in this regards. A number of years ago, SANParks decided to put one of the most successful ventures on record, wilderness trails, out to tender for private operators. The concession period is soon to expire and reports I have heard indicate that SANParks would like to take wilderness trails back under its wing. Wise move!

Bold decisions have to be made in the interest of long term conservation. Assigning hunting quotas from animals that might have to be culled makes ecological and financial sense, but sometimes people allow emotions to overrule good sense.

As conservationists we take no delight in having to consider and sometimes implement culling as a wildlife management option. Unfortunately we are faced with the reality of an ever increasing human population and declining space for wildlife which has to be fenced into ever smaller enclosures. It does not require a high IQ to understand that the habitat of fenced game populations has a carrying capacity limit. When this threshold

is exceeded game populations have to be reduced. If wildlife managers are prevented to implement sound management by politicians or well meaning but naive animal rights pressure groups, what remaining wild land there is, will itself be destroyed.

Whether in the long term we, as South African wildlife managers, will have the freedom to make choices based on scientific/ecological principles remains open. International politics will in all likelihood have the final say. If you don't believe me, have a look at an extract from a report recently submitted by TRAFFIC to the South African Government on the hunting industry in South Africa via the Panel of Experts on Hunting: "The actions of organizations and governments outside of South Africa have the potential to impact both negatively and positively on the hunting industry. In 1999, TRAFFIC East & Southern Africa was subcontracted by the US Agency for international Development (USAID) ..." (*Editor's note: the full text can be downloaded on*

[http://www.environment.gov.za/HotIssues/2005/29062005/07October/PoE\\_research\\_report\\_Status\\_quo\\_of\\_hunting\\_industry\\_2st\\_draft.doc](http://www.environment.gov.za/HotIssues/2005/29062005/07October/PoE_research_report_Status_quo_of_hunting_industry_2st_draft.doc))

What is the association between USAID and TRAFFIC? The words "actions and governments OUTSIDE of South Africa potentially impact ..." have an ominous ring to them. Do we make our own conservation decisions? I think not! Not the way we were able to do so in the past. Watch the press as the culling debate unfolds and you will see what I mean.

Perhaps the readers have now a more balanced perspective with regards to the issues and should make a point of sharing their knowledge with others.

A version of this article was previously printed in *Game & Hunt*, Vol12/4 (2006).

## Rebuilding the Wildlife Sector in Zimbabwe

A pre-feasibility study with action proposals for donors and NGOs

By Dr. Rolf D. Baldus and Dr. Graham Child

**Introductory Note:** It is with great concern that we have observed the wanton destruction of wildlife and wildlife areas in Zimbabwe over the last decade. However, we are positive that the present political nightmare will come to an end and that the people of Zimbabwe will be allowed to rebuild their country. It should not be forgotten which important role wildlife has played in the economy of the country and the potential wildlife can have again in the future. "[People and Wildlife e.V.](#)", a small German pro-wildlife NGO, has commissioned a study which should assist donors from the international, Governmental and private sectors to identify the potential and plan future assistance for the reconstruction of the wildlife sector. The study was written by Graham Child, now a consultant, and formerly Director of the Department of National Parks and Wildlife Management in Zimbabwe, and Rolf D. Baldus, a German economist with many years experience in wildlife management in Africa. Both have written the paper in their personal and private capacity only.

### 1. Executive Summary

A decade ago Zimbabwe was one of the leading countries in wildlife conservation and management. The sector earned over US\$ 300 million per year through conservation generated by protected areas belonging to the state, rural community run wildlife management areas and private game ranches and reserves. Sadly most of this has been destroyed or severely damaged within a few years of political lawlessness and corruption led by the Mugabe regime.

Wildlife however, has a great ability to recover within a relatively short period of time, provided the natural habitats remain intact, sound protection and wise management can be reintroduced. The formerly thriving wildlife sector can be restored, but to achieve this, a newly established democracy will need the assistance of bilateral and international donors and "hands-on" conservation NGOs.

The future political decision-makers of Zimbabwe as well as donor institutions must not overlook the conservation and sustainable use of wildlife once a new start is possible. Reconstruction of Zimbabwe will



certainly draw substantial international support. Wildlife conservation is not a luxury that may be taken up at a later stage after the most urgent tasks of rehabilitation have been achieved. Zimbabwe's wildlife heritage is the draw card of the country's tourist industry, which is a sector that can quickly be turned around and play an important role in the reconstruction of the country.

For the recovery of the wildlife sector, it must be incorporated in economic development and poverty reduction strategies from the start of the reconstruction effort. Many tracts of land formerly devoted to wildlife are now occupied or resettled. Appropriate action is needed fast or the remaining wildlife in these areas will be lost forever. Past experience shows that these areas are unsuited to conventional agriculture, and that wildlife production is the most appropriate form of land use. It is therefore sensible to restore the wildlife populations for the benefit of community-based and/or private management regimes. As is shown, these wildlife-based land use systems mutually benefit one another and are not exclusive.

Furthermore, the sustainable use of wildlife is in line with the Convention on Biodiversity and the ruling principles of the World Conservation Union (IUCN), of which Zimbabwe is a member.

This paper takes a firm stand of zero cooperation with the current Government of Zimbabwe, which is responsible for country's current state of affairs. It is intended as a pre-feasibility study from where a future democratic Government and interested donors may initiate their own more detailed planning. Also, this paper is not a detailed analysis of that current state of affairs. Instead, the authors put forward a range of ideas, but not project proposals in the fields of:

- Wildlife policy, organizational and administrative reform
- Rehabilitation of the estate, capacity building and strengthening of the field force
- Community based natural resources management (CBNRM) locally referred to as CAMPFIRE
- Private commercial game ranches and conservancies.

## **2. Introduction**

Zimbabwe had a proud record in the field of wildlife conservation and had developed an economically and ecologically sustainable wildlife sector by the early 1990s. The country had contributed significantly to southern Africa's pre-eminence in the conservation of wildlife and its habitats and had achieved strong private sector growth. Areas supporting wildlife increased rapidly in support of a significant and diversified wildlife industry guided by free market principles within a progressive institutional framework. The CAMPFIRE programme was one of the first institutionalised systems of community based wildlife conservation and use in Africa.

From being a world leader in the wildlife field Zimbabwe has been reduced to a non-entity in the last five years. The impressive progress the country once had was nullified by inept and corrupt administration, coupled with politically motivated lawlessness. In the case of the lucrative wildlife industry the resource base was squandered through wanton poaching and habitat degradation in which the Party and Government officials entrusted with the stewardship of the resources were often prominent.

Halting and reversing this trend will be a massive undertaking, but one well justified by the ability of African wildlife to maximise long-term rural production on a broad front, especially in disadvantaged areas unsuited to sustainable agriculture. It will require a focused programme to salvage the Parks and Wildlife Estate and allow the resource outside to resume contributing, as it should, to long-term human well-being and the alleviation of rural poverty. This paper suggests a prioritised holistic approach to rehabilitating the wildlife sector in Zimbabwe as soon as possible after the inevitable political change. Urgency in mounting such a programme is stressed because significant political change can be expected to result in a period of confusion as a new order establishes. Past experience shows that such periods are fraught with both dangers to and opportunities for the proper management of fugitive resources like wildlife. It is proposed that donors include wildlife conservation into their assistance programme when Zimbabwe's reconstruction becomes an international task. This would contribute to biodiversity preservation as well as poverty reduction through sustainable wildlife use. Planning for such projects should start now.

## **3. Past Achievements of the Wildlife Sector In Zimbabwe**

### **3.1 From 1960 to 1990**

Until 1960 wildlife was in serious decline in Zimbabwe but the pattern was common in much of Africa. Colonial legislation focused responsibility for managing wildlife in top-down bureaucracies, denied its inherent economic value and prevented people on the land from managing it in conjunction with the rest of the ecosystems of which it was a part. As a result, decision makers overlooked its value, from politicians and civil servants to landholders who decided its fate on the ground. Population numbers and wildlife habitats declined through overt action to eliminate a worthless competitor for the benefit of agriculture or simply from benign neglect.

The decline in the wildlife resources of the country were halted and reversed with the introduction of the Wildlife Conservation Act (1960). Inauguration of the Act heralded a period of 15 years of adaptive institutional reform. Landholders were allowed greater discretion over the management of wildlife on their land and could market its products with increasing freedom. Landholders were encouraged to maximise their profits from using wildlife sustainably. Benefits from the resource and accountability for conserving it were brought close together where they could interact positively and serve as a positive incentive for landholders in whom authority over the management of wildlife was now centred.

Institutional frameworks immediately halted and reversed the downward trend in large wild mammal populations. Furthermore, with the institutional framework in place, wildlife was able to benefit from the declining terms of trade for ubiquitous agricultural commodities that commenced in the mid 1970s. Farmers who had complained that they could not “farm in a zoo” now accepted that they could not farm sustainably and profitably “outside the zoo”. In switching to wildlife alone or in combination with livestock they demonstrated the economic importance of having conserved the biological diversity inherent in a spectrum of large indigenous mammals and their habitats.

Confidence gained and lessons learned by the institutional reform process were consolidated and extended in the Parks and Wildlife Act, 1975 that replaced it. This Act recognised National Parks and five other classes of ecological reserve and provided for the better management of the reserves and wildlife, including fish, outside their borders. Landholders were allowed considerable freedom in the management and marketing of the wildlife and its derivatives from their land, without Government abrogating its responsibility for ensuring the proper conservation and use of the resource. Discriminatory implicit taxation, such as through the imposition of government hunting licence fees, and high transaction costs through an unreasonable requirement for permits, were effectively abolished. Instead, landholders including the State on State Land were encouraged to maximise the benefits earned by the resource within the limits of the land use policy for each property.

Within a decade, land with significant wildlife exceeded 30% of the country, with that in the private and communal agricultural sectors exceeding the area of the Parks and Wildlife Estate. A financially important industry dominated by recreational hunting and tourism and their ancillary services had grown up around the two, and the private sector was demonstrating improved environmentally friendly land use. Socio-economically sound institutional development had been integrated with ecologically sustainable resource management towards creating a self-supporting and holistic conservation programme.

CAMPFIRE grew from the confidence in wildlife, as a productive, profitable and competitive land use, that had been tested on commercial land. The two sectors remained mutually beneficial with communal farmers benefiting from the scales of operation, marketing strategies, examples, and standards provided by commercial game producers. They in turn benefited from the complementary range of trophy animals available on Communal Land. Piggybacking wildlife use in Communal Areas on that in Commercial Areas was largely responsible for making the former viable and able to help counter land degradation and mitigate the resulting poverty vortex, even where the resource was limited. CAMPFIRE's biggest shortcoming was that benefits did not reach directly to the communities, but were channelled through secondary bodies at District level.

### **3.2 Destruction of a Thriving Sector of the Economy**

Profitable game ranching increased often to the exclusion of other forms of agriculture on commercial farms and ranches and the internationally renowned CAMPFIRE programme grew and flourished in the communal areas, despite covert Government opposition. On commercial land, wildlife was seen as a ruse to evade taxes, while on communal land it was resented because it was a powerful democratising force eroding

central authority over the people. Success in both cases depended on individual landholder families benefiting directly in financial terms from having wildlife on their land. Use of wildlife in the two land classes remained highly complementary and its strength in the face of growing political adversity confirmed the soundness of the approaches to conservation that they embodied.

The wildlife sector became the fourth major strut in the national economy and continued to grow until the early 1990s when political circumstances caused it to falter. New appointments with limited competence and hence confidence began to curtail the liberalisation that had led to the growth of the sector, because they saw it as a threat to their power base. Ordinary landholders paid a high price for this political patronage and the incompetence and corruption it nurtured.

The strength of the wildlife sector based on commercial and communal land and the Parks and Wildlife Estate showed considerable resilience in the face of the abnormal politically motivated challenges. This occurred despite considerable discrimination in favour of incompetent and corrupt party supporters in the award of concessions and other permissions, and in the appointment of officials. It was not until the countrywide politically sponsored lawlessness accompanying the redistribution of land that the wildlife sector succumbed.

The land redistribution exercise encouraged widespread poaching, which extended to the military and the Parks Authority itself. Law enforcement agencies often refused to take action against it, on the spurious pretext that the offences were a political act and thus outside their jurisdiction. Objective data as to the extent of the countrywide poaching is difficult to assemble, but knowledgeable observers believe 60 to 80% of the wildlife outside the Parks and Wildlife Estate has been slaughtered, with the situation in some parts of the country worse than in others. Additionally, there has been serious poaching in the Estate and the Party paid destitute people to destroy habitats on many farms through the wanton felling of woodland and its destruction with fire. It is of little surprise that the tourism and to a lesser extent recreational hunting previously supported by wildlife has been greatly depressed.

In the absence of reliable economic data it is impossible to determine the extent of this collapse or the loss to the national economy that it represents. Both are, however, considerable. Some recreational hunting has continued as international hunters are less prone to being put off from visiting a trouble torn country than are ordinary tourists, but generally both sub-sectors of the tourism industry are in a depressed state. Many private sector ventures have closed down, patronage of others is minimal, and many highly qualified Professional Hunters, Guides and other essential staff have emigrated in the massive brain drain that is afflicting Zimbabwe and depriving it of skills and people with the right attitude towards tourism in all its forms. There is reliable information that many hunting blocks have been taken over by political cronies of the party and government and that they exploit these areas in cooperation with unscrupulous operators and professional hunters unsustainably.

The good news is that wildlife has a remarkable ability to recover in a relatively short time provided some protection is reintroduced and the habitat has not been lost. It will be possible to reverse the present trends in the industry provided law and order is brought back and the sector receives the necessary support.

#### **4. The Task Ahead**

Rebuilding the wildlife and tourism sector in Zimbabwe following political change will be a considerable undertaking. It will present both opportunities and challenges and will be difficult without carefully directed and prioritised external assistance to recreate an effective system suited to local Zimbabwean conditions. These conditions are changing all the time so that a new management system should seek to combine considerable appropriate past experience with new innovative measures to accommodate the future.

Urgency is important as a measure of confusion is bound to occur during the political transition, especially as the new hierarchy will probably lack experience in managing wild resources at the national level. This period will be one of opportunities and risks for wildlife. Opportunities will arise because the new government is likely to have an open mind on many day-to-day actions before its position with respect to particular issues becomes entrenched. At the same time there is a risk that if there is a vacuum of indecision, unscrupulous elements, many of which are already in position, will continue to abuse the resource and will entrench themselves. Radical realistic action is needed quickly to halt abuses and set the direction for an effective and efficient phased recovery of the wildlife industry, based on sound socio-economic and ecological principles acceptable in the country and to the new government.

The aim must be to halt and root out corruption and simultaneously to replace it with action to promote recovery of the resource and the industry it supports. This should commence with a review of policy and the setting and prioritising of goals within a realistic time frame; apportioning accountability to recognisable individuals and organisations to achieve measurable objectives; and allowing those responsible to act within a policy agreed by the new Minister. This is bound to be influenced by the nature of future land tenure and in particular the extent to which a new government will reinstate the former pre-eminence of commercial agriculture. The revival of wildlife production outside the Estate will then depend on:

- The resuscitation of game ranching on suitable large properties;
- The combination of these properties into conservancies with shared wildlife populations wherever possible, and the creation of integration groups of large and small scale producers wherever practicable; The strengthening and up grading of the CAMPFIRE programme in communal areas which a recent US Aid survey (early 2003) showed had weathered the recent land upheaval remarkably well;
- The extension of the CAMPFIRE concepts to land set aside for resettlement, where there is presently a free for all among settlers who are abusing the wildlife as a free resource due to the absence of suitable institutions to guide the conservation and use of the shared fugitive resource;
- Encouragement of the private sector infrastructure in support of these land holders. This will range from strengthening the CAMPFIRE Association, and re-establishing a Game Producers' and other associations relevant to the wildlife industry. It will extend from supplying affordable seed stock of animals to repopulate denuded properties to encouraging rejuvenation and future growth of commercial safari and tour operators, lodge keepers, and the many other commercial enterprises that combine to service the industry based on wildlife.

The resulting action program should be flexible, opportunistic, and sensitive to the independent variables that are bound to emerge as it is implemented. It is not possible, at this stage, to predict the opportunities that will arise as the result of future land tenure and other political changes. The availability of skills to exploit the various options is also not known as many potentially valuable skills that emerged during the growth of the industry have left the country. Because of this lack of information and the many variables likely to impact on the revived wildlife sector, this initial strategy for action omits detail and concentrates on the general form that the action should take, stressing important priorities. It must concentrate in the wildlife sector on a few priority areas, the following in particular:

1. Wildlife policy and reorganization of the wildlife administration
2. Rehabilitation of the public protected areas
3. Bring CAMPFIRE back to life and improve it
4. Encourage the commercial wildlife sector

A number of ideas for actions to be taken in those fields after change to a majority rule government committed to democratic representation, the rule of law, good governance and economic reconstruction will follow in the second and third part of this paper.

## **5. An Action Plan**

### **5.1 Replace and Strengthen Parks and Wildlife Board**

The Parks and Wildlife Board of some 12 members is a body appointed by the Minister and is responsible for advising him/her on policy issues. It is suggested that, as a matter of the utmost urgency, the present Board should be retired and a new one appointed to oversee the transition period. Future Board members should be representative of the wildlife industry, and committed conservationists who will ensure implementation of the spirit and letter of national wildlife policy and the legislation flowing from it. Board members should bring a variety of useful talents and skills to the administration of wildlife.

With national wildlife management having become a parastatal function, it is desirable that the Board should assume certain executive functions on behalf of the Minister; in particular it should:

- Be accountable for ensuring the proper control of the executive agency's finances, including the investment of its assets;
- Ensure that as much authority as practicable is devolved to field level, to staff on the ground within the Parks and Wildlife Estate and to landholders outside the Estate; and

- Create a system to audit and report to the Minister on all aspects of the agency's management programme to ensure that it is effective and efficient.

Local management advisory committees, representative of local interests in wildlife, should be appointed to assist in both the management of the Estate and wildlife outside, and their geographical areas of interest should be defined. A member of the Board should serve on each of these committees, which should in turn have representation on the Board. Such a restructuring will be the task of the new representative Government and might facilitate effective donor and NGO support.

## 5.2 Review of Policy and Legislation

The wildlife policy and legislation in Zimbabwe remains largely sound although the original liberalisation envisaged for managing and using the resource has been curbed by policy and legislative changes. Both institutions should be reviewed to encourage good conservation and the rapid expansion of the industry in the spirit of the original policy and legislation. The aim should be an ecologically sound, ethical, diversified, but integrated wildlife industry, that is financially profitable and self supporting and sets and maintains its own standards. It should work with government in the best interests of the resource, people with it on their land, and the country.

Donors should support this process by provision of funds and technical assistance necessary to implement such a reform process that will contribute to good governance, decentralisation and devolvement of power to the people. Concerns have been raised regarding the implications of possible future Foot-&Mouth Disease control measures that may be implemented to boost the beef industry and its access to European markets. A policy relating to wildlife need to be strong to ensure that cognisance is taken of regional land use initiatives and Trans-Frontier Conservation Areas.

Activities of 5.1 and 5.2 are however minor in comparison to those which follow.

## 5.3 Restructuring and Rebuilding the Parks and Wildlife Authority

The National Parks and Wildlife Management Authority should be restructured and reformed as a matter of urgency. This will require three related actions:

- A thorough financial audit
- A post by post evaluation of the organisation leading to new job descriptions, creating new positions and dropping others
- A restructuring of the organisation to better reflect its changing functions, underlining accountability, strengthening transparency and to ensure appropriate devolution of authority within the organisation.

The financial audit and the organizational analysis of the Authority will best be done by a highly competent and independent chartered accountant or similar consultant of international standing. Thereafter political decisions have to be taken on the role and functions of the Authority. Which of them are really semi-governmental and which can be delegated to other actors, in particular the private sector, associations of stakeholders etc.

Fitting the agency's form to its function will first require a review of the policy and objectives it is to achieve, how it is to achieve these aims and its relationship with the Minister and the rest of Government. This will determine the agency's mandate, including what constitutes its core functions and the extent it should focus on these while outsourcing or privatising ancillary responsibilities. It will also determine the functions to be devolved from the centre to the periphery, how this is to be formalised, and the reporting procedures to be followed.

During the re-organization it will be necessary to eliminate some 'deadwood' and make redundant personnel having been implicated by the above audit in misappropriation of funds or abuse of their authority.

Procedures for ensuring the effectiveness and efficiency of staff have to be introduced. These should include objective systems for ensuring that:

- The acquisition of the skills and experience needed for initial recruitment and advancement to particular postings;
- Conditions of service for all grades are sufficiently rewarding to attract and hold calibre staff;
- Individual postings are adequately rewarded for the responsibilities they hold; and

- Incentives are offered as a reward for initiative, arduous work, or actions beyond the call of normal duty.

The Director and his senior staff should be assisted in the cultivation of a suitable corporate culture. This should be based on loyalty to the organisation, a sound work ethic and what the organisation stands for, including the aesthetic, biological and economic values of wildlife, its potential for enhancing rural productivity and long term sustainability, and hence for alleviating poverty. Donors will have to accompany this process with organizational advice, training and other support services.

It is important that management of the Parks and Wildlife Estate and wildlife outside is resumed as quickly as possible following a political transition. This will be an especially sensitive period for surviving breeding stock, making it important to position and maintain an interim management team until it can be replaced with suitable trained and experienced local staff. This may take anything from six months to several years and will include the hiring of experienced personnel to fill key postings. Within the Estate there will be a need to refurbishing the infrastructure, including game water supplies, roads and tourist accommodations, and to intensify anti-poaching measures. Emphasis must be placed upon outsourcing where possible, but particularly in the fields of hospitality, infrastructure maintenance and even aspects of wildlife management such as monitoring, capture and if necessary, culling.

#### **5.4 Staff Training and Development**

The proposed strategy visualises more efficient ecological and economic management of the Parks and Wildlife Estate and greater liberalisation of wildlife management outside. This requires a motivated, well-trained and confident staff with a common corporate culture. With the likelihood of high staff redundancies following the weeding out of corrupt and incompetent staff from the executive agency and its restructuring there will be an urgent need for training of new recruits. There will also have to be considerable reorientation of existing staff so they can maintain the resources during the transitional period and guide the wildlife sector through the changes to be expected. The training should be tailored to the specific needs of the agency and the wildlife industry. Much of it will be straightforward and will require little more than the teaching of skills common to similar agencies throughout Africa and beyond. Training should include amongst others:

- Law enforcement, paramilitary functions, field crafts.
- The role of different categories of staff in the monitoring of ecological phenomena, tourism management, public relations and outreach
- Financial, legal, staff administration and the maintenance of fixed and movable asset.
- Community Based Natural Resource Management
- Policy and related issues; and
- Gender issues should be considered within the corporate agency culture.

The Mushandike Training Staff College should to be refurbished and re-equipped for short and longer courses. Additionally, training-on-the-job is of importance. Instructors should also travel to field stations to undertake trainings and initiate on-station training programmes to be implemented by local staff for their peers and subordinates. Complementary and for courses which cannot be offered in Zimbabwe the College of African Wildlife Management in Mweka in Tanzania and the Southern Africa Wildlife College in South Africa.

#### **5.5 CBNRM / CAMPFIRE**

Zimbabwe's CAMPFIRE was the first programme which introduced CBNRM in Africa at a large scale. Communal wildlife management became a form of sustainable land use in many marginal areas. CAMPFIRE provided the institutional structure under which communities managed their wildlife resources and earned significant incomes. The programme was generally regarded as a success and a step forward in the long-term conservation of wildlife. It spearheaded the introduction of similar programmes in other African countries. CBNRM, different as it may be in different countries, is nowadays regarded as the major strategy to sustainably use and conserve natural resources outside the protected areas. It will not be possible to combat the illegal bush meat trade without involving the communities into the management of the wildlife resources on their land.

It was impossible for the programme not to be affected by the lawlessness and the political interventions of recent years. Nevertheless CAMPFIRE has shown an astonishing resilience to the chaos. Over the years it was normal to find certain shortcomings of CAMPFIRE. A new beginning will be the right time to assess the

program's past performance, to identify weaknesses and to revive and improve CAMPFIRE with the assistance of donors. Four main issues need to be addressed:

CAMPFIRE had the district as smallest administrative unit. This was the level where contracts were made, revenues received and distributed and where decisions were taken. Experience showed that this was too far away from the communities. Decision-making was not always transparent, the influence of the communities was too little and much money never reached them. The former system has to be analysed, and an improved structure should have the communities as the decisive level for decision-making and for receiving benefits.

For political reasons "appropriate authority" to use wildlife has been assigned to many district and even municipal councils. This eroded the central principle of CAMPFIRE that benefits from wildlife require conservation inputs. There should be nothing like a "free lunch". If communities neglected their wildlife and tolerated poaching or encroachment into their wildlife areas, they would be punished by diminishing benefits. There was a strong nexus between conservation and use. This principle has to be established again.

Cooperation between governmental protected areas and CAMPFIRE areas was weak. Both were managed as separate units. From a biodiversity point of view, however, a certain degree of integrated planning and management would be beneficial. At least there should be strong cooperation and integration of the communal and commercial wildlife production sectors. A distinction between these two sectors is artificial and unhelpful. Integrating conservancies with neighbouring communal producers should be a high priority.

## 5.6 Game Ranching and Private Game Reserves

In the last thirty years a strong private wildlife sector has developed, consisting of game ranches and farms, of hunting areas, private game reserves and conservancies as larger units consisting of a number of private properties. Overused, eroded and marginal agricultural lands were increasingly turned into wildlife production. This did in most cases not only increase returns to the landowners, but also greatly improved biological diversity including wildlife populations. The Wildlife Producer's Association counted nearly 500 members, half of which had game ranches of sizes between 20 and 400 km<sup>2</sup>. It was a great economic and environmental step forward, when such properties joined together and formed conservancies where game had a great scope to roam freely. The Save Conservancy has a size of ca. 340 km<sup>2</sup>. This all has come to a standstill. There are only a few areas still working, the big ones being the conservancies in the south-east lowveld, like Sabi, Chiredzi and Nuanetsi and a few game ranches like Cawston/Rosslyn, Imire and Bally Vaugn.

The future of commercial game ranching in Zimbabwe depends very much on the future land reform, which land tenures will be chosen, also a new Government's policy towards wildlife as a form of land use. However, if wildlife was the appropriate land use under the previous white owners, then it must surely be the appropriate land use now regardless of who holds the land. The biggest support donors can probably give to this sector is their political weight in finding acceptable and economically rational solutions. One should not forget that many of the game ranches were legally acquired by their owners after the Government had declared the areas as unsuitable for agriculture, earmarked them for wildlife and agreed to the purchase.

Reintroducing the rule of law, security of tenure and clear policies will certainly be the greatest impetus to the investors in this sector to give it another try. They had accumulated vast expertise on all aspects connected to the management of their ranches and the marketing of their products (mainly hunting and tourism). The need for technical advice in the private sector is therefore very limited. Some technical assistance may be necessary as far as a stronger integration of such game ranches with the communities are concerned. A stronger inter-linkage between the two sectors is needed than before. Also there might be a need for mitigation in conflicts which can be expected as soon as law and order will be reintroduced. There might also be a certain potential for the development of Private-Public-Partnerships once the private sector gets back on its feet again.

Under normal circumstances the game ranches were able to develop on the basis of their own capital and with commercial bank credit. As presently much of the infrastructure has been looted and destroyed, fences removed and stolen and game stock poached and depleted, and there is an extraordinary need for fresh capital. Development banks may be required to come in with grants, credits, credit guarantee funds and

similar instruments. Such capital is presently needed by the private sector to reconstruct and rehabilitate these farms, renew the road network and fences and translocate wildlife where appropriate. The extent of the capital needs have to be established by specific studies and assessments of technical experts. In general, the private sector itself knows best how to manage the rehabilitation provided it is allowed to do so.

## **6. Coordinating the Recovery and Technical Assistance**

A programme to salvage what is left of the wildlife industry in Zimbabwe and to build it back into an important sector of the economy will require a carefully integrated programme. The core process should be a single coordinated effort and not a series of discreet projects managed in isolation from each other. It is envisioned that this should be provided by a coalition of donors working together and pooling their resources as a co-operative group with knowledgeable locals to provide a suitably equipped technical team with its own logistical support. This technical assistance can be broken down into a number of interrelated components or groups of experts. The following expertise might prove necessary to be provided.

### **Lead Group:**

A group of up to three highly experienced top managers may be needed to assist the new Minister and to guide the whole process of rehabilitating the wildlife resource and re-establishing the wildlife sector as a major element of the economy. More specifically the team would be responsible for identifying suitable new members for the Board, facilitating their review of policy, legislation and basic procedures, and developing a system to enable the Board to audit all aspects of the executive agency's functions and report progress to the Minister. It should also work with the CEO of the agency to facilitate the orderly devolution of Parliamentary authority, from the Minister to the agency and on down through the agency to field level, as exemplified by the local management structure within the Estate and land holders outside.

The lead group should guide overall management in the agency that combines responsibility for conserving the nation's wild resources, and encouraging growth of an ethical wildlife sector, while itself striving for financial self-sufficiency. The team's members should combine innovative wildlife management with experience in top management, including the drafting policy and legislation, preferably along the lines of that in Zimbabwe. A second need is experience in the governance of regulatory organisations that provide a public service with expertise in how to ensure proper accountability and provide staff incentive structures within such organisations. The third requirement should be expertise in how to grow and develop businesses with a strong social and service commitment that must also seek to be profitable.

The lead group should work with the CEO of the management agency assisting and advising him on a day-to-day basis, on a range of issues, including:

- Re-establishing or upgrading private wildlife sector institutions to better represent, co-ordinate and, as far as is reasonable, to self regulate the sector;
- How to encourage the private sector by minimising unnecessary and costly bureaucratic controls and encouraging regular liaison and co-operation between the private and public sectors towards the more effective and efficient implantation of policy. This should include the maintenance of high ecological, ethical and service standards throughout the industry;
- Assisting and encouraging the private sector by capturing and relocating animals to restock and diversify the fauna where habitats are suitable but have been denuded;
- Prioritising management activities towards achieving policy goals and refurbishing the Estate's assets; and
- How to upgrade and diversify local management of the Estate to better reflect neighbouring attitudes and enhancing income generation to the local economy, without prejudicing the natural values for which the Estate was created;
- The setting and achieving of awareness and training objectives for Board and Management Committee members, the personnel in the executive agency and members of the private sector; and
- Other day-to-day issues as they arise.

### **Investigation Group:**

Two or three highly experienced investigators, auditors and/or accountants are required to help the CEO analyse the financial and business situation of the organization and later weed out members of staff guilty of past corruption or incompetence. This exercise is bound to send ripples of upset through staff and for this



reason and so that corrupt officials can be removed quickly, it is important that the exercise is concluded as fast as possible, by experts alert to the sensitivity of their mission. They should be hired from a consultant or chartered accountant with experience in the wildlife industry and high reputation.

### **Restructuring the Organisation:**

This will be a substantial undertaking. The first phase should be to help structure a recruitment process for the agency so it can replace necessary posts that fall vacant as corrupt, ineffective and redundant staff is removed from office. Once policy and the organisation's mandate have been decided the next phase will be to design the structure of an organisation to implement this mandate in consultation with the CEO and Board. This may be a staged process taking into account the organisation's likely annual budget. Experience in Zimbabwean has taught that staff emoluments should not exceed 55% of total budget if the organisation is to be reasonably effective and financially efficient.

This phase of the programme should also prepare:

- Initial position charters for all categories of staff;
- A post by post set of job descriptions and staff contracts with adequate flexibility to suit the functions of the agency;
- Levels of training, experience and skills needed for an officer to qualify for a given post;
- A comprehensive staff incentive programme;
- Codes of conduct and instructions on how to prepare work plans and different types of reports for higher authority; and the like.

The aim should be to make the agency into an effective and efficient operating unit, and to provide it with a range of manuals to this end.

