

APPENDIX 1: Schedule of trophy fees, hunting days and rifle calibres

* denotes National Game that may/may not be hunted but otherwise awarded special protection

Species	Price	Duration of safari				Minimum rifle calibre
		21 day	16 day	14 day	7 day	
Baboon, Olive	\$90	3	2	1		-
Baboon, Yellow	\$90	3	2	1		-
Buffalo, First	\$600	1	1	1	1	.375
Buffalo, Second	\$720	1	1	1	1	.375
Buffalo, Third	\$840	1	1			.375
Bushbuck	\$340	1	1	1		.240
Bushpig	\$190	1	1	1		-
* Caracal	\$70	1				.270
Civet Cat	\$140	1	1	1		-
* Crocodile, Nile	\$840	1	1	1		.270 / 12 bore shotgun
Dik Dik	\$170	1	1	1		.240
Duiker, Abbot's	\$300	1				
Duiker, Blue	\$180	1	1	1		-
Duiker, Common	\$180	1	1	1		-
Duiker, Red	\$180	1	1	1		-
Eland	\$840	1				.270
* Elephant	\$4,000	1				.375
Gazelle, Grant's	\$220	2	1	1	1	.270
Gazelle, Thompson's	\$190	2	1	1	1	.240
Gerenuk	\$1,300	1				.270
Grysbok, Sharpe's	\$150	1	1	1		.240
Hartebeest, Coke's	\$370	2	1	1	1	.270
Hartebeest, Lichtenstien's	\$370	2	1	1	1	.270
Hippo	\$840	1				.270
Honey Badger (Ratel)	\$70	1				-
Hyaena, Spotted	\$190	1	1	1		-
Hyaena, Striped	\$190	1	1	1		-
Impala	\$240	2	2	2	1	.270
Jackal, Golden	\$120	1	1	1		-
Jackal, Side-striped	\$120	1	1	1		-
Jackal, Silver-backed	\$120	1	1	1		-
Klipspringer	\$720	1				.240
Kudu, Greater	\$1,170	1				.270
Kudu, Lesser	\$1,300	1				.270
Leopard	\$2,000	1				.270
Lion	\$2,000	1				.375
Monkey, Blue	\$120	3	3	3		-
Monkey, Vervet	\$120	3	3	3		-
Oribi	\$120	1	1	1		.240

Oryx	\$870	1				.270
Ostrich	\$740	1				.270
Porcupine	\$70	1				-
Puku	\$220	1				.270
Reedbuck, Bohor	\$290	2	1	1		.240
Reedbuck, Mountain	\$290	2	1	1		-
Reedbuck, Southern	\$290	2	1	1		-
Roan Antelope	\$870	1				.270
Sable Antelope, Common	\$1,200	1				.270
Sable Antelope, Roosevelt's	\$1,200	1				.270
Serval	\$180	1				.240
Sitatunga	\$900	1				.270
Steinbok	\$150	1	1	1		.240
Suni (Pygmy antelope)	\$130	1	1	1		.240
Topi	\$350	2	1	1	1	.270
Warthog	\$320	2	2	2	1	.240
Waterbuck, Common	\$440	2	1	1		.270
Waterbuck, Defassa	\$440	2	1	1		.270
Wild Cat	\$150	1	1	1		-
Wildebeest, Nyasa	\$320	2	2	2	2	.270
Wildebeest, White-bearded	\$320	2	2	2	2	.270
Zebra	\$590	2	1	1	1	.270
Birds						
Bustards	\$15	2	2	2	2	Shotgun
Duck African Pochard	\$15	5	5	5	5	Shotgun
Duck, White-backed	\$15	5	5	5	5	Shotgun
Goose, Egyptian	\$15	5	5	5	5	Shotgun
Goose, Knob-billed	\$15	5	5	5	5	Shotgun
Goose, Spurwing	\$15	5	5	5	5	Shotgun
Francolin	\$10	5	5	5	5	Shotgun
Guineafowl	\$10	5	5	5	5	Shotgun
Painted Snipe	\$10	2	2	2	2	Shotgun
Partridge	\$10	5	5	5	5	Shotgun
Pigeons & Doves	\$10	5	5	5	5	Shotgun
Quail	\$10	5	5	5	5	Shotgun
Sandgrouse	\$10	5	5	5	5	Shotgun
Spurfowl	\$10	5	5	5	5	Shotgun

The following game are listed on the schedule of trophy fees but are not considered by this report to be hunting trophies:

Bat-eared fox	Hyrax, Rock
Galago, Thick-tailed	Hyrax, Tree
Galago, Lesser	Mongoose
Genet	Otter
Hare, African	Python
Hare, jumping (Springhare)	Zorrila
Hedgehog	

The Giant Forest Hog is listed on the schedule of hunting fees at a cost of US\$370, but there is some doubt whether this species actually exists in Tanzania.

The following game are protected and may not be hunted in Tanzania:

Giraffe	Rhinoceros, Black
Monkey, Black & white Colobus	Wild dog

National Game includes:

1. Under sized elephants, i.e. where trophy size of the greater tusk does not reach 20 kg in weight or 1.7 meters in length
2. Nile crocodiles less than two meters in length
3. All immature animals
4. All females when
 - a. Pregnant
 - b. In a condition that indicates they are suckling young, whether such young are apparent or not
 - c. Accompanied by their immature offspring
5. The females of:

a. Bushbuck	b. Eland	c. Gazelles	d. Gerenuk
e. Impala	f. Kudu	g. Lion	h. Puku
i. Reedbuck	j. Rhino	k. Roan	l. Sable
m. Sitatunga	n. Waterbuck		

The concept of National Game is now a redundant status that serves little purpose.

APPENDIX 2: Concessions Leased by Hunting Companies

Data from the Wildlife Division Hunting Section (2003)

Abbreviations used

OA: Open Area GR: Game Reserve

GCA: Game Controlled Area

Company	Hunting concessions	
African Bush Company LTD	Selous GR U1	Selous GR U2
African Trophy Hunting Safaris LTD	Selous GR K4	Selous GR R1
Barlette Safaris LTD	Selous GR MT2 Selous GR LL1 Liwale OA North	Selous GR LL2 Kitwai GCA (South) Liwale OA South
Bright Tours and Safaris LTD	Selous GR L1	
Coastal Wilderness (T) LTD	Kilwa OA (North)	Kilwa OA (Central)
Eco Hunting Safaris	Selous GR R2	Selous GR R4
Foa Adventures & Safaris LTD	Rungwa Rungwa GR Lunda Nkwambi GCA	Rungwa Mwamagembe GR
Falcon International Africa LTD	Mahenge OA (South)	Kondoa OA
Game Frontiers of Tanzania LTD	Mbarang'andu OA Tapika / Ngarambe OA	Selous GR K3
Gerald Pasanisi Safaris LTD	Selous GR N2 Selous GR MH1 Selous GR MJ1 Ruvu Masai GCA	Selous GR MT1 Selous GR ML1 Selous GR MB3 Kitwai GCA North
Intercon Hunters & Safaris LTD	Selous GR MK1 Gonabisi / Kidunda GCA	Mto wa Mbu GCA
Kiboko Hunting Safaris	Selous GR K1	Selous GR K2
Kilimanjaro Game Trails LTD	Burigi Game Reserve West	Ituru Forest OA
Kilombero North Safaris LTD	Kilombero GCA (N) - Mlimba	Kilombero GCA (N) - Mngeta
Luke Samaras Safaris LTD	Selous GR LL3 Selous GR MS1 Simanjiro / Kitiangare GCA South	Selous GR RU1 Selous GR U4 Landanai GCA
Malagarasi Hunting Safaris	Moyowosi-Njingwe GR North Selous GR M1	Makere Forest Reserve / Uvinza
Milanzi Wild Animals Zoo & Tours LTD	Mwagamila OA	
Miombo Safaris LTD	Selous GR R3 Lukwika / Lumesure / Msanjesi GR	Rungwa Mpera GR
Masailand Hunting Co. LTD	Selous GR LU2 Tunduru OA Handeni GCA	Selous GR IH1 Muhwesi GCA
Mwanauta & Company LTD	Selous GR LU1	Rungwa OA North
Northern Hunting Enterprises LTD	Ugunda GCA Burigi GR East	Burunge GCA Longido GCA
Old Nyika Safaris LTD	Ngaserai OA Piti OA West	Chunya OA West
Ortello Business Corporation LTD	Loliondo GCA	
Pori Trackers of Africa	Moyowosi GR Central	Selous GR M2
Robin Hurt Safaris (T) LTD	Maswa Makao GR Mlele South / Rukwa GR North / Piti OA East Luganzo GCA	Burko OA Rungwa Inyonga GR Rungwa OA South

	Ugalla Niensi OA	
Royal Frontiers of Tanzania LTD	Moyowosi GR North Biharamulo GR	Talamai OA
Rungwa Game Safaris (T) Ltd	Swagaswaga GR	
Safari Royal Holdings	Lukwati GR North Chunya OA East	Lukwati GR South
Said Kawawa Hunting Safaris LTD	Litumbandyosi OA / Gazamasua FR	
Tandala Hunting Safaris LTD	Simanjiro GCA West Mwambesi GCA	Msima GCA West
Tanganyika Game Fishing & Photographic Safaris	Selous GR LU5	
Tanganyika Wildlife Safaris LTD	Selous GR LU6 Selous GR LU8 Selous GR MB1	Selous GR LU7 Selous GR N1 Selous GR MB2
Tanzania Big Game Safaris	Selous GR K5 Maswa GR North	Ibanda Rumanyika GR Mlele GCA North
Tanzania Bundu Safaris LTD	Lolkisale GCA Mahenge OA North	Masai OA West
Tanzania Game Tracker Safaris LTD	Monduli Juu OA Maswa Kimali GR Maswa Mbono GR Kigosi GR Central Ugalla GR East	Kizigo GR West Selous GR LA1 Kigosi GR South Ugalla GR West Wembere GCA South
Tanzania Safaris and Hunting LTD	Inyonga GCA East Kondoa OA Simanjiro Naberera GCA Masai OA South Lake Rukwa GCA	Inyonga GCA West Rungwa River GCA Masai OA East Ituru Forest OA
Tanzania Wildlife Corporation	Rungwa Ikili GR Selous GR U3 Selous GR LU4	Selous GR MA1 Lake Natron GCA South
Traditional African Safaris LTD	Irkishibor OA	Selous GR LU3
Usangu Hunting Safaris	Utengule Swamps GCA Lwafi GR	Usangu Plains OA
VIP Hunting Safaris Club	Fort Ikoma OA Ikorongo GR	Grumeti GR
Wengert Windrose Safaris (T) LTD	Moyowosi-Njingwe South GR Muhesi GR Kizigo GR Central	Lake Natron GCA North Kizigo GR East
Wild Footprints LTD	Kilombero GCA North	

APPENDIX 3: Estimated value of the Tourist Hunting Industry

Year	Revenue accrued by Wildlife Division			Gross income from hunting industry All hunting areas
	Selous Game Reserve		All hunting areas	
	Income	% growth		
1988	US\$ 1,000,000 *		US\$ 1,200,000 ¹	US\$ 4,600,000 **
1992	US\$ 1,600,000 *	60%	US\$ 5,300,000 **	US\$ 13,900,000 **
1996	US\$ 2,600,000 *	62%	US\$ 7,400,000***	US\$ 19,400,000 ¹
2001	US\$ 3,600,000 *	38%	US\$ 10,500,000 ¹	US\$ 27,600,000 ¹

Sources of data: * Appendix 9;
 ** PAWM (1995);
 *** Broomhead (1997);
¹ Estimated according to procedures explained below

The PAWM project (PAWM 1995) estimated the total gross value of the industry to be approximately US\$ 13.9 million in 1992, having grown from a mere US\$ 4.6 million in 1988. They estimated that the income generated by the Wildlife Division in 1992 from the various fees required to be approximately US\$ 5.3 million. These data reveal that income paid to the Wildlife Division represents approximately 38% of the total hunting industry.

The report of Broomhead (1997) following an extensive audit of the funds accrued from Tourist hunting over 1995/1996 estimated that the total fees accrued to the Wildlife Division at that time were US\$ 7.4 million. Analysis of the Selous Hunting Database shows that hunting in that reserve generated approximately US\$ 2.6 million in 1996. Data in that analysis appeared to be comprehensive for the entire Selous Game Reserve from the period 1996 to 2001. Comparison between the figures of Broomhead (1997) and the hunting data reveal that the Selous Game Reserve represents approximately 35% of the Tanzanian tourist hunting industry.