### **Interim Administration:**

Around nine highly experienced field managers will be needed for between six months and four years to assist the executive agency to tide over the transition period and until they can be replaced with qualified local officers. With help from the programme as a whole and working with local management committees representing the local wildlife sector, the experienced field managers should evolve and implement management programmes for their geographic area or field of responsibility. Priority areas requiring experienced field officers during the transitional period include:

- Hwange National Park (based at Main Camp);
- The Victoria Falls/Matetsi/ Zambezi National Park area (based at Victoria Falls);
- The Matusadona/Chete/Chirisa/ Chizarira complex (based in one of the areas);
- The Lower Zambezi Valley incl. Kariba (based at Marongora);
- The Inyanga Special National Park (based in the Park);
- Matopos Special National Park (based in the Park); and
- Gonarezhou National Park (based in the Park).

The major responsibilities that need initial supervision include:

- Reorganisation of the various facets of income generation for the Parks and Wildlife Estate;
- Maintaining ecologically stable wildlife populations.
- Liaison with CAMPFIRE and other game producers, to generate planning information and provide advice, assistance and seed animals, where these are needed, with a view to growing a financially and ecologically sound ethical wildlife sector on communal and commercial land.

This transitional management team and such local personnel as are suited to the task should assume responsibility for directing management in accordance with the policy approved by the Minister in the various parts of the country or for the tasks for which they are responsible. As soon as possible the transitional managers should be integrated fully into the organization or hand over their responsibility to local counterpart staff, remaining on as advisors to these staff for as long as this is advisable.

## **7. Priorities for Implementation**

Priorities for action would appear to be as follows:

- Technical support to the Ministry and the Authority; positioning of interim advisors/managers to assist the agency during the early transitional period.

- Reviewing and revising policy, legislation, utilization and any other activities and institutions that may need to be updated.
- Restructuring of the executive agency.
- Introducing a structured training programme to meet the needs of both the executive agency and personnel from the private sector, refurbishing the Mushandike staff training college,
- Support to CAMPFIRE/CBNRM and the private commercial wildlife sector
- Rehabilitation of the protected areas and support to the field force including equipment, transport, communication etc. in order to make the law enforcement force and the park managers effective in the field again.

## 8. Donor Assistance

Rehabilitating the wildlife sector in Zimbabwe and assisting it to better serve the nation in general and disadvantaged rural people in particular is a major challenge. It is an aspect of national development in which poor parts of Zimbabwe globally have an inherent comparative economic advantage. Growth in this promising sector has been halted and reversed in recent years by destructive political elements with a determination to cling to power at all costs. While considerable damage has been done it can be repaired and growth restarted in a viable and ethical wildlife industry relatively quickly, but this will need considerable outside assistance in the form of both funding and expertise.

Donors traditionally tend to focus on state/communal/NGO sectors and to avoid the private sector. But the private sector has borne the brunt of the damage in the past few years and is going to need help to play its role in reconstruction.

It is a venture with a high chance of success in environmental conservation, national and local income generation, and the alleviation of poverty in geographically disadvantaged areas. It is the sort of situation in which donor assistance is likely to be cost effective in a high profile demonstration of measures to advance the welfare of poor people while also conserving the biosphere and the biodiversity on which future prosperity on a broad geographical front is likely to depend. It is a matter of helping to restore, upgrade and implement a home grown institutional framework that has already been successfully but needs help to take off afresh. The former wildlife sector probably earned the equivalent of over US\$300 million p.a. and benefited at least 5% of the total population of Zimbabwe who received cash directly from the industry. It is doubtful if the surviving remnants of the industry are earning as much as US\$100 million. The aim should be to restore the lost US\$200 million in earnings and to grow this figure and those benefiting directly from wildlife.

Tourism is one of the sectors of an economy that can most quickly be turned around and thus play an important role in the reconstruction of the country.

It is desirable that interested donors should start now to plan for a wildlife sector support programme and should not wait until a democratic government is in place. As soon as possible they should commit themselves to a joint co-ordinated effort to achieve the desired objectives and should form themselves into a steering team. It is also desirable that this team should plan and agree its strategy for action early enough to be in a position to take immediate action as soon as possible. This is necessary for ensuring that the transitional period of damaging confusion between governments is minimised. To this end the donors should also identify a pool of key technical assistance personnel who can be fully briefed in confidence and mobilised for deployment in Zimbabwe as soon as possible after the formation of a new government. Given the high level of indigenous experience which once existed in the country, it is more important to revive this and bring it back into the sector instead of employing expatriate staff from abroad.

## Abbreviations

CAMPFIRE – Communal Areas Management Programme for Indigenous Resources

CBNRM – Community Based Natural Resources Management

CEO – Chief Executive Officer

DNP – Department of National Parks and Wildlife Management

NPA - National Park and Wildlife Management Authority

IUCN – World Conservation Union

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"People and Wildlife" e.V. is a registered NGO and charity in Germany. Its objective is to foster community based wildlife conservation in Africa.

## Disclaimer

The paper reflects the personal opinion of the authors only and not necessarily the views of institutions they work for. We thank a number of persons who have received and commented on earlier drafts, without bearing any responsibility for the content.

# Kenya: The Example Not to Follow

By Ian Parker

For multiple reasons, over the past 110 years or so, Kenya has had more influence on international conservation policy than any other African country. Among them are openness of terrain, visibility of abundant animals, temperate climate, the British aristocracy, Hollywood and Hemingway. At least until 1910 the sale of ivory and income from sport hunters accounted for more than half the country's income and Kenya was probably the world's first country where sustained wildlife-based tourism played a really significant part in its economy.

Recreational hunting was the principal form of tourism from 1890 until the early 1960s, after which "motorized game viewing x package tourism" displaced it. In the 1970s the Kenya Game Department and its successor - the Wildlife Conservation & Management Department (WCMD) - became so corrupted that in 1977 all hunting was banned. Few realize that the cause of the ban was not recreational hunting, but hunting in all its forms, including problem animal control and commercial cropping through which the Department ran a massive trade. Be that as it may, the industry that set up Africa's wildlife based tourism and had been sustained for over seven decades was closed down. From that point on, Kenya became an example of what not to do.

While the primary reasons for stopping hunting were administrative and political, they were understandably welcomed by the anti-hunting fraternity. Kenya was the world's first country to totally ban hunting (except for game birds) and as such is the jewel in the anti-use crown. The hunting ban was initially intended to be temporary - a point Government repeatedly stated and of which evidence exists in both files and media archives. The anti-hunting parties made the translation of temporary to permanent a major priority.

The solution to corruption in WCMD was to have sacked all who were corrupt. Stopping hunting went nowhere near the root of the problem. Corruption fostered incompetence and inefficiency which, in turn, ensured WCMD (1975 to 1989) and its successor, the Kenya Wildlife Service (KWS, 1989 to present) would be perennially bankrupt and 'influenceable' by anyone prepared to spend money on it. And this is what the animal rightists have done. It suited them to have a corrupt, centralized and autocratic body responsible for wildlife because it was simple to control.

With its dependence on 'help', KWS seems to think it must dance to tunes played by the animal rights pipers. This has effectively blocked investment in sustainable use of wild animals - other than for viewing over which KWS can exercise no control. Such sustainable use as was briefly allowed, understandably, involved little investment. No one wanted to put money into developing a resource whose use was controlled by KWS. More seriously, reluctance to countenance hunting has aggravated human/wild animal conflict that costs the country a huge amount annually. Many Members of Parliament from wildlife districts doubt the

value of wild animals and some openly advocate getting rid of them. Proof of the incompetence pudding is that in numbers Kenya's larger wild mammals have declined by over 60% since the ban on legal hunting was introduced.

What has been ignored is that where a demand exists for something that is not obtainable legally, it will be obtained illegally. That is the situation regarding Kenya's consumption of 'bushmeat'. While there may be no legitimate hunting, there is a vast amount of illegal hunting. I do not say that creating a legitimate trade in game meat would stop the illegitimate business, at least not in the short term. Much of the investment and the livelihoods involved in the illegal trade can not simply be switched off. Both have a momentum of their own that guarantees whatever changes might take place will be gradual. There are documented cases (trout, salmon, ostriches, crocodiles, deer et al) where legitimate production makes illegitimate production unprofitable. Yet where Kenya is concerned, the extreme situation brought about by animal rights movements may be beyond practical recovery. The nursery rhyme about Humpty Dumpty gives the message.

This unsatisfactory situation led the veteran MP, the Hon GG Kariuki, to introduce a Private Member's Bill in June 2004 to amend the Wildlife Act. His basic thrusts were (1) to mandate that landowners who benefited from wild animals had to assume some liability for damage those wild animals did to others, (2) introduce an elected element onto the KWS Board of Trustees and (3) introduce effective elected advisory councils at district levels to advise the Trustees on local policy.

While most of the Bill's supporters approve of sustainable use, the Bill was not devised to reintroduce hunting. It's far more fundamental aims were to make the governance of Kenya's conservation system democratic and controlled by those who live with wild animals - the land owners, regardless of whether they are private or communal. That was the political objective. And it sought to redress the conflict between wild animals and farmers: a situation in Kenya that has no parallel in southern Africa. Once these goals were attained, issues such as hunting, controlling the bush meat trade, etc. would all be addressed on their merits, primarily by people elected to do so and who were not beholden to aliens or donors of whatever stripe.

Making KWS responsible to electors through democratic process would have removed it from animal rights NGOs' control. This is why they opposed the GG Kariuki Bill - not in open debate - but through fronts and from behind the scenes. This did not wash with the parliamentarians and, after going through all the prescribed steps, the Bill was passed with acclamation by MPs from across the floor of the House. It was then sent on to the President for assent which he refused in January 2005.

The President refused to give his assent, apparently taking the advice of individuals connected to the animal rights lobby, as well as from the Acting Minister for Wildlife & Tourism, the Hon. R Tuju. The latter advanced the animal rights lobby argument that the Bill was merely a stalking horse to re-introduce hunting to Kenya. The Bill, however, was about governance and compensation and those NGOs lobbying against it, including the International Fund for Animal Welfare were rightly afraid that this would loosen their hold over the Kenya Wildlife Service. That it might subsequently change policies regarding consumptive use of wildlife is indeed possible, but by no means a foregone conclusion.

What next in Kenya? A minor piece of legislation widely supported in Parliament has now acquired a political weight out of all proportion to its content. The manner in which it was blocked challenged the Parliamentary process - with animal rightists openly crowing "we are powerful enough to override your Parliament ... the President listens to us!" This has added immeasurably to a growing hostility towards NGOs overall - of which over 1,500 are registered in Kenya. The activities of some certainly compromise Kenya's sovereignty and are patently neo-colonial. I cannot see this interference being tolerated indefinitely and predict that when action is taken to curb alien NGO influences, many healthy babies will go out with the bath water! Meanwhile, Kenya stays on track as a useful example to other countries of what not to do.

For nigh on three decades and over much of the country, wild animals are a problem which it makes good sense to be rid of. Talk of them being a useful resource, to coin a Kiswahili phrase, "*ni hewa tu!*"

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# Hunting Benefits Biodiversity

Rolf Baldus Interviews Tim Caro, Professor, Dept. of Wildlife, Fish and Conservation Biology  
University of California

The interview conducted by Dr. Rolf D. Baldus discusses the effects of legal hunting on wildlife management. Prof. Caro has researched biodiversity in Tanzania for a quarter of a century. He was an outspoken critic of all kinds of hunting when he started. Meanwhile his picture is more differentiated. Has he turned from *Paulus* into *Saulus* (to use the turnaround of the warrior *Saulus'* conversion in the New Testament)?

*Baldus: You have researched wildlife biology and management issues in Tanzania for 25 years. In the year 1985 you published an article in SWARA, the East African Wildlife Society magazine that was highly critical of biological arguments used by tourist hunters in East Africa and elsewhere. Since then you have continued your research. Any new findings or still anti-hunting?*

**Caro:** My views on tourist hunting have changed a lot since 1985. At that time I focused on one aspect of hunting, namely the effect that removing animals can have on a population. For example, in my Swara article, I discussed how big game hunters like to shoot the biggest males. New behavioral and ecological research studies at that time were showing that these large males were not old animals that would soon die, as hunters had claimed, but were likely to be the breeding males in the population. Similarly new studies in the 1980s were showing that when an adult male lion that belongs to a pride is removed, new male lions come in and kill young cubs in order to bring the females back into heat quicker. So shooting territorial male lions has the effect of killing a generation of cubs as well.

Hunters still have these effects on animal populations, of course, but they also have an important positive influence on habitat conservation and this is where I have been focusing my attention over the last 5 years. What I mean by this is that large areas of land, especially in Tanzania, have been set aside expressly for the purpose of tourist hunting, and in so doing, they have stopped people moving into these areas to cultivate and graze.

So if you look at the big picture, conserving the numerous species that live in an area - plants, fungi, insects, birds, reptiles etc - does it really matter if hunters reduce the lion population or the eland population to very low levels? Probably not, so if you direct your attention to many species, or biodiversity as it is now called, hunters have a very positive effect because the money that they bring into the country makes it economically worthwhile for the government to protect an area.

The other thing that has made me more sympathetic to tourist hunting, other than a change of personal focus, is that I now believe that it has a trivial effect on mammal and bird populations compared to illegal hunting. The illegal hunting takes two forms in Tanzania: hunting by residents who have obtained permits to shoot a few animals but who take many more than they are allowed, and hunting by people who have no permits at all. I don't think anyone really knows exactly how much is taken illegally but huge numbers of animals are involved each year, far, far more than that taken by tourist hunters.

*Baldus: Could you please specify the positive effects which hunting tourism has on habitat conservation?*

**Caro:** Big game hunting has an important role in preserving large areas of land from agriculture and settlement in Tanzania and elsewhere. The Government has set aside large areas of land as Game Reserves, over 100,000 km<sup>2</sup> in total, which allow for limited tourist hunting. The money generated from this type of hunting through licenses and fees is used as a justification for keeping people out of these areas since the money can be used by the Government to build roads or hospitals etc. My research group at the University of California at Davis has shown that Game Reserves are beneficial for both mammals and vegetation.

Using aerial census data collected by the Conservation Information Centre in Arusha, we were able to compare the density of about 20 species of large mammals in National Parks, Game Reserves, Game Controlled Areas and Open Areas across the country. We found that densities of most species were similar in Game Reserves and in National Parks despite certain species being shot by tourist hunters which shows that Game Reserves are good at protecting mammal species.

Both types of area contained much higher densities of mammals than Game Controlled Areas or Open Areas that also sanction tourist hunting but that allow settlement and cattle grazing and resident hunting as well. This shows that it is not tourist hunting itself that conserves mammals but it is the absence of people living in Game Reserves and National Parks or perhaps the absence of resident hunters that are the key.

We also looked at the health of vegetation in different types of protected area using satellite imagery. When we divided up pixels in Tanzania according to whether they were in National Parks, Game Reserves, Forest Reserves, Game Controlled areas or Open Areas, we found that National Parks and Game Reserves showed increases in greenness during the 1980 and 1990s. Thus Game Reserves set aside for hunting blocks help to keep habitats healthy as do National Parks. Game Controlled Areas and Forest Reserves on the other hand suffered great habitat degradation perhaps because they were having trees removed from them during this period of time. Once again, this research shows that excluding certain activities, such as tree cutting or resident hunting, or excluding people from areas is the key to conserving habitats.

In short, if tourist hunting is accompanied by laws, which forbid other activities, and if these laws are enforced, as they are in Game Reserves, then legal hunting benefits animal and plant communities. When activities are allowed and when there is no policing, as in Game Controlled Areas due to lack of funds, then tourist hunting does not help conservation.

*Baldus: This brings me to your earlier point. You say the effects of legal hunting on wildlife can virtually be disregarded as compared to illegal hunting. Can you elaborate on this? And does legal hunting and the financial returns from it have any effect on the illegal activities?*

**Caro:** Each year animals are killed by people both legally and illegally in Tanzania. Legal hunting is carried out by residents and tourists who obtain licenses to shoot a small number of animals, as well as in cropping schemes. Illegal hunting is carried out by people who have no permits at all, but also by tourists and residents who have obtained permits to shoot a few animals but who take more than they are allowed.

Let's go through these one by one bearing in mind that there is little information on how many animals are killed by illegal methods. First, a hunter may kill an animal having acquired licenses. While such hunting is legal, the quotas allocated for legal hunting are based on educated guesswork because we do not have adequate information on the size of most animal populations in the country.

Thus owners of a hunting block may be allocated a quota to shoot too many individual animals – say too many lions in a given year. In practice, the Wildlife Department usually sets quotas based on what the quota was last year. In an attempt to help the Wildlife Department come up with more informed quotas, we matched the population sizes of animals counted from aerial surveys with the tourist hunting off-take in different parts of the country and found that off-take was usually low - normally less than 10% of the population size – so the Wildlife Department has got it just about right. Nevertheless, certain species such as eland, lion, leopard and antelope such as reedbeest were being killed at overly high rates in some areas.

Hunting licenses for residents are allocated by Regional and District Game Officers. They face the same problem as their head office in Dar es Salaam they don't know the number of animals in areas under their jurisdiction. These officials usually set quotas according to what they were last year as well - but no one knows whether these are biologically correct. Near towns these quotas are on the high side because Game Officers are "under siege" for licenses from many applicants rather than just one hunting company. In short, official hunting quotas at the Regional and District levels may not be set at the appropriate level to maintain animal populations in the long term. This problem could be solved by regular monitoring of wildlife populations right across the country. It might be feasible but very expensive.

Unfortunately, there is a second problem with legal hunting. This is the problem of stretching the quota. There are many ways that this is done. For example, a hunting company can call up the Wildlife Department and say that they don't have a quota to hunt leopard this year in this area, but they have a client who would love to shoot one, so could head office stretch a point and sell them a license for just one animal? Another way this is done is if the hunting company has a license to shoot a leopard in one of its blocks in the west of the country, but it uses that license to shoot a leopard in its eastern block. Yet another way is when a resident asks a Game Officer if he could take two hartebeest instead of one because Christmas is coming up.

A third problem with legal hunting is that residents or tourists may take more animals than their quota allows. Consider a tourist hunter who shoots a male buffalo with fair-sized horns but on the last day of his safari,

finds a much larger male. Since he is a rich foreigner and the Game Scout with him earns a low salary, he can easily make it worthwhile for the scout to forget about the first buffalo.

Of course the extent to which this happens is not known as tourist hunting companies rarely admit to it. Resident hunters also do the same thing. With a license to hunt one eland, they may shoot say two or three. Or, if they are unable to locate an eland, will shoot say four reedbeek instead. The extra meat or money can be given to the Game Scout to keep him quiet. These last two problems could be solved by tightening up on current practices among Wildlife Department field staff, and this will probably occur in time - although it may not occur quick enough to save wildlife outside Game Reserves.

Despite these problems with legal hunting, I am sure that most wildlife in Tanzania is actually killed by people who have no license at all. Usually these are villagers who set snares or go out with dogs or with a muzzle loader and kill whatever they encounter. Some of this meat is cooked at home but an increasing amount is sold in town markets or exported to the city where demand for game meat is high. Over the last year, demand for bushmeat has increased greatly because people's standard of living is on the increase. In most of the many villages in Tanzania there are several poachers; as a result this kind of hunting probably has the biggest effect on wildlife in the country.

In theory, this problem could be solved with tighter policing by National Park Rangers, Game Scouts and police officers, and heavy fines set in court. But given the number of poachers and the high demand for bush meat, these forces are overstretched already. Another possibility is to initiate police and military operations that remove guns from people's houses. This has been done before in Tanzania and works well for a few years. Yet another possibility is to get local people involved in conserving game species that live around their villages but there are few of these "community based conservation schemes" and we still don't know whether they will prove successful in the long term.

On a more positive side, the revenue generated by tourist hunting makes it worthwhile for the Government to keep areas set aside for wildlife protection, Game Reserves, and to pay Game Scouts to monitor hunters' activities. It is therefore important that money from tourist hunting is channeled directly back into Reserves. Also, during the dry season when tourist hunters are visiting, their presence may deter poachers, although poachers move back in the wet season.

In short, the revenue generated by tourist hunting has a very positive impact for habitat conservation; however, resident and tourist hunting are associated with many semi-legal activities that have negative impacts on wildlife populations. Nevertheless, by far the greatest threat to wildlife is from local people hunting outside the law. Without doubt these are the neediest of citizens and this presents managers and conservationists with a real headache, one that they have been unable to solve.

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## Development of Game Prices in South Africa

by Gerhard R Damm

Since 2003, African Indaba has informed the readers with statistics about the development of prices for game offered at live game sales around the country. We have not yet finalized the statistics for 2005 for publication, but there are some conclusions which can be drawn already now, and which are important in connection with other ongoing discussions, especially in connection with the proposed introduction of a new and comprehensive hunting regulation in South Africa (see African Indaba Vol. 3 No 2 for comparative statistics for the years 2002 to 2004 – download the pdf file by clicking [here](#)).

The most significant development for 2005 is the drastic drop both in game offered and in value realized. Whereas in 2004, a total of 21,101 heads of game were auctioned off, the total dropped to 17,569 for 2005 (a reduction of 16.7%). Although the average sales price of game animals rose from R4,920 (2004) to R5,350 (2005), the lesser number of animals on auction made for a total drop in revenue from just over 104 million Rand (2004) to 93.6 million Rand in 2005. The higher 2005 average price can arguably be traced back on

certain low volume species which have been auctioned in 2005 but not in 2004. For instance, elephant (21 sold at R24,762 average), leopard (3 sold at R32,667 average), lion (39 sold R21,833 average), scimitar-horned oryx (4 sold at R17,000 each), golden cat (2 sold at R10,000 each) and some exotics like Bengal tiger (5 sold at R34,400 average) and water buffalo (4 sold at R21,00 average).

The auction prices for most game animals have dropped, some rather significantly, in 2005. For instance, the average price of R111,155 for disease-free buffalo did not even reach the 2002 level; the price for "black" impala dropped to about a quarter of the prices realized since 2001; red lechwe reached a low of R4,750 – less than half of the 2002 price and a third of the 2004 price; the single black rhino sold in 2005 fetched R100,000 – a far cry from the half million Rand mark reached in both 2001 and 2002; its white cousin experienced a continuous drop from the record prices of 2001/2002 to fetch just under R100,000 average for 137 animals; both Roan and Sable experienced also significant drops. Astonishingly, springbuck, kudu, eland and impala had some revival, with prices mostly up.

In terms of numbers, impala leads the pack with 3,886 sold, in front of blue wildebeest (1,552) and blesbuck (1,502); other animals traded in significant numbers are: kudu (1,240), common springbuck (839), eland (777), gemsbuck (768), nyala (690), waterbuck (688), Burchell's zebra (684).

African Indaba will publish the final statistics for 2005 in pdf-format on the [2006 Archive Page](#) within the next 2 months. There you will also find the US-Dollar equivalents based on average yearly exchange rates.

### Conclusions:

The signs are on the wall for some time already, and I expect no recovery in prices for the current year. Most land, which could or can be converted back from agricultural to wildlife habitat, has experienced this transformation already. The owners of land in transformation have been the buyers of wildlife in the past; and they will become producers of wildlife once their game stocks are surpassing the carrying capacity of the fenced land.

The provincial and national protected areas in South Africa have long since been suppliers of wildlife for game auctions, since this is their only significant way to realize revenue from surplus game (the exception are a few "enlightened" provincial authorities, who also permit trophy and/or biltong hunting within their protected areas).

I envisage that the trade in life game will – especially with a tighter new legislation in the pipeline regarding game breeding, trade and also regarding land ownership resp. tax incentives, – experience further declines in 2006. We might well see a trend towards a situation, where, in order to maintain genetic diversification, game is rather exchanged than traded.

The game on private and public land will not stop to reproduce and game populations will quickly reach maximum carrying capacity level. Landowners, both public and private, are to manage their wildlife areas in terms of the National Biodiversity Act; social responsibility requires, however, not conservation-centrism, but a holistic triple-bottom-line approach with tangible ecological, economic and social benefits in line with the South African Government's stated policy.

Hunting can play an important role in the development. The Department of Tourism & Environmental Affairs would be well advised to draw on international expertise as offered by the International Council for Game and Wildlife Conservation – CIC. A close cooperation with wildlife producers (Wildlife Ranching South Africa, SA National Parks, Provincial Parks), local and tourist hunters (i. e. Confederation of South African Hunting Associations – CHASA, Professional Hunters' Association of SA – PHASA and international hunters' associations) is also essential.

I, therefore, state my point again – as I did already in the article "Hunting in South Africa: Facts, Risks, Opportunities", published in African Indaba Vol 3, No 4 and 5, and in subsequent editorials as well as in the editorial remarks on page 1 of this issue of African Indaba:

We will have to find workable ways to achieve triple bottom line results in the protected areas in South Africa. As a foremost objective, the solutions must be inclusive of the vast, but silent majority of South Africans. We cannot afford to be dictated by utopian animal rights views of a small but vociferous urban minority and some media which make it their business to have un- and underinformed writers to misrepresent facts.



The "Fortress Mentality" of colonial preservationism must be replaced with a holistic "Incentive-Driven-Conservation" approach. This should include a combination of consumptive and non-consumptive use options on both public and private lands. The South African wildlife and indeed the biodiversity of the country depends on reaching solutions which might not be palatable at first glance for many, but which are nevertheless necessary to maintain the rich natural heritage of the country for generations to come.

Private conservation, which has contributed so much to the conservation revolution in South Africa during the past 40 years, and public conservation (national & provincial) must finally reach a symbiotic relationship. Now is the time for pragmatic solutions, new partnerships and out-of-the-box thinking!

The figures for this article are from Prof Theuns Eloff, University of the Northwest, Potchefstroom Campus).

## Making Wildlife Work for Tanzania's Communities

By Charles Nzo Mmbaga

A community wildlife project founded in 1990 is giving the indigenous people a direct benefit from the wildlife among which they live. The Cullman and Hurt Community Wildlife Project, the Conservation Division of Robin Hurt Safaris (Tanzania), Ltd., believes that without the full support and cooperation of local communities, wildlife in Africa is surely doomed.

Within the 2005 End of Year report submitted to the Ministry of Natural Resources and Tourism and the Wildlife Division, the Cullman and Hurt Community Wildlife Project (CHCWP) details impressive progress in its resolve to give the local communities a direct benefit from the wildlife. CHCWP has contributed to the implementation of various community development projects through the generation of funds by application of a 20 per cent surcharge levied against all species taken by client hunters of Robin Hurt Safaris. These funds are collected by hunting area and divided equally amongst the participating villages that are within and adjacent to the areas of operation.

"In total, Robin Hurt Safaris and the Cullman & Hurt Community Wildlife project have contributed US\$200,805 towards the alleviation of poverty and the preservation of the environment for the 2005 period under review," says Mr David Erickson, who is the CHCWP Project Director. He gave the 2005 breakdown as Village Benefit Funds of US\$84,242.00, various additional donations of US\$28,742.00 and Anti-poaching Operations and Administration of US\$87,821. Founded in 1990 on the conviction that wildlife and its habitat can only be conserved by involving the local people, CHCWP is an example of how tourism and conservation can directly benefit local people. Mr Erickson says the future of wildlife in Africa rests in the hands of local people who bear the cost of living with wildlife. The idea is to encourage village communities living near wildlife areas to accept responsibility for the well being of wildlife and habitat, by realizing that wildlife is a renewable and lucrative natural resource.

"Wildlife provides better long-term return through its conservation, than by its over-exploitation," says Mr Erickson. CHCWP currently works with 33 villages, eight districts, and seven regions throughout Tanzania. Funds generated during the hunting season are distributed the following year. Villages, districts and regions are all informed as to the amount each village will receive, thus ensuring transparency, and each individual village is then responsible for conducting an assembly meeting to discuss the use of funds. Villages are normally required to formulate complete documentation of the decisions and plans and these documents are then forwarded to the relevant district executive director for his input. Once all plans have been approved, CHCWP then transfers the money to the village bank account such that the village is then responsible for executing their plans. "This encourages total ownership of the activity and builds capacity at the village level," says Mr Erickson.

CHCWP works specifically through the village and district governments thus fulfilling all obligations to tackle the issue of poverty and capacity building as described within the policies and laws of Tanzania and within the objectives of the 'Mkukuta'.

The Cullman project is named after Mr Joseph F. Cullman III whose initial contribution was the basis for anti-poaching efforts in certain areas of Tanzania. Mr Cullman became involved with wildlife conservation in co-operation with Mr Robin Hurt. He felt that wildlife needed to be an attractive, lucrative and beneficial form of land use by local communities and wanted to ensure that wildlife protection would provide benefits toward a community in terms of benefits and poverty alleviation. To encourage long-term stewardship, it was felt that the local people needed to be made aware that wildlife was a resource if utilized appropriately could provide long-term benefits.

As a further part of stewardship, it was seen that local communities needed to be involved directly in the protection of the resource of which they derive a substantial benefit. Therefore, in direct co-ordination with the government, CHCWP operates anti-poaching patrols whereby local villagers gain further employment while working as village game scouts. From its inception in 1990 through 2004, in excess of 20,000 snares have been recovered and destroyed and over 500 poachers camps were destroyed. Today, the number of animals saved from excruciatingly painful deaths is estimated to be over 100,000. Over 21,000 square km are covered by these CHCWP supported anti-poaching teams and the excellent co-operation shared between CHCWP, local villages and the government is one of the longest standing public-private-partnerships currently in operation.

To complete the circle, CHCWP is launching a new program to help raise awareness of the importance of good environmental management and to help communities realize the importance of healthy, functional ecosystems of which the majority of Tanzanians directly depend on for their livelihood security. Wesley Kaleshu, Programme Officer for the CHCWP Community Healthy and Wellness Education Programme, says: "Our new program is very exciting as we are combining several traditional approaches in a new and innovative way." The Health and Wellness Programme is currently in start-up phase. But it has the goals of working with local governments to continue to develop capacity of local governments to manage natural resources, to conduct environmental education activities in the classrooms, and to further raise awareness by showing films in the partner villages in co-operation with the Maajabu Project.

Additionally, the program will seek out further partnerships with other government and NGO stakeholders to tackle critical threats to the livelihoods of the local people who have the most impact on the environment. Mr Kaleshu further explains: "If people are unhealthy, they can have a negative impact on the environment so this is where we must focus our efforts on."

Over its 16 year history, the Cullman and Hurt Project and Robin Hurt Safaris have endeavored to link tourism, conservation and development in a truly sustainable way. "Development is not a problem to be solved," comments David Erickson, adding "but something that is continuous process which all human communities struggle with and we are simply doing the best we can to make wildlife something that is important to the people of Tanzania."

## Hunting and Conservation: An Effective Tool or a Contradiction in Terms?

By P.A. Lindsey, PhD

**Editor's Note:** Dr Laurence Frank send us this email "*there will be two papers coming out of the survey on hunters' priorities and conservation that was done by Peter Lindsey and Alayne Mathieson at the [Dallas Safari Club](#) Convention in 2005. The first paper came out in May 2006 and was published in *Animal Conservation*. The second, on implications of this work for an accreditation system, is still under review at another journal. We are very encouraged by the results, which we think will be well received by mainstream conservation groups, as well as hunters' organizations.*"

We are grateful to Peter Lindsey for a popular version of his paper; the original document can be downloaded from our "[Conservation Hunting](#)" link at the African Indaba website.

Hunting is a controversial topic, one that invariably leads to heated debate whenever discussed. On one side of the debate, animal rights groups are opposed outright to the killing of animals for sport, and on the other side there are hunters and pragmatic conservationists who view trophy hunting as a means to create financial incentives for wildlife conservation. Most articles written on the topic are either overwhelmingly for or against hunting and are usually written by people with vested interests. Until recently, there has been very little scientific assessment of the conservation role of trophy hunting, making objective debate difficult. Most people who appreciate wildlife are naturally opposed to hunting, but understanding among the general public of the pros and cons of hunting as a conservation tool is generally poor. Opposition to hunting is usually based on one or all of the following factors. Firstly, people often object to the idea of deriving pleasure from killing animals and resent the oft-portrayed image of a Gucci-clad American blasting wildlife for fun from a 4X4 vehicle. Secondly, people often fail to differentiate between modern day trophy hunting and the unsustainable slaughter of wildlife done by early European settlers in Africa. Thirdly, people genuinely struggle with the paradox posed by hunting: how on earth can killing wildlife actually help conserve it?

I am a passionate conservationist with a desire to see as much wildlife as possible being effectively conserved in Africa. Though I have no interest in hunting personally, I am supporter of trophy hunting because I see it as playing a vital role in conservation in Africa. Here's why....

Firstly, if managed properly, trophy hunting is sustainable. Trophy hunters normally remove around 2-5% of populations of ungulate species which is sustainable as most antelope species have the ability to grow at 20-30% per annum. Low off-take rates mean that trophy hunting can even play a role in the conservation of threatened and endangered species. When the hunting of white rhinos was legalized for example, the potential for farmers to make money from sustainable hunting encouraged widespread rhino reintroductions onto South African game ranches, which helped the species to recover from a population size of 50-100 individuals to over 11,000 (Leader-Williams. 2005).

Secondly, trophy hunting can create vital financial incentives for local people to conserve wildlife. Africa's human population is growing rapidly and local economy growth is not keeping up. This means that there are more and more people in Africa reliant on natural resources for survival. These people can not tolerate losses of crops and livestock to wildlife, and often rely on bush-meat for protein. As a result, there is increasing pressure on the remaining wildlife populations occurring outside of protected areas and most species are declining in both number and distribution. The only way to halt or reverse this trend is to make wildlife valuable to local people: if a wild animal is worth more alive to a small scale farmer than the crops it eats, or than the meat that could be derived from snaring it, then s/he will probably conserve it.

One way of making wildlife valuable is through ecotourism. Ecotourism is an attractive option because it does not involve killing wildlife, and appeals to most people – taking only photos and leaving only footprints. The problem is there just aren't enough tourists to go around for all of Africa's national parks, never mind to pay for wildlife occurring outside of protected areas. Even in South Africa, which receives far more tourists per year than any other African country, ecotourism does not generate enough to cover the costs of protecting wildlife in most national parks. What hope then for countries such as Zambia, Tanzania, and Central African Republic with larger protected area networks and many fewer visitors?

Successful ecotourism operations are largely dependent on good infrastructure and political stability which means that relatively few African countries can really benefit. This is the crux of the issue: trophy hunting is so important for conservation in Africa because it creates incentives for people to conserve wildlife where alternative options are not viable (Lindsey et al. 2006).

Trophy hunting is currently conducted over an area of ~1,400,000 km<sup>2</sup> in sub-Saharan Africa, which exceeds that encompassed by national parks in the region (~1,100,000 km<sup>2</sup>) (see forthcoming article by Lindsey, Roulet & Romañach). In South Africa, Namibia and Zimbabwe trophy hunting was the primary stimulus for the conversion of vast areas of livestock land to game ranching, and in Burkina Faso, Cameroon, Central African Republic, Niger, Namibia, Tanzania, Zambia, and Zimbabwe, trophy hunting creates incentives for wildlife conservation on communally owned land. In Namibia, for example, financial incentives from trophy hunting have contributed significantly to the development of over seven million hectares of conservancies on communal land (Weaver & Skyer 2003). In Tanzania, revenues from trophy hunting have

encouraged 50 of 80 villages neighboring the Selous Game Reserve to create Wildlife Management Areas on their land (Baldus & Cauldwell 2004).

Trophy hunting can be done in extremely remote areas and significantly for Africa, is fairly resilient to political instability. In the first year of the land grab in Zimbabwe, for example, trophy hunting revenues dropped by only 12% compared to a 75% fall in ecotourism revenues (Booth 2002). IN CAR during recent years, trophy hunting has been the only source of revenue from wildlife during times of economic crisis, with the effect that poaching levels are low in hunting concessions and wildlife occurs at higher densities than in neighboring national parks (see forthcoming article by Lindsey, Roulet & Romañach). In some areas, trophy hunting operators expend considerable effort and resources on anti-poaching. Illegal snaring for bush-meat can have a devastating impact on wildlife populations in a very short space of time. Given the lack of resources of most state-wildlife departments, assistance from hunting operators with anti-poaching can make a huge difference to conservation efforts on the ground. In Savé Valley Conservancy in Zimbabwe, for example, revenues generated from hunting, enable land owners to deploy at least four times the density of anti-poaching game scouts as occur in the adjacent Gonarezhou National Park.

In several African countries, most hunting operators are based in the countries in which they hunt and so leakage of revenues overseas is low. In contrast, many of the ecotourism operators that sell wildlife holidays in Africa are based in Europe or America and a significant proportion of revenues never reach the host countries. In Botswana, for example, 75% of hunting revenues remain within the country, compared to only 27% of tourism revenues (ULG Northumbrian 2001). Trophy hunting also generates higher revenues per person than ecotourism, and so environmental impacts from habitat conversion for infrastructure or fossil fuel use for high-volume travel are lower.

For a variety of reasons, trophy hunting is very important for wildlife conservation in Africa. If trophy hunting were banned, as should happen according to some animal rights groups, then incentives for wildlife conservation across vast tracts of Africa would disappear, wildlife would be whittled away by (and suffer hugely from) cable snares set for bush meat, and wildlife habitat would be degraded by livestock or replaced for crops.

It is thus vital to ensure that hunting continues. However, there is a lot wrong with the trophy hunting industry in Africa right now and there are many factors that prevent trophy hunting from contributing to conservation in the way that it should. These problems arise from unscrupulous behavior by a minority of hunting operators, corruption, and due to flaws in the legislative framework governing the industry.

Problems associated with hunting fall into three categories: ethical, biological, and social. Ethical problems associated with hunting are the most widely publicized, and include the infamous practice of canned lion hunting, shooting from vehicles, hunting predators with dogs, luring predators from protected areas and "put-and-take" hunting. Put and take hunting is the dubious practice of releasing trophy animals into a fenced area immediately prior to a hunt.

Social issues include corruption and unfair distribution of hunting revenues. Corruption affects multiple stages of the hunting industry, from government scouts who overlook the overshooting of quotas, to politicians favoring certain operators when granting concessions. Distributing hunting revenues fairly is difficult, and local people who bear the costs of living with wildlife are often excluded. Communities do not benefit adequately from hunting for several reasons including the failure of governments to devolve ownership of wildlife to local communities, the lack of legislation forcing community involvement in hunting, pocketing of revenues by local politicians, and a lack of the skills among local people required for them to become more actively involved in the hunting industry.

Biological problems associated with trophy hunting are perhaps most damaging for conservation. Most African wildlife departments lack the resources to conduct accurate game counts, and so quotas are often based on guesswork. Enforcing quotas is difficult across vast, remote hunting concessions and inevitably some unscrupulous operators overshoot. High profit margins create pressure for increased quota sizes and the division of hunting blocks, which can jeopardize the sustainability of off-take rates. For some species even where quotas seem conservative, the removal of a few individuals can be very damaging. Lions are a well publicized example of this is: male lions often kill cubs when they take over prides whose male has been killed by hunters. On game ranches, the value of wildlife as trophies means has encouraged (and maintained) the break up of land into small fenced parcels where predators such as wild dogs and cheetahs

are considered to compete for potential trophies and are often persecuted. Some ranchers introduce exotic species to increase the diversity of trophies available, and others manipulate the genetics of animals to offer aberrant trophies such as white springbok or 'golden' blesbok: practices which contribute nothing to conservation objectives (Hamman et al 2003).

So, there is a lot wrong with the trophy hunting industry in Africa at the moment. These problems are increasingly publicized at a time when there is increasing resistance to the idea of hunting animals for sport, particularly among urban residents of the developed world. Visible action is urgently required from the hunting industry to maximize the conservation role of hunting, and to deal effectively with unscrupulous operators and unethical hunting practices. In the absence of such efforts, negative publicity surrounding hunting will continue and ultimately foster support for hunting bans.

For all the problems associated with the industry, the net impact of trophy hunting for conservation is without doubt positive and I believe that removal of revenues from trophy hunting would have catastrophic consequences for wildlife conservation in Africa. Kenya is a case in point. Animal rights activists have played a big role in promoting continuation of the ban on trophy hunting in Kenya. The hunting ban there makes it extremely difficult to generate incentives for wildlife conservation outside of protected areas and is one reason for the negative trends in wildlife populations that have been experienced there in recent years (Child 2005). Likewise, when hunting was banned in Zambia during 2001-2003, there was an upsurge in poaching due to the removal of incentives for local people to conserve wildlife (Lewis & Jackson 2005).

Reducing problems associated with the hunting industry and avoiding future bans is vital. One suggestion to help achieve this is through the introduction of a certification system involving hunting operators (Packer 2005). This would involve the rating of hunting operators in terms of their commitment to conservation and community development by an independent audit team. Research that I did with colleagues during 2005 suggested that such a system has the potential to make a difference. We found that hunting clients are more committed to hunting in a 'conservation-friendly' manner than operators realize. However, at present, inexperienced hunting clients have no way of selecting between reputable and unscrupulous hunting operators and have a poor understanding of what activities constitute "good" and "bad" practice for conservation in Africa. If "conservation-friendly" operators were awarded a green label, our data suggest that clients would likely prefer to hunt with such outfits and that they would have a competitive advantage over other operators lacking such certification. In this way, a certification system could create an incentive for hunting operators to hunt in a manner more in line with conservation objectives.

Of course, some clients do not care about conservation issues and provide a ready market for unethical hunts; for this reason, strict regulation of the hunting industry will always be required. The most effective form of regulation would be self-regulation by the hunting industry. For example, unscrupulous operators could have trophy entries barred from record books, or be barred from hunting conventions. Effective self-regulation would go a long way towards making a skeptical audience believe that trophy hunters are serious about conservation.

## Bwabwata Concessions in Namibia Welcome Hunters

By Gerhard R Damm

In a historic decision on June 21<sup>st</sup>, the representatives of the Kyaramacan Residents' Trust awarded the two hunting concessions within the Bwabwata National Park to John Wambach of Pro-Guiding (Buffalo Concession in the west) and to Allan Cilliers of Allan Cilliers Hunting Safaris (Kwando Concession in the east) for the 2006 hunting season. This is the story behind the long expected new concessions:

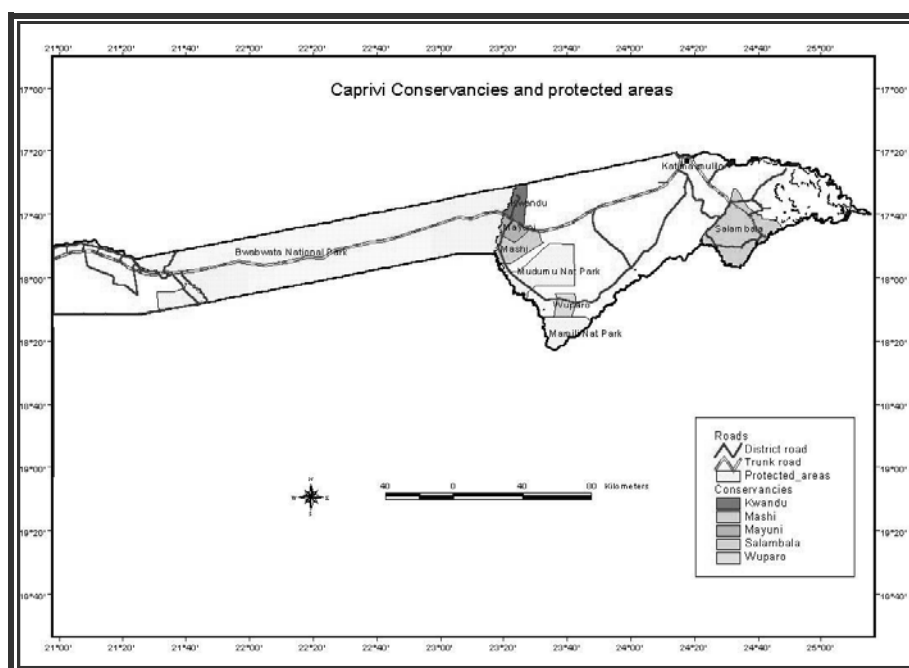
### Introduction

From the North Eastern corner of Namibia protrudes, appendix-like, the [Caprivi Strip](#); a thin panhandle some 450km long and with a surface area of 20,000km<sup>2</sup>. It is surrounded by Angola, Zambia, Zimbabwe and Botswana. The Kwando River forms the border between east and west Caprivi, 110 km west of Katima

Mulilo. About 78,000 people of more than six ethnic groups live in East and West Caprivi, the majority of whom practise subsistence agriculture, with some cash cropping, and depend on trees, wild fruits, fish, water lilies, reeds and grasses for food, grazing, shelter, fuel and farming implements. Only 15% of the population live in the main town of Katima Mulilo. Four main languages are spoken, with Lozi the most dominant; 4% speak Bushman (San) languages, principally Khwe. The 4,000 Khwe people live in ten villages of West Caprivi within Bwabwata National Park between Divundu and Kongola. The Khwe form the large majority of the population. Other population groups are the !Kung and Hambukushu. Not long ago, Ben Ngobara was elected as the new Khwe Chief in a democratic election recognized by the Namibian Government, as successor to the late Kippi George. Subsequently, the members of the community established the Kyaramacan Residents' Trust with ten community representatives serving on the board.

### Parks, People and Wildlife

Antiquated protected area management is linked to colonialism and imposed foreign cultural norms. Strategies have relied heavily on measures to keep out people. Local people were considered a threat to wildlife. The establishment of protected areas all over Africa severely affected the livelihoods and integrity of resident peoples and still continues to do so. These negative effects severely eroded local support for protected areas. With a unique innovative approach the Namibian [Ministry of Environment & Tourism](#) changed the status of the Bwabwata National Park. This allows the communities living there to draw benefits from wildlife and tourism in the park in line with the conceptual framework of the Namibian conservancy program. The result shows the "Parks and Neighbors" concept in action where protected areas stimulate regional and local development through a combination of sustainable extractive and non-extractive use options. The enlightened policy of the Namibian Government thus created a positive community attitude towards Bwabwata National Park. The program is a partnership between MET, the [Namibian Association of CBNRM Support Organizations](#) (NACSO), [IRDNC](#), [NNE](#), [WWF](#), and a variety of conservation and development NGOs as well as established and emerging conservancy committees. Funding has been obtained from [USAID](#), WWF and the Namibian Government. The program is active throughout the conservancy areas of Namibia. The communities' response to the acquisition of rights over wildlife has been reflected by wildlife husbanding efforts that have reversed downward population trends and precipitated unprecedented wildlife recoveries across northern communal areas. The award of the Buffalo and Kwando concessions to hunting safari operators by the Kyaramacan Association is, however, THE ground-breaking event the Khwe have been waiting for since 1990. Now they receive their first benefits from the Park's wildlife resources.



## **Bwabwata National Park**

The Bwabwata National Park was formerly known as Caprivi Game Park after it was proclaimed in 1968. Until Namibia's independence in 1990, the 5,715 Km<sup>2</sup> Park was controlled and patrolled by the SADF. It has since been managed by the Ministry of Environment and Tourism (MET) as a conservation area. In 1999, the Namibian Government renamed this park Bwabwata National Park and is in the process of adjusting the borders to include the Mahango Game Park and Kwando Triangle. Bwabwata National Park is 32 km wide (the entire width of the Caprivi strip) and 190 km long and its unspoiled wilderness stretch from the Okavango river in the west to the Kwando river in the east, bordering with Angola in the north and Botswana in the south. Traffic in this area is restricted to the main road between Kavango and Eastern Caprivi.

Mudumu National Park lies east of the Kwando where it borders on Botswana, and further south and west is Mamili National Park. The terrain is generally flat with sporadic 30 to 60 meters high vegetation-covered dunes. The deciduous woodlands are dominated by trees such as wild seringa, copalwood, Zambezi teak, wild teak, wild raisin species, and bushwillow. Roan and kudu roam throughout the area, while buffalo occur towards the west in the Buffalo Core Conservation Area and in the east along the Kwando River. Huge herds of elephant can be observed during the dry season (June-November). Because there is no surface water, most species congregate along the Okavango and Kwando rivers and at the Malombe and Ndvasa pans in the north east. As many as 339 bird species have been recorded in West Caprivi.

The area is covered in thick deposits of Kalahari sands with very little of the underlying geology exposed, except along river courses. The extensive Kalahari sands and the rivers with their associated flood plains are the two major features which shape the landscape: river floodplains, serrated by old river channels and dominated by reed and papyrus beds as well as grasslands; along the watercourses, riverine woodlands support a diversity of tall trees; old river drainage lines under windblown sand deposits support Mopane woodlands and in the extensive sand dunes are covered by Kalahari woodlands.

## **Tender Process**

IRDNC, NNF, WWF, and the MET assisted the Kyaramacan Association to establish and apply for quotas for two hunting concessions in Bwabwata National Park. This assistance included preparation of tender documents, advertising the concession through NAPHA, announcement and review of tenders, interviewing a select number of outfitters, drawing up contracts and hunting guidelines, and awarding the concessions to two safari outfitters. The mentioned NGOs, along with the MET, will support the Kyaramacan Association in the management of the trophy hunting concessions later this year.

The tender process distinguished between trophy animals with a set quota and problem animals for which no quota is provided. The category "trophy animals" is again subdivided in a "guaranteed" and an "optional" payment section.

The successful bidder is obliged to pay in full for the complete "guaranteed" part of the authorized quota (the quota for which payment is "guaranteed" in the Buffalo and the Kwando Concessions consists per concession of 4 elephant bulls, 4 buffalo bulls, 1 sable (optional for the Kwando concession), 3 kudu, 1 duiker, 1 steenbuck, 1 lion and 1 leopard. The full payment is due even if the quota is not completely utilized. Animals on "optional payment quota" have to be paid for only after the animal has been successfully hunted or wounded by the hunter. The prices for such animals are also based on the offer made by the outfitter in the successful tender document. The Buffalo Concession has the following species as optional quota: 4 elephant bull, 4 buffalo bulls, 1 buffalo cow, 1 leopard, 1 hyaena, 1 sable, 1 crocodile. In the Kwando Concession the quotas are identical, but two spotted hyaena are offered additionally.

In both concessions problem animals, if so designated by the appropriate authorities, can also be hunted and the outfitters had to offer individual trophy fees for a range of species (elephant, lion, buffalo, hippo, hyaena, crocodile, and leopard) with a prescribed reserve price as a minimum bid. The Kyaramacan Association and Ministry of Environment and Tourism (MET) must formally declare and designate an individual animal as a "Problem Animal" prior to the hunt. The hunt will be undertaken under the guidance of a MET and Kyaramacan Association official who will identify the problem animal. A full report must be submitted to MET and the Association. Interestingly the contract also states "*should the concessionaire be found to be influencing declaration of a problem animal, then such animal(s) shall be deducted from the*

*concession trophy quota*', thus factually eliminating "problems with problem animals" as experienced in other African countries.

Every bidder had also to specify the type and number of local staff, the duration of the employment and the estimated monthly salaries in addition to a discretionary offer concerning the successful bidder's willingness and ability to contribute, assist and work closely with the communities within the concession area in developing and managing hunting in Bwabwata. The meat from the hunted animals will be distributed to the villages according to specific guidelines.

The Kyaramacan Association reserved the right to award the hunting concession to the safari operators that the association deemed the most advantageous to the long-term operation of both hunting concession and the welfare of its local communities. The highest tender price, while being very important, was not necessarily the final determining factor. Equally important in the selection of a safari operator are common views of conservation ethics and the willingness to engage pro-actively and work cooperatively with the communities in establishing Bwabwata as a renowned hunting destination in Africa.

Tenders had to be submitted to the WWF office in Windhoek on June 9<sup>th</sup>. The tender review process was done during the following week and the participating parties were informed of the tender status on June 14<sup>th</sup>. This was followed by an interview process of applicants who qualified for closer consideration. **The decision of the Kyaramacan Association was announced on June 21<sup>st</sup> after contract details had been approved by MET.**

It is interesting to note that payments made by the concessionaires have to be made in Namibian Dollars with the exchange rate applicable at the day of payment. Due to the recent drop in the Namibian Dollar against the US-Dollar (which formed the basis for the tender), the Khwe Community (and not just the concessionaire) will receive a welcome windfall profit.

### **Trophy Hunting in Bwabwata NP**

The tenders were awarded to two well-known and respected members of the [Namibian Professional Hunters' Association](#) (NAPHA). The "**Buffalo Concession**", named after the Conservation Core Area, went to **John Wambach** and **Allan Cilliers'** bid for the "**Kwando Concession**", named after the Kwando River, was the other successful offer. The two Namibian safari operators were selected from a pool of more than a dozen applicants.

The **hunting season runs from 1<sup>st</sup> February to 30<sup>th</sup> November**, but hunting will effectively start only towards end of July in 2006 due to the drawn out tender adjudication process with the respective clearance of many administrative hurdles. Tourist hunters must be accompanied by a Namibian registered Big Game Professional Hunter and a designated Association Ranger and/or MET staff member.

Hunting in the Bwabwata Concessions is subject to a set of norms and regulations which are specified in detail in the "Operational Conditions & Guidelines" and certain Park Rules and Regulations as prescribed by Ordinance 4 of 1975. All hunting will be conducted "on foot". No hunting will be permitted within sight of a public road, in any case not nearer than 500 meters to a public road. Crocodiles and hippos may be hunted at or in the rivers, but hunting for any other species must be conducted at least one kilometer away from such rivers. Driving vehicles on floodplains is not permitted, and any animal killed there must be removed by boat or porters. In any case there will be no driving on places other than existing roads, although harvested animals may be recovered by vehicle. There will be designated non-hunting zones and no hunting or baiting will be allowed within a kilometer of an international boundary unless prior permission is obtained from MET. Whilst driving on roads used by tourists, fire arms and game carcasses must not be visible to tourists.

Wounded animals must be followed up and destroyed by a Professional Hunter, with or without the client, within 7 days. The assigned staff members must accompany the hunt, and identify the wounded animal. If the wounded animal is destroyed by a Professional Hunter in the absence of the client, the trophy will become the property of the State.

MET, through the Association, reserves the right to suspend, cancel or terminate the operations of a Concessionaire if he/she has made himself/herself guilty of unethical ways of hunting, non-compliance with the regulations, the concession agreement, the Nature Conservation Ordinance (Ordinance 4 of 1975) or subsequent legislation.



The visiting hunters will be accommodated in temporary tented safari camps that comply with the minimum requirements for grading as determined by the Namibia Tourism Board (NTB).

Hunters, who are looking for a true adventure in Wild Africa should make plans quickly. The hunting season ends in November and we are already in July! To some the rules might seem a bit stiff with regards to a "Wild Africa" safari. It is my considered opinion, however, that these well-thought out norms and standards will enhance the hunting experience for all those who are lucky enough to accompany John or Allan on a memorable safari. Last, but not least, I hope that this fine example of "incentive-driven-conservation" through the cooperative effort of the Namibian Government, NAPHA, an alliance of non-hunting conservation NGOs, and outside donor agencies will find the attention of other African governments. Transparent hunting block allocations and "Good Governance" are alive and kicking in Africa – let's spread the word!

### Contact Details

John Wambach and Allan Cilliers have a well-established reputation as first class safari operators and skilled hunters. They are well known in local and overseas hunting circles. Their positive attitude towards traditional fair chase hunts has been the talk at many camp fires in Africa and a number of international hunting magazines carried fascinating stories of their hunting adventures. Go and experience "Wild Africa" with them!

### Bwabwata Buffalo Concession

Contact Details: John Wambach, Pro-Guiding Safaris, PO Box 2288, Ngweze, Namibia, Telephone +264 (81) 12888373, Fax +264 (61) 128 8373, email: [proguide@iway.na](mailto:proguide@iway.na), web: <http://www.proguide.iway.na/>

### Bwabwata Kwando Concession

Contact Details: Allan Cilliers; Allan Cilliers Hunting Safaris, PO Box 5703, Ausspanplatz (Windhoek), Namibia, Telephone: +264 (67) 232 676 or Mobile +264 (81) 129 0708, email [allanc@iafrica.com.na](mailto:allanc@iafrica.com.na)

## Hunters and Conservationists are Natural Partners

By Gerhard R Damm

In 2003, I wrote an article for *African Geographic* with almost the same title. I thought then that this might be the first step towards some sort of dialogue between the publisher of African Geographic (Peter Borchert), his foremost anti-hunting columnist Ian Michler and the South African and international hunting community. A critical dialogue indeed, but based on facts, and not emotions, on scientific evidence and not personal assumptions! I presumed that this dialogue could and would lead towards focusing on what we have in common and show areas of compromise, were we stand apart.

In early 2006, Mr. Borchert invited me to write another article to contrast, as he said, a new Michler article "*Trophy Hunting – An Obsolete Obsession*". My article – coauthored with Peter Flack – was sent to Mr Borchert on April 21<sup>st</sup> (and I received a confirmation of receipt). From then onwards my emails remained unanswered and our article remains unprinted until today.

Michler seems to be fixed on the consumptive/non-consumptive use controversy. He does not want to see the fallacy of his arguments. The controversy is actually a myth, although one nurtured by Michler and colleagues, since conflicts, real or constructed, are better suited to keep readership interested than complex dialogued compromise.

There is just no such thing as non-consumptive use! All uses of nature are consumptive – one way or another. Just contemplate that the CO<sup>2</sup> we produce – our carbon footprint – comes from what we eat, the mode of transport we use and our daily lifestyle choices. Now put this statement into perspective when looking at a hunting block in Tanzania's Selous Game Reserve, or at a game ranch in Limpopo. Compare those to the luxury game lodges in the Serengeti, or to the proliferating luxury lodges in South Africa's Sabi

Sands. Have a look at the ballooning “wilderness” share block developments in some private nature reserves adjacent to KNP with, more often than not, hundreds of occupants.

Who do you think is more “consumptive” and whose carbon footprint on the environment is greater?

The hunters, who hunt and kill a very low percentage of mature male specimens of the varied game populations; who use relatively rustic and unobtrusive camps, a couple of vehicles, and pay dearly for the privilege of some weeks of wilderness solitude) – or the eco-tourists, residing in luxury air-conditioned lodges, the swimming pool in front of the door, a generator creating 24 hours of electricity, twice a day fresh towels and linen and exotic food and fine champagne on the table.?

Think of all the water pumped and used, of the refuse dumps behind the scenes, of the diesel burned, of the hundreds of acres of wilderness converted into manicured “romantic bush camps”. On game drives, vehicles hooked on radio networks are speeding to “Big Five” sightings, in many cases lining up to wait their turn, following and disturbing hunting predators to get that grand photograph. Our eco-tourist income comes at a high environmental price. Non-consumptive? I’ve heard better jokes!

Eco-tourism is consumptive – the consumption pattern is just different.

With this article I am addressing all hunters and conservationists of good intentions. We need a civilized debate. It makes no conservation sense to continue the polemic consumptive/non-consumptive use controversy. This controversy is rooted on false premises – a fact eagerly exploited by those on both sides, who profit from bitter trench warfare.

Hunting and non-hunting conservationists have reached encompassing understandings elsewhere in the world – just look to North America, where many major conservation NGOs are working closely together with hunters and anglers.

**The Nature Conservancy** (<http://www.nature.org/>), an organization with more than one million members has a mission statement which says: “*The mission of The Nature Conservancy is to preserve the plants, animals and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive*” Hardly the statement of a pro-hunting conservation NGO, you would think. But wait and read the Autumn-2006 issue of Nature Conservancy Magazine. There is a feature article explaining “*why American sportswomen and sportsmen are among the Nature Conservancy’s valued allies*”. You can download Hal Herring’s comprehensive article at <http://www.nature.org/magazine/autumn2006/features/art18601.html> . It offers a refreshingly different view from what we are used to hear from the anti-hunting lobby and their standard bearers in South Africa. Search results on “hunting” at the Nature Conservancy’s website show 772 items – enough reading material for a while!

Other big “green” groups such as the **National Audubon Society** and the **Sierra Club** have never opposed hunting. In fact, they recognize the sport as a legitimate and necessary wildlife-management tool. Ted Williams writes in his article “**Natural Allies**” on the Sierra Club’s website, that “*they are perceived as anti-hunting because of embarrassing behavior by some of their members*”. And Sierra Club legislative director Debbie Sease says “***As the Sierra Club works to defend these places, we will continue to reach out to the hunters and anglers who have a stake in them. We’re natural allies.***” You can read this at [www.sierraclub.org/huntingfishing/index.asp](http://www.sierraclub.org/huntingfishing/index.asp).

Even in South Africa conservation organizations are outing themselves as pro-hunting, although some still refrain from making the fact too obvious.

At the 3rd World Conservation Congress (2004) a recommendation introduced by the Game Rangers Association Africa (GRAA), the Endangered Wildlife Trust (EWT) and South African National Parks “*accepting that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations*” and “*condemning killing animals in small enclosures where they have little or no chance to escape*” was adopted by the plenum. WWF on a global level and WWF-SA have developed cautiously positive hunting policies.

The press release at the IUCN-sponsored African lion workshops in Johannesburg (2006) says that “*regulated trophy hunting is not considered a threat, but [a] way to help alleviate human-lion conflict and generate economic benefits for poor people to build their support for lion conservation. Foreign hunters bring millions of dollars each year into African economies.*”

Not many members of the South African hunting and angling community look like stereotypical environmentalists and unfortunately hunters and non-hunting conservationists often make each other nervous. In the past the lack of communication, irresponsible media reporting as well as irresponsible behavior of people from both camps created trenches once thought unbridgeable.

It is certainly true that the two groups may not see eye-to-eye on every issue, but what connects them is an understanding that healthy ecosystems mean healthy habitats for game animals. This has led to some sort of cooperation even between such diverse organizations as the Sierra Club and the National Rifle Association.

In South Africa, where hunting has driven the establishment of over 9,000 registered game ranches, covering over 16 million hectares, which is nearly three times the area covered by all the provincial and national game reserves in the country, such cooperation is still sadly lacking.

Hunting and non-hunting conservation groups in South Africa need to recognize their common objectives and their natural alliance. Initial steps have been made, but the process is painfully slow.

A lot of paranoia still exists on both sides. With the hunters, because hunting has been beaten savagely for so long; not only by the few extreme animal rightists, but by the media and as a result by an underinformed society in general. With many conservation organizations, because they perceive that the more extreme animal rights organizations will have a field day in poaching their members, if they associate too closely with hunters. WWF's caveat at the end of the published hunting policy is significant proof: *"WWF does not run or derive revenue from any trophy hunting projects"*. Nevertheless, in Namibia, WWF-LIFE was instrumental in establishing the hunting concessions for the Khwe community in the Bwabwata National Park, and WWF-Pakistan assists remote rural communities in establishing trophy hunting programs.

Another example is a recent move in South Africa to put game ranching under the umbrella of the Department of Agriculture. Game Ranchers celebrate the "South African conservation revolution" and their 16 million hectares of private conservation areas, but fail to see that the "revolution" has just begun and needs to be expanded with a triple-bottom-line approach and not a shortsighted focus on economics. Only DEAT can provide the structure and drive for that.

Partnerships in innovative approaches, clear norms & standards, effective self-administration and enabling tax legislation are needed to maintain and increase the conservation acreage. Eventually this may lead towards larger conservancies with joint management plans.

Fence-sitting behavior by either party plays into the hands of those who want to discredit the entire environmental movement. The South African conservation NGOs need to publicly clarify that, albeit some of their members might be against hunting, institutionally they are not. They must take a stand for the sake of our wild natural heritage, and they have to come out in public together with their foremost allies – the hundred thousands South African hunters and anglers and their associations.