Using the above percentages revealed by Broomhead (1997) and PAWM (1995), income generated by the Selous Game Reserve in 2001 was used as a basis for estimating the total value of the hunting industry to the Wildlife Division and to the country as a whole.

The following confirmations on the above figures are documented:

Year	Total WD revenue from hunting	Gross Income generated by the Hunting Industry
1991	US\$ 3,599,271 *	
1992	US\$ 4,645,313 *	
1993	US\$ 7,312,430 *	
1994	US\$ 6,435,374 **	
1995	US\$ 6,004,219 **	
1998	US\$ 9,600,000 ***	
2001		US\$ 25,000,000 ^{aa}

Sources of data: * Kibebe, J.D. (1994); ** Kitwara, O. (1996); *** TAHOA Address (1999)
^{aa} Pasanisi, G. (2001)

Alternative method using 2001 Selous hunting data

Selous hunting data for 2001 reveals that 480 clients visited the reserve for an average safari duration of 15 days. Hunting in the Selous represents 35% of the hunting in Tanzania. Assuming the same average duration of safari over all of Tanzania (15 days), then approximately $480 \text{ clients} / 0.35 = 1,370 \text{ clients} \times 15 \text{ days} = 20,500$ hunting days are sold per year in Tanzania.

Each hunting day has a minimum value of approximately US\$ 1,500 to the industry.

Total value of hunting days = $20,500 \times \text{US\$ } 1,500 = \text{US\$ } 30,800,000$.

This is the income accrued by the industry from daily fees.

Annual trophy fees obtained from the Selous database = US\$ 2,119,000.

Hunting in the Selous represents 35% of the hunting countrywide. Therefore annual trophy fees from all hunting areas = $\text{US\$ } 2,119,000 / 0.35 = \text{US\$ } 6,054,000$

Assuming a 40% markup on trophy fees by outfitters, then income from trophy fees countrywide = $\text{US\$ } 6,054,000 \times 1.4 = \text{US\$ } 8,480,000$

Total value of the hunting industry = $30,800,000 + 8,480,000 = \text{US\$ } 39,280,000$

It is uncertain how many companies are subleasing their hunting, but is reliably estimated to be in the range of 65% to 70%. Two options for the extent of subleasing are calculated below to show the extremes of this range.

Option 1:

65% of outfitters are subleasing @ US\$ 700 / day

Income to outfitters not subleasing (35%) = $\text{US\$ } 30,800,000 \times 0.35 = \text{US\$ } 10,780,000$.

Total days sold by subleasing companies = $20,500 \times 0.65 = 13,325 \text{ days}$.

These days are sold at US\$ 700 / day = $13,325 \text{ days} \times \$700 = \text{US\$ } 9,327,000$

Taxable income coming to Tanzania = Companies not subleasing + companies that are subleasing + income from game fees

= $\text{US\$ } 10,780,000 + \text{US\$ } 9,327,000 + \text{US\$ } 8,480,000 = \text{US\$ } 28,587,000$

Income lost to Tanzania = Total daily rates – (daily rates of non-sublease companies + daily rates of sublease companies)

= $\text{US\$ } 30,800,000 - (\text{US\$ } 10,780,000 + \text{US\$ } 9,327,000) = \text{US\$ } 10,693,000$

% Income lost = $\text{US\$ } 10,693,000 / \text{US\$ } 28,587,000 \times 100 = 37.4\%$

Option 2:

70% of outfitters are subleasing @ US\$ 700 / day

Income to outfitters not subleasing (30%) = $\text{US\$ } 30,800,000 \times 0.3 = \text{US\$ } 9,240,000$

Total days sold by subleasing companies = $20,500 \times 0.7 = 14,350 \text{ days}$

These days are sold at US\$ 700 / day = $14,350 \times 700 = \text{US\$ } 10,045,000$

Taxable income coming to Tanzania

= $\text{US\$ } 9,240,000 + \text{US\$ } 10,045,000 + \text{US\$ } 8,480,000 = \text{US\$ } 27,765,000$

Income lost to Tanzania = $\text{US\$ } 30,800,000 - (\text{US\$ } 9,240,000 + \text{US\$ } 10,045,000) = \text{US\$ } 11,515,000$

% Income lost = $\text{US\$ } 11,515,000 / \text{US\$ } 27,765,000 \times 100 = 41.4\%$

APPENDIX 4: Optimisation Proposal (abridged version)

Prepared By: **M.D. Mantheakis * & I. Oleofse **** (2003)

* Miombo Safaris & Kilombero North Safaris

P.O. Box 354 Dar es Salaam, Tanzania

** Wengert Windrose Safaris, Arusha

A proposal to revisit the hunting permit system with the aim of increasing tourist hunting revenue by adopting a “retail” rather than the present “wholesale” approach. This paper aims at proposing new approaches to making our licensing system more flexible in order to attract more clients to our country, maximize business opportunities for safari outfitters and, thereby, earn more revenue for the Department of Wildlife.

1. Constraints of the current permit system.

First, the hunting permit system currently applied in Tanzania is probably twenty years old and has stood us well over the years. It is strict with regard to quotas set; rigid as it applies to such safari selling species as elephant, lion, leopard, buffalo and kudu; and was conceived at a period when time was not as illusive as it is today. Clients who can afford to pay the cost attendant to safari hunting are also busy executives who can no longer set aside as much as twenty one days for a safari. It is incumbent upon us to make our own hunting permits more flexible in order to meet them half way and facilitate their choosing Tanzania. It will be recalled that when the Department of Wildlife needed more money to meet the more challenging needs of anti-poaching and field operations, it was necessary to increase game fees. But that too has a limit as you could soon price yourselves, out of the market. For Tanzania, raising game fees would be the worst possible step, as it would burden an already overtaxed industry.

Secondly, it is important to always keep in mind that quotas need to be related to game numbers and that these in turn must be constantly reviewed, verified and updated so that the standing crop is not threatened in any way.

Thirdly, hunting companies have over the years seen their earnings decrease substantially so that today they have reached the point of diminishing returns. Profits are shrinking on account of increasing costs of operations; taxation, royalties and fees; as well as necessary expenditure on anti-poaching and contributions to community welfare. It would seem reasonable to suggest, therefore, that the way left for us to manoeuvre in order to improve revenues earned is being flexible with number of days clients are allowed to take certain trophy animals.

But this need not necessarily seem a loosening of the grip the Department of Wildlife has on the conduct of tourist hunting. For what to-day can be termed “wholesaling of game” could by one stroke be turned into “retailing of our wildlife” with enormous benefits to government in terms of conservation fees, hunting license fees and trophy handling fees as well as creating more business for the safari outfitters. The goodwill created by this move for the visiting safari clients would be a bonus.

Under the Current system:

Species	Annual quota		Number of animals permitted per safari		Expected offtake in three 21-Day safaris		Balance of quota "Dead stock"	
	Selous	Western Areas	Selous	Western Areas	Selous	Western Areas	Selous	Western Areas
Elephant	3	-	1	-	3	-	-	-
Lion	3	3	1	1	3	3	-	-
Leopard	3	3	1	1	3	3	-	-
Sable	5	5	1	1	3	3	2	2
Roan	-	4	-	1	-	3	-	1
Eland	5	5	1	1	3	3	2	2

Wildlife Division earnings under existing system

Possible safaris: 3 @ 21 days

Total hunting Days 63

Conservation fees 63 x 100 = US\$ 6,300

Hunting Licences 3 x 600 = US\$ 1,800

Trophy Handling 3 x 300 = US\$ 900

Total to WD US\$ 9,000

2. Proposed changes to the permit system

We would like to propose for consideration these four safari options for clients to choose from: 16-day big game hunt; 14-day plains game hunt; 10-day plains game hunt; and a 7-day plains game hunt.

Primary Game	Lion	Leopard	Elephant
Large antelope	Lesser Kudu Kudu, Greater Sitatunga	Roan antelope Sable antelope Eland	Gerenuk Oryx
Plains Game	Buffalo (2) Bushbuck- East African Crocodile –Nile Gazelle, Grant's Gazelle, Thomson's Hartebeest, Cokes	Hartebeest, Lichtenstein's (2) Hippopotamus Hyena, Spotted Impala (2) Reedbuck, bohor / mountain / southern	Puku (2) Topi (2) Warthog (2) Waterbuck, all species Wildebeest (2) Zebra
Small Game	Baboon Bushpig Dik dik Duiker Klipspringer Oribi – Common	Ostrich Steinbok Suni Caracal Jackal, all species Porcupine Ratel (Honey badger)	Civet Cat Genet Cat Serval Cat Wild Cat Zorilla

Group	16 day permit:	14 day permit:	10 day permit
Primary Game	Select any one animal	None	
Large antelope	Select any 3 animals	Select any 3 animals	Select any 1 animal
Plains Game	Select any 16 animals	Select any 16 animals	Select any 8 animals
Small Game	Select any 10 animals	Select any 10 animals	Select any 10 animals

Proposed 7-day plains game hunt:

Select any 6 animals from the following species	Buffalo (1 only) Gazelle, Thomson Gerenuk Impala	Puku Reedbuck, bohor / mountain / southern Topi	Warthog Wildebeest Zebra
Select any 10 of following Small Game species	Baboon Dik dik Duiker Klipspringer Oribi Ostrich	Steinbok Suni Bushpig Caracal Civet Cat Genet Cat Serval Cat	Wild Cat Jackal, all species Porcupine Ratel (Honey badger)

Potential number of safaris as per present quota

3 lion will each sell one 16-day safari (3 x 16-day safaris = 48 days)

3 leopards will each sell one 16-day safari (3 x 16-day safaris = 48 days)

3 elephants* will each sell one 16-day safari (3 x 16-day safaris = 48 days)

Total = 144 days

Possible earnings for Government revenue if proposed changes were adopted:

Total Possible safaris	9	
Total hunting Days	9 x 16	144
Conservation fees	144 x US\$ 100	US\$ 14,400
Hunting Licenses	9 x US\$ 600	US\$ 5,400
Trophy Handling	9 x US\$ 300	US\$ 2,700
Trophy fees	3 lion = US\$ 6,000 3 leopard = US\$ 6,000 3 elephant = US\$ 12,000	US\$ 24,000
Total Income		US\$ 46,500

* In areas without elephant hunting potential, the 14-day plains game hunts should replace the 16-day safaris and reduce to 42 instead of 48 days. Total will be 94 days from two species only.

Possible earnings for Government revenue from the current hunting system:

Total Possible safaris	3	
Total hunting Days	3 x 21	63
Conservation fees	63 x US\$ 100	US\$ 6,300
Hunting Licenses	3 x US\$ 600	US\$ 1,800
Trophy Handling	3 x US\$ 300	US\$ 900
Trophy fees	3 lion = US\$ 6,000 3 leopard = US\$ 6,000 3 elephant = US\$ 12,000	US\$ 24,000
Total Income		US\$ 33,000

The above rearrangement of hunting days for the three primary game species results in a total increased revenue from US\$ 33,000 to US\$ 46,500. This represents a 41% increase in government revenue from the hunting of three species only.

The original optimisation proposal suggested large increases to the puku and crocodile quotas, but are not elaborated in this document.

Comment on the optimisation proposal

The optimisation proposal is included to this document to promote discussion. The authors of this document do not necessarily agree with every aspect of the proposal, it does nevertheless include some pertinent points.

The proposal allows hunting up to 31 animals on a 14-day permit, which we consider to be too much. However the proposal does allow the hunting outfitters and their clients a far greater flexibility in selecting their hunting bag. The increased freedom of choice will lead to improved peace of mind for clients and greater tendency to return to hunt again in Tanzania, and thus provide a boost for the industry. By optimising into 16-day safaris with one primary game species per hunt essentially allows the outfitters to sell more hunts, which increases their revenue. It also means that the major game species will be taken for each hunt, since a client will come expressly for that particular animal and potentially more lion and leopard will be hunted than at present. This would emphasise the need for quotas of the primary game species to be set on an ecologically sustainable basis.

The proposal of Mantheakis & Oelofse (2003) was tested using the Selous hunting data for 2000 and the quota for that period. This resulted in a 24% increase in the overall income generation by the Wildlife Division without any significant change in the ratio between daily fees and trophy fees for the same offtake of primary game. However the calculations assume a 100% success rate for hunting of primary game. The Selous hunting data reveals that only 1 in 5 clients visiting the reserve actually takes a lion trophy, 1 in 4 clients takes a leopard and 1 in 15 clients takes an elephant (based on the 2001 analysis). While not every client necessarily attempts to take a lion trophy, the low success rates may to some extent be deliberately caused by the outfitters to generate a maximum number of days from their allocated quota, as the outfitters generate the bulk of their fees from daily rates. Therefore assuming similarly low success rates, the same offtake of primary game could potentially yield a greater than 24% improvement to the overall income generation.