**We have to stop allowing a few uninformed oddballs and card carrying members of the Flat-Earth-Society, in either camp, to be stumbling blocks to a true Natural Partnership.**

## Scientists and Hunters Meet in London

By Gerhard R Damm

The [Sustainable Use Specialist Group \(SUSG\)](#) under the IUCN Species Survival Commission and the [Zoological Society of London](#) invited interested stakeholders and the public to a symposium „Recreational Hunting, Conservation and Rural Livelihoods: Science and Practice“ in mid October at the Zoological Society's London headquarters. The purpose of the meeting was to examine recreational hunting as a conservation tool and to explore how recreational hunting can be a significant partner in global wildlife conservation.

About 260 persons followed the invitation to the symposium. The event was co-organized by the [International Council for Game and Wildlife Conservation \(CIC\)](#) and [Fauna Flora International \(FFI\)](#). Primary funding for the conference came from organizations like [Conservation Force](#), [Dallas Safari Club](#), [Safari Club International](#) and [Sand County Foundation](#). Opening the meeting SUSG Chair Jon Hutton said "this meeting breaks new scientific ground because for the first time we have brought together leading experts and

practitioners from around the world to examine in depth the claims that recreational hunting makes a significant contribution to conservation and rural livelihoods”.

For the purposes of the symposium recreational hunting was given a working definition of “hunting where the hunter or hunters pursue their quarry primarily for recreation or pleasure”. From an economic perspective it was recognized that there are two broad but not exclusive types: *local hunting*, where the hunter originates locally to the hunting area, and *hunting tourism*, where the hunter travels a considerable distance, often abroad, and pays a substantial amount of money for the hunting experience.

Some 35 contributors, amongst them well known names like Leader-Williams, Millner-Gulland, Naseer Tareen, Lamprey, Child, Baldus, Reimoser, etc made 26 presentations during two days of marathon sessions which ranged from the origins of modern conservation in the initiatives taken by famous hunters, through global overviews of recreational hunting, angling and falconry, to regional models from North America and Southern Africa, scientific studies of the effect of trophy offtakes on population dynamics for species such as lion, red deer and bighorn sheep and the interactions of game management and agricultural policy. Case studies demonstrated and critically evaluated how controlled hunting played critical roles and provided vital incentives for conservation.

Scientists and Inuit, falconers and philosophers, representatives from governments, non-governmental organizations and development agencies discussed a wide array of topics for two days with hunters, professional hunters and representatives of international hunting organizations – not only during the discussion sessions following the presentation of the papers, but significantly also in a most welcome networking process outside the formal meetings.

Dr. Rolf Baldus, president of CIC’s Tropical Game Commission said to African Indaba that „the discussions and interaction of the participants were characterized by a high level of expertise and the will to find solutions“; Baldus said further „even those amongst the participants, who oppose hunting, were quick in adapting to reasoned dialogue and discussions.“

Astonishingly with the heterogeneous make-up of the participants, the major focus of the symposium did not target the usual polarizing and dividing question of whether one should hunt or not, but rather aimed at how to optimize the hunt and hunting practices. According to Baldus, participants showed a high level of agreement from the very start in the assessment that hunting could contribute significantly to conservation objectives and to poverty alleviation schemes in economically marginal regions. There was agreement that these positive contributions can already be observed in many individual cases. The Canadians have coined the expression „Conservation Hunting“ for this interactive process – and this term gathers more and more importance and the political acceptance of what is enshrined in „Conservation Hunting“ is growing locally and internationally.

The conference participants discussed conditions as well as political and cultural initiatives which could be used to make hunting an even better instrument to further environmental protection and biodiversity conservation objectives and incorporating socially and culturally important aspects. The existing data indicate that hunting can be a very positive force for conservation. This discussion did not omit that those who hunt and their activity of hunting actually create certain direct and indirect services for society in general. They also acknowledged the right of hunters to enjoy hunting as a recreational activity.

When examining new approaches to improving the governance of hunting, various initiatives defining principles, guidelines, criteria and indicators for sustainable hunting in Europe as was an outline code of conduct derived from an analysis of sport hunting in Southern Africa were described. Possibilities for certifying hunting at a local level on the lines of forestry schemes were considered, but something much simpler was advocated.

There are of course also pitfalls and serious problems that need to be addressed. Hunters, their international organizations, non-hunting conservation NGOs, government officials and scientists with interdisciplinary skills need to work cooperatively to improve data collection and standards across the globe. Cases were presented of over-exploitation, of corruption by a few key individuals and of bad governance which prevent the revenues from tourist hunting being maximized for conservation and community benefit. These are serious obstacles for sustainable conservation hunting schemes. The dire need for good governance at all levels was a theme echoed by many speakers. In her concluding remarks to the

Symposium, SSC Chair Holly Dublin set out the challenges of a rapidly evolving international agenda, while affirming that “a common passion for conserving wildlife unites everyone who has taken part in the meeting”.

After the symposium the SUSG held a „by-invitation-only“ workshop attended by about 70 people to examine a range of possible tools for enhancing the sustainability of recreational hunting. The participants focused on standards, certification, principles, codes and charters. Among the outcomes to be further considered by the SUSG are work on broad principles of global relevance and examples of best practice relating to them, as well as the need for wider understanding of the contribution which hunting makes to pro-biodiversity land management and livelihoods. The critical threats which face hunting globally, the biological, social-economic and ethical problem areas and issues were presented, examined and synthesized by some of the most experienced and knowledgeable thinkers in hunting and conservation.

Many countries are already actively working on optimizing their conservation hunting systems, but there are also many who have not even started. The large international hunting organizations need to support this budding reform process. There are huge challenges and many areas where change needs to happen. The complexity of some of the issues requires the dedication of individuals and organizations for a situational evaluation, the recognition of critical areas where change or adaptation is required and a positive attitude to move forward in order to secure the recognition of the positive conservation contribution of hunting on a global level.

Dr Rolf Baldus, president of CIC's Tropical Game Commission said after the four days of intense interaction „ the CIC supports the creation of regionalized approaches towards sustainable hunting“. Baldus said further that „the CIC does not advocate the introductions of complex international certification systems as with forestry products for example. Our intention focuses firstly on demonstrating the considerable economic and social potential of hunting tourism as a product within the global tourism industry and secondly on assisting all stakeholders as well as governments and local communities to create criteria and principles for sustainable hunting tourism and to achieve a triple bottom line result.“ In the next issue African Indaba will start a series about the CIC Sustainable Hunting Tourism Program. You can also follow the progress soon under [www.cic-wildlife.org](http://www.cic-wildlife.org)

Never has there been such a gathering of experts with an exclusive focus on hunting. The four days at the Zoological Society in London will bring hunting to a new level of recognition.

The papers presented at the symposium will be published by Blackwell as a book. African Indaba will bring abstracts and comments on the various topics in the next issues.

## Guidelines on Sustainable Hunting in Europe

By Gerhard R Damm

In view of the rather protracted discussions around the proposed new hunting legislation in South Africa it is significant to note that the representations submitted by various South African hunters' associations are well in line with the “European approach” as stated in these [“Guidelines on Sustainable Hunting in Europe”](#).

Maybe the civil servants in DEAT would have saved an enormous amount of time and considerable effort, not to speak of funds which could have been earmarked for conservation, if they would have listened from the start to proposals by the [CIC International Council for Game & Wildlife Conservation](#). The CIC suggested using the expertise of recognized experts like Dr. Fritz Reimoser, who has drafted the [Principles and Guidelines for Hunting](#) for his native Austria (click the provided link for an executive summary of the advanced edition featuring an outline of the updated contents).

**Dr Reimoser is one of the five editors of the Guidelines on Sustainable Hunting in Europe.** Using Dr. Reimoser's expertise in combination with the knowledge of other CIC experts and the practical experience of South Africa's hunting and wildlife ranching associations has been specifically proposed to DEAT in the CIC submission. This has nothing to do with a Eurocentric approach; it is rather common sense to combine existing knowledge across the continents in order to produce sensible outcomes.

The Guidelines on Sustainable Hunting in Europe have been prepared by the *Wild Species Resources Working Group* (WISPER) of the IUCN-SSC *European Sustainable Use Specialist Group* (ESUSG). They aim to apply wider international principles and guidelines for the sustainable use of wild living resources at the European regional level. The focus is on recreational hunting involving the shooting of birds and mammals. However, much of what is put forward should be applicable in other contexts, such as subsistence or commercial hunting or hunting with hounds or falcons.

The European document provides a non-binding set of guidelines for the sustainable hunting of wild bird and mammal species, generally classified as "game" and as such subject to regulated hunting. The aspect "sustainability" is addressed mainly from an *ecological* point of view. In addition, the document makes a first analysis of certain (combined) *socio-economic* considerations.

The authors of the document state that it would be useful to develop further tools to assess the *economic* and *socio-cultural* sustainability of hunting. In case of conflicting interests between the three principals' aspects, resolution of that conflict should be based on the best available science, or otherwise on professional management experience. It should however be clear that *ecological* guidelines should prevail – in other words, **if hunting is ecologically unsustainable, this cannot be "compensated" by economic and/or socio-cultural sustainability.**

You can download the entire document at

[http://www.iucn.org/themes/ssc/susg/docs/WISPERguidelines210906\\_1.pdf](http://www.iucn.org/themes/ssc/susg/docs/WISPERguidelines210906_1.pdf)

## Results and Conclusions of the Selous Conservation Program/Tanzania 1987–2003

By Dr Rolf D Baldus

*Dr Baldus examines the crucial role of good governance in ecosystem management in an analysis presented at the Serengeti Conference 2006 (edited for African Indaba)*

### *Summary*

Between 1987 and 2003 the Tanzanian and German Governments jointly implemented the Selous Conservation Programme (SCP), for the long-term conservation and sustainable use of the natural resources, in particular wildlife, in the Selous Game Reserve and environs. Its direct objectives were to rehabilitate the Selous Game Reserve, to involve the communities in the buffer zones and allow them to manage wildlife and benefit from the sustainable use of natural resources on village land. It was planned, executed and financed in partnership between the Wildlife Division (WD), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), district administrations and villages around the Selous and other donors.

At the end of the Programme in 2003 the results were excellent: Overall level of management was satisfactory, trophy poaching was insignificant and an adequate, secure and long term financial basis was in place (2.8 million US\$ retention per year). Community involvement was well developed and practiced around the Selous, however, only on a pilot basis. The paradigm shift had been accepted and further developed by the central Government as a national program, called Community Based Conservation (CBC), for conservation outside protected areas and for poverty alleviation within the Poverty Reduction Strategy. Its implementation beyond pilot status was delayed by the Wildlife Division, as it would have meant a sharing power and revenue with the communities.

The major problem for the Selous during the time of the SCP was not to raise the reserve's management to satisfactory levels, but rather that many relevant decisions, e.g. on hunting quotas, allocation of hunting blocks and tourist lodge sites and on the reserve's budget remained with the Ministry. These important decisions were taken without consent or even involvement of the Selous administration and other stakeholders like the districts and communities concerned. Upon the request of the Government of Tanzania and financed by Germany a major reform of the technical administration (database, computerization) of

tourist hunting was prepared yet was never used. Equally an officially accepted Hunting Policy of 1995 was never implemented.

Only two and a half years after the end of the SCP the picture for the Selous is already turning increasingly bleak and the long term sustainability of the SGR is in jeopardy due to decisions at the top Wildlife Division level. In violation of the Cooperation Agreement between the Tanzanian and German Governments the retention budget (50 % of all reserve revenue) of the Selous has been cut by nearly two thirds in the first year. The budget was increased again in the financial year 2005/2006 after the Ministry had been reminded of the existing agreements, but it still suffers from a cut of 30 %. The funds at this stage are simply not sufficient for a proper operation of the reserve. Trophy poaching has consequently shown a strong upward trend and the effectiveness of management is in jeopardy. The situation is further aggravated by a number of planned environmentally doubtful projects.

CBC continues to be delayed despite a strong central Government commitment. Whether the involvement of communities and their receiving benefits from wildlife use on their land will in the long run maintain the survival of wildlife outside the protected areas is unknown. However, without an approach which takes the needs and rights of the communities in the wildlife areas into account, wildlife does not have much of a future. There are strong indications that the top wildlife bureaucracy would prefer to return to their traditional "fences-and-fines-approach", which serves their own individual economic interests well.

At the core of the problem lies the administration of the wildlife revenue which comes primarily from hunting (90 %) in the Selous. All central decisions (quotas, allocation of blocks, revenues) are taken by the Director of Wildlife. There is a severe case of Bad Governance and no tender or similar procedures are followed for the allocation of hunting blocks. All efforts to induce transparency and initiate some debate towards introducing reform within the industry have been blocked in recent years. This action is supported by the major actors in the hunting industry, as they thrive within the present system. The chairman of the Tanzania Hunting Operators Association has leased approx. half of the Selous area for more than thirty years now without ever having been required to compete for these blocks in a public tender. Instead, hunting blocks with an estimated market value of 80,000 to 150,000 US\$ continue to be allocated at the discretion of the Director of Wildlife for an official annual fee of 7,500 US\$. The hunting industry as voiced out by its association and chairman is unanimously in opposition to grant the communities any decision making powers or rights to the wildlife on their village lands. This opposition has been one of the main stumbling factors which have lead to the slow progress and limited success in community involvement.

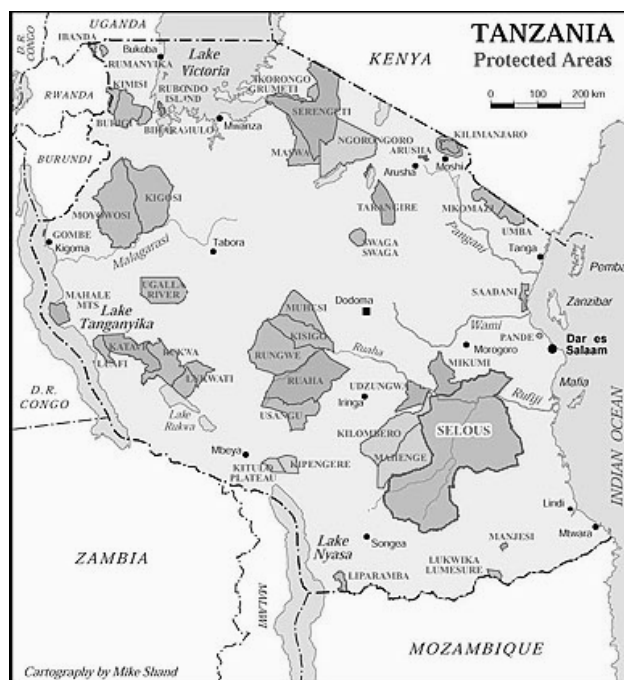
The analysis of the SCP and its long term results proves that a proper and successful ecological, social and economic management of a large ecosystem can be installed, but that long term sustainability is finally dependent upon the existing governance. The deep crisis of the Selous in the eighties was mainly the result of what is called "Bad Governance". If "Good Governance" cannot be installed into the management of the particular the hunting industry in Tanzania the Selous could fall back to where it was in the eighties.

The Tanzanian wildlife system has received significant support from foreign Governments and non-governmental organizations in recent years. The donors have engaged themselves in a constructive policy dialogue with the Ministry and the Wildlife Department over years. This resulted in many agreements, policies and promises, but in very little practical action on the side of the Government and no tangible improvement in Governance. During the last decade and after encouraging beginnings, the top Wildlife Division has succeeded in using various donors' financial support mainly for endless participatory meetings, conferences, evaluations and studies which were helpful to spend the money and prove "ownership" and a "participatory approach", but which were probably never intended to bring about any change. The donors – and the communities - were always promised, even by the Minister, that the agreed reforms would be implemented, but to no avail. The donors have meanwhile summed up their disappointment in a critical public statement and propose reform.

Tanzania increasingly receives aid in the form of budget support. It is hoped that the regulatory framework around new forms of aid delivery will increase the pressure for Governance improvement. There is broad agreement that the most important single aspect of Governance in Africa is corruption. There is also a general agreement that the financial transfers to Africa during the last four decades have achieved very little towards self-sustaining economic growth and development and that Governance is one of the roots of the malaise. The pressure to spend public development budgets coupled with the obvious lack of

Governance improvement and at the same time persisting hopes and illusions on the side of the donors reward those in Africa who benefit from bad Governance and punishes those who want to reform. Bad Governance – or should I better say corruption - pays after all!

### *Selous as Part of the Protected Areas' System*



### **Some Facts on the Selous Game Reserve**

110 years ago, in the year 1896, the German Governor von Wissmann created a game reserve between the Mgeta and Rufiji Rivers in the South of what was German East Africa at that time. The area became the nucleus of what is now the SGR. This makes it Africa's oldest protected area. The present size is approx. 48,000 km<sup>2</sup>.

It is basically a "Miombo" dry-forest ecosystem, but it contains many other landscapes like savannahs, riverine forests and wetlands. Wildlife populations are of major international significance, e.g. elephant, lion, leopard, wild dog, crocodile, hippo, Roosevelt sable, Nyassa wildebeest and many others.

The ecosystem extends beyond the borders of the reserve. Presently communities south of the reserve have started to create their own wildlife protected areas. Thus a kind of ecological corridor will be created between the Selous and the Niassa Game Reserve in Mozambique. An ecosystem of approx. 110,000 km<sup>2</sup> could thus come eventually under coordinated conservation management.

The main problems in the Selous remain poaching, an insecure financial basis and insufficient community involvement in the management of the buffer-zones.

### **Start of SCP in 1987: Selous in Crisis**

In the aftermath of "African Socialism" the wildlife sector in Tanzania deteriorated. The Selous elephant declined from approx. 110,000 in the early seventies to around 55,000 in 1986 and to less than 30,000 in 1989. The rhino was poached during the same period from over 3,000 to less than a hundred. The management system of the reserve had more or less broken down. There were two Landrovers operational and the 1987 I budget amounted to approx. 3 US\$ per km<sup>2</sup>. Governance was the core problem. More than half of the poaching originated from the official staff, often on orders of superiors, higher authorities and politicians. With very few exceptions those responsible were never taken to court.



## Why SCP?

The Tanzanian Government finally decided to take action to stop complete destruction of a World Heritage Site. A request was made to Germany under development cooperation. The reasons for Germany to get involved were:

- Biodiversity became a new development objective in a process which later led to the Rio-Conference.
- Wildlife was recognized as a natural resource which allows sustainable use for poverty alleviation.
- The role of communities in nature conservation was increasingly stressed.

## Some Characteristics of SCP

The SCP from the very beginning followed a "hands-on" approach. It was based on conservation partnerships between the Wildlife Division, the communities in the buffer-zones and the district administrations. The initial donors were GTZ (management, infrastructure and communities), Frankfurt Zoological Society (aircraft), WWF (rhino and elephant expert) and African Wildlife Foundation (mechanic). At a later stage KfW-German Development Bank, European Union, African Development Bank and USAID also contributed.

## Activity 1: Rehabilitation of the Reserve

The main activities were:

- Anti-poaching
- Training and equipment of scouts
- Payment increases and new structures, incentives, discipline
- Infrastructure: roads (from 1,700 km to 15,000 km), airstrips, communication, transport, housing, 2,000 km boundary demarcation
- Management planning, organization, development of professionalism

## Activity 2: Creating Financial Sustainability

Two options are open for the managers of protected areas:

1. Attain financial self sufficiency in order to maintain minimum core functions (doing the necessary with available public funding and own money) or
2. Secure permanent external finance in order to afford comprehensive management (doing more than what is necessary for survival and donor funds closing the finance gap)

SCP opted for self sufficiency since it was assumed that tourism (hunting and photographic) could generate sufficient revenue for management, allowing at the same time payments to central Government and districts. A retention scheme of 50 % was agreed with the Treasury by which the reserve was allowed to retain at least half of its income for management starting in 1994. In addition the Government paid basic salaries. The management of the hunting industry (90 % of reserve income) incl. quota setting and block allocation remained with the Ministry (Wildlife Division) and did not allow the Selous administration much influence.

## Activity 3: Involving the Communities

The Tanzanian Government had always followed the "fines and fences" approach, as this was the "state of the art". Wildlife was to be protected by the state and local people had no right to utilize it unless they bought a hunting license. However, the Government had never the capacity to protect the resource and often it also did not have the political will to do so. Often the official law enforcement agencies were the main violators.

At the beginning of the SCP in 1987 the only community involvement in wildlife management was poaching. Community management of forests and wildlife has a long and successful tradition in many parts of the world including Germany, and SCP included from the very beginning "Community Based Natural Resources Management" into its concept. The objective was to share power and benefits with the communities, let them have a word in the management of natural resources on their own land and use the material benefits as an incentive for the long term conservation of the resource. Sustainable use of wildlife was regarded as one of the few options left to maintain wildlife outside the protected areas. It is widely

accepted today that this paradigm shift represents the new conservation thinking. In the case of the Selous the concept was not in the form of “community outreach” programs, where communities are given benefits like social services. Instead they were to become the managers of the resource on their own land. Management and wildlife use inside the Selous was to remain with the Wildlife Division and not to be shared. The SCP-concept was summed up as follows: From **Conservation against the People via Conservation for the People** to **Conservation by the People**.

The then President Mwinyi propagated this concept as the new Tanzanian policy. It was applied and implemented in a pragmatic process of trial and error and with involvement of the communities. Around the Selous a good number of villages received user rights on a pilot basis and their chosen representatives (village game scouts) were at the same time recognized as Authorized Officers to protect the wildlife against illegal uses in their provisional “Wildlife Management Areas” (WMA). The following map shows the five areas in the Selous buffer-zone where such WMA were created by village initiatives with limited outside support. South of these areas a wildlife corridor on the basis of WMA is being established by the villages and with some outside assistance under GEF/UNDP. It will create biodiversity connectivity between the Selous and the Niassa Game Reserve.

**Box 1: Revenue collection from tourism, retention income Selous GR (Source: SGR statistics)**

Year	Number of Tourists	Number of Hunters	Tourist Revenue '000 US\$	Hunting Revenue '000 US\$	Hunting Retention '000 US\$	Total Income remaining in SGR '000 US\$
1991	1,150	115	22	1,245		22
1992	1,784	163	40	1,655		40
1993	2,135	198	53	1,831		53
1994	2,415	174	100	1,656	828	928
1995	3,473	168	160	1,706	853	1,013
1996	4,661	325	209	2,674	1,337	1,546
1997	5,455	346	249	2,909	1,454	1,703
1998	4,596	436	285	3,541	1,770	2,055
1999	5,501	343	303	2,718	1,359	1,662
2000	5,267	431	320	3,245	1,623	1,943
2001	4,802	482	299	3,621	1,811	2,110
2003	6,000	600	380	5,200	2,600	2,800



## Government Made CBC a Cornerstone of Policy

The Tanzanian Government further developed the concept and made it a national program under the name "Community based Conservation" (CBC). It became a major pillar of the Wildlife Policy of 1998. It saw countrywide application in 16 pilot areas. In order to facilitate the program CBC Guidelines were developed in a countrywide process of popular participation between 1999 and 2003. Thereafter a revised and modernized draft of a new Wildlife Act was prepared, which also contained the CBC concept. This draft is still with Parliamentary Committees.

## Some Results at the End of SCP (2003)

The SCP as a joint Tanzanian-German initiative came to a planned end in December 2003. Some major results can be summed up as follows:

### CBC:

- from 15 (1990) to 51 villages; more would join, if they were allowed
- 8,600 km<sup>2</sup> under village management
- 300 village game scouts on duty
- functioning self-administration at village level
- a wildlife corridor to Mozambique in the making Game Reserve:
- tourism turnover significantly increased, mainly sustainable
- Selous income around 5.6 m. US\$ out of which 2.8 m. were channeled back into the reserve as "retention"; additionally salaries were paid from the budget
- expenditure per km<sup>2</sup> was 65 US\$ (up from 2 US\$)
- reserve finance is sustainable, if retention scheme stays and if it remains well administered
- scout force declining and too small (1 scout/160 km<sup>2</sup>)
- management plan/system in place
- infrastructure developed and satisfactory, maintenance good
- performance of sector management and game scout force satisfactory, but in danger of declining

### Biodiversity:

- elephant poaching from > 3,000/year in the 1980s to < 50 in 2002/3
- elephant numbers: > 60,000
- rhinos breed, numbers remain very low and vulnerable
- other wildlife populations at natural levels, mainly on the high side; natural fluctuations; protection in buffer-zones greatly increased
- other natural resources (forests and rivers) fully protected inside the reserve (only)
- fish: illegal use going on, but mainly sustainable
- biodiversity in general reconstituted and maintained

### Reality Check

- Governance issues remain the problem No. 1
- Communities, donors and many observers agree: all CBC implementation has been delayed by administrative procedures (perhaps it has even been stalled?)
- In order to block the progressing empowerment of communities the Director even prohibited the distribution of the Swahili printed version of the official Tanzania Government "Wildlife Policy"
- All WMA secondary legislation too complicated in order to delay/avoid implementation
- First villages only registered as WMA in 2006
- Privileges granted to villages withdrawn after 2000
- WMA leased as hunting blocks without agreement/against the will of villages and districts
- Hunting industry grossly mismanaged (see Baldus/Cauldwell 2004)

- Overhunting in certain areas and for certain species
- Many main actors of the private hunting industry actively involved in mismanagement
- Hunting Policy of 1995 signed, but never implemented

Upon request of the Director of Wildlife the administration of the hunting industry was analyzed, reorganized and computerized with assistance of a donor between 1996 and 1998; the necessary hard- and software was put in place; Ministry recognized results as in line with terms of reference, but never applied the system and continued instead with the non-transparent procedures which allow many abuses to happen and go undetected

- widespread corruption in the administration of wildlife use
- village forests depleted before new community based forest act becomes operational

### Conclusion of Donors

Development Partners Group: "Unfortunately the wildlife industry is characterized by an inefficient system of allocating hunting concessions and problems with quota management, poor rates of recovery of revenue, and only limited participation of communities in the direction of management of the hunting sector ... and there is strong resistance to reform of the sector by those who profit from the current situation."

It is proposed: "Effective market-based competition for hunting concessions should be introduced, as suggested in 1993, with appropriate qualification criteria for outfitters to meet before bidding and size limits for trophy species must be strictly adhered to and monitoring should be rigorous;

Hunting must not be allowed to deplete wildlife resources and so an improved data-set on resource status and hunting activity needs to be available. There is a need for an improved monitoring system to be implemented with adequate data management facilities; and, the Ministry of Finance (and TRA) should be supported in undertaking a review of the hunting sector including taxation-rates and procedures, and a review of the financial status and management of the Wildlife Division. Transparent accounting systems and computerization must be introduced. "

### Benchmarking CBC

The following criteria are crucial for successful Community Based Natural Resource Management. The table tries to give a rough summary of how the major stakeholders, namely the communities and the top Wildlife Division, have internalized them during the last 15 or so years.

<u>Criteria</u>	<u>Communities</u>	<u>Wildlife Division</u>
Ownership	yes	no
Commitment for Reform	yes	mixed
Capacity to Change	yes	no
Accountability	yes but deficits	no
Empowerment	yes	no

Handing over more ownership of wildlife from the Government to the communities would result in the sharing of power and money. As very little has been achieved after nearly 20 years the conclusion that the Wildlife Division does not intend to share is obvious. Nevertheless, the empowerment of communities is well advanced. It will be difficult in the long run to withhold the reforms of the wildlife sector, as they have been promised by high Government authorities too often and as they are part of the official Poverty Reduction Strategy despite the blockade efforts by the wildlife administration.

### Outlook 2006

- WMA and CBNRM - unknown future
- Lodge sites approved in violation of Selous management plan
- Financial base weakening
- Retention scheme in danger (all figures Selous statistics):
 

2003/4:	2.8 m. US\$
2004/5:	1.0 m US\$
2005/6	1.8 m US\$

- Poaching: strong upward trend
- Hunting: reform rejected again by Director of Wildlife after elections
- Government has granted mineral prospecting licenses for Selous despite international agreement that there must be no mining in World Heritage Sites
- Kidunda Dam project at north-eastern corner of reserve goes ahead despite negative technical and environmental studies and expert agreement that project is not feasible: will lead to major ecological damage in northern (tourist) sector of Selous and to destruction of neighboring WMA.

### **Bibliography:**

All quoted publications plus additional articles and sources on the Selous, SCP, CBC, tourist hunting etc. can be found in: <http://www.wildlife-baldus.com> and on [www.africanindaba.co.za](http://www.africanindaba.co.za)

**Disclaimer:** The author worked as coordinator of the SCP from 1987 to 1993 and as Government Advisor in the Wildlife Division between 1998 and 2005. All views and opinions expressed are, however, solely his own and not necessarily those of his former or present employers. They are also not necessarily those of the conference organizers.

## **Conservation, Wildlife & Markets**

Recommendations from the “Conservation, Wildlife & Markets” conference at the Strathmore Business School, Nairobi, and its implications for Kenya’s wildlife policy review

Guest Editorial by Dr Stephanie S. Romañach

Wildlife conservation and wildlife policy are particularly emotive topics in Kenya, often stimulating media coverage and intense debate. In 1977, Kenya imposed a ban on trophy hunting that is still in place today.

The Kenyan government has retained ownership of wildlife as well as user rights for the wildlife resource except for tourism. Despite these policies, Kenya has remained a popular destination among tourists, many choosing to visit the country for its famous parks. However, much of the country is not suitable for tourism because of remoteness, lack charismatic species, or low densities of wildlife. Because alternative wildlife utilization options are not permitted, there is little scope for people living with wildlife to derive revenues from wildlife.

As a result, wild animals are perceived by many Kenyans to be nothing more than a dangerous liability. This perception is enhanced by the increasing frequency and intensity of human-wildlife conflict in Kenya, which is widely publicized in the media. Correspondingly, wildlife populations inside and outside of protected areas in Kenya have experienced serious declines in recent years, and without a change in policy, conservation prospects are bleak. Kenya is currently reviewing its wildlife policy, which could yield major changes and thus improve the prospects for conservation.

In early November, I was invited to a conference on ‘Conservation, Wildlife & Markets’ held by the Strathmore Business School in Nairobi. I was asked to speak about the potential for trophy hunting to contribute to wildlife conservation and management, and rural development in Kenya. Given that trophy hunting is such a contentious topic (especially in Kenya), I was concerned that discussion would be emotional and unscientific. This concern was amplified when I learned that an animal welfare organization was funding the conference. Thankfully, though, the conference organizers obtained financial support from several organizations, thus ensuring a balanced agenda. The timing of the conference with the wildlife policy review was coincidental, but potentially of great value.

The 3-day conference opened on the morning of the 9th of November with an attendance of 100 – 150 people. There was a line-up of 17 speakers from various backgrounds and specializations, including those practicing law, journalism, economics, and conservation. One of the goals of the conference organizers was to ensure that the conference did not turn into an emotional, pro- versus anti-hunting debate. Speakers,

discussions, and questions focused on the role of markets, property rights, and law for the benefit of effective wildlife policy formation.

One of the first speakers was Richard Leakey, former Director of Kenya's wildlife regulatory agency, Kenya Wildlife Service. The content of Leakey's presentation was a surprise to the audience, given his past position statements. Leakey commented on the unsustainably and large scale of the illegal bushmeat trade. He stressed that hunting (in some form) has never stopped in Kenya despite the ban and is, in fact, widespread and out of control. Leakey went on to say that decision makers should consider a policy to regulate hunting, make hunting sustainable, and to allow people to derive value from wildlife.

The ban on trophy hunting of almost three decades means that most Kenyans have never experienced regulated tourist trophy hunting. Younger Kenyans know only of stories from the previous poorly-regulated and corrupt hunting industry that lacked necessary controls and lacked community involvement.

The goal of my presentation was to provide information on the economic and conservation status of the hunting industry in other countries in Africa so that Kenyans could see what works in other places. I also spoke about how the hunting industry can improve its role in conservation (work done in collaboration with Dr Peter Lindsey, see *African Indaba*, vol. 4, no. 4, article 12).