APPENDIX 5: Certification for Tourist Hunting

The following paper was published in African Indaba e-Newsletter - Volume 3, Issue No 3 (May 2005)

Safari Hunting Certification **By Dr. Rolf D. Baldus and Andrew Cauldwell**

Vast areas with free-roaming wildlife still exist in many parts of the world, but these and the hunting there are under serious threat from many sides as elaborated in more detail in an article by the same authors in this edition of **African Indaba** (see page 2). Part of the threat is brought about by malpractices within the safari hunting industry, which is the concern of this article.

Some sectors of the hunting industry in Africa do not contribute adequately towards the financial needs of the wildlife areas being used. Demonstrable sustainable benefits to the communities that hold the land rights where much of the safari hunting occurs are often lacking. Violation of the laws occur, and the practice of subleasing hunting blocks to short-timers with no long-term interest in the safari area is widespread. The net effect is a loss of national revenue to the country.

External controls are in the process of being established partly as a result of these problems and decisions of conservation authorities in Europe or America influence safari hunting in Africa substantially. Two examples:

- The German CITES-Authority proved in a court of law that the Convention authorizes the Authority to examine each and every import of any classified CITES trophy individually. Was the killing of this particular animal supportive to the survival of the species or was it negative? As a result elephant trophies from Southern Tanzania are allowed in and those from Longido in Northern Tanzania not.
- US law (Lacey Act) gives the competent authority the right to prosecute owners and impound trophies if their hunting violated laws in the country from which they originate.

Some controls are effective, others are not. Nevertheless we can anticipate that controls will have a tendency to multiply in future. Where they are not yet effective, stronger action can be expected, and this may have adverse effects on the safari hunting industry. In the next years the world will watch whether safari hunting in Africa is in line with national and international legislation and whether it takes place under generally accepted ethical standards.

The German CITES office has studied safari hunting for several years together with other stakeholders, including conservation groups and the German Hunters Association. The group finally came up with a set of conditions under which trophy hunting of game animals including endangered species by can be beneficial to wildlife populations and under which it is not. The positive conditions include sustainability of off-takes, reinvestment of revenue into wildlife areas and conservation, revenue sharing with indigenous local people and their communities, ethical standards etc. The direction is clear: Trophies from safari hunting which have not been bagged under these conditions could be banned from import into the European Union in future. It is, therefore, high time for the trophy exporting countries and the safari outfitters operating in Africa to get their houses in order.

Certification provides only one answer to solve some of these problems, but it does provide direction to the international safari hunting industry and guidance for the prospective tourist safari hunters. It is a well-established concept in the forestry industry, where approval is granted for forest products extracted on a sustainable basis. A similar concept could provide the safari hunting industry with a means to establish minimum common benchmarks that will not only consolidate the international acceptance of safari hunting, but also assist in opening new and exciting hunting areas. It is a process whereby very diverse groups, like professional hunters, hunting operators, game ranchers, governments, wildlife departments, conservation groups, international hunting organizations, etc. will meet and establish regulative mechanisms on safari hunting in a cooperative decision-making process. The authors suggest that a normative set of standards for hunting practices must be defined for:

- Sustainable quotas
- Fair chase
- Sustainable management of the hunting areas
- Socially beneficial community support

It would be best, if the initiative would come from within the hunting world. One organization to spearhead this process and host workshops to elaborate standards could be the International Council for Game & Wildlife Conservation (CIC). CIC worked successfully inside

international Conventions like CITES and CBD, and is a respected member of IUCN and some specialist groups.

The implementation of any certification requires a set of management principles and rules. These include creating a central institution and/or decentralized bodies that are able to assess, monitor and audit national hunting regulations, management of concession and hunting areas, professional hunters and outfitters, establish reliable hunting statistics, etc. and issue certification that hunting is in line with defined standards. We suggest that such standards will follow automatically as a second step, once the basic principles are agreed upon. Involvement of hunting operators and their respective organizations is highly desirable. The result would not only be transparency, but also a clear competitive edge for those safari operators who practise certified standards.

An effective and comprehensive certification program should embrace the safari hunting industry in all of its forms, be it on game ranches or on wild lands. The certification concept must also consider the many diverse forms of hunting that are traditionally exercised in different parts of the world. In some countries the baiting of predators is acceptable, while in others it is frowned upon. Similarly, hunting with hounds in a variety of forms is a traditional and recognized method of fair chase in some parts of the world, in others not. Hunting at or close to water in northern regions with an abundance of water will not

raise eyebrows, but hunting antelope at water holes in a semi-desert environment where regular access to water is critical may be considered unethical. On the other hand canned shooting, hunting with the aid of helicopters, etc are unacceptable throughout the hunting world. A broad based dialogue must address these issues.

Certification is not without problems. The concept has attracted criticism in the timber industry, partly because much of the process is led by NGOs fundamentally opposed to cutting trees, partly because it can be costly and time consuming. Hunters should learn from this and spearhead the initiative towards hunting certification. Independence and decisions based on objective and verifiable criteria are critical for credibility. Without doubt, an initial outside funding is necessary for take-off, but the final objective must be cost recovery to guarantee sustainability.

It is premature to discuss the practical certification process and effective control mechanisms now, since principle and process are necessarily subject to a broad-based dialogue.

Sustainable safari hunting has done a lot of good for nature conservation in the past however, the future of hunting will depend not so much on its demonstrable past contributions, but on how hunting is perceived by the global non-hunting public and how hunting contributes to social development in Africa. It is up to us hunters to think outside of the box, initiate some soul searching for ourselves and enter into discussion and dialogue with the objective to find solutions.

APPENDIX 5 continued: Certification for Tourist Hunting

Below is a proposed list of certification requirements. These are not considered to be complete, but are rather intended as an introduction to the concept. Different criteria would be relevant for different situations, for example the criteria for certification of a vast wilderness would be different from a small fenced game ranch. The criteria presented below apply essentially to vast areas of state controlled land. Some additional requirements may be necessary for communal lands.

Certification criteria listed below are split between minimum entry requirements and annual progress requirements. Minimum requirements being standards that all outfitters must meet to obtain a first level of certification, or within a specified period; and progress requirements being standards against which permanent improvement must be shown on an ongoing basis. A report on the achievement of progress requirements must be made each year.

There is a need for background material/course work/commercially available literature if some of these ideas presented below are to be practically implemented. These needs are highlighted as 'Input requirements'.

1. CERTIFICATE OF APPROVAL ON HUNTING AREAS (CONCESSIONS)

1.1 GAME ANIMALS ARE NATURALLY SUSTAINED WITHIN THE ECOSYSTEM MINIMUM REQUIREMENTS

1. Certification is applicable to the ecosystem of which a number of adjacent protected areas may form a part.
2. The area contains sufficient food resources and water sources to naturally sustain the game populations and no artificial food supplements, water provision, pasture improvements are provided. A different certification is applicable for areas where these requirements are necessary.
3. Predators are naturally sustained by their prey populations
4. No species are intentionally introduced that are not naturally occurring in the area
5. Certification shall list which species are certified for hunting in an area, which shall apply to those species for which sufficient and adequate trophy quality exists within the area

1.2 MANAGEMENT IS IN ACCORDANCE WITH AN APPROVED MANAGEMENT PLAN

MINIMUM REQUIREMENTS

- a) The management plan for the greater area must be compiled through a consultative process involving all the major stakeholders
- b) The management plan must be compiled in accordance with the Wildlife Authorities procedures and carry their approval
- c) The management plan must clearly outline objectives, strategies, activities and targets for protection, development, utilisation, ecological management and community outreach.

- d) The management plan must clearly stipulate the period for which it is applicable

PROGRESS REQUIREMENTS

- e) No activities outside of the management plan are implemented in the area
- f) Management strives to meet the objectives and targets specified in the management plan
- g) No ecological interventions take place other than in the approved management plan
- h) Management plans are reviewed before expiry.

1.3 **KEY WILDLIFE POPULATIONS ARE STABLE AND EFFECTIVELY MONITORED** (*Key wildlife species are defined as all species that contribute 5% or more of the trophy fees from the greater hunting area*)

PROGRESS REQUIREMENTS

- a) Effective monitoring is in place for key wildlife species
- b) There is no general decline over a period of time (5 or more years) for key wildlife species
- c) Census of elephant and all large ungulate populations takes place at least every two years

1.4 **HUNTING QUOTA ARE SUSTAINABLE**

MINIMUM REQUIREMENTS

- a) Only species certified for hunting in the area are listed onto the certified quota

PROGRESS REQUIREMENTS

- b) Offtake shall not exceed hunting quota certified for the concession
- c) Quota for any one species does not exceed 2% of the estimated population size
- d) Objective and scientific methods are implemented to compile data to be used as a basis for setting quota (aerial census data, trophy quality measurements, road counts etc).
- e) Trophy quality does not show a general decline over a period of time (5 or more years)
- f) No difficulties are experienced meeting quota in previous season
- g) Quota jointly compiled between the area management authority and the outfitter

1.5 **FUNDS GENERATED BY HUNTING ARE REINVESTED INTO THE MANAGEMENT OF THE AREA**

MINIMUM REQUIREMENTS

- a) An adequate system is in place to ensure a reliable source of funding to the greater hunting area

2. CERTIFICATE OF APPROVAL FOR OUTFITTERS

2.1 HUNTING SHALL BE CONDUCTED ONLY IN APPROVED AREAS

MINIMUM REQUIREMENTS

- a) Certification of an outfitter shall only be possible once all areas in which the outfitter operates already have attained the certification criteria.
- b) Hunting is only for those approved species from each area

2.2 OUTFITTER ABIDES BY NATIONAL LEGISLATION

MINIMUM REQUIREMENTS

- a) The outfitter is able to demonstrate a knowledge of the national legislation relevant to wildlife issues and is in possession of appropriate national legislation documentation
- b) The outfitter has no previous wildlife contraventions.

Input requirement: National legislation relevant to hunting is commercially available

2.3 OUTFITTER AGREES TO A CODE OF HUNTING ETHICS

MINIMUM REQUIREMENTS

- a) An outfitters application for certification shall clearly state his/her commitment to upholding hunting ethics

PROGRESS REQUIREMENTS

- b) Code of hunting ethics shall be prominently displayed in every hunting camp
- c) All advertising brochures, websites and all other promotional media shall state the outfitter's commitment to abiding by these certification requirements, together with the contact details of the Certification Board.
- d) Clients of the outfitter must be encouraged to liase with the Certification Board.

Input requirement: Hunting ethics relevant to the country are commercially available

2.4 OUTFITTER BRINGS TANGIBLE CONTRIBUTIONS TO THE HUNTING AREA

MINIMUM REQUIREMENTS

- a) The areas utilised by the outfitter must be accurately mapped. Features to be mapped include all developments, outer boundaries, major drainage features and surrounding communities. The map must show the utilised area relevant to the whole ecosystem

PROGRESS REQUIREMENTS

- b) Projects initiated by the outfitter are within the scope of the greater area's management plan
- c) The outfitter must be able to demonstrate a positive impact of projects on protection, area development and wildlife monitoring
- d) Projects must contribute to local employment of surrounding communities
- e) Projects must contribute to capacity building of the area management authority
- f) All projects to be based upon Memoranda of Understanding (MoU) between the outfitter and the area management authority. The MoU must include a

budget and expected contributions by the outfitter and the area management authority

- g) Protection related projects are to be conducted strictly within the confines of national legislation and with an observance of human rights. Protection projects shall be jointly implemented with the area management authority.

2.5 OUTFITTER ENGAGES IN APPROPRIATE COMMUNITY EMPOWERMENT SCHEMES

MINIMUM REQUIREMENTS

- a) Where wildlife occurs on communal land within or in the vicinity of the hunting area, outfitters shall be committed towards building the local communities capacity to manage and legally benefit from that wildlife

PROGRESS REQUIREMENTS

- b) All community projects shall be based on Memoranda of Understanding (MoU) between the outfitter, local community leaders, the District Council and the area management authority.
- c) MoU shall include budgets and the commitments required from the various parties signatory to the MoU
- d) Projects shall lead to a better capacity of local communities to deal with their own affairs
- e) Projects shall be sensitive to gender and disadvantaged minority groups
- f) Local communities shall represent at least 50% of the outfitters staff complement

2.6 HUNTING IS STRICTLY WITHIN QUOTA

PROGRESS REQUIREMENTS

- a) Hunting of any species shall not exceed the approved quota for the area
- b) The outfitter shall keep accurate records of all hunting activity
- c) Geographical coordinates of every hunt shall be recorded
- d) Hunting activity does not lead to disputes with neighbouring outfitters

2.7 TROPHY QUALITY TO A MINIMUM STANDARDS ACCEPTABLE FOR THE AREA;

MINIMUM REQUIREMENTS

- a) The outfitter's application for certification shall detail the approximate trophy qualities that can be obtained for key species approved for hunting in the area. Application shall also stipulate minimum acceptable standards for trophy quality from the area.

PROGRESS REQUIREMENTS

- b) Trophy quality records are accurately maintained for every animal hunted
- c) Trophy quality of 90% of hunts shall equal or exceed the approved minimum acceptable standards for the area (with the exception of trophies from old animals)
- d) Trophy quality records will be analysed to reveal trends and results made available to assist the setting of quota.
- e) The outfitter will estimate the hunting effort for various species each season

2.8 BAITING FOR PREDATORS ACCORDING TO ACCEPTABLE METHODS

PROGRESS REQUIREMENTS

- a) Baiting shall be used only as a last resort for hunting predators
- b) Baiting will not be approved where predators are sufficiently abundant to ensure reasonable success of hunting that species through other means
- c) Baits shall not be placed along roads or within 500 meters of the boundary of hunting areas
- d) A maximum of 3 baits may be used per animal to be hunted. All baits must be removed once the animal has been successfully hunted or attempts to hunt it are ended
- e) No animals shall be shot for the specific purpose of setting baits. Only carcasses of animals hunted on permit shall be used for bait.

2.9 MINIMISED ENVIRONMENTAL IMPACT OF GENERAL HUNTING ACTIVITY

PROGRESS REQUIREMENTS

- a) The outfitter shall be able to demonstrate measures taken to minimise the environmental impact of hunting activities
- b) Erosion control measures will be implemented wherever appropriate along roads, airstrips and bridges
- c) Hunting camps shall not be located where there is a detrimental impact on the environment or any unusual, rare or endangered species
- d) Only temporary constructions will be erected in hunting camps and hides. No cement shall be used. Entire camps will be demolished at the end of every season.
- e) All refuse shall be removed from the hunting area on a regular basis.

2.10 EFFECTIVE COMPANY ADMINISTRATION

MINIMUM REQUIREMENTS

- a) The outfitter shall be able to demonstrate effective company administration
- b) Administrative staff shall possess appropriate qualifications or sufficient in-house training

2.11 AUDIT REPORTS ARE PRESENTED

PROGRESS REQUIREMENTS

- a) Auditing shall be done by competent independent auditors who are approved by the National Board of Auditors or an equivalent body
- b) Costs relating to protection, development, wildlife monitoring, mapping, community empowerment projects and tax payments are reflected in annual audit reports

3. CERTIFICATE OF COMPETENCE FOR PROFESSIONAL HUNTERS

Certificates should be issued by a school of professional hunting based on practical and written examinations that meet the following standards:

1. Students shall be required to attain an 80% pass in an approved practical field test of the following skills:
 - Capacity to handle large calibre firearms tested as the ability to shoot accurately within a time limit on a shooting range
 - Fully able to recognize the species from a wide variety of trophies (skulls, skins etc)
 - Ability to accurately estimate trophy quality for a wide variety of live animals in the field
 - Ability to think fast and respond appropriately in emergency situations
 - Ability to distinguish male and female animals for all game species
 - Awareness of safety relating to handling firearms and dangerous game
 - Competent in basic first aid
 - Hunting camp construction, maintenance and offering hospitality

2. Professional hunters shall be required to attain an 80% pass in an approved theoretical test of knowledge covering the following topics:
 - Knowledge of national legislation relevant to wildlife
 - Knowledge of hunting ethics and their practical implementation relevant to the country
 - Basic wildlife ecology and anatomy
 - General knowledge of current issues relevant to wildlife and hunting

The following criteria would then apply to outfitters and professional hunters:

- Only Full Professional Hunter's shall be authorised to hunt dangerous game (elephant, lion, leopard and buffalo);
- Outfitters shall be eligible for certification when all professional hunters operating in the hunting area have Full Professional Hunter Certificates and annual licences issued by the Wildlife Authority;
- Certified outfitters and Full Professional Hunters will cooperate with providing in-service training to young graduates.

APPENDIX 6: Sustainable and Ethical Hunting Tourism, A Position Paper by the German Hunting Associations DJV and CIC (Germany)

The "German Hunting Association (DJV)" and the German section of the "International Council for Game and Wildlife Conservation (CIC)" have adopted a joint position paper about hunting tourism. It bears significance to hunting in Africa and shows how the organized hunting community in Europe starts defining conditions with which safari hunting has to comply in order to be sustainable and ethical. The following is an unauthorized, shortened translation (by Gerhard Damm). The German text of the document is found in the internet under www.jww.de.

The concept of sustainable use of natural resources is stipulated in the outcomes of the Earth Summit 1992 in Rio de Janeiro, and in the position of the World Conservation Union (IUCN) reiterated during the IUCN world congress in Amman October 2000. By giving importance to and considering human aspirations sustainable or wise use will significantly promote biodiversity conservation.

Hunting is the least intrusive form of ecotourism, since the infrastructural requirements are low and significant revenue can be obtained from a relatively low number of (hunting-) tourists. The removal of a controlled number of individual animals does not harm the respective populations. General hunting bans (like in Kenya) have never halted the loss in biodiversity, but to the contrary have usually accelerated such losses from a variety of reasons. These points have been accepted and confirmed by IUCN.

The emotionally and ideologically founded attacks of the animals rights industry against the sustainable use of nature, and in particular against sustainable hunting practises is increasingly considered as interference in the sovereign rights of developing countries and as a subtle form of neo-colonialism, especially since NGOs in rich industrialised countries enter into massive "Anti-Use" campaigns, in order to collect funds on the expense of poor third world countries and their indigenous rural population.

Hunting is a legitimate form of land use through the land-owner and any hunting-ban - factually a form of expropriation - drastically limits the use-options of the land-owner, and reduces any incentive in conserving the natural wildlife resources on the land.

Hunting is sustainable, if the removal of individual animals does not harm the structure of populations and their long-term survival as well as the role of such populations and other populations of wildlife within the ecosystems. Adaptive management within the hunting countries must warrant that immediate reactions and corrections in respect of hunting methods and hunting quotas exclude risks to biodiversity.

All hunters, who hunt as guests in foreign countries have therefore a significant responsibility, just as those who act as agents, hunting operators or professional hunters.

DJV and CIC consider the following points as important:

- The hunter has to be informed about the national and international laws and regulations and has to observe these regulations whilst hunting
- The hunter should be informed about the conditions in the host country, the ecological and natural systems as well as the ecology of the animals to be hunted
- The hunter should respect the cultural and religious customs of the host country
- The hunter should observe the generally recognised ethics of hunting, even if the host country does not require this. In any case all basic principles of nature conservation and animal welfare must be observed.
- Game must live in natural habitat, where it is able to sustain itself and possess the natural behavioural inclination to escape from the hunter and be fully free to do so. This is not given in small enclosures, with tame, drugged or otherwise habituated animals. The animal should be hunted without artificial light sources, and not from motorized modes of transport. Hunting female animals with dependant young is unethical. Wounded animals must be followed and searched for.
- The hunting client has the obligation to denounce illegal and unethical hunting practises and institute legal steps respectively aid prosecution.
- The requirements of the rural population are to be considered whilst hunting. Venison has to be used for human consumption.
- Hunting is only permissible with adequate hunting weapons. The hunter is required to check his rifle and equipment in respect of functionality.

APPENDIX 7: Trophy hunting for endangered species, including Asian Caprinae: Comments from the perspective of a CITES Scientific Authority of an EC-country

Dr. Ute Grimm

German Scientific Authority to CITES, Wildlife Conservation Unit, Federal Agency for Nature Conservation, Konstantinstr. 110, 53179 Bonn, Germany

Summary: Trophy hunting for endangered species is a subject tackled from two angles within the German Federal Agency for Nature Conservation: (a) in its general discussion on the subject of "nature conservation and sustainable consumptive use" and (b) by acting as national CITES Scientific Authority which is empowered to approve or deny import permits for specimens of CITES listed species. Both approaches are described below.

1. Introduction

The German Scientific Authority to CITES (Zoology) is part of the Wildlife Conservation Unit of the Federal Agency for Nature Conservation (FANC). Its connections to trophy hunting for endangered species are twofold: (1) FANC's ongoing general discussion regarding nature conservation and consumptive use (including trophy hunting), and (2) the need to take a pragmatic approach to approving or rejecting import applications for hunted trophies of endangered species, on the basis of existing laws and regulations.

2. General discussion on sustainable consumptive use (SCU)

National workshops were organised by FANC on the subject of sustainable consumptive use (SCU) in both 1999 and 2000 (Grimm et al. 2000, 2001). Representatives of administrative authorities, various non-governmental organisations and scientific institutions discussed a definition and criteria for SCU, as well as measures for its promotion and introduction. Twenty-five criteria for SCU were identified, which can be categorized into four different areas:

- basic biological data on the population level (including population size, reproductive system, mortality, population structure, social structure, behaviour, health status, habitat, genetic variability, conservation of evolutionary potential),
- basic biological data on the ecosystem level (including effects of the species on/within ecosystem, effects of ecosystem changes on the species),
- management and monitoring (including organizational and institutional framework; management plan with regular internal monitoring of several aspects, feed-back mechanisms, and monitoring of external factors such as the effects of demand on the international market),
- sociocultural acceptance and economic effectiveness (including sociocultural and ethical acceptance, economic aspects, involvement of local communities).

3. Position statement “Trophy Hunting for Endangered Species abroad”

In order to develop a position statement on “Trophy Hunting for Endangered Species Abroad” (Grosse et al. 2001), FANC collected available information from various sources, such as official publications and statements of specialists and organisations with interest in this subject. Compiled information was classified in relation to the criteria identified in the SCU workshops, and evaluated with regard to the question “Is scientific evidence available to decide whether or not trophy hunting has negative

effects on the target population of the respective species or its ecosystem”? The study revealed that most information available refers to carnivore and Caprinae species, and that long-term studies comparing the development of a hunted population with that of a population undisturbed by hunting activities are lacking. The results of the study can be summarized as follows.

Trophy hunting abroad by German hunters is primarily carried out in other European countries, Africa, and Central Asia. Main targets are deer and pig species, smaller game and waterfowl, antelopes, and gazelles.

In many countries, trophy hunting is a very lucrative way (few tourists, high income) to simultaneously make use of and manage wildlife. In comparison with photo (mass) tourism, expenditures on infrastructure, such as hotels and roads, are regarded to be considerably lower. Projects such as CAMPFIRE and the Torghar Conservation Project, in which the responsibility for the sustainable use of “their” wildlife is transferred to the local communities, often cause value to be attributed or reattributed to wild animals, which previously were only regarded as competitors for food, or even as direct threats to human lives.

Some programs for sustainable consumptive (trophy) use of endangered wildlife have resulted in a decrease in poaching and in slowing down the expansion rate of agricultural areas. Various examples worldwide (Zimbabwe, Pakistan, South Africa) have shown that conservation areas (such as national parks and game reserves) can be expanded and interlinked with each other through such projects. This helps the target species to expand and multiply on the one hand, and serves to preserve the original natural environment and its biological diversity on the other. It is not known whether trophy hunting alone, independent of such programs, would yield such positive effects as well, because information needed to make such an assessment is not available.

An assessment of trophy hunting must not be limited to quantitative aspects, such as stock size and reproduction rates. Possible negative effects on the population and social structure as well as genetic variability within each species have not yet been sufficiently investigated, and will require greater attention in trophy hunting management in the future. Therefore, research on reference areas not affected by hunting will be especially significant in the future. The one sided promotion of purely hunting-related interests (such as hunting for predators of the target species, or the introduction of foreign species) is to be strictly renounced.

Against this background and assessed from a nature conservation view point, trophy hunting for endangered animal species can only be regarded as acceptable in individual cases, as long as - in addition to the strict implementation of any necessary legal regulations - at least all of the following minimum requirements are met:

- Animals are removed on the basis of an adaptive wildlife management plan that is changeable at any time,
- trophy hunting provides direct local conservation benefit, (e.g. preventing planned agricultural use or settlement in the hunting area),
- the local communities receive a financial benefit from the trophy hunt,
- there is no predator control in order to increase the population of target species,

- there is no introduction of non-native species (either entire populations or individuals) for the purpose of trophy hunting.