After my talk, some of the young attendees commented to me ideas they were not previously aware of, such as: the large-scale economics of trophy hunting, the high prices paid for some wildlife species on the live sale market, and the successes of trophy hunting on communal land in some parts of Africa.

Discussions during the conference made clear that some of the time-tested principles of sustainable use, which are broadly accepted in other East and southern African countries (e.g., landholders having wildlife user rights), are questioned in Kenya.

Some Kenyans feel that conditions and conservation issues in their country are different from those elsewhere in Africa, and that different solutions are needed, but not likely to be found. Others are concerned that Kenya is too corrupt for controlled trophy hunting to work. A further concern about trophy hunting is that it would provide another opportunity for a foreign industry to exploit local resources without reinvesting significantly in Kenya.

Photographic tourism in Kenya suffers badly from leakage of revenues overseas and a failure to devolve adequate benefits to communities. Some Kenyans fear that trophy hunting will operate on the same inequitable basis.

Some of the opposition to hunting in Kenya stems from media and policy influence from western protectionist and animal welfare organizations. Correspondingly, some of the delegates disregarded trophy hunting as an option without giving accurate, relevant, or factual justification for why it would not work in Kenya. The fact remains that most wildlife species are reported to have declined by 40 - 90% since hunting was banned.

A workshop was held on the final morning, designed to allow conference speakers to discuss the conference proceedings and agree on conclusions. These have been submitted to the National Steering Committee for their consideration during the ongoing wildlife policy review process. After several hours of discussion, all present agreed on several points to put forward to the Committee, including: devolution of user rights of wildlife to people living with wildlife to permit the derivation of benefits and thus the creation of incentives for conservation; equitable revenue sharing with communities/landowners bearing the cost of living with wildlife; allowing communities to maximize the value of wildlife (without getting stuck on the issue of whether to legalize trophy hunting); using examples from other parts of Africa to aid in an examination of consumptive use as means to enhance the value of wildlife.

At this stage, the National Steering Committee would benefit from careful examination of the pivotal role played by trophy hunting elsewhere in Africa in creating financial incentives for conservation. Hopefully, the information availed at the conference will lead to new policies that benefit wildlife conservation and the people living with wildlife.

I would like to express my thanks to Raul H. Figueroa for organizing such a timely and well-produced conference.

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ecology from the University of California Santa Barbara, and has been conducting field research for the past 10 years. Stephanie has worked on herbivore ecology in the USA, Southern Africa, and East Africa, and carnivore conservation in Southern and East Africa. Her current research includes understanding the dynamics of the bush meat trade and developing means for wildlife areas to protect wildlife while improving the livelihoods of neighboring community members, working to create benefits to local citizens from trophy hunting and ecotourism as incentives for wildlife conservation, and conservation projects on endangered African wild dogs dealing with conflict with game ranchers and livestock owners.

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## Kenyans Discuss Their Wildlife Policy

During another wildlife conservation and management policy and legislation workshop in Nakuru in December participants expressed the view that most Kenyans feel that they are not benefiting from the wildlife and tourism sector and that they should be directly involved to achieve a sense of proprietorship. Not surprisingly, it was further suggested that the Kenya Wildlife Service (KWS) to be replaced by a private body to manage and conserve wildlife.

During the earlier conference at the Strathmore Business School (see preceding article by Dr Romañach), Dr. Richard Leakey had already said in his speech to the participants that *"we should be thinking about how to secure wildlife rights on private land at a market rate"* and in continuation of his presentation, Leakey lambasted the Kenya Wildlife Service in these words *"[KWS] has had 16 years to operate and [which] at the end of the day is in debt, is totally corrupt, has created a very bad political relationship between itself and the communities and which is going nowhere."*

The national steering committee chairman Brigadier Kamunge said at the Nakuru meeting that the suggestions being received across the country would help review policy, the Wildlife Management Act and Sessional Paper which would later be presented to the Minister for Tourism and Wildlife. He further stated that emerging issues like the loss of biodiversity, habitat and fragmentation of land, human wildlife conflicts and competing land uses have made it critical to review the wildlife policy to realign it with current global trends.

**Editor's Note:** Please also read Dr Imre Loeffler's opinion (from the East African Standard of November 28th, 2006) "Keep NGOs Out of [Kenya's] New Wildlife Policy Talks" on page 13 of this issue of African Indaba.

## Keep NGOs Out of [Kenya's] New Wildlife Policy Talks

By Dr Imre Loeffler

Recently, the Vice-President Mr Moody Awori spoke on wildlife policy. The occasion was a ceremony at which IFAW (International Fund for Animal Welfare), as it frequently does, donated gifts to the Government in exchange for influence.

The nation's wildlife policy is being revised and the animal right activists and welfare organizations are distressed lest Kenya follows other East and southern African countries and adopt a new wildlife policy based on "wise use".

Awori, talking about the numbers of wildlife, is reported to have said: "We should allow nature to regulate." The sentiments were echoed by Dr Manu Chandaria, an IFAW trustee and board member. He waxed lyrical and said: "Let us give wildlife freedom to move and survive!" With these words, he bizarrely handed to the Vice-President Sh10 million to be used to erect a game fence in Laikipia and equipment needed to capture wildlife.

Romantics may talk about the wisdom of nature regulating itself, including wildlife numbers, yet Kenyans do not want wildlife to interfere with agriculture. This is the view held by the farming and pastoralist populations, including their representatives such as Laikipia West MP Mr GG Kariuki, who, in initiating the wildlife policy review process, pointed out that wildlife and agriculture do not mix.

The only people who appear to want wildlife roaming and multiplying freely outside protected areas are Awori and foreign animal welfare organizations, animal rights' activists, Chandaria and groups of urban Kenyans who are not threatened by human-animal conflicts. But Kenyans, who suffer the brunt of wildlife invasion and damage, fence, dig ditches and use all manner of deterrents - fires, spotlights, noise bombs and chemicals - to deny habitat to wild animals.

Millions of shillings are spent to translocate animals from areas where wise nature has allowed them to multiply to the detriment of man, their own environment and even their future. The sad thing is that wildlife numbers continue to decline because of the failure of policy, precisely the kind Western animal welfare NGOs have pressed on Government over the years.

Kenya has lost about 60 per cent of its wildlife in 40 years. Lately, the destruction has accelerated. While politicians and NGO chiefs organize workshops and symposia to talk endlessly on nature, our stewardship, biodiversity, heritage and so forth, wildlife is being exterminated.

It is being chased, shot, trapped, speared, snared and poisoned in increasing numbers. The situation is aggravated by the large game on non-protected land [where it is] at the mercy of landowners. Only a fraction of the non-protected wildlife areas are suitable for tourism.

As long as the people, who presently compete with wildlife, do not have direct legally obtainable benefits, they will continue to destroy it. If the current trends are extrapolated, it is likely that by the time Kenya Vision 2030 is supposed to be realized, there will be hardly any wildlife left in the non-protected areas.

Policy failure is the result of foreign wildlife NGOs, their local acolytes and successive governments, including their agencies such as the Kenya Wildlife Service (KWS).

Unless wildlife is well taken care of, it will disappear. Wildlife husbandry means looking after game so that it thrives and only then can it be harvested. The regions suitable for wildlife would be teeming with game if husbandry was allowed on a sound business footing.

Wildlife husbandry would make more money for Kenya than flowers do and at the same time be environmentally sound and help rehabilitate devastated land. Yet the Vice-President, who spoke of nature so warmly and seemed to have made promises in return for gifts, pledges which prejudice the outcome of the ongoing wildlife policy review, also dwelt on management.

Contradicting himself, he called on KWS to "scientifically manage animals". Indeed! What is required is scientific and economic management of wildlife. Having left matters to "nature" for decades, we lost more than half of our wildlife, incurred enormous environmental damage and paid an incalculable opportunity cost.

The wildlife policy struggle is increasingly tedious. What is so galling is that, by ignoring the plight of the people and neglecting their interests, the animal rights' and welfare groups hurt the people and wildlife.

Instead, Kenya promises to continue with a policy that has obviously failed in exchange for paltry gifts. Lake Nakuru is drying up; Lake Naivasha is dying as is Lake Victoria. Silting is rife in Lake Baringo and Lake Turkana is shrinking. The Government excises forests and settles people, allows invasion of protected areas and contemplates destroying wildlife habitat for dodgy sugar business. Turning attention to shortcomings of environmental policies would be more useful than sentimental foreign philosophies.

**This article first appeared in "The East African Standard" (Nairobi) on November 28, 2006**



# WWF on “Hunting for Conservation”

WWF Annual Review 2005

<http://assets.wwf.ch/downloads/wwfannualreport.pdf>

*Editor’s Note: The following text has been taken verbatim from the 2005 Annual Report “Working Together” of WWF.*

At first glance, trophy hunting may seem a controversial way to achieve conservation, and one that goes against the instincts of some conservationists. However, the revenues generated from selling hunting rights can provide strong incentives for local communities to reduce poaching and conserve their wildlife.

This is particularly the case in Africa, where people have not been allowed to benefit from the sometimes dangerous species they are forced to coexist with. As a consequence, poaching is rife and wildlife habitat is frequently replaced with livestock and cropland. WWF recognizes that communities will not conserve their wildlife unless they can benefit from its presence. Therefore, under appropriate conditions, the organization supports properly-managed hunting programs. Since 1998, trophy hunting has formed part of the overall effort by WWF in Namibia to help local communities improve their living standards.

Through the income generated by hunting concessions, schools have been upgraded and teachers paid, grinding mills and water pumps acquired, and food and employment secured. The whole program is owned and run by the communities, who keep the meat from the hunt for their own use. Very conservative quotas – ranging from 0.5 to 2 per cent of the game populations – are established by government scientists and other conservation experts and are controlled by strong regulations. But in practice the numbers removed are lower and, as a result, there is no biological impact on resident wildlife.

In Namibia, the income provided by the small number of trophies taken has helped to create an incentive for community members to maintain wildlife in their area. More than 150,000 community members are now participating and game numbers are increasing at unprecedented rates.

## The PHASA AGM from a Conservationist’s Perspective

By Dr. P.A. Lindsey

Trophy hunting is of vital importance to conservation in Africa by virtue of creating financial incentives for the retention of wildlife as a land use over an area of approximately 1.4 million km<sup>2</sup>, or five and a half times the size of the UK. There are, however, a number of key problems which presently prevent trophy hunting from being as effective a conservation tool as it could be. Because trophy hunters are custodians over such vast areas, ‘getting hunting right’ is of absolutely key importance for conservation, and something that I believe should be a key focus for conservationists and hunters alike.

This belief led me to start working on the topic of trophy hunting and conservation in Africa. When I started working on this issue, I had two primary objectives:

- to raise awareness within the scientific community and among the general public of the vital role played by hunting to conservation efforts in Africa, and
- to try to develop ways of enhancing this role.

Given this background interest, I was pleased to receive an invite to the recent Annual General Meeting of the Professional Hunters Association of South Africa (PHASA) in the Drakensberg. The trip was sponsored by the International Council for Game and Wildlife Conservation (CIC).

In South Africa, trophy hunting has been particularly important for conservation, having provided much of the stimulation for the shift to game ranching and the resulting increases in wildlife populations, and having been largely responsible for the recovery of endangered species such as white rhino, Bontebok, black wildebeest and cape mountain zebra. Sadly though, there are also several problems associated with the hunting industry in South Africa. These include well publicized issues such as canned lion shooting and put

and take hunting, and less obvious problems such as the widespread introduction of exotic trophy species, cross breeding of closely related species, and the persecution of non-huntible predators such as wild dogs and cheetahs to protect trophy animals. I have long held the opinion that hunters not do enough to address problems associated with the hunting industry and to regulate the activities of unscrupulous operators. Consequently, I was very interested to attend the PHASA AGM and see to what steps, if any, organized professional hunting in South Africa is taking to address some of the problems currently affecting the hunting industry there.

I believe that professional hunting associations in Africa could and should play a key role in regulating hunting operators and thus enhancing the conservation role of the industry. However, this potential can only be achieved given three pre-requisites are fulfilled:

- a. professional hunting associations must have a strong commitment to conservation,
- b. membership to these association must be contingent on good conduct by the hunting operators, and
- c. expulsion of an operator from these associations due to poor conduct must significantly affect their ability to do business.

I came away from the PHASA AGM greatly encouraged by steps being taken towards effective self-regulation by PHASA, specifically because these pre-requisites for effective regulation appear to be falling into place. Firstly, it was evident from the discussions that PHASA and the majority of PHASA members present are committed to conservation and best hunting practices. Secondly, PHASA has taken disciplinary action against unscrupulous hunting operators and worked to have them expelled from the association. Thirdly, by developing cooperative partnerships with the organizers of the US hunting conventions (where the majority of marketing of hunting safaris is conducted), the threat of expulsion from PHASA is becoming a genuine deterrent against unacceptable hunting practices.

Hunting conventions form a bottle-neck through which much of the industry has to pass to sell hunts, and so convention organizers have a potentially vital role in assisting in the regulation of the hunting industry. Dallas Safari Club (DSC) has made the decision to prevent South African hunting operators who are not members of PHASA from attending their convention. This means that to get the chance to sell hunts on the Dallas platform, hunting operators have to be members of PHASA which means they have to abide by the standards of conduct required by PHASA. In future, this kind of regulatory approach could be complemented with incentives such as optimal booth placement for operators with good track records in conservation terms. Gaining clarity and consensus among hunters and conservationists in terms of what activities constitute best practice for conservation is an important next step.

In summary, the PHASA AGM was encouraging to me from a conservationist's point of view, because there was evidence of the hunting industry taking responsibility for self-regulation. I believe that the future of the hunting industry is by no means secure. The general public is becoming increasingly uncomfortable with the idea of hunting animals for sport and most people do not understand the conservation role of hunting. At the same time, the protectionist fraternity has been effective at publicizing problems in the hunting industry to foster anti-hunting support. To help ensure the long term future of hunting in Africa, the hunting industry must visibly work to rid itself of unscrupulous elements and work to become an indispensable and conservation tool, recognizable to all.

## Moving Ahead (Extracts)

Editorial Comment by Gerhard R Damm

The Kenyans are also moving ahead. Oops – I should rather have said side- and backwards. A "Draft National Land Use Policy" which virtually nobody had heard of; which proposes to abolish freehold tenure in favor of 99 year leasehold; which tries to marry African customary law with modern British law; which demands that land can be sold only with the approval of family members, etc. came to light. A Central Land Board made up of politically appointees with judicial powers superior to the country's legal system is slated to have control over all land issues, and would be able to levy taxes.

There are three significant shortcomings in this policy. First, a profound ignorance of the history of land issues in Kenya, of the policies towards to these issues adopted by successive Kenyan governments, and of the workings of current land law. Second, by concentrating almost exclusively on minority issues (important though they are) at the expense of the majority it will create greater injustices than those it seeks to redress. Third, by undermining one of the pillars of the Kenyan economy – security of private tenure and the unencumbered transfer of property rights -- it will hinder the creation and accumulation of wealth by Kenyan citizens, thus exacerbating and perpetuating poverty. Finally, implicit in the Draft Land Policy is the prerequisite for deep and radical amendments to the Constitution – a process already soundly rejected by the citizenry of Kenya (Mike Norton-Griffiths, 2007 – see also <http://www.mng5.com/others.htm>)

Kenya's population largely abandoned communal tenure in favor of private tenure and freehold within an enlightened land tenure system. Private title deeds facilitated the access to capital, due to the unencumbered transfer of such rights. Kenyans and similarly South Africans and Namibian are light years ahead of the rest of the continent with this proven system. Mugabe's disastrous experiment in Zimbabwe certainly does not invite any imitators, yet the proposed Kenyan land policy will dispossess millions of land owners and in its wake, will create, accentuate and perpetuate both rural and urban poverty.

It transpires that it is an NGO called ActionAid founded 1972 in the UK and now one of the UK's largest development agencies with its international secretariat based in South Africa, who invented this neo-Marxist document. ActionAid's primary motivation seem to be issues of minority land rights and a wish to redress real or perceived injustices dating from the colonial era, yet the new policy launches an outright assault on private property rights, on the security of such property rights and on the free and unencumbered transfer of such property rights, without offering any sensible alternatives. The European Parliament should have a look at ActionAid's activities and how the UK government is being dragged into these schemes.

I suggest that this issue is also of importance for the preparations of the CITES Conference of Parties (CoP 14) in The Hague later this year. Kenya's published proposals for CoP 14 show an expansion of the unholy alliance between IFAW and ActionAid towards wildlife policies not only in Kenya but across Africa. The alliance obviously held the Kenyan hand which drafted yet another set of ill-conceived proposals. ActionAid's interest in wildlife and the clandestine cooperation with and funding of IFAW has gone a long way: Their combined message: "*don't go near utilization – it is a plot by wicked colonialists*" is accompanied by some staffers' private statements that they have the Minister in their pocket, as well as the Vice President and the President!

What a surprise that an obviously IFAW-leaning writer of the Kenyan paper *The Nation* decries on February 20<sup>th</sup> in several articles that USAID partly financed a draft policy that asks the Kenyan Government to allow sensible and regulated sustainable extractive use of wildlife! John Mbaria of *The Nation* applies two yardsticks at his convenience, when evaluating policy proposals – wherever it serves IFAW's ill-conceived objectives, foreign funding is welcome, but on the matter of USAID involvement it's considered foreign meddling! IFAW's vociferous opposition to the proposed granting of user rights to land owners and communities living in wildlife areas; the refusal to empower them to participate in decision-making processes and to allow them to benefit from the use of wildlife resources is obviously not considered foreign meddling by Mbaria. There is anyhow a logic flaw here – in the land policy document expansion of minority rights are sought, whereas the wildlife policy objective of IFAW provides just the contrary.

It is rather strange that Mr Mbaria labels the consultative process regarding the formulation of a new Kenyan wildlife policy *"Behind-the-Scenes Foreign Efforts to Change Policies"* yet he conveniently forgets the four decades of constant meddling of American and European IFAW staff in alliance with the likes of the UK-based Born Free Foundation and the US-based Humane Society (HSUS). He also forgets to mention the disastrous losses which Kenya's biodiversity had to suffer during the all-permeating influence of international animal rights organizations during the past thirty years and the dismal record of incompetence of the Kenyan Wildlife Service under IFAW guidance. He further forgets to mention the condescending attitude of the animal rightists, who corrupted untold numbers of Kenyans with easy handouts and money.

It is quite ridiculous, when another editorial of *The Nation* by an unknown author, published on February 26<sup>th</sup>, claims that wildlife numbers in Kenya increased since the ban on sport hunting in the late seventies. Empirical evidence shows that quite the contrary is true! The review of wildlife policy through a process of national workshops and regional seminars, and visits by the National Steering Committee to neighboring and southern African countries, was actually motivated by the loss of some 70% of all wildlife in Kenya over the last three decades – an unprecedented feat achieved nowhere else in Africa except perhaps in countries ravaged by civil strife.

Dr Stephanie S. Romañach wrote in the last issue of African Indaba (Vol. 5, No. 1) that Richard Leakey, former Director of Kenya's wildlife regulatory agency commented on the unsustainable illegal bushmeat trade during one of the hearings, stressing that hunting in some form has never stopped in Kenya despite the ban and is widespread and out of control. Leakey further said *"that decision makers should consider a policy to regulate hunting, make hunting sustainable, and to allow people to derive value from wildlife"*.

Some Kenyans fear that trophy hunting will provide an opportunity for a foreign industry to exploit local resources. *The Nation's* journalists constantly pour oil into this fire. Yet they fail to mention that it is Kenya's much-lauded photographic tourism industry which suffers badly from leakage of revenues to overseas accounts and from the absence of devolving adequate benefits to communities. John Mbaria does not seem to have either an economist's nor a conservationist's knowledge, since he upholds that "non-consumptive tourism" is the proverbial golden goose. He omits to address the unsustainability in photo-tourism – even for the casual observer it is obvious that the hordes of tourists in their zebra-striped minibuses operating from ever-expanding lodges are extremely consumptive of Kenya's most picturesque biodiversity hotspots and are negatively impacting on the behaviour of all animals as well as on their habitats. Mr Mbaria, don't you know that most of the Kenyan lands suitable for wildlife (around 95%) are never visited by your much lauded photo tourists? The consequence is obvious – if the current restrictions on income generating opportunities from wildlife are not lifted – whatever is left of wildlife there will disappear. Will IFAW still be around to take the blame? Or will they have shifted their attention and funds elsewhere?

It will be a conservation disaster if the IFAW people and their Mbaria-minded helpers are successful in subverting the entire Wildlife Policy Review Process with their rent-a-mob crowds and misleading briefings to the President. Dr. Mike Norton-Griffiths wrote on his website <http://www.mng5.com/>: *"I return here to the essentially economic basis for the catastrophic loss of wildlife in Kenya, and to IFAW's role in trying to prevent one of the few remedial actions that has a chance to redress the situation, namely to reintroduce consumptive utilization. IFAW has every right to its opinions, but they should not use their financial muscle to subvert the representative democratic process in Kenya and usurp the powers of the elected Parliamentarians. Furthermore, IFAW's only objective is to stop consumptive use: they offer no alternatives and clearly do not mind if all wildlife outside the protected areas is consequently lost from Kenya."*

Mr James Isiche, the regional director of International Fund for Animal Welfare in East Africa focuses on his dislike of sport-hunting in an article published in The East African Standard on December 12<sup>th</sup> last year as a reply to an editorial opinion by former EAWLS leader Dr. Imre Loeffler (see Vol. 5, No 1, Page 12 for Dr. Loeffler's article). Isiche follows a well used IFAW-pattern: Focus on consumptive use, rail against hunting with half-truths and distortions and use statistics like Sir Winston Churchill in order to incite emotions where rational analysis should prevail.

Dr Loeffler replied Isiche in January saying *"Sport hunting is a side issue. Isiche tries to portray me as an arch advocate of hunting. I am not. I am not a hunter I am [even] apprehensive about sport hunting for a number of reasons among them my dislike for killing for pleasure and the knowledge that sport hunting is open to multifarious abuses. Notwithstanding my reservations, in line of my responsibilities in the*

conservation arena, I have undertaken to learn about sport hunting as much as I could. I have accompanied hunters, I studied the hunting arrangements in several countries and I familiarized myself with the thinking of hunter and anti-hunter. Anti-hunters believe that individualized, platonic ethics apply to animals as well as to humans and hence the killing of animals is unethical. The anti-hunting front is not monolithic, however, and not all anti-hunters are vegetarians, yet their thinking, at least with regard to wildlife is strongly anthropomorphic. In contradistinction to platonic ethics, utilitarian ethics seeks the maximum benefit for the maximum number, be it people, or, indeed as in this case, species."

And Dr Loeffler concluded his reply with these remarks: "Sport hunting, properly organized and regulated and free of corruption can create wealth in rural areas but in order to do so, a number of conditions need to be met and they are not easy to meet. In utilitarian terms sport hunting can benefit people and wildlife but not just everywhere. The debate on sport hunting should not be allowed to derail the wildlife policy review. Discrediting the rational discussion about the wise use of wildlife and discrediting the proponents of wildlife husbandry is a tactic animal welfarist and animal rightists often apply, one fine example being Isiche's essay.

Yes, there is a paradox in the notion that the saving of species may depend on the killing of individuals. A paradox, by definition, is an apparent contradiction, not a true one. Those who may have difficulty in comprehending the paradox may consider the status of the humble goat. Goats are everywhere. They are bred, attended to, traded and cherished because they have a value. If goats were declared wildlife, under the present policy they could not be owned, killed, eaten and their skin would be worthless too. The bush meat trade would quickly decimate goats and within a few years we would have to establish goat sanctuaries to save the species."

Mbaria deplors that many African countries, Kenya included, do not have the capacity to adequately monitor the activities of extractive use. Shortcomings in this respect need and are being addressed. But, Mr Mbaria, do the Kenyans have the capacity exercise control over IFAW? I suggest that IFAW's destructive actions at the time of the GG Kariuki Bill find continuation now: IFAW funds legions of so-called stakeholders – mostly urban, many non-Kenyan – and skillfully manipulates Kenyan and global media to block any rational new Kenya wildlife policy

Move aside IFAW – move ahead Kenya. Today's rational conservationists look at a triple-bottom-line of social, economic and ecologic results. Kenya and its wildlife deserve a fresh start!

## Hunting in National Parks in the USA

(Gerhard R Damm's synopsis of the article "A National Conundrum" by Frank Minitzer, published in American Hunter, June 2006)

Editor's Note: African Indaba received the following information from an article published by Associated Press on February 9<sup>th</sup>, 2007. It is important in relation with the synopsis of Frank Minitzer's article:

*"An overabundant and rapidly increasing population of 3000 elk at Rocky Mountain National Park near the town of Estes Park in Colorado is destroying their own habitat and food resources and prompted the state wildlife commissioner to urge permitting controlled hunting of the animals as alternative to culling them by professional sharp shooters. The later is a waste of a valuable resource said the commissioner at the State Wildlife Commission Meeting on February 8<sup>th</sup> 2007.*

*It costs millions of dollars for the taxpayer, versus strictly regulated hunting which would leave a considerable surplus.*

The readers of African Indaba will remember the discussions and contributions to the topic "Hunting in National Parks" in Volume 3, issues number 4 and 5, as well as Volume 4, issues number 2 and 3. You are urged to revisit these contributions by going to these two links on the African Indaba Webpage:

<http://www.africanindaba.co.za/archive05.htm> <http://www.africanindaba.co.za/archive06.htm>

Common opinion has it that hunting is forbidden in national parks, yet the truth is that 59 out of 390 properties administered by the National Parks Service (NPS) allow sportsmen to manage wildlife. In total 35% of the NPS acreage is open to sportsmen (29,943,312 acres of which 19,677,033 are in Alaska).

The hunting regulations are buried in thousands of pages of US Code. In Title 36, Volume 1 of the Code of Federal Regulations, we find this phrase: "Hunting shall be allowed in park areas where such activity is specifically mandated by Federal statutory law".

A NPS spokesperson said that there are three regulatory reasons why sportsmen may or may not be welcome in a national park:

1. A park's original legislation can forbid or mandate hunting (regulated by the US Congress)
2. A park's superintendent's compendium can regulate some practices, such as hunting (superintendents make some rules)
3. Local regulations may further restrict activities (state seasons can affect park rules)

The real astonishing fact behind the "reason", why some parks don't allow hunting, is that Congress never told them to allow it! Consequently the NPS decided that such parks are closed to hunting.

Chris W Cox, a NRA-ILA Executive Director says that "the regulations are backwards – hunting should be allowed unless Congress or the administration must close it for safety or security reasons, not the other way round."

The present debate whether to hunt or not to hunt in national parks has however a simple reason – many parks don't know what to do about burgeoning wildlife populations!

In North Dakota's 70,448 acre Theodore Roosevelt National Park (TRNP) the 750 head strong elk herd is about twice the optimal number for the habitat. In the past elk were live-caught and transported to other parks, but with prevalent Chronic Wasting Disease (CWD) this solution had to be scrapped. The park's superintendent stated that elk hunting outside the [unfenced] park's borders is ineffective, since 75% of the herd stays permanently inside the park. NPS was considering hiring sharpshooters, rounding up the animals in pens and killing them.

Why not hunt the elk? The superintendent said that "hunting in a park would set a precedent"! The legislation that set up TRNP does not specifically say that hunting must be allowed or prohibited.

Another example – Yellowstone National Park and its elk herd. The herd size there has shrunk to 9,500 animals (about half the size from the mid 1990s. The average age of elk increases – in 2005 cows reached 8.2 years and bulls 9.1 years versus ten years ago, when the average age was 6.2 and 5.9 years. The average ages of elk in [hunted] areas are generally in the range of 4 to 5 years. The Yellowstone herd is becoming geriatric because of low calf survival rate inside the park (70 to 75% succumb in the first year), and this is caused by high predation pressure from bear and wolf. If hunting predators in Yellowstone were allowed, the calf survival rate would rise.

One more example: The Hanford Reach National Monument in Washington State was gazetted in 2000 and hunting ceased – since then the elk population exploded to more than double the carrying capacity. Since 2000, the State has paid more than US\$ 500,000 in crop damages caused by elk. Now a management plan which includes hunting is being considered.

The logical way out would be regulated hunting in national parks – this wildlife management approach is also economically viable [and would reward sportsmen] who anyhow sent US\$ 294.691,282 to state conservation programs in 2005 through the surtaxes paid on guns, ammunition and other items.

# The Influence of Trophy Measurement in Cape Buffalo

By Winston Taylor, Environmental Biology, Oxford Brookes University

*Editor's Note: Winston Taylor's scientific paper (Full Title: The Influence of Trophy Measurement on the Age of Sport Hunted Buffalo, Syncerus Caffer (Sparrman), in the Zambezi Valley, Zimbabwe, and its Implications for Sustainable Trophy Hunting, 2005) has been adapted to the format of African Indaba. Due to time constraints the author could not be consulted prior to publication, hence errors and omissions are the editor's fault. You can download the original paper from [www.africanindaba.co.za](http://www.africanindaba.co.za)*

Conserving wildlife in Africa is often difficult as it conflicts with humans and their activities. "One way to make conservation gains", particularly in the African context, "is to capitalize on the importance of wild species in human livelihoods". The "sustainable harvesting of plants and hunting of animals has often turned out to be a highly effective conservation measure" (Hutton, 2004). Sport hunting has a long and involved history in Africa. The appeal of the classic "African Safari" was stimulated by the likes of Ruark and Hemingway in their numerous tales of hunting and adventure in the wilds of Africa.

Hunting is an important tool in conservation although it must not be seen as conservation in itself. Commercial hunting is of great value in both the economic and ecological sense. Low off-takes of trophy animals provide good financial returns with minimal investment. Sport hunting is also a major force behind the preservation of wildlife and wild places.

The growing fragmentation of species' habitats over the last century has led to the emergence of community based conservation whereby local communities are encouraged to value wildlife through both non-consumptive and consumptive activities (e.g. hunting) from which they receive multiple benefits. Prior to these new "radical" ways of tackling conservation, much of colonial Africa was subject to state-centric "fortress conservation", in which rural Africans were seen as the enemy of conservation and degraders of the environment. Community conservation on the other hand encourages, through the concept of "sustainable development", that species, habitats and biodiversity, should be seen as exploitable and managed through conservation and developmental goals.

Villagers are given a share in license fees paid by wealthy clients and suddenly see a species, such as buffalo or elephant, not as a menacing crop raider but as a highly valuable asset which should be protected. Clients will also be charged a range of fees by the government, collected either directly or on the government's behalf by the safari operator. Such fees are likely to include a conservation fee, firearms and ammunition permit fees, trophy export fees, airport fees etc. It is through such systems that hunting can be used as a tool in conservation. However, if hunting is to be pursued in areas where wildlife resources are finite, a tight management regime has to be employed in order to ensure its sustainability. Incorrect management of the hunted wildlife would result in unstable population dynamics, diminished gene pools and ultimately loss of species from an area.

The African Cape buffalo, *Syncerus caffer*, is one of the classic African trophies, and consequently a key species in safari hunting. In Zimbabwe (total hunting earnings 1998: US\$23 million) it is the second most important species, in monetary terms. Sport hunting is where the future of the Cape buffalo lies especially outside of formally protected areas.

Buffalo are classed as one of the "Big 5". The very nature of buffalo make them a desirable trophy, if not the ultimate big game trophy for the hunting sportsperson. They are unpredictable and thus difficult and dangerous to get close to, hence the hunters' skills are tested to the full and the true characteristics of a hunt – fear, fascination and adrenaline - are evoked.

Maintaining a high market value for buffalo hunting relies upon the provision of quality trophies, achieved through the implementation of trophy quota systems. Offtakes need to be carefully regulated and within biological limits. Buffalo populations typically grow at about 7% p a; however, in order to ensure quality trophies offtakes should be limited to 2% p a.