In addition, with ongoing projects, all following requirements in particular should be met over the medium and/or long term when introducing trophy hunting into new areas, or assessing whether to expand trophy hunting to previously un-hunted species or not:

- Poaching is effectively eliminated,
- the effects of trophy hunting on the gene pool, behavioural ecology and reproductive success of the target species are studied,
- a completely protected area without any hunting influence is available as a reference area for research,
- a completely protected area in the direct vicinity of the hunting areas is available serving as a refuge for species affected by hunting.

4. Imports of Caprinae trophies into the European Community

For the time being, CITES is implemented within the European Community by EC Regulation 338/97 which lists the species it covers in four different annexes (A, B, C, D). Caprinae species belong to annex A and B (see Table 1).

The numbers of CITES Caprinae trophies imported and exported vary considerably with regard to the different species (see Table 2), and are dominated by *Ovis ammon* and the Mexican population of *Ovis canadensis*.

Trophies of Annex B species (e.g. all Urinals except subspecies *Ovis vignei vignei*) imported by the hunter personally are regarded as so-called “personal effects”, which need no EC import permit. The importing hunter only needs a CITES export permit from the country of origin.

Annex A species are treated differently. Trophy imports require an EC import permit in addition to the CITES export permit from the country of origin. Application for this import permit must be made prior to the import, and may be granted when - apart from administrative requirements - the following conditions are met:

(i) the respective trophy hunting system in the country of origin is regarded to have no harmful effect on the conservation status of the species concerned or on the extent of the territory occupied by the relevant population of the species, (ii) when there is a conservation benefit to the species, and (iii) when there are no other conservation-related factors that argue against granting the import.

5. Conclusion

At the time being FANC cannot realize its policy developed with regard to trophy hunting when deciding on import applications for trophies of protected species coming from abroad. In this respect it is bound by the legal requirements of EC regulation 338/97 which do not reach the minimum standards as formulated in FANC's position paper. FANC itself is not in a position to directly influence, by financial support, the development of trophy hunting programmes outside Germany, for example in Asian countries. However, by contacts with Federal ministries and institutions as well as international NGOs, we try to influence relevant law making processes, German development aid programmes, or PR activities.

Acknowledgements. I would like to thank William Wall (SCI) for providing a first English translation of the German position paper on Trophy Hunting for Endangered Species abroad which served as the basis for the above given summary of this publication.

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Table 1: Caprinae¹ listed by EC Regulation 338/97

Annex A²	Annex B²
	<i>Ammotragus lervia</i> (II)
<i>Capra falconeri</i> (I)	
	<i>Budorcas taxicolor</i> (II)
<i>Naemorhedus baileyi</i> (I)	
<i>Naemorhedus caudatus</i> (I)	
<i>Naemorhedus goral</i> (I)	
<i>Naemorhedus sumatraensis</i> (I)	
<i>Ovis ammon hodgsonii</i> (I)	
<i>Ovis ammon nigrimontana</i> (I)	
	<i>Ovis ammon</i> , all other subspecies (II)
	<i>Ovis canadensis</i> , Mexican population only (I)
<i>Ovis orientalis ophion</i> (I)	
<i>Ovis vignei vignei</i> (I)	<i>Ovis vignei</i> , all other subspecies (II)
<i>Rupicapra rupicapra ornata</i> (I)	

¹ Taxonomy according to official CITES Taxonomic Reference: WILSON & REEDER (1993) and UNEPWCMC (2001a)

² Roman numerals in parentheses refer to CITES Appendix.

Table 2: Worldwide Trophy Transfers of CITES listed Caprinae Species of the last decade (1991-2000) (registered as trophies, skins, horns, skulls)
(Analysis based on trade data provided by WCMC in November 2001)

CITES Appendix I species		
Species	Trophy numbers according to Importing Country	Trophy numbers according to Exporting Country
<i>Capra falconeri</i>	8	13
<i>Naemorhedus baileyi</i>	-	-
<i>Naemorhedus caudatus</i>	1	-
<i>Naemorhedus goral</i>	2	5
<i>Naemorhedus sumatraensis</i>	20	1
<i>Ovis ammon hodgsonii</i>	128	116
<i>Ovis ammon nigrimontana</i>	4	2
<i>Ovis orientalis ophion</i> ¹	-	-
<i>Ovis vignei vignei</i> ²	25	34
<i>Rupicapra rupicapra ornata</i> ¹	-	-
CITES Appendix II species		
Species	Trophy numbers according to Importing Country	Trophy numbers according to Exporting Country
<i>Ammotragus lervia</i>	-	-
<i>Budorcas taxicolor</i>	15	25
<i>Ovis ammon</i> , all subspecies not on Appendix I	879	943
<i>Ovis canadensis</i> , Mexican population only	58	81
<i>Ovis vignei</i> , all subspecies not on Appendix I	-	-

Differences between numbers reported by importing and exporting countries do not necessarily indicate illegal activities. They may be due to different reporting systems of the countries concerned. Some countries register the numbers of trophies for which permits have been issued, some the numbers according to permits used, and some the definite numbers of specimens imported/exported.

¹ Exports from countries not being range states of the species or subspecies have been ignored.

² The annual reports do not register subspecies, only *Ovis vignei* claimed to belong to Appendix I. Consequently the respective trophies are listed here under the subspecies *Ovis vignei vignei* which is the only subspecies listed on Appendix I.

APPENDIX 8: Revised Draft Policy and Management Plan for Tourist Hunting

**REVISED DRAFT POLICY
AND MANAGEMENT PLAN FOR
TOURIST HUNTING**

JANUARY 1995

**DEPARTMENT OF WILDLIFE
MINISTRY OF TOURISM, NATURAL
RESOURCES AND ENVIRONMENT**

DAR ES SALAAM

DRAFT POLICY FOR THE MANAGEMENT OF TOURIST HUNTING

Tanzania has a reputation for excellent trophy hunting, and for record trophies. Trophy hunting allows the offtake of mature males from wildlife populations managed through setting of quotas that are kept low to maintain high trophy quality. Trophy hunting by tourists has been recognised as a sustainable and economically viable form of land-use. Thus tourist hunting is an activity that is consistent with Tanzania's policy on Wildlife Conservation and utilisation, which aims to promote sustainable use of wildlife and maximise economic return from low-volume but highly priced markets. Accordingly, Tanzania aims to enhance its tourist hunting industry as a form of wildlife utilisation that can make significant contributions to: the future conservation and management of protected areas; the economies or rural communities living outside protected areas; and the national economy.

Tanzania has succeeded in building up a thriving tourist hunting industry following a short period of closure of hunting from 1973-1978. Tourist hunting in Tanzania has been widely practiced across many remote areas totalling 180,000 sq km, where there has been little potential of other economically viable forms of wildlife utilisation. The areas upon which tourist hunting has taken place encompass land of Game Reserve, Forest Reserve and Game Controlled Areas status, and parts of certain open areas. Tanzania already earns a substantial amount of foreign exchange, around US\$ 14 million in the 1992/1993 season, from tourist hunting. However several problems need to be addressed if the industry is to achieve long-term success. Among the problems are the following: the industry has not been developed to its full economic potential, and requires improved management and regulation; the industry has not always been conducted according to high standards and codes of conduct; the rural communities on whose land the industry is practiced do not receive an equitable share of revenue from tourist hunting; and little revenue from tourist hunting has been re-invested in the management of protected areas. Accordingly the management plan seeks to widen opportunities for rural people and outfitters to participate in the tourist hunting industry and ensure a more equitable distribution of revenue from the industry through a suite of measures including the following:

- a) The allocation of hunting blocks through a tender system that allows equitable distribution of blocks, without compromising the existing high standards of many outfitters or prejudicing the long-term economic returns from tourist hunting to Tanzania (open allocation);
- b) The adoption of a fee structure that combines a right to use concession fee paid by the outfitter in return for a long-term lease of that block, and a trophy fee per animal shot (improved fee structure);
- c) The setting of sustainable hunting quota that promote trophy quality on a scientific basis (sustainable quotas);
- d) The adoption of codes of conduct by outfitters and the overseeing of examinations for professional hunters that ensure their competence in the practice of hunting and in providing the necessary services to their hunting clients (codes of conduct and professional examinations);

- e) The sharing of revenues and benefits with rural communities from hunting carried out on their land (community benefit); and
- f) The reinvestment of part of the funds derived from tourist hunting in the management of game reserves (Game Reserve retention).

A detailed management plan for tourist hunting will be drawn up by the Director of Wildlife. Tourist hunting will be allowed in Game Reserves, productive Forest Reserves, present Game Controlled Areas, in open areas and on private land. However, tourist hunting will not be entrenched in any of these areas. Instead a flexible approach will be adopted which is based primarily on economic returns from alternative forms of wildlife utilisation, and on other forms of land use in the area. Tourist hunting will also be allowed in future Wildlife Management Areas, depending on the aims of the respective Authorised Association in adopting alternative forms of wildlife utilisation.

The management plan will be submitted for review and approval by the Minister every five years.

Species that will be declared as Protected may not be hunted anywhere in Tanzania, and the Minister may impose a hunting restriction on any land or any wildlife species in the interests of conservation. Tanzania will abide by the terms of Convention of International Trade in Endangered Species of wild fauna and flora for the export of all products deriving from tourist hunting.

The Minister will maintain and strengthen the necessary legislative and institutional frameworks required to implement the policy and management plan for tourist hunting.

1. INTRODUCTION

Tanzania's policy towards trophy hunting by tourists recognises that it is a sustainable and economically viable form of wildlife utilisation that is consistent with the national policy of promoting wise-use of wildlife and of maximising economic returns from low-volume but highly priced markets. Accordingly, Tanzania aims to enhance its tourist hunting industry as a form of wildlife utilisation that can make significant contributions to: the future conservation and management of protected areas; the economies or rural communities living outside protected areas; and the national economy.

Tanzania recognises that it has a sound basis upon which to build its tourist hunting industry. It emerged in something akin to its present structure in the 1960s. At this time, hunting blocks confined to areas within Game Reserves, Game Controlled Areas and open areas were allocated to private companies for varying lengths of time. The structure continued until tourist hunting was banned from 1973 to 1978. When tourist hunting was reopened it came under the management of the parastatal authority, the Tanzania Wildlife Corporation (hereinafter TAWICO), and private companies were initially discouraged. However soon it became clear that TAWICO was not in a position to exploit all the hunting available. A limited amount of hunting was then sub-let by TAWICO to private companies. In 1984 this arrangement was relaxed even further when up to nine private companies were allocated hunting blocks for periods of up to four years. When the Department of Wildlife (hereinafter the Department)

took over management and regulation of the tourist hunting industry in 1988, the situation was relaxed even further and the number of private outfitters has continued to increase to over thirty in number. Furthermore during the period from 1988 to the 1992/93 season, the potential value of the industry has increased from US\$ 4.5 million to US\$ 14 million.

Despite these successes, the tourist hunting industry and the land upon which it is carried out can benefit from further improved management and regulation, both on the part of the Government and on the outfitters in the private sector. The industry still remains under-developed in relation to its potential. Furthermore, the distribution of the benefits from the industry generally remains inequitable. On the one hand, the earnings of the industry are of little direct benefit to rural communities living within, or bordering onto hunting blocks. On the other hand, earnings from the tourist hunting industry do not contribute significantly to the upkeep of the game reserves that remain the core areas for tourist hunting. In the past, the system for allocating hunting blocks was not transparent and has resulted in an inequitable distribution of opportunities for outfitters to participate in the industry. Additional problems surround the decline of standards under which the tourist hunting industry is conducted, and for which in the past, the East African professional hunter was renowned. All these issues become increasingly important at a time when activities justified in the name of benefiting conservation are coming both under increasing scrutiny by the animal welfare community and under increasing regulation through international treaties, such as the Convention on International Trade in Endangered Species of Fauna and Flora (hereinafter CITES). Furthermore, these issues, if not addressed will also affect the sustainability of the industry in the long term.

Tanzania recognises the advantages it has over its competitors in Africa and its reputation as one of the premier safari destinations on the continent. Tanzania can offer a balanced package of species, including those like gerenuk, lesser kudu and oryx not readily available elsewhere, and an unequalled variety and quality of safari destinations. However, Tanzania recognises that its future as a tourist hunting destination depends on succeeding in a highly competitive market. For example, Tanzania can now offer only a few elephants of trophy size. Hence, Tanzania has lost revenue to competitors with elephant populations less affected by heavy losses from illegal exploitation. Accordingly, Government recognises its responsibility to maintain Tanzania's reputation for high-class trophies and for the quality of its hunting areas. Furthermore, Government recognises that it must encourage all departments involved directly or indirectly with promoting tourist hunting to play their part in developing or maintaining the standards necessary for this industry. Tanzania must aim to provide impeccable service at all stages of the tourist hunter's visit, from a welcome at the airport, to camps of a high standard and well-maintained vehicles, to departure and efficient shipping of trophies. Accordingly, the management plan aims to encourage:

- a) The development of a tourist hunting industry as a legal form of wildlife utilisation that makes a significant contribution to conservation objectives and to Tanzania's economy;
- b) The allocation of hunting blocks through an open tender system that does not compromise the existing high standards of the outfitters or prejudice the long-term economic returns from tourist hunting to Tanzania;

- c) The adoption of a simpler fee structure that combines a right-to-use concession fee paid by the outfitter in return for a long-term lease of that block, and a trophy fee per animal shot;
- d) The setting of sustainable hunting quotas that promote trophy quality on a scientific basis;
- e) The adoption of codes of conduct by outfitters and of examinations for professional hunters;
- f) The sharing of direct benefits and revenues with rural communities from hunting carried out on their land;
- g) The re-investment of funds derived from tourist hunting for the better management of game reserves that serve as core areas for the industry; and,
- h) The updating, and where necessary the amendment of wildlife legislation relating to the actual conduct of tourist hunting, and to tourist hunting in the context of community-based conservation.

2. LEGISLATION

In accordance with the Wildlife Act of 1974 (hereinafter the Wildlife Conservation Act), Tanzania's wildlife can be hunted through the issuance of a license by the Director of Wildlife (hereinafter the Director). Much of the Wildlife Conservation Act is concerned with the control of hunting and among the more important requirements relating to tourist hunting, including those that require amendment, are the following:

2.1 Hunting in protected areas

According to the Wildlife Conservation Act, hunting cannot take place in any of the following: in any National Park; in the Ngorongoro Conservation Area without the consent of the Conservator (Section 20); or within 1 kilometer of the boundary of these areas (Section 54 (1ciii)). The Wildlife Conservation Act is supported by specific legislation for National Parks and the Ngorongoro Conservation Area. No hunting may take place within National Parks according to the National Parks Ordinance CAP. 412 of 1959. Under the Ngorongoro Conservation Area Ordinance CAP. 413 of 1959, the authority can make an order to prohibit the removal of fauna or for persons to carry or to use weapons within the Ngorongoro Conservation Area.

Under the Wildlife Conservation Act, hunting can take place within Game Reserves and Game Controlled Areas (Section 10). However, the act does not specify which class, whether citizens, residents or others, can hunt in specific areas. Instead decisions relating to allocation of blocks to tourist hunters have been made on the judgment of successive Directors. This approach will be continued, and the Director will, from time to time, designate particular areas for citizen and/or resident hunters, and areas for tourist hunters within Game Reserves and present Game Controlled Areas.

2.2 Species that can be hunted

According to the Wildlife Conservation Act, a total of 74 species of big game may be shot on license by hunters who are not citizens or residents, comprising 71 mammals,

plus Nile Crocodile, Ostrich and Python, as designated in the Third Schedule, Section A of the Act (see Appendix A). Furthermore, a number of species of birds, designated as Game Birds in the Third Schedule, Section B of the same Act, may also be shot on license by hunters who are not residents. However, Black and White Colobus Monkey, Sykes Blue Monkey, Wild Dog and Black Rhinoceros, though appearing on the Third Schedule of the Act, are no longer offered on license. Accordingly, those species listed on the Third Schedule, but no longer offered on license, will be deleted by the Minister (Section 24). Certain age and sex classes of these species, and indeed certain of the species of the Third Schedule, are declared as National Game, which requires that no person shall by and except by and in accordance with written permission of the Director previously sought and obtained hunt, kill or wound any species so included (Section 16). Those age and sex classes and species which are declared both on the Third Schedule of the Wildlife Conservation Act and as National Game are shown in Appendix A. Neither the Wildlife Conservation (National Game) Order of 1974 (hereinafter the National Game Order) nor the Wildlife Conservation Act allow the shooting of young or immature animals or of pregnant or nursing females (Section 39). Most species declared as National Game do not appear on the Third Schedule of the Wildlife Conservation Act. However, as a short-term measure, the National Game Order will be revised by the Minister (section 15) in order to make the two lists complimentary. Caracal and Giant Forest Hog will be deleted from the declaration of National Game, species of Hedgehogs that should remain as National Game will be listed by species, and Sykes Blue Monkey and Black Rhinoceros will be declared as National Game. Furthermore, those species of Mongoose and of Hedgehog that can be hunted will be listed taxonomically on the Third Schedule of the Wildlife Conservation Act. The hunting of elephant and its situation with respect to being declared as National Game is discussed elsewhere (see 12).

In the longer term, it has been recognised in other policies, that the declaration of National Game does not reflect the presently critical status of certain species, for example the Wild Dog, Cheetah and Black Rhinoceros. Those species are not available to tourist hunters, even though the Wild Dog and Black Rhinoceros remain on the Third Schedule. However, when the Wildlife Conservation Act is fully revised, it will be enhanced through the establishment of a category of animals that will be termed Protected Species. For a species so included, no person shall except by and in accordance with the written permission of the Director previously sought and obtained hunt, kill, capture or wound any animal including in the defence of human property. Hence it will not be possible to hunt a Protected Species anywhere in the Tanzanian mainland. When the category of protected species is established, the Third Schedule of the present Wildlife Conservation Act, and the species declared as National Game, will become redundant, as the single schedule of protected species will list those species that cannot be hunted.

2.3 Designated organisations and fees for hunting

The Wildlife Conservation Act notes that the Director may grant a designated organisation a license to hunt scheduled animals (those on the Third Schedule of the Act, as discussed above in 2.2). Furthermore the Minister may make regulations prescribing the fees for licenses (Section 84b). The Wildlife Conservation (Hunting of Animals) Regulations of 1974 (hereinafter the Hunting of Animals Regulations), and their subsequent amendments, declare the fee that is payable by the designated organisation for the hunting of any animal in the Fourth Schedule (Section 10). Those species included in the Fourth Schedule of the Hunting of Animals Regulations

correspond with those in the Third Schedule of the Wildlife Conservation Act, except that Giraffe is included in the Fourth Schedule of the Hunting of Animals Regulations. Therefore, the Fourth Schedule of the Hunting of Animals Regulations may be interpreted as having the intent of declaring those fees that are payable by tourist hunters.

The intent of the Fourth Schedule, however, does not correspond with its present legal position. The only designated organisation to have been recognised by the Minister is TAWICO (Section 17b of the Hunting of Animals Regulations), which no longer manages or regulates tourist hunting. Furthermore, an amendment of the Hunting of Animals Regulations in 1990 added a Third Schedule Part B, with two fee scales, one for Non-citizen Tourists and the other for Resident Non-citizens. With the various amendments to the Hunting of Animals Regulations, and with the changes in the management of the tourist hunting industry, the Minister will, as a short-term measure, amend the Hunting of Animals Regulations to ensure that the Fourth Schedule is specifically designated for tourist hunting and that changes in trophy fees made in 1991 (see Appendix A) are included in the amendment.

In the longer term, when the Wildlife Conservation Act is fully revised, it is recognised that it will no longer be necessary to prescribe fees in the secondary legislation, because the market changes so rapidly, and because regulations can therefore become outdated very quickly. Following discussion with Treasury, the Minister will publish new lists of trophy fees in the Government Gazette, by 1 January for the season in which the changed fees are to become operational.

2.4 Closed season

According to the Wildlife Conservation Act, the Minister can prohibit, restrict or regulate the hunting of any animal or class of animals in any area of the Tanzania mainland during such period, referred to as the “close season”, as he may specify (Section 17). Currently the close season has been declared throughout the Tanzania mainland as the period between 1 January and 30 June, through the Wildlife Conservation (Close Season) Order of 1974. However, the Director may give permission for hunting during the close season (Section 18). Using these powers, the tourist hunting season has been extended to 31 March since the 1991/1992 season. Accordingly, as a short-term measure, the Minister will take steps to include this change in an updated order.

In the longer term, when the Wildlife Conservation Act is fully revised, it is recognised that there are few sound biological or logistical reasons to continue prescribing a closed season for tourist hunting in the primary or secondary legislation. The rainy season naturally limits the time when hunting can take place throughout much of Tanzania. Furthermore, as Tanzania moves towards managing its quota to give maximum daily returns and to incorporate problem animals in quotas (see below in 6 and 12), the industry can best decide when it is opportune to hunt. For the purposes of administration, each new season will be deemed to begin on 1 July, as at present.

2.5 Weapons

According to the Wildlife Conservation Act, no hunter shall use for the purpose of hunting any animal any of the following: poison, poisoned bait, poisoned missile, stake, pitfall, net, gin, trap, setgun, missile, explosive, ball ammunition, automatic or

semi-automatic firearm, or device capable or designed to reduce the sound of a firearm (Section 54). The Director may prescribe the type or class of weapons which may or may not be used for the hunting of any particular species (Section 53). Currently, the classes of weapons prescribed as suitable for the hunting of particular species are all firearms (Wildlife Conservation (Suitable Weapons) Order of 1974), as shown in Appendix B1. The classes of weapons currently prescribed for the shooting of hares, hyrax, crocodiles and game birds require revision (see Appendix B1). The Police remain responsible for the licensing of all firearms used by tourist hunters in Tanzania.

The principle legislation of the Wildlife Conservation Act does not make any prescriptions on the use of bows and arrows, but merely prohibits any person from being in possession of a bow and arrow in a Game Reserve (Section 8i). However, as a result of the suitable weapons order, no hunter may use a bow and arrow. Despite this, the Department recognises that, on the one hand, a number of ethnic groups, including the WaHadzabe, WaTindiga, WaNdorobo and the WaSandawi, have been given dispensation to continue local hunting with bows and arrows. On the other hand, the Department recognises the growth in numbers of bow hunters overseas, and their interest in undertaking African safaris. Accordingly, Tanzania will allow on a trial basis, the use of appropriate bows (except crossbows) and arrows in specified blocks. The aims of allowing bow hunting on this basis will be specifically: to diversify the opportunities for different forms of hunting; to promote bow-hunting in areas where community-based conservation may be promoted through incorporating bow-hunting ethnic groups into the tourist hunting industry in those blocks, and to help avoid conflicts between tourist rifle-hunters and local bow-hunters (for example through preventing the scarring of wildlife by rifle-hunters, so that local hunters cannot follow their traditional hunting practices). At this trial stage, the species available to bow-hunters will be limited to buffalo, large antelope and plains game. The size and type of bows and arrows that will be allowable for different species are specified in Appendix B2.

2.6 Conduct of hunting

The Wildlife Conservation Act makes considerable provision for the good conduct of hunting, and adopts the approach of ensuring a fair chase during the day with an appropriate weapon. Among the important requirements of the Wildlife Conservation Act are the following: those for carrying, completing and surrendering permits (Section 44); those for dealing with wounded animals (Section 59); and those for unlawful methods of hunting (Section 54). These requirements remain generally in line with modern tourist hunting practices, ethics and standards (see Appendix C). However, baits and hides are almost invariably used to obtain clear views and better shots for the hunting of large cats, in contravention of the Wildlife Conservation Act (Section 54 (1aii)). Accordingly, the Minister will make provision for the use of baits and hides for this purpose. Such provision will note the following: that animals shot for bait must be paid for an entered on a license, that baits must be removed and destroyed immediately the baited animal is shot, that baits that have not resulted in a successful hunt are removed and destroyed; and that all baits are placed with care, and in respect of conditions laid down for the display of carcasses in Section 54 of the Wildlife Conservation Act.

2.7 Authorised associations and management by rural communities

According to the Wildlife Conservation Act, the Minister may declare any body of persons, whether corporate or incorporate, or any ijumaa village to be an Authorised Association (Section 26). Furthermore, a licensing officer may grant a game license for the hunting of a specified animal (that is to say those on the Second Schedule of the Act) to any Authorised Association. However, the Second Schedule comprises only those species that are available for hunting by residents (Section 25). Even though the Hunting of Animals Regulations state that “Subject to the provisions of the Act, these regulations and any written directions given by the Director in that behalf, an Authorised Association or a designated organisation may formulate its own hunting and game utilisation procedures and regulations” (Section 19), this does not give any rural community the power to manage tourist hunting on a wide range of species that is taking place within their area. Accordingly, the Minister will, through the establishment of Wildlife Management Areas and revision of the Hunting of Animals Regulations, give rural communities that form Authorised Associations the power to manage and derive full benefit from, tourist hunting of the full range of species on the Third Schedule of the Act that takes place within their area.