It is of concern that immature buffalo are being over hunted because of the *combined* effect of high off-take quotas, and the possible influence of inappropriate measurement systems. There are currently two

systems of trophy measurement: the SCI method established in 1978 and the Rowland Ward method from 1892. The latter is the system of trophy measurement most traditionally used by hunters worldwide. When scoring buffalo, RW takes only the spread of the horns into account, such that older animals may score equally as well as younger animals. SCI however, in an effort to produce a more all round score, includes the depth of the curl and the width of the bosses. The use of the SCI system, with which the majority of North American clients, who form 60% of visiting clients, are familiar, is believed to be contributing to younger individuals being shot whereas the use of the RW method is believed to be supportive of more sustainable off-takes in the long term.

In safari hunting adult buffalo bulls are selected for their trophy value. Sexual maturity is reached at 4-5 years; however, in most cases the trophy is still considered undesirable at this stage. A quality trophy is most likely a buffalo bull aged between 7 and 12 years. Professional hunters have to rely principally on the characteristics of the bull's horns in order to determine its potential trophy quality and a possible age for the animal.

As a trophy reaches its full potential (its prime) the boss hardens forming ridges and the fully grown horns are curved in a hook shape. The tips of the horns are still sharp at this stage, but as the animals age the horn tips are worn down and the bosses become progressively smoother. Such individuals are often found in "bachelor" groups away from breeding herds; the hunting of such groups of individuals is less likely to result in the offtake of immature individuals.

However, since these groups will join the herds for breeding purposes, being able to judge the relationship between age and trophy size on a more rigorous basis would allow hunters to make better informed decisions. In doing so, the offtake of immature bulls can be prevented, which in turn would be beneficial for the sustainability of quality trophy offtake.

The SCI measurement system is thought to favor younger "soft-bossed" bulls whose horns are still yet to lose their sharp tips. It is such animals that tend to make the record books but only because the measuring system favors animals with such attributes. Of the top three scoring buffalo bulls in the SCI record books, only one is "hard-bossed", the other two are still "soft" (i.e. still young). Hunting buffalo at this age is likely to cut short their genetic contribution within the population.

Establishing a relationship between age and trophy size using each respective scoring system would hopefully allow for better selection on an age basis and hence would contribute to the sustainable hunting of high quality trophies. It would also shed light on the importance of scoring system use and the possible need for adjustments. This study looks specifically at the relationship between the age of hunted bulls and their respective trophy sizes using, RW and SCI scoring methods. Furthermore, the age of each hunted buffalo was determined to within one year using Taylor's age determination methods.

The study area was the Middle Zambezi Valley with hunting concessions managed by Parks & Wildlife Authority and settled Communal Land where CAMPFIRE (Communal Areas Management Program for Indigenous Resources) is operational.

Dande South and Dande Communal Land are operated by Ingwe Safaris with about 45 buffalo bulls on quota out of an estimated population of 1,053 (representative of approximately  $\frac{1}{2}$  to  $\frac{3}{4}$  of the buffalo population as aerial census results for the area were inconclusive). Dande North (CAMPFIRE) and Dande Safari Area (Parks and Wildlife) are operated by Swainson's Safaris. Between the two areas there are about 100 buffalo bulls currently on quota out of an estimated population of 4,037 buffalo. Buffalo populations are moving freely between the two safari areas. Chewore North (Parks and Wildlife) is operated by Big Five Safaris with 55 buffalo bulls on quota from an estimated buffalo population of 1,964.

The safari areas collectively hold significant numbers of large game, ranging from elephants, hippo, buffalo, and big cats (lion, leopard) to large and small antelope. The safari operators involved are highly reputable and constitute some of the biggest names in safari hunting in southern Africa.

At the start of the hunting season, I requested the operators to retain and tag the lower jaws of each shot buffalo. Both RW and SCI scores were measured and recorded for each trophy. The mandibular molars were extracted from the lower jaws and the age of each shot buffalo determined. I also had the opportunity to discuss views with both clients and professional hunters. The data set obtained represents approximately two thirds of the male buffalo on quota in the concession areas for the year 2004.



A total of 91 samples were collected; 29 from Dande South, 30 from Chewore North and 32 from Dande North. The data sets from Chewore North and Dande South are probably representative of the trophy buffalo populations within those areas; the data set from Dande North represents just under half of the quota for the area.

The average age of the sampled buffalo was 8.01 years. The majority of the buffalo shot (76%) were between 6 and 8 years old; the remaining 24% comprised mostly of 9 and 10 year-olds, with less than 6% of the hunted population being 11 years or older. 3% of the buffalo were considered to be truly immature (5 years in age).

Dande South exhibited the largest proportion of "young" trophies, with 52% of the sampled quota being 7 years or younger in age (25% are 6 years old). The oldest trophy is only 10 years old. Dande North exemplified a greater proportion of older trophy animals, and contains the highest percentage (40%) of 7 - 8 year-old trophies (animals in their prime). Yet there is still a relatively large percentage (25%) of young individuals (6 year olds) being shot. 16% were 10 years old and 6% reached 12 years. Chewore North has a relatively normal age structure within its hunted sample of trophy bulls, with the greatest number of bulls (35%) being shot at the prime age of 8 years. 16% of the trophies are 6 years old. There is however a sharp decline in trophies of 9 years or older and a "tail" of older animals.

Given the results of earlier studies, a more plausible explanation is that few 9, 10, 11, and 12 year-olds are being shot because bulls are being taken before they reach that age. The sustainability of trophy hunting is brought therefore into question. Data on trophy ages obtained from Big Five Safaris indicate that trophy age has been relatively stable over the previous 4 years; average ages ranging from 8.7 to 9.9. Ageing of buffalo bulls has also been taking place in Dande North, with the average age ranging from 8 in 2001 to 10 in 2002 and back to 9 in 2003. However, it has since been established that teeth had not been extracted resulting in overestimation of the actual ages. This said the data is still relevant since it provides evidence of relative stability in trophy age in Chewore North and Dande North

According to estimated population figures from an aerial census in 2001, the offtake in all three areas exceeds the recommended 2% pa. The estimated buffalo population of Dande North in 2001 was 4037; more recently the same population, from visual estimates on the ground, is judged to be about 5500 animals. If this is the case then the set quota for 2004 is just under the recommended 2%. Although Chewore North and Dande South both have large buffalo populations, the evidence suggests that the recommended offtake of 2% pa has been exceeded. It is also likely that that quota setting is affected by the different management systems employed between Chewore North and Dande North and South.

It would appear that the average trophy scores (from Chewore North, Dande North and Dande South) are satisfactory for the majority of clients. Whether this is really the case or not is an interesting question. The nature of the desired trophy changes somewhat depending on the client nationality; European clients, especially German and Austrian, tend to prefer "character" trophies, which are usually older animals, the emphasis being on trophy individuality and not size or score. American clients, (60% of the safari client) are inclined towards hunting individuals for their trophy size.

But hunting and trophy selection is not an exact science. Ultimately a client will shoot the trophy which, in his mind, is best, and has the backing opinion of the professional hunter, who after all is the client's "visual measurement method.

Hunting buffalo is no easy task, and the absence of any truly mature animals could be attributed to the "pressures" of hunting and ultimately, chance. The "pressures" of hunting involve limited time frames, fussy clients, "co-operative" buffalo and of course an element of luck. Whilst these previous two scenarios are possible, the most obvious factor explaining the lack of old trophy buffalo is simply that there are very few old buffalo within the population. Death by natural means is more likely to occur as buffalo age, and is usually around 14 years or older amongst unexploited (protected) wild buffalo populations.

The average Rowland Ward (RW) score was 36.98 inches with "40 inch" buffalo considered the bench mark for a good quality trophy. The average SCI score was 96.26 inches, just short of the bench mark SCI trophy score of 100 inches.

Correlation between trophy size and animal age using the RW method indicate that scores decrease minimally with age. The SCI scoring method indicates in contrast the possibility of a strong relationship

between trophy size and animal age and scores decrease markedly with age. The difference becomes apparent in the different classification of a "record trophy".

The minimum score for the SCI record book is 100 inches. The minimum score for RW is 42 inches. Of the 91 samples taken over the duration of this study, only 4 were eligible for entry into the RW record book, whilst an astounding 34 were eligible for entry into the SCI record book. In terms of RW, only 20 of the buffalo had a trophy score equaling or exceeding the bench mark of 40 inches. The implications of this are that clients are more likely to aim for trophies with an SCI score of 100; not only have they succeeded in achieving the "100 inch" bench mark, but they also have the opportunity to have their names written down in the annals.

We conclude that there is a significant difference between the RW and SCI scoring systems relative to animal age and younger animals' trophy attributes are biased by the SCI scoring system in relation to older trophy animals. Trophy bulls are most likely to be shot in their prime when all attributes of the animals horns are considered to be most appealing to the hunter. This is reflected in the average trophy age of 8 years. The average age for the three sample areas in this study is "pulled up" by the presence of a "long tail" of older individuals. The current high offtake of 6-8 year-olds in this study is possibly a sign of a downward trend in relation to buffalo offtake age, and if so, the notion of sustainable trophy hunting is at risk.

Statistical analysis shows that there is a significant relationship between trophy size and age when using the SCI measurement system and not the RW system. Furthermore, the SCI system is shown to favor younger animals more than previously thought. RW trophy scores on the other hand, decline only minimally with age. The point is that a buffalo bull that scores well on the SCI scale is likely to be a young, if not immature individual. If trophy buffalo are being and continue to be shot at ages, which on average are progressively younger, the sustainable hunting of quality trophy buffalo in the Middle Zambezi Valley is doubtful over the long term.

Possible reasons for this are 2-fold. The quotas set by local councils, whilst allowing sustainable offtake, are too high for sustained trophy quality. Secondly, professional hunters and their clients are ultimately responsible for trophy selection; their attitudes towards selection are important. Adopting the "if I don't take it now, the next hunter will" attitude is an unfortunate reality, particularly in relation to young animals that already possess all the attributes of a good trophy. The manner and method of hunting is also important; hunting individuals out of herds, will most often result in the offtake of younger bulls, whilst the hunting of "bachelor" groups is more likely to result in the offtake of an individual in or beyond its prime

The SCI scoring method uses attributes of the buffalo's horns which are best developed in young animals, and whilst this is the case, young animals will continue to be shot. At the same time, RW scoring methods are also inadequate since different buffalo populations have different genetic tendencies for larger or smaller outside spreads. As a result alternative scoring methods have been proposed by Gandy and Reilly (2004). It is based upon a "multiplication factor that is created by dividing the horn tip space measurements, the mean of the two individual horn lengths and then squaring the result". Thus a good trophy will exhibit typical attributes of an old animal:

- a wide tip space in relation to individual horn lengths
- a wide outside spread
- large boss widths
- small boss space (distance between inner edges).

However this last factor, as acknowledged by the authors, and observed during the data collection in this study, is subject to increase in older animals (12+ years of age). It has also been suggested that the current SCI system be adjusted by weighting the boss scores by doubling them, thereby encouraging hunters to take older animals with better developed bosses.

The sustainable hunting of trophy quality buffalo relies upon setting realistic quotas, which in the cases of Chewore North, Dande North and Dande South, would result in a cutting back of the present quotas. Not only is a sustainable quota important, but so too is the trophy selection by professional hunters and their clients; sustainable hunting necessitates that offtake does not include young animals.

The adaptation of current scoring systems to favor older animals would be an important step in allowing the establishment of an older "trophy" population.

The hunting industry is important not only to the economy of Zimbabwe, but also to the many people whose livelihoods are reliant upon it. Zimbabwe has long been regarded as a premier safari destination; the high standards of professionalism within the safari industry and the high quality hunting offered, have together created this reputation.

Maintaining the quality of hunting also involves maintaining and ensuring trophy quality, for all species alike, such that the country and future generations will still be able to benefit from the industry, as they do today.

## Cape Buffalo: Is the SCI Trophy Scoring System Wrong?

By Dr. Kevin Robertson, South Africa

(Please send comments to [doctari@eastcape.net](mailto:doctari@eastcape.net))

There can be no doubt. *Syncerus caffer caffer*, the Southern buffalo is by far Africa's most popular dangerous trophy game species. In fact, the demand for sport-hunting these formidable black bovines seems almost insatiable. So much so that most reputable safari operators offering buffalo are sold out years in advance. Buffalo hunting is not cheap. Even for a two on one hunt (this is two hunters with one PH), a hunter can expect to pay at least \$10,000 for the experience of securing a representative trophy. When spending this amount of money, it is perfectly understandable that hunters 'want a good one', that will 'make it into the record book'.

Two well-known trophy recording systems exist. These are SCI Record of Trophy Animals, and the British originated system of Rowland Ward and their Records of Big Game. But with Americans representing approximately 80 % of the sport-hunters who visit Africa, the SCI system is by far the most popular. In fact it is these sportsmen who practically drive the whole African safari industry and one has only to visit Reno, for SCI's annual convention to realize just how vast this aspect really is.

SCI is a huge, well-run organization and most Americans who desire to hunt in Africa are members. SCI has its own unique scoring system and with regards to *Syncerus caffer caffer*, the current SCI scoring method follows the white line depicted in the photo below.



Photo 1: SCI Scoring System Measurements (white lines)

The length along the outside of the horn curl, from tip to tip, plus the straight-line width measurement of both bosses for a combined total score in inches. 100 inches is needed to qualify for record book entry.

The Rowland Ward system is different in that it measures the greatest outside spread only, and 42 inches in the current requirement for record book entry.



**Photo 2: Rowland Ward Scoring System – Approx. 8 Yrs old bull. The boss is just about solid, and horn tips have dropped to boss level**

The current SCI scoring system exerts a tremendous influence on the type and consequently the ages of buffalo that are sport-hunted for trophy purposes. This is my opinion and also that of many PH's and safari operators, Here are the facts:



**Photo 3: Buffalo Bull 5 to 6 Yrs - Forehead still hairy and the horn tips are still sharp and sticking up above boss level**

Bull buffalo are sexually mature at approximately 5 to 6 years old. By this age, the horn tips are sharp and they will usually stick up well above the level of the forehead. The forehead will still be covered with coarse, spars hair. There will be no boss per se and PH's will refer to this bull as being 'green'.

Bull buffalo fight for the right to breed. Such occasions are 'push and shove', 'test of strength', affairs.

The object of the exercise is simply to determine which bull is physically the stronger. Bulls do not try to kill each other on such occasions simply because mature buffalo bulls play a very necessary roll in the defense of the herd from lions.

Because such fights involve head clashing, a bull buffalo needs a hard or almost completely solid boss to enable it to compete effectively. The horn tips on such occasions are not used, and those which stick up above boss level are actually a disadvantage.



**Photo 4: Buffalo Bull approx. 8 Yrs. The boss is just about solid, and horn tips have dropped to boss level**

Buffalo bulls are usually old big and strong enough physically to challenge for the right to breed by their 8th year. By that age, their bosses will be sufficiently hard enough for them to head bash, while their horn tips will usually have dropped to or below boss level.



**Photo 5: Approx. 10 Yrs old breeding bull. Boss completely solid, horn tips well below boss level**

The peak breeding age for a buffalo bulls is their 9<sup>th</sup> and 10<sup>th</sup> years. Sometime in their 11<sup>th</sup> year, breeding bulls will usually be replaced by younger, stronger and fitter individuals.



**Photo 6: An exceptional, approximately 11Yrs old solid bossed buffalo bull**

Horn rubbing is an important part of dominant, breeding bull behavior. This wears the horn tips down. While not so important with regards to the Rowland Ward system of measurement, this practice, together with the fact that the horn tips drop as the bull matures, has a significant influence on a bull's SCI measurement. In a nutshell, a bull, regardless of his initial horn size, will score less and ever less on the SCI system of measurement as he matures and progressed from a pre-breeding through to a breeding and then to a post-breeding bull. As I see it, this is the primary flaw with this measuring system.

The current top ranking SCI bull, and the current no's 5, 10 and 17 were all pre-breeding, 6 to 7 year old bulls at the time they were collected.



**Photo 7: Current Number 1 SCI – The bull is soft bossed. A number of independent buffalo authorities have aged this bull to be 7 years old. The chances that he got to breed before being shot are remote**



Photo 8: Current SCI Number 5 is of a similar age



Photo 9: Current SCI Number 10 is also a really young, pre-breeding soft-bossed bull



Photo 10: This exceptional 6 year old bull was the SCI no. 1. It now ranks no. 17. What a pity it never got to breed as it truly was a magnificent specimen.

One does not have to be Einstein to realize the long term effect of shooting genetically superior specimens before they have a chance to pass on their genes, and already this is becoming evident.

Average trophy size in those countries where Southern buffalo are regularly hunted is dropping, and quickly. It is my belief that this is a direct result of this simple fact. A scoring system which places more emphasis on a bull's boss development and encourages the shooting of old, post breeding-age bulls needs to be implemented, and the sooner the better. (At this point in time, one of the suggestions for a new method is to use the Rowland Ward, straight-line method, and add the 'over the top' measurement of both bosses for a final score.)



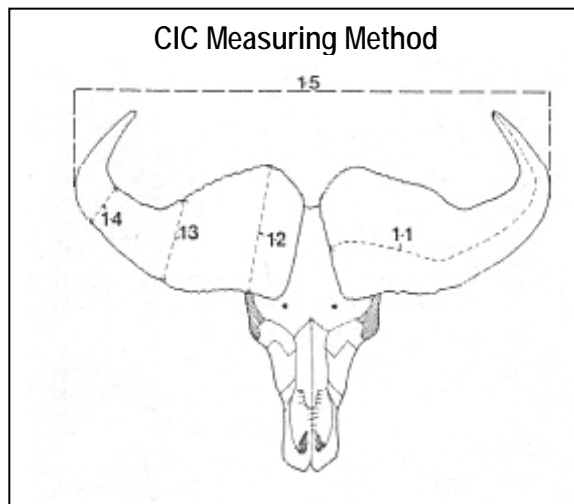
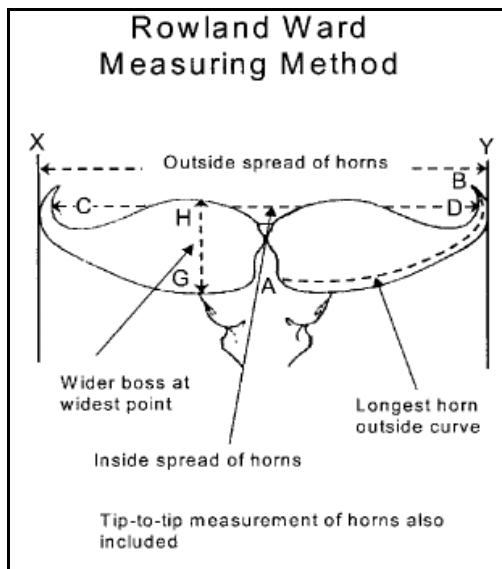
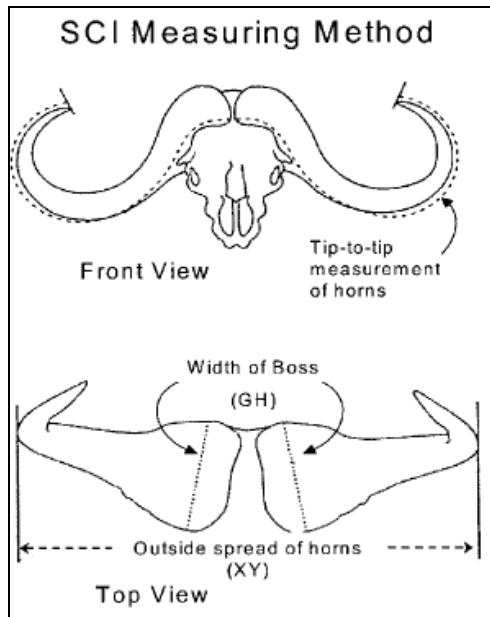
**Photo 11: This is a mature huntable Bull**

A scoring system which encourages the shooting of bulls like shown on photo 11 and leaves those like the one on photo 12 to breed, needs to be developed and implemented. I voiced my concerns on this matter in my first buffalo book, 'Nyati'. Unfortunately, my requests for a revision of the SCI scoring system went unheard.



**Photo 12: This Bull should be left alone**





# Scoring of Trophies

By A B Bubenik

Editor's Note: The following lines are an extract from "Socio-Biological Versus Hunter's Viewpoints on Antlers and Horns"; published as supplement to *The Big Game of the World*, Werner Trense 1989, Paul Parey Hamburg, Page 378

In dealing with [the assessment of trophies] I have to question the legitimacy of the present assessment formulas. ... Unfortunately, the designers of all these formulas were more experienced as hunters, rather than as biologically minded sportsmen or naturalists.

From a historical point of view, most of the inadequacies of the formulas are understandable. [Nothing] was known about the sociobiological significance of antlers and horns. [] When scoring formulas were developed the morphometry of organs was only in the beginnings. Therefore, it is no wonder that the basics of trophy evaluation were disregarded. However, it is difficult to understand why the authors of these formulas neglected all the principles of geometry and statistics. Due to this negligence, the differences between trophy scores represent neither the actual difference in the dimensions of the trophy, nor the actual sociobiological value and metabolic achievement. Only for those reasons is it possible that trophies – not falling within the sociobiological range – are sometimes scored amongst the best and some socio-biologically correct trophies are put into the category "non-typical".

The lack of interest in sociobiological formulas is hard to understand, considering the fact that the first studies done on this subject proved the validity of the concept.

[The guidelines for scoring] disregard the morphometrical background and have the subjective anthropomorphic aftertaste of the "ideal" appealing to the human eye. That is why it is possible that the "aesthetics" points play such an important role in [CIC] scoring and are often the reason for unpleasant controversies.

Hunters, who are concerned with the fate of the eupecoran on the one hand, and the fate of hunting on the other, should also give thought to the scoring formulas. Hunters cannot compete in harvesting world record trophies for the improvement of personal status without losing face before the public. Sociobiological formulas are designed to undercut such efforts. The trophy should be once more regarded as a status symbol of the game itself (and not that of the hunter) as a species-specific feature. Under such conditions, trophy-shows [*and record books, Ed*] will be unique educational aids, presenting evidence as to how hunters can improve the welfare of the game.

The largest antlers and horns are carried at the transitional age between the prime and the post-prime stages. Males of that age can be harvested as the best trophy bearers, and as a reward for the conservation of the primes.

**Addendum:** Bubenik also deals with the optimum infrastructure of deer populations in this article. See also Professor Klaus Hackländer's article about red deer management in Europe in *African Indaba* Vol5/3.

# Hunters Shoot Themselves in the Foot

By Ian Parker

I know all about shooting myself in the foot. As a young soldier, I did it. Coming off sentry duty I unloaded my .303, counting nine rounds out of the ten-shot magazine. The tenth seemed to be missing, so I worked the bolt several times to no avail.

"Why do you do that so many times?" asked a comrade sitting by the fire.

"For safety," I had replied and, thinking that the tenth round must have fallen to the ground during the initial unloading, I pulled the trigger. The tenth round had been hiding in the magazine all along and entered the chamber on the bolt's last movement. There was a loud bang and as the muzzle was resting on my foot – well, the rest is history. As I said, I know all about shooting myself in the foot.

I know about hunting too. As a warden assigned to game control and then a contractor undertaking large-scale culling across East Africa, I have probably hunted more than most. I appreciate that little of this was for my personal enjoyment and, while on occasion the activity was unquestionably exciting, my over-riding emotional state was little different to that when, as a beef producer, I slaughter a steer. Done of necessity, there is no pleasure in the act.

Don't get me wrong ... I do enjoy light bird shooting, though again, satisfaction in pulling off a difficult shot notwithstanding, there is no pleasure in actual killing. Similarly, I fish and, in my mind fishing is a form of hunting. In both bird shooting and fishing I only take quarry that I enjoy eating. Pleasure from both activities arises from the environments where they take place and, overwhelmingly, from the company in which they are undertaken. An evening stroll out of camp with a couple of companions, to return with a brace or two of francolin or guineafowl, or a quiet evening's casting over forest pools and landing a three-quarter pound trout, are experiences to be treasured.

Others might want more 'body' to their hunting and, relishing a quotient of adrenalin and danger, want larger quarry. With that I have no quarrel. I certainly understand that the difference between me taking a couple guineafowl and someone else stalking a bushbuck – or a buffalo for that matter - is slight and relative.

The satisfactions derived are personal. Hunting, as I comprehend it, is a private undertaking both in the compulsions that lead to it and in its rewards. One way or another, it is not a 'spectator sport' – which is why films about hunting fall so short of the mark and do more damage than good to the hunter's reputation.

The philosophical arguments for and against hunting are ancient, interminable and largely pointless. Hunting may be cruel, it may be atavistic, it may satiate drives that aesthetes preferred didn't exist: I'll not dispute the charges (though this is no concession to verity or otherwise). What surely counts is that throughout civilization's history, wild animals have been conserved so that they can be hunted. Whatever the flaws in pro-hunting arguments, that fact is indisputable.

The most common and widespread reason resulting in successful conservation across time and cultures, has been to sustain hunting. Other reasons have been successful locally – but none as generally effective as the measures taken to provide hunters with quarry. In view of this success, it is profoundly stupid to turn against it. That, for me, is the strongest case for hunting.

Yet the manner in which hunting in Africa is widely conducted contradicts its own supporters' claims of it being a sport. It is the hunters who say that they get no enjoyment from the actual act of killing, and that the sport lies in outwitting wary quarry through skill, cunning and physical endeavor.

When animals are shot from vehicles – and let's face it, many are – then the only enjoyment has to be the act of killing, for driving up to them in vehicles calls for no skill or physical endeavor. When animals are reared as domesticants then taken into the bush to be shot, that, too, undermines the hunters' stated cases. As I have written in these pages before, hunting big dangerous animals is, like mountaineering, a fit man's sport. Elderly, over-weight, unfit people who, at best, can only waddle short distances cannot hunt. They are no doubt the reason why so many animals in Africa are shot from vehicles.

In similar vein, the obsession with trophy quality seems to override what hunters claim is the rationale for hunting. There was a time when hunting involved endurance, tracking, getting up to potential quarry, then turning it down, possibly going home with nothing, because the trophies did not come up to the hunter's standard. Even those opposed to hunting acknowledged the endeavor and admired it.

The reward for that sort of hunting was intensely personal: as I said earlier, hunting is not a spectator sport. Yet the extra inch of horn that is now such a competitive element – particularly in America – is difficult to divorce from public display.

I am well aware of all the economic arguments that favor the short cuts and the 'tupa nyuma' style of hunting so prevalent today. Safari hunting is a business, the customer is always right and has to be satisfied. All these factors shape what is happening in Africa. It is disturbing, however, that so few hunters are addressing the fundamental issues and tackling them head-on.

My point: I believe that hunting can produce effective conservation and that this is a powerful argument in its favor. Yet hunters shoot themselves in the foot when they fail to abide by the 'ethics' and arguments through which they justify themselves. If, in the end, hunting loses ground in Africa, then this failure will have contributed in large measure to that loss.

# Trophy Hunting: The Professional Hunter's Dilemma

By Stewart Dorrington, President, and Peter Butland, President-Elect of the Professional Hunters' Association of South Africa (PHASA)

## The Hunter

The hunter's desire for a trophy, a memento of the hunt, a reminder of the sweet and the bitter of past hunts, is as old as mankind itself. From the rock art of ancient man, adorning the walls of his cave, to the heads and horns lining the walls of the modern trophy room, trophies have served to give immortality to the hunted animal.

For some, a photograph will suffice, a private reminder of a personal experience, or a small item, used daily, made from the hide or horn of a fondly remembered animal. A bag of biltong, personally made and slowly savored by the hunter, piece by piece through the long hunting off-season, while not conventionally seen as a trophy, is certainly a memento of the hunt.

For others, the animal lives on through the art of the taxidermist, to be enjoyed by the hunter and shared with those back home, those who do not have the privilege of visiting far places and seeing at first hand the living wonders of the natural world. Such hunters will remember for each trophy, each stalk, each shot and each follow up. Eyes will light up in the retelling and the sharing of each tale.

For others still, there are systems in place whereby they plan their hunting lives, working their way through lists of species and sub-species, recording their progress and earning credits as they do so, and setting goals for the future.

And for yet others, the trophy is no longer a memento of the hunt. It has become an end in itself. It has become tangible evidence of an achievement. It is part of the constant challenge thrown out from man to man to compete, to measure one against the other, to achieve perceived success and to demonstrate dominance.

Cultural background has an inevitable influence on the hunter's trophy expectations and his hunting motivations.

"Is it old?" may be a question to pass some hunters' lips. Worn down tips, thick, gnarled bases or bosses, cracked and green with fighting and rubbing are the attributes of a mature animal, which is approaching the natural end of its life cycle.

Broken or malformed horns are fine. "That is nature," the hunter will say.

"Is it bigger than Karl's?" may be the first concern of others. As Pop said to Hemingway, "It's impossible not to be competitive. Spoils everything, though."

Husbands and wives, friends and brothers have all had relationships strained and hunts soured by the insidious competitive spirit of man being allowed to intrude on the hunt to the exclusion of appreciation of the multi-faceted wonders which make up a holistic hunting experience.

## The Professional Hunter

The professional hunter will in time face a wide spectrum of these desires.

It is not for him to be judgmental about the motivations of his hunting clients. They are products of their upbringing, of their cultures, of the world in which they live and of the pressures under which they are placed, or place themselves. And were it not for them in their totality, with all their good and all their bad, with all their strengths and all their weaknesses, he would not be a professional hunter. There would be no hunting profession.

It is the professional hunter's job to do his very best to meet his clients' expectations. He must empathize with his clients, seek to understand their cultural backgrounds and meet their reasonable expectations. He must meet his clients' material needs and see to their safekeeping. He must try to open their eyes to the beauties of the natural world, sharing with the client his knowledge and understanding of that world. He must

guide them in the hunt as best he possibly can, in accordance with his, the professional hunters, value system.

## The Dilemma

And this is where the professional hunter's dilemma arises. What should be the guiding principles upon which his value system is based?

Great strides have been made in nature conservation in Southern Africa in recent decades. Scientific, social and economic principles have been applied to the benefit of wild life and the environment. Increasing wildlife numbers have been widely, but not universally, matched by improved trophy quality. Successes in habitat restoration, the rebirth of biodiversity in previously devastated areas and the reintroduction and conservation of wildlife should be honored and respected by every professional hunter. That respect should underpin his value system.

A genuine, informed and applied concern for the well being of the wildlife in his hunting area will, therefore, be a good starting point. Over time it will make a difference. It will make a difference to wildlife, the environment, to the clients' respect for him as a person and for the profession in which he operates. But does the professional hunter have the luxury of time?

A soundly based ethical code of hunting is an essential further element of the professional hunter's value system. But does he have the strength of character to impose it on a strong willed client with his own, perhaps very different, hunting ethic and ambition?

In their heart of hearts, most professional hunters know what it is that should form the basis of their value systems. But the pressures of the modern world intrude on all aspects of life. The influence of these pressures in the hunting field can and does lead to corruption. Competition among peers and the desire to see their names in the record book are real temptations to professional hunters too.

There is widespread concern that in many parts of the world the record books are compromising much of what hunting is all about. African hunting – with its wide variety of species – is particularly affected. The record books and award programs have turned an individualistic pastime into an occasionally fierce competition. Fair chase, hunting traditions and sound conservation principles often fall by the wayside.

Far too many visiting hunters have only limited time available and yet they want to hunt a long "shopping list of trophy animals". And many hunters want record trophies – in the "top ten", wherever possible. These expectations are simply unrealistic, but they put the professional hunter under extreme pressure. Importantly too, it's the professional hunter's reputation, which is at stake. What does he do, if the visiting hunter's objectives are nothing short of high scoring record trophies and if the client insists on unfair chase methods to achieve his goals? If he disregards the client's wishes, an unfavorable hunt report may be the result. And unfavorable news travel fast in the hunting world. Is it reasonable to expect a professional hunter or outfitter to put his business success at stake?

For an outfitter and professional hunter, the economic dilemma is augmented by the enormous market power vested into the record books by international hunting associations. Professional hunting associations and individual professional hunters have been critical of the present recording and award procedures and its system-immanent abuses. Unfortunately, the hunting associations have not to date addressed the issues on an internationally coordinated, industry wide basis.

There is only one way to change this situation – hunting associations must look for a solution which adequately considers the interests of all, and importantly also those of biodiversity conservation. Sustainable trophy hunting requires that game populations be managed according to biological principles – and not those dictated by the figures of a scoring system. Killing a high scoring, yet immature buffalo bull has serious implications on sustainability. This applies not only to buffalo, but to all game in general.

Last but not least a word about hunting ethics. It is generally said that ethics are valid in the eye of the beholder only. What is ethically acceptable hunting practice in one culture or on one continent may be unethical in another. But let us not forget that hunting ethics are the result of thousands of years of hunting traditions – they change and evolve with the times, but one thing is for sure, their origin and purpose is in one key factor called sustainability.

## The Challenge

We would like to issue a challenge for all hunters and in particular for the international hunting associations. Although this challenge emanates from Africa, we are sure that it applies to all continents. The challenge is to decide what is right and what is wrong and to determine what your own personal value system should and will be. The real challenge then will be to stand by what you believe is right. And if alone, it is a challenge to strive to stand steadfast and to lead steadfastly by example. Let us analyze the conflicting demands, emotions and beliefs; let us get the scientific evidence and most importantly, let us arrive at solutions which will benefit wildlife!

Of course the challenge points towards the international hunting associations and their members, but significantly, it also addresses the professional hunters and guides here in Africa and around the world.

We, as the professionals in the hunting field, need to show our visiting hunters what hunting is really about. That the fulfillment in hunting is not found in inches and points, but in a holistic, participative experience in natural surroundings. Anything else lessens the value of the experience. A trophy obtained easily is not well remembered nor cherished, whereas the one that has been hard earned will always be respected and cherished, as will the memory of the hunt and the animal.

There are a good number of highly dedicated professional hunters who are conducting their safaris, (and hunting clients who hunt), in this way. There are those professionals who refuse unacceptable demands and turn their backs on the money. There are those who are seeking a different way to evaluate trophies, to achieve desired ends and to avoid undesirable results.

On one thing we can all agree. We wish to preserve our hunting heritage for posterity. To do so we all need to ask ourselves where we as hunters stand in meeting the challenge.

## The Rowland Ward Guild of Field Sportsmen

By Peter Flack, Chairman, Rowland Ward

*"To hunt is a privilege not a right. The Rowland Ward Guild of Field Sportsmen brings together likeminded field sportsmen who believe in maintaining and upholding a Code of Ethics in Field Sports, who hope to encourage and actively guide and teach the youth, who regard as a priority the improvement of the environment and who want to conduct the sport with great care and consideration in order to preserve the sport for those that follow."*

Let me say at the outset, that I am not one of those people who can say, "If I had to live my life over, I would do it exactly the same". Quite simply, I have made far too many mistakes (many of which I deeply regret) to make such a statement. The same goes for my hunting life and, I confess that I have both done things, sometimes in the heat of the moment which, in retrospect, I should not have done, and have also omitted to do things which I should have done. For example, especially when I was younger, I took shots at game that I should never have tried and I unnecessarily wounded some wonderful animals. I can also remember, I am ashamed to say, more than one wounded animal which escaped me. In the early pre-dawn darkness these animals sometimes march through my mind's eye and, when they do, sleep is not something that follows. As such, I don't want to appear holier than thou and as if I wash in cold water Omo each night. I don't.

Nevertheless, I do want to ask you this, when you first watched the infamous "canned lion" video that those two ugly characters, Cooke and MacDonald, effectively combined to produce, what was your reaction? Anger? Embarrassment? Frustration that, as a hunter, you were, once again, unfairly tarred with the same brush as those in the video who were also described as hunters even though there was clearly no hunting of any kind involved? Killing, yes. Shooting, yes. But definitely no hunting! Certainly, my feelings changed to

bewilderment as most of the hunting associations to which I belonged failed to deal with the matter swiftly and in a clear and unequivocal manner.

The Professional Hunters Association of South Africa ("PHASA") seemed to take forever to disassociate themselves, and then only half heartedly, from the incidents portrayed in the video, and the rumor quickly circulated that the reason behind their tardy and ineffectual conduct was that MacDonald was not the only member to have engaged in such conduct in the past. I did not know whether to believe the rumors or not.

What did you think when the news was first published in a national newspaper that a member of the executive committee of a national hunting association was alleged to have imported elephant tusks illegally into the country? Then there was the case of senior members of an international hunting organization being accused of "hunting" elephant from a helicopter in Mozambique. There's that misuse of the word again.

I hunted with a senior African professional hunter who told me how he had recently refunded the safari costs to a member of the executive committee of a major international hunting organization to which I belong. After hunting for a grand total of three days without success, he insisted that the professional hunter hire local villagers to drive the game to him. When the professional hunter refused, the committee member threw a temper tantrum along with various items of crockery and cutlery.

I know it is guilt by association but I felt ashamed that I belonged to the same body as this spoilt, unethical, little brat. What makes the matter even worse, is that although the facts of the incident were widely known, the individual went on to hold even higher office in the organization. What sort of message did this send to other members, to youngsters, to beginners? Was there one set of rules for politically well connected members and another set for the rest?

Certain of our local hunting institutions are no better and I know of one where the political infighting became so severe that telephones were tapped, meeting rooms bugged and the funds of the body misused to provide sheltered and unnecessary employment for certain sad sacks who were unable to make a living in the private sector.

And what about those people who drive through the veld blazing away at animals from the back of a bakkie? Or those who sit in well concealed hides at waterholes or overlooking well established game paths? The whole sorry point of this sad diatribe is that all the people involved are called hunters by the outside world and, in particular, the media.

I know that I think the same as many millions of genuine hunters out there. We know our passion, our pursuit, is under threat from animal rightists and others. We know that these organizations are working hard to win the hearts and minds of many urbanites, in particular, using horrible examples such as those described above to do so. We know that if they win here in South Africa it will be the death knell for the hunting and conservation efforts in our country which has seen land under wildlife in private hands grow to cover nearly three times the area of all provincial and national parks combined. And this area continues to grow at the rate of approximately 500,000 ha p a.

Since the 1950s, we have seen our population of Bontebok recover from as low as 19 in number to a healthy huntable population of over 3 500. Similarly, white rhino have recovered from as few as 28 to nearly 12 000, Cape mountain zebra from about 11 to some 1 100, black wildebeest from about 34 to over 22 000. It will not escape the reader that those animals that have been hunted most assiduously have recovered best! It has, in fact, been empirically established that hunting has been the primary cause behind these major conservation success stories. And yet, the unethical, disgusting behavior of a few shameless individuals chips away and damages the fabric of all this good work and many other conservation initiatives based on sustainable and consumptive utilization.

So what can we the ordinary hunters do about the threats to our sport and the conservation and other industries which it supports? I remember shortly after the "canned lion" video was first shown on T.V., discussing the matter with a member of PHASA's executive committee. I said that I thought that the first genuinely ethical hunting organization to be established would suck members away from the organizations described at the beginning of this article like a hot and thirsty man drinking a cold drink through a straw.

Shortly afterwards, I learnt that Robin Halse, doyen of the Eastern Cape hunting fraternity, and Rodney Kretzschmar, one of South Africa's leading taxidermists, had made an attempt to convert PHASA into such an institution. They failed. They based their attempts on a set of guidelines produced by Robin, the late Steve Smith (who in his lifetime was a well-respected professional hunter and originator of the Uncle Stevie

Award for the professional hunter who produced the best trophy in South Africa), and Chappie Sparks, a well-known Eastern Cape hunter.

The aims and objectives which these four eminent sportsmen wanted to achieve were the following:

### **Aims and objectives**

1. To maintain, uphold and propagate by example a Code of Ethics in Field Sports which has been handed down over many generations.
2. To actively encourage, guide and teach the youth interested in field sports in the knowledge that they, the sportsmen of the future, will carry on the tradition.
3. To regard as a priority the conservation and improvement of the environment by both fellow sportsmen and owners of the land and make every effort to influence both the public and the authorities in these matters.
4. To conduct the sport with great care and consideration in order to preserve the sport for those that follow."

### **Code of Conduct**

1. That at all times a member will extend every courtesy, privilege and assistance to a fellow field sportsman.
2. All hunting be conducted only during the hours of daylight.
3. That no creature be hunted for sport in an enclosed area of such size that such creature is not self-sufficient.
4. That no shooting take place from, or within a short distance of a vehicle, nor the use of vehicles to drive game.
5. That only firearms of such power and caliber that are capable of killing game quickly and efficiently at practical ranges be employed.
6. That all forms of competition in the field between Sportsmen whilst hunting and fishing be avoided.
7. That no creature be killed for sport, that is deemed to be immature, breeding or dependant and cannot, by virtue of its trophy or flesh, be fully utilized.
8. That every effort is made to respect and safeguard the property of the landowner.
9. That a landowner-member extend every courtesy, comfort and assistance possible to a member who hunts or fishes on his property.
10. That a Professional Hunter/Guide-member makes sure that his clients understand, and are fully aware of the Guild's code of Ethics and Standards that will be upheld during the course of any hunt.
11. That a Sportsman respects with understanding, the attitudes, feelings and principles of those that do not engage in activities of Field sport.
12. That a Sportsman should conduct his sport with due regard to his own physical capabilities, recognize his limitations and responsibility to his companions or assistants.
13. The Guild recognizes that 'culling', 'cropping', 'trapping', 'capture' and vermin control are a necessary part of game management as long as they are conducted with consideration and humane treatment of the wildlife involved. However, at no time can these activities be regarded in the context of Field Sports."

The Code is to be a living set of rules and this is stated in the membership application form:

*"The interpretation and implementation of a Code of Conduct and the standards a Sportsman sets will depend on each individual Sportsman's conscientious behavior, and whilst many traditional manners must be upheld, many present day practices should be examined and evaluated. Above all it must be accepted that it is a privilege to hunt, not a right. To this end, therefore, the Guild considers that certain broad rules governing the conduct of Field Sport should be observed, and that it is irrelevant whether some of these basic rules are, or are not legally applied by current laws of the land."*



After Steve Smith's untimely death in a motor vehicle accident, the Halse family acquired from his estate the rights to the world famous Rowland Ward's Records of Big Game, housed in Rowland Ward Publications. The business is currently managed by Robin's daughter, Jane, from the company's offices in Houghton, Johannesburg and, together, due to popular pressure, they have decided to lend the name and weight of the Rowland Ward organization to the establishment of just the type of hunting and conservation organization so urgently needed in South Africa, in particular, and Africa, in general.

In response to the appeal from many hunters, Rowland Ward has published membership application forms to Rowland Ward's Guild of Field Sportsmen. Of course, the Guild is currently in its infancy and much will depend on how many serious, honest and ethical hunters are prepared to put their money where their mouths are. I have no doubt that the response will be overwhelming. The Guild starts life with a number of advantages. Unlike so many other hunting organizations, it is untainted by any scandal. It is committed to upholding the highest ethical standards. It has the world famous Rowland Ward brand name to help market membership in the Guild. It has the offices and permanent staff of Rowland Ward to initiate the administration of the organization and it has credible leadership in the form of Robin Halse.

The initial membership benefits include a Guild tie or cap, special offers on Rowland Ward books and a bi-annual magazine which, knowing Rowland Ward Publications as I do, is sure to be of a high standard, if for no other reason than it will start with a wide, international circulation which is sure to appeal to advertisers. In due course, once the Record Book is made available via the internet, which is scheduled for later this year, Guild members will have access to it at much reduced rates.

The Guild is clearly not for everyone. In my discussions with Robin Halse he made it crystal clear that the Code of Conduct is central to and contains the pillars upon which the Guild is to be built. Unlike many ethical codes, which appear to be honored more in their breach than in obedience thereto, the Code of Conduct is to be firmly policed and upheld and the Guild will not shy away from terminating memberships where there are material breaches of the Code. In fact, each member is obliged to sign a form indemnifying the Guild from legal proceedings in the event he is sanctioned for misbehavior.

What it is not, as yet, is an accredited hunting association which South African hunters and sports shooters are now obliged to join in terms of the Firearms Control Act. As such, the Guild membership must be seen as a necessary adjunct to membership of such a body.

In my opinion however, the formation of something like a Guild of Field Sportsman is long overdue. Genuine hunters want and need an association based on honest, ethical and fair rules and regulations, impartially and fairly policed by a decent body of men, openly and democratically elected by their peers. Built on this foundation - and there are few if any organizations which can grow and prosper over the long term if they are built on any other type of foundation - the Guild can offer a home to those who genuinely have hunting at heart and who want to be able to hold their heads up high and proudly proclaim that they are not only hunters but hunters who belong to an organization with impeccable, authentic and traditional hunting roots, which not only upholds our ancient sport and profession but which stands for all that is good and right in this regard. And if this sounds idealistic, well, then so be it.

The vision is there. It is for those like minded individuals who have been hankering for such a body and who share these views to step forward. It will be for those individuals to provide the flesh and blood and funds to clothe the bare bones set out by Robin, Steve and Chappie. To my mind, all new ideas have a proper time and place in which they should be launched and the time and place for the Guild is now. If you are a genuine, ethical hunter who shares the aims and objectives of the Guild, please join - the African continent needs you.

# Belgrade CIC Trophy Hunting Workshop Report

By Gerhard R Damm

The Belgrade Trophy Hunting Workshop, a joint undertaking of the [CIC Commissions on Tropical Game](#), [Sustainable Use](#), and [Trophies & Exhibitions](#) and [African Indaba](#), brought together more than one hundred hunters and experts from around the world – amongst them representatives from Iran and China – for two mornings during the [54<sup>th</sup> General Assembly](#) of the CIC.

The organizers were particularly pleased by the presence of Jan Heino, Assistant Director-General, and Dr Rene Czudek of the Forestry Department of the [Food and Agriculture Organization of the United Nations](#), Stephen Nash the Chief of the Capacity Building Unit of the [CITES](#) Secretariat and representatives of [IUCN The World Conservation Union](#). From the International Hunting Organizations, [Dallas Safari Club](#) was represented by past president Ben Carter and Executive Director Gray Thornton. Thornton also represented the [Boone & Crockett Club](#), the [Foundation for North American Wild Sheep](#) had sent President Ray Lee, and Chairman Peter Flack participated for [Rowland Ward](#). Unfortunately, [Safari Club International \(SCI\)](#), who had originally confirmed attendance through Dr. Doug Yajko, Chairman of the SCI Trophy Records Committee, informed the organizers a week before the event that budgetary reasons prevented SCI representatives to participate.

John Jackson III, President of the CIC Sustainable Use Commission, and Dr Francois Schwarzenbach, CIC Vice President, chaired the first day.

Gerhard Damm of the CIC South African Delegation gave the participants an in depth overview about "Trophy Hunting – Past, Present and Future" in a comprehensive presentation. You can read the full text of Damm's presentation in this follow-up edition of African Indaba on page 4.

"We are here, because there is a need for critical analysis", said Damm, and "trophy hunting will face serious problems, if we fail to establish trophy hunting as conservation tool, if our actions are perceived as uncivilized and decadent, and if they are seen as morally or biologically wrong."

The objective of the meeting in Belgrade was to start a consultative process, well aware of the fact that it would be painful. CIC members and the hunters around the world need to critically review entrenched concepts and unconventional out-of-the-box thinking must be encouraged. There is no substitute for permanent dialogue and interaction with scientists and researchers on the one hand and with other hunting organizations on the other hand. And if evidence points towards changing traditional concepts then change must be for what hunters and the CIC stand for.

With his remarks Damm followed the statements given in the mid April CIC press conference, where CIC President Dieter Schramm, CIC Director General Kai Wollscheid and Dr Rudolf Guertler, Professor Friedrich Reimoser, Professor Klaus Hackländer and Dr Peter Lebersorger informed the media that the CIC will consider future changes in trophy scoring. For example, the so-called "*Beauty-and Penalty-Points*" may be eliminated and the age of the trophy animal could be included in the scoring methods. Furthermore, it is contemplated to discontinue the *ad-hoc* scoring commissions. Hunting ground owners as well as hunters might have to submit evidence with respect to the origin of the hunted animals, i. e. whether they come from a free range environment or from fenced areas.

Damm mentioned that Dr. A Bubenik had brought up the issue of trophy scoring already decades ago in the supplemental article "Socio-Biological Versus Hunters' Viewpoints in Antlers and Horns" published in Werner Trense's 1989 book "The Big Game of the World" ([Paul Parey Verlag](#), Germany). Bubenik then claimed "that the designers of the trophy scoring formulas were all more experienced as hunters, rather than as biologically minded sportsmen or naturalists". In view of the mentioned issues around horned and antlered game, Bubenik's concluding remarks, written almost 20 years ago, are still valid today. African Indaba is presently negotiating with the publishers for permission to make Bubenik's article available online on the African Indaba webpage. We will inform the readers, when this important paper can be downloaded.

In concluding his key-note presentation, Damm said "*We need contemplate what threatens to destroy the hunters' image. We need to establish the real meaning of trophy hunting. We need to reaffirm our credibility as conservationists and true hunters. We owe it to the wild spaces and the game we pursue therein. We*

*owe it to ourselves. We owe it to conservation, because sustainable trophy hunting is an indispensable conservation and wildlife management tool in the 21<sup>st</sup> century."*

Damm's presentation was reviewed by Don Causey, president of [The Hunting Report](#) from an American point of view and by Dr Karlheinz Betz, Editor-in-Chief of [Wild & Hund](#) from a European angle. Both reviews also form part of this issue of African Indaba. Be sure to read these comments on pages 11 and 12.

Readers will also be interested that "The Hunting Report" also initiated a web-forum in the meantime on its website [www.huntingreport.com](http://www.huntingreport.com) to enable a broad section of its international readers to participate in the discussion of the topic, in particular in connection with the African buffalo trophy scoring methods, which were heavily criticized as leading towards the unsustainable removal of pre-breeding and breeding bulls from the populations.

Dr. Betz' review in German is printed in this issue (page 12) in the original German version. His main points are summed up as follows: He concurs that all involved in hunting need to be pre-occupied with the image of hunting. Betz mentions that trophy hunting and hunting trophies gained public notice at the 1937 International Hunting Exhibition in Berlin, which served to bring international game biologists together for the first time.

He agrees with Damm that hunters need to be revise trophy scoring methods which lead to the hunting of young (pre-breeding or breeding) trophy animals. He suggests that this could be achieved by scrutinizing the different trophy scoring methods with respect to the relevance or absence of age factors. He also suggests that subjective aesthetic criteria like in the CIC cervidae formulas be replaced by "age points", respectively penalty points be introduced, if a trophy animal has been taken before the species-specific target age.

According to Dr Betz opinion, the changing of formulas and trophy scoring methods does have a negative connotation. Changes may complicate or even prevent the comparison of trophies measured according to "old" standards with those measured according to "new" standards. This would be, however, according to Dr Betz, negligible in view of the importance of the general relevance of biologically correct trophy scoring methods.

In two interfacing speeches, Gray Thornton, Professional Member of The Boone & Crockett Club (USA), explained the Boone & Crockett Club Philosophy for Hunting Trophies and Peter Flack, Chairman of Rowland Ward's went into the origin and purpose of [Rowland Ward's Book of Trophy Records](#).

The second key-note presentation of the day was given by Gray Thornton in his capacity as Executive Director of the Dallas Safari Club and the [Dallas Ecological Foundation](#). Thornton's passionate speech, which kept the listeners spell bound, explored the "Essence of Hunting".

Thornton first analyzed the question of "Why We Hunt" and how this may affect our hunting attitudes. He provocatively asked whether the trophy recording systems are an Achilles Heel of hunting

In continuation, Thornton tried to provide answers to the question "what determines a successful hunting experience" and led the audience through the six stages of a hunter citing personal experiences from his decades of hunting experiences.

Of interest in the context of the workshop was the "Trophy Stage", where according to Thornton hunting success is judged by quality, not quantity, and record books may become a means to define such success. Yet, according to Thornton, the objective for all hunters should be the "Sportsman Stage" and the "Give Back Stage". The first one measures success by the quality of a total outdoor experience, and not by the moment when a trigger is pulled or the trophy obtained. The latter one brings wildlife conservation and habitat protection into special focus, just as the sharing and passing of the values and traditions of hunting to the young hunters and the people around us.

You can read the full text of Gray Thornton's presentation on page 14 of this issue.

The concluding hour of the first day's meeting saw animated discussions and contributions from the floor covering a wide spectrum of fields and, as may be imagined, sometimes with contrasting opinions. Representatives of European, Asian, African and American Hunting Associations made their views known, as well as individual participants.

During the second day, Dr. Rolf Baldus, President of the CIC Tropical Game Commission chaired another animated couple of hours of discussion.

Peter Flack, Chairman of Rowland Ward, said with respect to public perception of hunting that **„every organization has an image – if the organization does not manage it, somebody else will do it and this**

might not be positive. This has unfortunately been the case for most hunting organizations". Flack continued to state that hunting associations need to apply strategic planning procedures and establish an effective communication and information policy. „When you need positive public opinion, it is already too late. Hunting needs PR-experts and a clear strategy is the first step," he said. CIC Honorary President Dr Nicolas Franco concurred, saying „that ongoing cooperation with scientists seems to be of essence, especially since a trophy record book should be monitoring species and habitat and include scientific data. Trophy recording is for the good of the species and not for the ego of a hunter."

Gerhard Damm agreed with both gentlemen saying that „a critical analysis of the scientific relevance of present recording systems is required". Directed towards some critics from the audience, who requested that CIC should not change the formulas for cervidae in order to preserve comparability, Damm suggested that „continuity lives through change and adaptation."

The deliberations resulted in a final statement, proposed by Peter Flack (CIC Delegation South Africa) and unanimously adopted by the participants. This statement was read to the full assembly by Dr Rolf Baldus during the closing ceremony of the 54<sup>th</sup> CIC General Assembly at the Serbian Parliament:

**“As a side event of this General Assembly a large number of CIC members and experts have discussed the issues of hunting trophies in a constructive and cordial atmosphere. It was generally felt that this discussion was useful and should be continued. More concrete and updated norms and standards for dealing with hunting trophies by CIC could be a result in the future. This morning the discussion group has asked me to read for the information of the General Assembly a request for a more pro-active CIC information policy directed to the general public.**

1. Hunting has guided development of man for thousands of years.
2. All sustainable hunting – be it traditional, trophy or recreational – still plays this role today. In addition, it is the key to the conservation of game itself.
3. We believe that the public is largely in favor of hunting in general, but opposed to unsustainable practices of individuals if they occur.
4. We believe that CIC should develop a strategic plan, including a public relations action plan, to bring the facts and figures, which support good hunting practices, including trophy hunting, to the attention of the public, in particular to educators and children.”

It was also agreed that the CIC Administrative Office in Budapest will coordinate the formation of an international task force recruited from CIC members, representatives of other hunting associations and the additional expertise of outside experts from science and research. This task force will tackle the complex issues of trophy hunting and trophy recording through cooperative dialogue and exchange of ideas with regional and global hunting organizations. A report will be submitted to the Executive Committee of the CIC later this year. The trophy hunting topic will also be revisited at the 55<sup>th</sup> General Assembly in Marrakech in April 2008.

Don Causey of the Hunting Report, Dr Karlheinz Betz of Wild & Hund and Malte Doerter of Jagen Weltweit have to be thanked for reviewing the presentations and for their valuable inputs. Thanks are also due to the administrative staff of the CIC Budapest office for preparing the meeting

Comments and views from the readers to this complicated and vast topic are invited and should be send by email to Gerhard Damm ([Gerhard@muskwa.co.za](mailto:Gerhard@muskwa.co.za)) or to Kristof Hecker ([K.Hecker@cic-wildlife.org](mailto:K.Hecker@cic-wildlife.org)).

Readers can download the keynote presentations “Trophy Hunting: Past, Present and Future” by Gerhard Damm and “The Essence of Hunting” by Gray Thornton from African Indaba Vol 5/3a at this link <http://www.africanindaba.co.za/HuntingTrophies/AfricanIndabaVol5-3SpecIssue2.pdf>

# “Use it or loose it” – Consumptive Use in Ecotourism

CIC Press Release, Budapest, 23 May 2007

Facing their own footprints, the global ecotourism community comes to realize the quality and values of consumptive use through hunting and fishing tourism. CIC stressed the potential of sustainable hunting tourism for conservation and regional development at major global gathering in Oslo.

The [International Ecotourism Society](#) (TIES), Ecotourism Norway and the United Nations Environment Program (UNEP) organized the [Global Ecotourism Conference](#), held in Oslo May 14-16 2007. This gathering was the first major global conference on ecotourism since the UN's International Year of Ecotourism in Quebec in 2002 and brought together representatives of governments, national and regional ecotourism associations, tourism professionals and NGOs from 76 countries worldwide. All relevant topics of the industry were discussed within five different working-sessions. The [International Council for Game and Wildlife Conservation \(CIC\)](#) participated and underlined the links between Ecotourism and sustainable hunting tourism.

At the opening ceremony, the Norwegian Environment Minister Helen Bjoernoey pointed out that even the ecotourism-community has to address that "long distance travel by eco-travelers has serious impacts on the climate and wildlife as well".

Wolfgang Strasdas, professor for Sustainable Tourism Management at the German University of Applied Sciences in Eberswalde, pointed out that an "elimination of exotic trips would end up in a disaster for poor regions and countries regarding revenues through tourism". Sustainable tourism management with new approaches and concepts is needed to maximize the benefits of tourism. On this background, new innovative approaches, environment management systems and consumptive use even in the form of hunting and fishing tourism were discussed extensively.

Oliver Hillel, Program Officer at the Secretariat of the [Convention on Biological Diversity \(CBD\)](#), highlighted during a special session the importance of different approaches. He underlined that "Ecotourism does not simply equal conservation, but rather refers to sustainable use of biodiversity in support of conservation". He also stressed that well-managed use of biodiversity for example through hunting tourism can meet the needs of local communities and wildlife conservation at the same time.

Kolja Zimmermann, Coordinator of CIC's Sustainable Hunting Tourism Program, outlined the potentials and chances of consumptive use by sustainable hunting tourism to the audience. He pinpointed the quality of hunting tourism as "a small-scale tourism with outstanding monetary, ecological and socio-cultural benefits to rural areas".

Zimmermann is persuaded that a well managed hunting tourism meets the concept of Ecotourism and could be one potential solution for sustainable regional development. "There are often different solutions for tourism development" explained Zimmermann.

"Under appropriate circumstances it is wise to go for a mix of different solutions at the same time". This is realized many times in Africa e.g. through a combination of photo- and hunting tourism in the Selous Game Reserve (Tanzania) or at game ranches in Namibia and South Africa.

During the session, he described the development process of "principles and guidelines for sustainable hunting tourism" as part of the CIC Program Sustainable Hunting Tourism. (*Editor's note: Download the PowerPoint presentation of Kolja Zimmermann [here](#) and his manuscript [on this link](#) from the official conference website).*

A draft statement of the conference, to be approved in June 2007, is focusing on sustainable tourism "that entails responsible travel to natural areas and which conserves the environment and sustains the well-being of local people."

To maximize the benefits out of tourism for local communities and wildlife conservation, Zimmermann promoted the idea: "Let many flowers grow... and one of these flowers could indeed be sustainable hunting tourism."

# Tanzania: Facts and Rumors

Is there an alternative to "Use it AND Loose it"?

By Gerhard R Damm

Africa Indaba supports - in line with major international Conventions - a conservation policy which combines conservation of natural resources, in particular wildlife, with sustainable use. In a simplification of a complex issue, this is packed into the phrase "*Use it OR Loose it*".

Tanzania followed this philosophy and fared quite well as compared to neighboring Kenya, which has banned hunting 30 years ago and which has lost 70 % of its wildlife during that time. In the past years, we heard frequent news about bad Governance in wildlife management and hunting in Tanzania with negative consequences for the conservation of wild areas and wildlife. Now the issue became the focus of public debate and controversy in Tanzania. Coupled with critical reports about increasing poaching and hunting areas, which are turned into photographic safari areas by the local communities, one could ask whether the country presently follows a policy leading to "*Use it AND Loose it*" rather than "*Use it OR Loose it*"!

Since African Indaba champions the "*Use it OR Loose it*" philosophy we provide readers with information about the recent development and with background material. We have collated news reports in the first part of this article and condensed the main findings of relevant papers on hunting and conservation in Tanzania in the second part. In the third part we are offering suggestions on how to achieve a win-win situation for the Tanzanian Government, the rural communities who live with wildlife, the hunting operators and the visiting hunters and last not least the wildlife of Tanzania.

## Part 1: What happened in the past three months?

The Minister of Finance's remarks in her budget speech were a first indication: "*it is proposed to review the rates for various fees and charges imposed by the Ministry of Natural Resources and Tourism (MNRT) to bring them in line with current prices and protect our natural resources ... to generate Shillings 33,616 million in additional revenue*" and "*... the proposed measures shall become effective on 1st July 2007*". The House Committee appealed to the Minister of Natural Resources and Tourism to speed up the review of the national legislation on wildlife management and recommended that the revised legislation incorporate more effective structures and mechanisms to check the misuse of wildlife resources saying "*... that the government should set up a special agency to deal with all hunting-related activities. The move would allow the ministry's Wildlife Department more room to concentrate on policy and legal issues, including the management of protected areas, game reserves and national parks*".

A letter from the MNRT Wildlife Division, dated 11<sup>th</sup> July, signed by F. Lyimo informed the global hunting world of the increase in government concession fees and license cost. The letter was accompanied by Government Notice No 159, dated and published on 29<sup>th</sup> June 2007, referring to the Wildlife Conservation Act (CAP 283) and stating that the Hunting Regulations 2005 in particular the Third Schedule has been revoked and substituted. This was accompanied by a list of Hunting Blocks (Category A with a minimum area of 800 km<sup>2</sup> and Category B with a minimum area of 100 km<sup>2</sup>) and the new concession Fees of US\$50,000 (A) respectively US\$40,000 (B) and a list with "Game Fees" for the huntable species and the fee structure for rifle/shotgun hunting and bow hunting (the bow hunting fees being double the rifle/shotgun fees). The fee structure sheet is signed by the MNRT Minister Jumanne A Maghembe and dated 27<sup>th</sup> June 2007. Apparently this was sent to all hunting concession holders in Tanzania.

Some safari operators and in particular the Chairman of TAHOA, who were contacted by [The Hunting Report](#), immediately dismissed the claim that the new prices would come into effect for the 2007 season which began on July 1<sup>st</sup>. Other operators reportedly either cut down the hunting days for clients already on

safari, or advised booked clients that the increase would have to be met. The Hunting Report informed readers on August 17<sup>th</sup> that one subscriber said that Zuka Safaris cut his 21-day safari to 11 days because of the new fees. Another subscriber stated that Game Frontiers had demanded payment of the new fees for a safari starting in early September. A refusal would mean forfeiture of all deposits. The Hunting Report qualified the news about Game Frontiers on August 23<sup>rd</sup>, saying that the company had confirmed that the new game fees will not be implemented this year and "*what appeared to be a disturbing development was simply a miscommunication between the agent, the client and the company*". In the same communiqué obviously serious shortcomings were reported about safaris of Usangu Safaris, and that hunters reportedly had been told that the concessions they booked are unavailable, unless they pay additional fees of \$15,000 to \$18,000.