2.8 Forest Reserves

Hunting is also conducted in certain Forest Reserves. Productive and protected Forest Reserves are defined at gazette under administrative orders empowered by the Forest Ordinance CAP. 387 of 1957. The Forest Ordinance controls the use of forest produce (which does not encompass any vertebrate animal of interest to hunters) and does not allow for any permanent human settlement or the clearing of tracks in Forest Reserves. Because the Forest Ordinance does not encompass vertebrate animals, the provisions of the Wildlife Conservation Act will apply directly to hunting in Forest Reserves.

3. MANAGEMENT IN PROTECTED AND OPEN AREAS

- i) In all National Parks and the Ngorongoro Conservation Area, no hunting of wildlife will be allowed. However, National Parks and the Ngorongoro Conservation Area serve as core areas providing wildlife that can be hunted in surrounding areas once it voluntarily moves one kilometre outside National Park and Conservation Area boundaries.
- ii) In Game Reserves and productive Forest Reserves, trophy hunting by tourists will be allowed through the allocation of sustainable quotas that are managed for the offtake of mature males with high trophy quality, and within specified hunting blocks with definable boundaries. However, tourist hunting will not be entrenched in any of these areas as the only permissible forms of wildlife utilisation. Instead, a flexible approach will be adopted which is based primarily on economic returns from alternative forms of wildlife utilisation.
- iii) In present Game Controlled Areas and Open Areas, trophy hunting by tourists will be allowed through allocation of sustainable quotas for tourist hunting, within specified blocks with definable boundaries. Direct benefits will be returned to local communities from tourist hunting carried out in their areas. In this way it is hoped that rural communities will wish to establish Wildlife Management Areas and Authorised Associations in which tourist hunting will be increasingly managed by the landholders for their direct benefit.

4. ADMINISTRATION

The present system of tourist hunting blocks gives Tanzania and almost unequalled basis on which to build its tourist hunting industry. The Department see no requirements for any major modifications to the way that hunting blocks are distributed within Game Reserves and Forest Reserves. However, many blocks require some realignment and possibly amalgamation, while most block borders require clearer descriptions. The Department also hopes that the distribution of hunting blocks outside Game Reserves and Forest Reserves will not alter as a policy of community-based conservation is taken up, and as Wildlife Management Areas are created. Indeed, the sharing of direct benefits through community-based conservation should result in an increase in the number of hunting blocks outside Game Reserves.

The first step in this process will be an improvement in the process of allocating blocks. From the 1996/97 hunting season, the allocation of hunting blocks will be through an open tender system. Outfitters will be required to bid for blocks through the payment of a right-to-use concession fee. In return for the payment of a concession fee, the block holder will be granted a tenure period for that block of five years, subject to adherence to all relevant laws and regulations, to codes of conduct and mutual obligations.

4.1 Arrangement of public tender for allocation of hunting blocks

The Department will make arrangements for the public tender of hunting blocks that are available for the subsequent hunting season before outfitters begin their overseas marketing. In the long term it will be desirable to aggregate blocks into suitable packages, and to allocate these packages at a single tender. However, at present, many outfitters do not have a suitable mix of blocks. Equally, outfitters should be given the chance to retain their former blocks, but at market prices, provided their bid is within a defined limit of the highest bid for the block. Therefore, it may not be possible to offer suitable aggregates of blocks at a single session when initiating the tender system.

In order to initiate the tender system, two regular public bid systems will be held one week apart in early to mid-December of each year, following the allocation of quotas for each block (see 5). The dates, venue and names of the blocks to be tendered at each session will be advertised publicly by 15 October in each year. Arrangements will be made, if necessary, to hold a third short notice tender session in early May in the event of any block being forfeited for non-payment of the annual concession fees, or of the utilisation fees. The date, venue and names of the blocks to be tendered at the short-notice tender session will be advertised publicly by 15 March in each year.

In order to qualify to submit tenders for specific blocks, outfitters will be expected to fulfil the following general conditions:

- To be registered as a company in Tanzania, and be managed by the appropriate number of Tanzanian directors;
- To provide evidence of having the necessary premises, equipment, workforce and capital with which to operate;
- To provide the names and curricula vitae of those persons who are engaged as managers and professional hunters;

- To provide evidence of a past record of having, or the promise to book clients, for example through submitting a list of agents who have agreed to book clients for the company;

And, in the case of outfitters who have operated previously in Tanzania:

- To have practiced tourist hunting with due regard for the responsibilities of the outfitters (see 10 below); and,
- To provide an audit certificate showing evidence of having remitted 55% of gross income from previous seasons to Tanzania.

All outfitters who intend to submit tenders for specific blocks will be required to submit this general information to the Director by 20 November.

4.2 Conditions for submitting tenders

Those outfitters who fulfil the general conditions above will be allowed to proceed to submit tenders for the specific blocks at the regular or the short-notice tendering sessions for that season. Tenders for specific blocks must fulfil the following conditions:

- To submit the tender for each block in a sealed envelope on which there only appears the name of the block. The envelope will be placed in a sealed box provided for the purpose by the Director, and this box will only be opened on the day of the tender. Envelopes bearing any other mark will be rejected automatically;
- To specify the annual concession fee that the outfitter is prepared to offer for holding the lease of a block for a 5 year period in US\$;
- To submit details of projected earnings from the block in US\$, excluding costs incurred outside Tanzania;
- To submit details of the companies envisaged contribution to the welfare of the rural community living in or around the block and to wildlife conservation (see 7.4);
- A non-refundable tender fee of US\$100 per block will be paid for participation in the tender to cover the costs of administration of the tendering sessions.

The bids for each block, naming only the company and the concession fee offered will be read out in public. In the event of a close round of bids (several bids within 25% of the top bid), the other information submitted with the bid will be used to make the final choice of successful bidder for that block.

The highest bidder may not necessarily win the tender, particularly with respect to two issues. First, it will be particularly necessary, upon introduction of the tender system, to protect the interests of the previous outfitter holding the block. Provided that all relevant laws and regulations, codes of conduct and mutual obligations have been adhered to, and provided that the block has been utilised and developed effectively, the previous outfitter will be able to retain that block provided its bid is within 25% of the highest bid for that block. This same condition will apply when the block comes up to the end of its first period of lease. Second, in blocks in future WMAs, the village leaders will play a decisive role in agreeing which outfitter acquires the block on their land.

Those outfitters who are unsuccessful in acquiring their required mix of blocks at the first regular tender session before each hunting season, will be able to submit offers at the second tender session.

4.3 Obligations of the successful bidder

The successful bidder will be required to adhere to a number of conditions and to undertake a number of specified activities, particularly the following:

- To observe at all times the hunting rules and regulations, as laid down by the Wildlife Conservation Act (see Appendix C);
- To pay the concession fee agreed for the hunting block on an annual basis, before 1 May of each year. If the annual payment of the concession fee is not effected, no hunting can take place and the block will be forfeited and offered at a short-notice tender (see 4.1);
- To hunt within the quotas allocated for the block;
- As an interim measure until better quotas are set (see 5), to ensure that no less than 40% of the prescribed animal quota is utilised until the end of the 1997/98 hunting season. Should this target not be reached, the outfitter will be required to pay the difference between the trophy fees for the actual utilisation and the 40% utilisation by 1 May following the end of the hunting season. However, this rule will not apply to local indigenous companies established in or after the 1995/96 season, who will be granted this grace period to establish their operations;
- To complete and submit hunting permits and measurements of trophy size (and any other required biological information or specimens, such as body weights or lower jaws) to the responsible officer nominated by the Director at specified intervals;
- To provide an audit certificate at the end of each season showing evidence of having remitted 55% of gross income to Tanzania;
- To provide for management and development of the block, through the preparation of tracks, fire management, and maintenance of year-round antipoaching capability, and where the block is in a settled area, assistance with the needs of the rural community;
- To accept that all developments, including tracks and other land improvements constructed or carried out by the company within the area during the period of an agreement, shall on expiry of the agreement, become the property of the state if within a Game Reserve or Forest Reserve, or of the Authorised Association if within a Wildlife Management Area (see 7.3).

4.4 Obligations of the Department to the successful bidder

In allocating a specific block, the Department has several obligations to the successful bidder and block holder, as follows:

- To ensure that all lease agreements drawn up are subject to the laws of the United Republic of Tanzania;
- To enter into an agreement that is valid for five hunting seasons, subject to such agreement undergoing a satisfactory annual review;
- To make clear to outfitters and professional hunters, any additional rules and procedures to be followed before the commencement of the hunting season;
- In Game Reserves, to provide a wildlife officer to monitor hunting activities in the field. This wildlife officer will in turn submit reports to the responsible officer

nominated by the Director on hunting success, on animal abundance throughout the hunting season (see 5.1);

- To review the performance of the company and the quotas in the hunting block during each hunting season. Based on this, to inform the company not later than 1 November of the quotas which will apply for the following season, provided that the Department reserves the right to alter, on the basis of data received and at its discretion, the animal quotas within the area;
- To make it clear to the block holder the reasons for which an agreement is being terminated, as follows:
 - i) If the outfitter becomes bankrupt; and/or if following an annual review:
 - ii) The outfitter fails to pay all outstanding trophy fees from the previous season, including until the end of the 1997/98 season any difference between the actual and the 40% utilisation, and the annual concession fee due for the subsequent season by 1 May;
 - iii) The outfitter fails to remit 55% of its gross income to Tanzania;
 - iv) The outfitter has failed to comply with any of the terms and conditions of an agreement;
 - v) The outfitter has failed to conform to the generally accepted standards in the running of safari operations; and,
 - vi) If the outfitter decides to discontinue tourist hunting operations.
- Should the outfitter believe that the reasons given for the termination are unfair, and following the lodging of an official letter of complaint to the department and copied to the representative association, to convene an impartial jury to hear and rule on the fairness of reasons for termination.

5. SETTING AND MONITORING QUOTAS

The setting of sustainable quotas that are managed for the offtake of mature males with high quality trophies will be a key element in the enhancement of Tanzania's tourist hunting industry. This will require improved, but cost effective, monitoring techniques and adaptive management. With effect from the 1995/96 hunting season, Tanzania will begin to move its quota setting methods on the basis of field experience of the target population and on measures of trophy quality, through the adaptive management of quotas for previous seasons. The Department will set quotas for the following hunting season before 1 November to permit outfitters to assess their bids for tenders, and thereafter to market safaris effectively. The quota set on the basis of information specified in 5.1 will be in place by 1 November 1997, in time for the 1998/99 hunting season.

5.1 Appropriate data for setting quotas

The Department will organise the collection of information for the setting of tourist hunting quotas in each hunting block, as follows:

- a) Available data from aerial and ground censuses;
- b) Data from standard questionnaires completed by wildlife and village scouts, who accompany hunting clients, on animal abundance and sightings and hunting success;
- c) Data from outfitters on all animals hunted, including on trophy size using the standard Safari Club measuring system, and on other biological parameters such as hunting success, body weights and measurements, and age;
- d) Data from village scouts living within hunting areas, where rural communities have begun to manage wildlife.

The Department recognises that it will be necessary to re-design the general hunting permits currently in use to include space for the above information, together with other key data such as amount of fees levied in US\$ and the number of days spent in each block.

5.2 Adaptive management of quota

Trends of animal abundance, of quota utilisation and hunting success, and of change in trophy size and quality will be collated over time from the above data. This data will be returned to the responsible officer in the Department by wildlife officers and outfitters at four-monthly intervals throughout the hunting season, and following the last hunt, within two weeks of the end of the hunting season. These data will permit the Department to manage adaptively the quotas set in previous years. The need to reduce the size of quotas relative to previous years will be signalled through any or all of the following: a decreasing trend in trophy size or quality; a decreasing trend in quota utilisation or hunting success; or a decrease in species abundance. Simple simulation models made on a computer may be developed as a secondary priority to assist in determining optimum quota sizes for each block.

6. MAXIMISING USE OF THE QUOTA

Tanzania is an important destination for clients undertaking the long, classic 21-day safari, and has successfully built up a tourist industry since 1978 on this basis. However, the Department now recognises that Tanzania should aim at maximising the number of hunter days from the quotas allocated, in such a way as not to jeopardise the long-term future hunting industry of the country.