Tanzanian media reported that the present director of wildlife, who is near retirement, seems to be under heavy pressure to allocate hunting blocks as political patronage. According to these sources there is a strong demand for hunting blocks by people outside the hunting industry. Allegedly these people are looking for a quick profit through sub-leasing. Back in the 90's sub-letting had led to a subdivision of hunting blocks and to unsustainable quota increases. In June the Tanzanian paper ThisDay mentioned that "*the real culprits have been left untouched*" after an earlier reshuffle in MNRT. The same paper wrote that some well-connected individuals have been monopolizing licenses for hunting blocks, which they covertly sublet to foreign hunting companies for exorbitant fees. Most of the criticism fell on the Wildlife Division for favoring a select group of hunting outfitters. The paper cited a research report into the local hunting industry, which claimed widespread corruption and a lack of proper controls by the Wildlife Division thus seriously depleting revenue and excluding communities.

Later in the month an explosive PowerPoint presentation surfaced in Dar Es Salaam and was widely distributed on the internet. The anonymous document purports to expose some of the corrupt practices in the hunting industry. Speculations ran wild about the author or authors; insiders, who seem to know the author(s), say that the source(s) are reputable and reliable. The same insiders say that many of the allegations are based on facts, although some are evidently made without presenting proof. Other reports spoke of a number of cancellations of hunting safaris and of "*Professional Hunters hanging around in Dar*". These sources linked the price increases to an effort of self defense of a "cornered" administration under very high pressure, being accused of "institutionalized" corruption by the press and in Parliament.

Representatives of the hunting industry in Tanzania frantically attempted to meet with the minister to initiate a dialogue on how to solve an apparent impasse. They claimed that the increase could not be enforced in 2007, given that a previously agreed notice period had not been honored. TAHOA's arguments cited a 1994 document that was signed between the Stakeholders and the Wildlife Division, whereby hunting companies should have a 9 months' notice period regarding any price hike. Legal advice taken by TAHOA claimed that the sudden price increases breached this agreement.

Around August 14<sup>th</sup>, an email from the TAHOA Secretary General was sent to all TAHOA members saying "*The Office of the President has directed that TAHOA, on behalf of all hunting companies, has to sit with The Hon. Minister of Natural Resources and Tourism in order to resolve the issue of Block fees and Trophy Fees as announced in GN. 159 dated 29th June 2007 and promulgated on 11th July 2007.*" On August 24<sup>th</sup> the Tanzanian paper ThisDay reported that the MNRT flatly rejected to rethink the increases despite vigorous lobbying pressure. The Minister reportedly said that the revised game hunting fees were in line with prevailing rates in the rest of the 14-member Southern African Development Community. He asserted that hunting companies were using the blocks "almost free of charge," with a typical hunting block in the Selous Game Reserve of 100,000 hectares costing actually \$0.5 per hectare.

*In an email bulletin of the same date, The Hunting Report classified ThisDay as tabloid with a history of anti-hunting stories. The Hunting Report said not to take the ThisDay report as the final word and cited TAHOA's chairman Gerard Pasanisi "this situation is still open and TAHOA is ready to sit down next week [ed. note: last week August] with specialists from the minister's office to discuss the problem of fee increases."* Insiders, however, are stating that although ThisDay may be considered tabloid, it is not anti-hunting, but anti-corruption.

The internet forum "[Accurate Reloading Forum](#)" has a number of posts on the situation. Of significance is a post by US agent Atkinson Hunting Adventures saying that "*we have been booking [buffalo] at the new*

*price and see very little effect". One participant posted: "What I can't understand is why Tanzania doesn't have an open auction process for concessions and allow foreign companies to bid. With a 5 year lease and a rotating auction schedule so at least a few concessions come up for auction every year Tanzania would get fair [market value]. With a fixed price of \$50K some concessions may be under-priced while others may be over-priced. Tanzania will still lose revenue on under-priced concessions. Tanzania needs to fix its tender process, until it does, they will continue to have problems."*

To make matters worse, MNRT had officially applied to sell 100 tons of ivory ahead of the recent CITES CoP but withdrew just before a CITES inspection was due and after major irregularities of the management of the ivory stocks, including the sale of stamped tusks, became public knowledge. Due to bad Governance and the apparent involvement of the army and WD there is real danger that poaching for meat and ivory may again reach levels as in the 70s and 80s again .That would destroy wildlife including elephants in large numbers.

## **Part 2: A Review of Relevant Papers**

Possibly the most significant paper about hunting in Tanzania was published in July 2004, authored by Dr. Rolf Baldus, at that time working for the Community Wildlife Management Program of the German Gesellschaft fuer Technische Zusammenarbeit (GTZ) and by Andrew Cauldwell, who was with the EU-funded Kagera Kigoma Game Reserves Project (EDF). Titled "**Tourist Hunting and its Role in Development of Wildlife Management Areas in Tanzania**", all three parts can be downloaded from the African Indaba website (see "references" at the end of this article for the relevant links).

Fred Nelson from the Sand County Foundation Community Based Conservation Network, Simon Milledge of TRAFFIC East Africa, Dr Allan Rodgers, Regional Coordinator (Eastern Africa) UNDP-GEF Biodiversity Projects, the Tanzania Development Partners Group (DPG) and many others have also documented the problems, risks and potential solutions for the wildlife sector in Tanzania for years (see references).

The lack of an objective and transparent system for the allocation of hunting blocks has as consequence that blocks are leased at administered prices far below the true market value irrespective of size, quality or income potential. This represents a large loss of income to Tanzania.

The "official" complaints about the "insignificant" contribution of trophy hunting to the Tanzanian GDP fail to see that the safari hunting revenue has to be viewed not in isolation, but in connection with related items like travel, hotels, payments to outfitters, taxidermy, freight forwarding, air charter, souvenirs, tips, etc as well as the taxes paid to the State. By using multiplier effects, the hunting industry's contribution probably has been in excess of 130 million dollars in 2006.

All authors basically arrive at the same findings and similar conclusions – and we list some in no particular order:

- ✓ Despite the hunting sector's impressive growth little information and data are available, and even though a confidential report with empirical economic data was presented to WD in 2004 there was no response;
- ✓ WD uses a control system based on favoritism leading to reduced income generation for the country, excludes rural communities and resists efforts to introduce transparency and competition, whilst attempts to discuss the issues in public are curbed;
- ✓ a tourist hunting policy and management plan to introduce competition and to incorporate communities as decision-makers was developed, signed and accepted by the Director of Wildlife in 1995, but has never been implemented. Legislative changes do not adequately reflect the proposals.;
- ✓ concessions are leased at rates far below market value, favoring the development of a system of subletting to non-Tanzanian companies and reducing the tax-base of the Government. Hunting revenue is based on a "Pay-as-Used", rather than "Right-to-Use" system. This has not changed despite political pressure to capture revenue potentials and real market value;
- ✓ calls for a transparent public tender process for hunting blocks with block fees charged according to open market values went unheard;



- ✓ the sector is suffering from sub-optimal management including a lack of normative hunting standards, monitoring of sustainable quotas, fair chase parameters, sustainable management of hunting blocks and limited participation of rural communities. Signs of unsustainable growth through block-division and expatriation of revenue are apparent, with neither Government nor communities receiving what is due to them according to Tanzanian law;
- ✓ the financial administration of the Tourist Hunting Section in the WD was computerized in the mid-nineties with financial assistance from a donor country at the request of MNRT, but never applied;
- ✓ that hunting blocks have been "allocated" on non-gazetted lands i.e. around Ruaha National Park, the Ngarambe-Tapika area south of the Rufiji, etc usurping village based wildlife enterprises, such as the Ngarambe-Tapika interim WMA against the principles of the 1998 Wildlife Policy document;
- ✓ that trophy hunting feeds funds only into central government with little filtering back into districts or to villages although the Wildlife Policy says *"wildlife benefits must flow back into the village communities who bear the costs of living with wildlife"*;
- ✓ neither the WD, the individual hunting outfitters, TAHOA nor the international hunting associations took proactive steps towards a reform process with a general reluctance notable amongst hunting safari outfitters to accept the WMA concept and effectively empower local communities;
- ✓ that biological, financial and hunt-return data, including monitoring of minimum trophy standards, for the adaptive management of the industry have not been integrated in a national hunting database. Minimum trophy size requirement for elephant, lion and leopard trophies are sometimes not enforced and sustainable trophy standards for buffalo have not been introduced;
- ✓ conservation basics, law and hunting ethics are frequently subordinated to market requirements, or in other words, to the high-fee-paying hunting tourist's will and whim. Serious efforts to prosecute violations are absent, despite a personal letter of the Director of Wildlife to every PH and hunting operator in 2005, saying *"there are reports about some professional hunters failing to pay serious attention to the law, regulations and guidelines used in the administration of safari hunting industry in Tanzania"*;
- ✓ that game viewing tourism and hunting safaris can be well combined in most areas, thus optimizing the revenue base, provided that protocols are established to regulate the interaction of both.

### Is there a solution?

The events of the last three months can be described as implosion of a dysfunctional system, which begged for reform, but with the major players unable or unwilling to drive change. The resulting turmoil could also be viewed as a last opportunity for reform, as the consequences for not acting will be disastrous for wildlife, conservation and rural communities. Stakeholders need to think outside the box, forget the past and build a sustainable future. Those resisting reform will have to shoulder the responsibility of failure.

The history of the past 10 years has shown that commissions, stakeholder dialogue, round tables, policy development, and expert papers have brought no results, despite the members of the Development Partner Group (DPG) and the Government having spent millions of dollars and countless man-hours. Problems have been discussed and analyzed *ad nauseam* and solutions have been presented, but were ignored and policies have not been put into practice. The present Wildlife Policy reflects the goal to conserve wildlife and wild areas and to contribute to poverty reduction. Only minor parts of this Policy need to be adapted to changed circumstances, but the Government must make the political decision to introduce and enforce the policy. This decision has to come right from the top – i. e. the President's and the Vice-President's office as the elected representatives of people of Tanzania who are the owners of the wildlife resource, held in trust by their Government.

Nobody denies the fact the safari hunting industry needs to accept long overdue pricing adjustments to generate maximum sustainable hunting revenue for the country. Even substantially higher block lease costs will not necessarily drive up end-user hunting prices, although such a step would certainly affect excessive profit margins of some companies and certain practices deviating huge amounts into individual pockets. Yet, it must be permitted to say that price increases promulgated by MNRT in July do not address the basic problems inherent in the present system, nor do they offer a long term solution:

- Blocks lease costs (from \$7,500 to \$10,000 2 years ago and now at \$40,000 respectively \$50,000) still do not reflect the true economic value of the hunting block. Some blocks may be worth less, others substantially more;
- block adjudication is not subject to independent control, lacks transparency and disregards the principle that the optimal price is a competitive market-price. As the highest bidder is not necessarily the ideal candidate, adjustments along an agreed set of rules and regulations can be made by the tender committee;
- the revenue obtained by the WD is still based on a "Pay-as-Used" instead of on a "Right-to-Use" system, and since major revenue streams still come from trophy fees there is a tendency to overhunt quotas and wildlife populations;
- the "Pay-as-Used" system permits some hunting operators to restrict the number of exclusive safaris in prime areas. Their price structure allows working with minimum safari days and low off-take of trophy animals whilst maximizing economic return, thus reducing the Government's income.

Moreover, the presentation and introduction date of the price increase after the hunting season had begun may be described as unwise, although insiders say that most of the current block holders can still afford the higher block fees. These sources also say "the process showed the Wildlife Division's lack of understanding on how the hunting industry works". Some insiders even suggest that "block contracts should be cancelled en masse, and the current holders invited to submit bids to the WD suggesting a revised fee". The WD can then enter a memorandum of understanding with the operators in the interim while the rest of the recommendations are implemented.

It is therefore suggested that the Government of Tanzania rescind the promulgated 2007 season increases and instead look for an optimal solution from 2008 onwards. With political will and immediate action a solution based on the proposals listed at the end of this chapter could be ready for implementation in the first quarter of 2008 well ahead of the start of the 2008 season. A parallel media campaign could be started in late December to transparently inform the global hunting market.

I submit that even a substantially higher increase in block leases, coupled with stable and market-related trophy fees would not necessarily drive up end-user prices, although it would certainly affect possibly excessive profit margins of some. We live in a competitive world; although nobody is denying the operators a reasonable profit margin, the international hunting associations – as responsible hunter-conservationists – should make sure that a substantial part of the funds paid for hunting safaris goes towards conservation and poverty alleviation of Tanzania. This route will result in a "win-win" situation for all.

Safari operators need to rethink pricing strategy and like in any other industry, must embark on strict cost saving measures in order to obtain an adequate profit margin. We also need price clarity in a way that safari prices (daily rates) should be inclusive of all extras, like hunting permit fees, block fees, conservation fees, community fees and trophy handling- preparation- and export-fees. Safari operators, who hold prime hunting blocks are entitled to charge premium prices for their services and the market will certainly accept this.

The Government should request transparency about concession lease holders, sub-letting of blocks, infrastructure costs, staff remuneration, office and administrative cost, marketing expenses, and the final destination of the funds paid by the hunting client, etc. It is the legitimate right of the Tanzanian Revenue Authority (TRA) to levy the appropriate tax on business conducted in the country.

Another issue, which must come under review, is the safari marketing at international shows especially expensive hunt donations. The US convention organizers benefit yearly substantially from booth rentals and donations from safari operators. In 2006, the donation value of safaris in Tanzania to the US convention circuit is estimated to be close to 0.5 million dollars, but very little of this amount flows back into the country.

It is suggested that such donations should be done only along the example of the government permits donated by various US States, Mexico and some western Canadian Provinces, where, in the case of mountain sheep, the Foundation for North American Wild Sheep (FNAWS) raised in excess of 5.9 million dollars in the past 3 years. This amount was paid directly to the donating wildlife departments and as such represented real value for conservation.

The International Council for Game and Wildlife Conservation (CIC), a politically independent advisory body involved in broad-based initiatives on Sustainable Hunting Tourism can assist the Government of the United Republic of Tanzania in the reform process. CIC unites Member States (mostly represented by the Ministry responsible for wildlife management and conservation), researchers from universities, organizations engaged in hunting, as well as private members from 81 countries and cooperates with UNEP, FAO etc. and all prominent international conventions with relevance to wildlife conservation and management and is a member of IUCN

In view of these arguments, I would like to present the readers of African Indaba the following multi-pronged approach to reform. I challenge all readers, but in particular international hunting associations like Safari Club International, Dallas Safari Club, Shikar Safari Club, etc. as well as the international hunting media to offer their views in this discussion. Last not least, Tanzania is the crown jewel of African hunting and we all want and need a sustainable and equitable solution.

## 1. Implement the Tanzania Wildlife Policy

- 1.1 Streamline the Wildlife Policy along the National Strategy for Growth and Reduction of Poverty, better known by its Swahili acronym MKUKUTA (*Mkakati wa Kukuza Uchumi na Kuondoa Umaskini Taifa*) on how the wildlife sector can contribute to growth, revenue, and poverty reduction objectives along the Government policies of decentralization and democratic control. If necessary, have WD appoint lawyers to review the Act and present a new draft for debate with parliamentarians and civil society. A written agreement with Donor Partners Group on a joint implementation strategy for the MNRT policies would assist in securing full financial support for the Government programs;
- 1.2 Appoint a committee to revise and simplify the WMA Regulations so that they can be understood and applied by the rural population and secure WMA participation of WMAs and their members in decision making processes
- 1.3 Appoint resource economists and an international auditing company to evaluate the block lease system, establish estimated hunting block market values and introduce transparency into the revenue flow within the WD. Create a transparent block tendering process with additional tendering criteria over and above the block price (for details compare the [Bwabwata Tender Process](#) and the proposed [Niassa Game Reserve Tender Process](#) – see Page 7 this issue); and abolish sub-letting;
- 1.4 Commission an objective scientific examination of the economic, social and ecological consequences of all aspects of safari hunting across representative ecosystems to test the hypothesis that *"well-managed, transparent sport hunting can provide very tangible and quantifiable conservation and social benefits, as well as substantial and sustainable economic gain"*;
- 1.5 Assess funding situation in major game reserves to improve law enforcement and conservation.

## 2. Initiate Reform of Hunting Industry

- 2.1 Establish a permanent panel of experts with a secretariat at the Mweka Wildlife College in advisory capacity to the Permanent Secretary. Members could be Wildlife Division, the Parliamentary Committee for Lands, Natural Resources and Tourism, TANAPA, NCAA, Institute of Resource Assessment (University of Dar Es Salaam), community/WMA representatives, LEAT, WWF, WCS, independent experts, international hunting associations, organized (TAHOA) and independent hunting safari operators to review present procedures, comment on block allocation, pricing

- structures, WD hunting management, quota setting, computerization, and a system of self-regulatory certification methods for hunting blocks, safari operators and professional hunters;
- 2.2 Join the International Council for Game and Wildlife Conservation CIC as a state member, represented by the Honorable Minister;
  - 2.3 Establish a system where individual safari operators and the Wildlife Division cooperate to provide annual donations of full bag safaris (incl. of all costs and trophies) to be auctioned at international conventions subject to a reserve price. The convention organizers must commit to pay the Wildlife Division at least 90% of the hammer price and such funds will be used entirely for conservation in the hunting block where the safari will be conducted
  - 2.4 Consider increased transparency regarding safari price components like infrastructure costs, staff remuneration, office and administrative cost, marketing expenses, and that safari payments arrive in full in the country.

### 3. Establish Public Trust

- 3.1 Create a Wildlife Division website with important decisions, policy documents, block tender documents, a detailed PH and outfitter register, hunting database, the hunting reform debate, etc in order establish trust nationally and internationally;
- 3.2 Create a hunting database with details of block, quota, success ratio, trophy quality (all trophies to be measured prior to export acc to RW criteria) in cooperation with IUCN Specialist Groups (elephant, cats, crocodiles, antelopes, etc);
- 3.3 Initiate on-the-spot dialogue between the Director of Wildlife and representatives of the major wildlife areas on district and communities level to discuss policy, the WMA concept, sustainable hunting tourism, revenue sharing, problem animal control, etc and distribute the Swahili version of the official Wildlife Policy.

### 4. Expected Outcome

- 4.1. To generate maximum sustainable hunting revenue from the "Right-to-Hunt", i.e. from hunting block leases adjudicated in a transparent tender process at market values determined by the quality of the block and by the quality and numbers of the game therein, complemented by stable and internationally competitive trophy fees.
- 4.2. To establish appropriate methods to allow properly qualified Tanzanian citizens entrance into the hunting safari industry as partners or professional hunters
- 4.3. Best practices in the tourist hunting industry contribute to biodiversity conservation, safeguard resource sustainability, secure long-term and increased revenue, for the Government, the hunting industry, the local communities and the national economy and thus contribute significantly to poverty reduction

Tanzania still is one of the best wildlife and hunting destinations in Africa, but this status is threatened, if present trends continue. Change is easy to achieve, if there is political will in Tanzania to do so. Effective reform of the Wildlife Act will lead to good governance, realize the revenue potential of the industry, share benefits and reduce poverty through implementation the existing WMA concept.

This would be a true example of "Incentive-Driven-Conservation" and a proud step along the path shown by the first president of Tanzania, the Honorable Julius Nyerere in his 1961 Arusha Declaration on Wildlife protection.

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# Kenya: As Hunting Debate Rages, Focus Must Turn to Local People

By Ole Turana, Kenya

The debate on wildlife sport hunting, which has been characterized by hard positioning, especially from those who are passionately opposed, has ebbed off the public limelight. As the vitriol raged on, it came out clearly that we continue to view wildlife from a paternalistic and colonial mind set. Man remains the number one enemy and everything must be done to stop the annihilation of our precious wildlife.

Kenya Wildlife Service is the most prized asset as far as resource utilization is concerned. Besides financial resources, other resources channeled toward wildlife include human resources in the form of well trained rangers, huge space allocation in terms of the astronomical acreage put aside to allow the animals to roam, and machinery to aid in relocation and protection.

It's time we faced some hard questions: Is this massive resource usage commensurate with the returns from the animals? Can the communities that bear the brunt of the wildlife benefit directly and consequently participate in conservation? Conservationists hold that natural resources and environmental policies are premised on the assumption that markets are responsible for resource misallocation and environmental degradation. The failure is attributed to decision makers who do not take into account all costs and benefits hence distorting prices and output. The view is buttressed by the inherent fear on how we are running out of resources. The future is portrayed as one of want, and pestilence.

A replay of Malthusianism comes into one's mind. The failure by market mechanisms to reflect environmental costs has elicited the need to have policies to address this deficiency. Those calling for sport hunting have been portrayed as blood-thirsty and gun-toting adventurers out to destroy. However, statistics bear the naked truth; notwithstanding five decades of highly committed wildlife conservation, over 40 per cent of our wildlife has disappeared.

The dilemma of land use and its conflicts to meet both wildlife conservation and human needs has exasperated the minds of people for a long time. The implementation of the conservation policy presupposed the neighboring communities in Protected Areas (PAs) to be hostile and detrimental to the very existence of wildlife. The complex patterns of natural resource utilization practices, accumulated over a long period of time were inadequately understood or singled out for eradication. The fact that the indigenous pastoralists, their livestock and wildlife had evolved a system of mutual coexistence, optimal utilization of the environmental resources made nonsense to the conservationists. Policy measures adopted included blocking traditional access to watering points, denial to buffer grazing zones during dry seasons and criminalization of control mechanisms such as burning.

It is estimated that over 70% of wildlife is found outside the PAs. Wildlife is a cost to communities on whose land they live. Basic economics tells us that a rational consumer would optimize the returns from a basket of goods. In order to eliminate the additional costs associated with wildlife, land holders have resorted to killing straying animals. This is a clear vindication of failure of commercialized wildlife. The resulting poverty has trapped people into short-term horizons with respect to wildlife resources and they are excluded from the market economy.

Wildlife conservation in Kenya has come full circle. It is widely acknowledged that despite massive efforts to protect and conserve it, the results aren't so rosy. Whereas, the efforts have largely been centered on use of coercive power to subject communities to accept to live with the wildlife, little has been done to motivate the communities to co-exist with wildlife on the basis of superior returns compared to other economic activities that exist. Such a short-term approach has not been as successful as envisaged earlier on.

A more pragmatic all inclusive approach is needed. Such an approach will ensure our precious wildlife remains and grows and at the same time the real custodian of this resource reaps full benefits commensurate with the real market cost of having the animals. It's time we engaged in consumptive wildlife utilization to its fullest. Consumptive utilization allows harnessing the power of market forces in determining the value of the resources. By creating efficiency through market instruments, the full opportunity cost is determined.

Southern African countries that engage in the practice have highly developed markets for live game species and wildlife products. Besides, it has a comparative advantage over other developing countries, Kenya included, in terms of diversity of wildlife species and large wildlife populations.

Common forms of wildlife consumptive utilization such as culling or cropping, live game sales, safari hunting and subsistence hunting for meat are a more sustainable means toward the same end. For example, in South Africa a single antelope such as a Kudu or Oryx to a trophy hunter is worth four cows. This has seen landowners convert their land from cattle rearing to wildlife keeping. After all, we have been consuming and trading in domestic animals since time immemorial and their population has never diminished.

This calls for a paradigm shift and an accommodative policy where a “conservation unit approach is adopted as opposed to conservation island approach”.

Data for Pre-1977 ban shows land holders husbanded and encouraged wildlife hence their survival in significant numbers. Experience has shown that where communities participate fully in all conservation aspects, success is achievable and sustainable. This means top-down and centralized management by executive order is ineffective and the perception of conservation as a narrow sectoral technical issue, a subset of the environment management has failed.

What is required is a comprehensive integrated approach that appreciates the critical role of the inhabitants.

## Policies on Wildlife Still Drawn From Colonial Era

By Joseph Magiri

Are economic growth and environmental conservation mutually exclusive? Animal rights' activists say they are. Free market environmentalists say they are not. In groundbreaking research, Prof Terry L Anderson, an environment economist at Stanford University in the US, shows that market approaches to conservation can be economically sound and environmentally sensitive.

In the book, *You Have to Admit It's Getting Better — From Economic Prosperity to Environmental Quality*, Anderson argues that economic growth and environmental quality are getting better — at least in northern America and southern Africa.

Anderson's research helped launch free market environmentalism and prompted public debate over the role of government in managing resources in US. Government subsidies often degrade the environment, but private property rights encourage resource stewardship and market incentives harness individual initiative for protecting environmental quality, Anderson argues. Data supports his argument.

In Kenyan parlance, Anderson says local communities and not Government should manage wildlife. Currently, local communities shoulder the costs of living with wildlife, but parties from outside reap the benefits. Although tourism is a top foreign exchange earner, communities living with wildlife are in abject poverty. And infrastructure such as the road to the Maasai Mara Game Reserve deteriorates to deplorable levels because those who use the road are not responsible for fixing it. Anderson's broad-ranging ideas have provided a refreshing and stimulating look at complex and seemingly intractable environmental problems.

A wildlife report prepared under the auspices of USAid is informed by free market environmentalism and not sport hunting, as critics seem to be saying. **Free market environmentalism holds that costs and benefit should be the central issue in wildlife conservation** [editor's emphasis].

Godfrey Ntapayia of Kitengela Land Owners Association, a group that has trailblazed leasing land to create wildlife corridors, says a new policy addressing compensation, ownership and who-plays-what-role in conservation is needed. Ntapayia adds that Sessional Paper No 3 of 1975 did not address resource sharing. Wildlife conservation policy is informed by outdated and draconian colonial thinking. The net effect is that wildlife populations have continued to decline despite huge funds spent in equipment and personnel to bar locals from using wildlife.

Ian Parker, a former Kenya game warden and founder managing director Wildlife Services Ltd, East Africa's first research private outfit, says: **"Commerce and consumption of wild animals lumped under**

'poaching' reflects a far older situation going back into Kenya's distant past. Late in the colonial era, it became appreciated that the negative approach to wildlife use was failing — colonial reaction to African wildlife use was one of preventing Africans from using wildlife [editor's emphasis].

The first clear evidence of the failure of the colonialists' obstructive policy as far as Africans' use of wildlife was the creation of the Galana Game Management Scheme, closely followed by weak and half-hearted measures that allowed landowners to use wild animals commercially. Land owners were allowed to sell trophies, but not meat, or meat but not trophies. The policies sputtered and fizzled erratically after independence. Today the arguments for and against legitimate wildlife use do not reflect more than the situation that has persisted since the colonial era.

The big difference that has taken place over time, however, is that the wildlife resource is now a fraction of what it once was, and declines steadily."

This archaic approach to wildlife management has led to an unending human-wildlife conflict.

In a paper titled, *The status and challenges of human-wildlife conflict in Kenya: Novel and practical approaches towards mitigation*, Dr Geoffrey Wahungu, a senior lecturer at Moi University's Wildlife Department, argues that there are no models that have been developed from data collected or existing information to help predict and develop early warning systems or compile conflict mitigation measures for adoption and implementation. He adds that the methods applied now are not well documented, their relative efficiency and practicality of application undetermined and their potential in mitigating the conflict unknown.

In the paper, Wahungu documents approaches used to mitigate conflict to minimize conflict and at the same time conserve wildlife resources and save people's livelihoods. Although the communities living around national parks lose lives, limb and property among other burdens such as pests and diseases that wildlife spread to their livestock, they do not enjoy profits accruing from wildlife in the same proportion.

**It is irrational to ask people affected negatively not to kill animals that destroy their crops or kill and maim residents. Farmers near wildlife conservation areas suffer loss of crops, but do not get compensated. They only get a consolation. To such farmers, wildlife conservation means lost crop, which translates to lost food or income. For conservation to work, wildlife should make a positive impact on the communities' bottom line [editor's emphasis].**

## Some Thoughts about Trophy Hunting and Hunting Trophies

By Basie Maartens, Past President PHASA

"Trophy Hunting and Hunting Trophies", that is how Gerhard Damm put it when he asked me to submit an article regarding the 54<sup>th</sup> CIC General Assembly in Belgrade. To me it seems that both are the same.

What needs to be examined are the words 'hunting' and 'trophies'.

So we will not explore the skull of the lion or the boss of the buffalo, what it measures or how hard it is, these are details which will be dealt with by the hunter who actually hunts (and not just shoots) the animal. Rather how it was obtained –for that we need some clarification, and examination, of the philosophy of hunting.

Hunting needs to be clearly defined, and one should not use the word incorrectly. For instance, "culling" is not hunting, nor is "harvesting" or "taking" of an animal. These are euphemisms used for killing or shooting. There are people who are afraid of using the right word or would consider it politically incorrect and want to disguise what they are actually doing. There is no reason for a hunter to make excuses for what he is doing, providing it is in fair chase.

To give a definition to 'hunting' has racked my brain but I have come up with the following: *"Hunting is the pursuit of an animal in fair chase and its ethical killing in a humane manner for a recognized purpose."*

In the case of trophy hunting, the recognized purpose is to collect a trophy. Robert Ruark said: *"I shoot him when he is ready for heaven and his tusks are the monument, as the Cross is revered in Christ's name. When I shoot an old elephant, I shoot the memory of a man and my particular hope of heaven, which is to be put down at the ultimate prime time, by any man – or beast – like me."*



But that however, is only part of the exercise. In collecting the trophy, you are also performing a conservationist duty because conservation is not practiced by little old ladies in tennis shoes knitting winter socks. The real conservationist is the hunter because how can you be a conservationist without being a hunter.

The trophy is identified by the hunter by virtue of its size, age, or configuration, or even rarity. In each case it is the hunter who determines what value the trophy has to himself, which makes the selection of a 'trophy' a very personal choice. I will therefore not go into the statistics of trophies, for that we have enough books and more to come.

Hunting for a trophy puts 'hunting' on a different level than just shooting, which is what you do when you have to cull animals, a necessity in game management, if sometimes reluctantly performed. That is why Herman Jonker says you must cull with a cold hand and a warm heart.

Trophies and books seem to go hand in hand. Trophies must be recorded to be referred to in the future, to be compared and discussed. Trophy books are a source of information but also a source of great rivalry, many try to get a higher listing than the fellow hunter. Unfortunately, in a competitive world we will always have people who are given to one-up-manship, and they might not be honest about their achievements. These people are not worthy to be called hunters and will be a discredit to whatever they profess to be.

Unfortunately the printed page only has half the story – the heat or cold, the miles of walking, the careful stalking are not recorded. Therefore record books serve a purpose and are there for us to use, but they are not the holy grail of hunting.

Considering that hunting has come through the ages and has during that time evolved into the form that we know today, it is understandable that it is subject to continuous change. From stone age implements to flintlocks and black powder, today we know rangefinders, 140 grain bullets, 3000 foot-pounds of energy, GPS and laser range finders. So why don't we condone hunting on game farms, and other enclosed areas? Within reason we will have to move with the times or forever kiss our hunting days goodbye.

Here again, trophy record books play a role by recording whether animals were taken with a rifle, bow and arrow, handgun, or were simply picked up. Although most trophies are taken with the help of a professional hunter, he does not get credit by having his name appear, even in brackets, among those who are responsible for the entry. On the other hand there are already listings whether the trophy was taken on a game ranch or in the wilds..

One thing is sure, we will still be hunting for many years and under conditions which are forever changing and there will be more changes, that I can guarantee. So, let us keep our trophy record books, our safari clubs, and our personal trophies on the wall which can remind us of the wild places where we found them.

So to hunt trophies [or is it trophy hunting? It will be with us as long as we change with the times and not shoot ourselves in the foot by being holier than thou. All said without compromising our commitment to 'fair chase', but not to tether ourselves to impractical restraints.

At the moment I do not yet know what the CIC General Assembly has formulated as a statement on Trophy Hunting. Hopefully those involved in the decision making process will have the wisdom of how to have a position paper to present to the CIC Executive Committee by November 2007.

It is only such a pity that records and record books attract strange bed partners, which is not in keeping with things such as ethical behavior and fair chase. These can be compared to those who are never satisfied with doing things the right way but have to cheat to get in the front of the line. If we can get rid of them, the world would be a wonderful place.

I would therefore suggest that all entries into any record book be accompanied by a statement of 'truthfulness', at least morally committing the entrant to be "under oath"!