- a) The existing system of fixing the species of animals that can be shot on safaris of specified lengths will be retained as an interim measure while the appropriate steps are taken to institute the setting of quotas on a sustainable basis (see 5.2). The system sets the animals that can be shot on a 21-day, 16-day, 14-day and 7-day safari (see Appendix D) and will remain in place until the end of the 1997/98 season while improvements in quota setting are being effected.
- b) The Department recognises that short safaris maximise hunter days and hence the revenue generated from the same quota allocation, especially through judicious use of the African buffalo allocated on the quota. Therefore, once a properly set quota is in place in 1998/99, the system will change to a freer system of marketing, in order to increase the number of shorter safaris and to maximise the number of hunter days and hence revenue from the same quota allocation. This will be achieved by allowing the shooting of more key species, either one large cat (lion or leopard) or two large antelopes of different species (greater kudu, lesser kudu, gerenuk, oryx, sitatunga, sable or roan) on a shorter safari than is allowed at present (see Appendix D). However, in making this change, the Department recognises that it is not desirable for Tanzania to move towards a system of marketing only short safaris. Indeed, Tanzania wishes to retain its place in the market for longer, classic safaris, while at the same time increasing the number of hunter days through a judicious mix of long and short safaris.

7. INVOLVEMENT OF RURAL COMMUNITIES

Tourist hunting at present takes place in a number of Game Controlled Areas and in open areas that are settled by rural communities. To date, the rural communities on

whose land tourist hunting takes place, or which border hunting blocks, have received few tangible benefits from the industry. The main exceptions are: the benefits received through various schemes administered voluntarily by certain outfitters, and the proposed distribution of 25% of trophy fees to District Councils from the 1992 hunting season. To effect a general policy of community-based conservation throughout Tanzania, Wildlife Management Areas will be established and managed by rural communities which form Authorised Associations. Once such a system of Wildlife Management Areas and Authorised Associations is established, outfitters wishing to undertake tourist hunting within a Wildlife Management Area will negotiate through a direct tender for that concession with the appropriate Authorised Association. However, it will take time to establish Wildlife Management Areas and Authorised Associations, and to develop their local management capacity. Therefore, interim arrangements will be made for the management of hunting blocks in present settled Game Controlled Areas, to prevent causing a hiatus in the development of the tourist hunting industry, while ensuring that rural communities will soon start to receive direct benefits from tourist hunting at village level.

7.1 Interim arrangements for the administration of hunting blocks in settled Game Controlled Areas and open areas

A tender system will be adopted for the allocation of hunting blocks for the 1996/97 hunting season (see 4.2). As an interim arrangement until the establishment of Wildlife Management Areas, the Director will approve all quotas for, and make all arrangements to tender, all tourist hunting in settled Game Controlled Areas and open areas, on behalf of the respective rural communities. However, village leaders from the respective hunting blocks will be invited to the annuals tender sessions, and will play a decisive role in deciding which outfitter is allocated the block on their land (see 4.2).

As a further interim arrangement, the Director will continue to collect fees deriving from these hunting blocks, until Authorised Associations have the capacity to manage their own funds. The funds so collected on behalf of the villagers will be managed through the Tanzania Wildlife Protection Fund, for later disbursement to the appropriate village committees. An important priority is to establish mechanisms within Authorised Associations for the management of funds (see 7.2 and 9.3).

An important priority will be for the Director, in collaboration with the villagers and the Department of Survey in the Ministry of Lands, to map and describe the boundaries of the current hunting blocks in settled areas. When villagers derive benefit from tourist hunting in already established blocks, this should form a good basis for the villagers to agree to the establishment of Wildlife Management Areas, which will also require legal title of the villagers to the land within Wildlife Management Areas.

7.2 Administration within future Wildlife Management Areas

The interim arrangements to be implemented in 7.1 above will establish, in principle a set of mutual responsibilities in present Game Controlled Areas and in open areas between outfitters and rural communities (see 7.3 and 7.4). This, coupled with benefits that rural communities will derive from tourist hunting in their areas (see 9.2), should encourage rural communities to establish Wildlife Management Areas and Authorised Associations. The major legislative changes will also be effected to allow Authorised Associations to benefit from tourist hunting (see 2.7). Following the

establishment of individual Wildlife Management Areas, the Department believes that rural communities will wish to develop their capability to manage tourist hunting in the areas through some or all of the following measures:

- To provide village game scouts to accompany and supervise tourist hunters (see 7.5);
- To participate in the setting of sustainable quotas for tourist hunting (see 5.1d), and to balance their own demands for hunting and meat with that of tourist hunting;
- To receive directly and manage revenue from tourist hunting through appropriately constituted village committees and bank accounts;
- To negotiate directly with outfitters through their own tender systems for allocating their lease(s) for tourist hunting.

7.3 Overall responsibility of the Director of Wildlife

As Wildlife Management Areas develop and as appropriate legislation is revised, the Department wishes to develop responsibility for the management of tourist hunting to appropriate Authorised Associations within their own area. However, the Director will retain oversight of the management of tourist hunting within Tanzania, for the following reasons:

- a) To secure the status of threatened species, through banning the hunting of Protected Species throughout Tanzania;
- b) To manage the quotas and exports of all species which are controlled by international treaties. Annual quotas of leopards and of Nile crocodiles that may be exported by tourist hunters are allocated to Tanzania by CITES, and these will continue to require some central management;
- c) To manage the permitting of all exports and handling of trophies;
- d) To generally oversee the conduct and licensing of tourist hunting (see Appendix C) and of those participating in the industry (see 10) throughout Tanzania.

7.4 Obligations of outfitters to rural communities

Outfitters have the right to retain their hunting blocks for five years. This period of tenure will be subject to annual review by the Department while interim arrangements are in place for blocks in present Game Controlled Areas and in open areas, and by the respective Authorised Association once a block is established in a Wildlife Management Area. Besides those general obligations of the block holder (see 4.3), outfitters will have the following obligations to rural communities living in, or bordering onto, the areas in which they hunt:

- To undertake development of physical infrastructures such as tracks or land improvements in consultation with the rural community, and to accept that such infrastructure will ultimately become the property of that rural community at the end of the agreement (see 4.3);
- To train and employ all unskilled labour and, in the long run, as much skilled manpower as possible from the surrounding villages. However, the outfitter will retain the right to employ people considered to be competent from anywhere within Tanzania;

- To make surplus meat from hunting operations available to the villagers of the surrounding villages, or to local institutions, such as hospitals or schools, in agreement with the respective Authorised Association.

7.5 Responsibilities of local people to outfitters using their blocks

Once a hunting block has been leased to a specific outfitter, the rural community and/or Authorised Association will have certain responsibilities to the outfitter, as follows:

- To allow the outfitter and its clients to hunt without interference;
- To respect the privacy of the camps established by the outfitter for its clients;
- To make available competent village game scouts to accompany the hunt and to supervise the hunting activities;
- Not to hunt from the quota allocated to the outfitter, nor to disturb the wildlife wilfully;
- By appropriate agreement, to grant the outfitter access to such facilities as water, firewood and building materials.

8. PRICING STRUCTURES AND EARNINGS

Tanzania makes direct earnings through tourist hunting through the levying of various fees that are collected by the Department on behalf of the Government, and from the daily rate levied by the outfitter on the client. The daily rate charged by the outfitter for a safari greatly exceeds the amount paid in fees. The various fees levied upon tourist hunters have been characterised in the past by being charged on a day-as-used basis. Fees charged to tourist hunters have been levied in foreign exchange since 1988 and, since that time have comprised the following:

- **Game fee**, charged for each animal shot or wounded, according to the Fourth Schedule of the Hunting of Animals Regulations, as subsequently amended (see 2.3);
- **Observer fee**, charged on a daily basis for any observer staying in a camp but not hunting, introduced in 1989;
- **Conservation fee**, charged on a daily basis for all hunters, introduced in 1991;
- **Permit fee**, charged at two rates, depending on the safari length, and introduced in 1991; and,
- **Trophy handling fee**, charged at two rates, depending on the safari length, and introduced in 1991.

The daily rate is charged by the outfitter for providing his services to the client. Previous regulations have required that 55% of the daily rate is remitted to bank accounts in Tanzania, while 45% could be retained overseas to meet payments for such items as vehicles and booking agents. When remitted, the daily rate is available for normal taxation by the Government.

The previous methods of charging for tourist hunting had the following disadvantages: loading fees only onto clients; not requiring outfitters to contribute fees from their daily rates; and, on being charged on a pay-as-used rather than right-to-use basis. Therefore, the previous fee structure had the overall disadvantage to the Tanzanian economy of not forcing companies to be active and contributing to the under-development of the industry. However, the pay-as-used fees are favoured by new companies lacking capital. Therefore, from the 1996/97 season, these problems

would be corrected through introducing a right-to-use fee with a payment schedule that does not disadvantage under-capitalised companies, and the abolition of certain pay-as-used fees, as follows:

8.1 Concession fee

The system of allocating blocks will result in the raising of right-to-use concession fees that are determined by market forces. The payment of concession fees, and of fees to submit tenders (see 4.1), by the outfitter will ensure that a proportion of the daily rate is recovered. This will then encourage outfitters to maximise the use of their quota, replace the need for several pay-as-use fees, such as the conservation and observer fees, and, in the long-term, cover any shortfalls in utilisation. The concession fee tendered by the successful bidder will be charged, either in US\$, or in Tanzanian Shilling at the prevailing rate of exchange, on an annual basis and will be payable before 1 May each year. Should payment not be made, the block will be forfeited and placed on a short-notice tender (see 4.1). This payment schedule will allow local companies to make payments for their concessions on the basis of advanced bookings received during overseas marketing trips made in the first quarter of the year.

8.2 Trophy fees

Trophy fees will continue to be levied on all animals shot and wounded, in the short-term in accordance with amendments of the Schedule of Hunting of Animals Regulations (see 2.3). In the longer term, any changes in fees will not be provided for in the secondary legislation. Instead, trophy fees for the following season will be approved by the Minister in consultation with Treasury, and published in the Government Gazette by 1 January, in order for outfitters to market their safaris without later having to advise already booked clients of raised fees. As an interim measure until a sustainable quota has been set, one of the conditions of the annual review of blocks, is that the block holder will be required to utilise 40% of the value of the quota allocated until the end of the 1997/98 season (see 4.3). In the event of a shortfall, the block holder will be given the option of paying the balance of the 40% by 1 May following the end of the hunting season.

8.3 Permit and trophy handling fees

Permit and trophy handling fees will each continue to be paid at two rates, depending on the length of safari. Any changes in fee for the following season will be approved by the Minister and published in the Government Gazette by 1 January, as above.

8.4 Observer and conservation fees

From 1996/97, the observer fee and conservation fee will be phased out, and will be replaced by the payment of right-to-use concession fee determined by market forces.

8.5 Daily rates and their payment

Outfitters will be obliged to deposit 55% of their earnings from daily rates in foreign currency accounts in Tanzania. An audit certificate for the previous season must be submitted to the Director in order for the outfitter to qualify to submit tenders (see 4.1), and as part of the annual review of the blocks held by the outfitter (see 4.4).

9. DISTRIBUTION OF FEES

Tourist hunting blocks are widely distributed across Tanzania on land of several different categories (see 3). Tanzania recognises that landholders must benefit from their custodianship of wildlife and that tourist hunting is an economically attractive

form of wildlife utilisation that can be practiced in remote areas. As such, tourist hunting will earn considerable revenue for the upkeep of Game Reserves through appropriate retention schemes. Furthermore, tourist hunting will also fulfil its potential to direct financial benefit to rural communities. The manner in which revenue from tourist hunting is distributed requires recognition of: the various stakeholders; their relevant roles and effort invested into conservation of the resource; and, their institutional management costs.

9.1 Stakeholders in tourist hunting

The primary stakeholders in tourist hunting comprise:

- Local communities living around National Parks, Game Reserves, and the Ngorongoro Conservation Area, and among wildlife;
- District Councils and Regions, giving up land to establish the unsettled protected areas, and providing wildlife staff to manage hunting in settled areas and undertake extension in local communities;
- Department of Wildlife, with overall responsibility for managing tourist hunting and specific responsibility for managing most Game Reserves, and responsibility to Central Government to collect revenue;
- Central Government, which has overall responsibility for the management of land and the provision of Treasury allocations to different sectors and levels of government, and services to the nation;
- Outfitters organising the hunting.

9.2 Fees and revenues available for distribution to different stakeholders

The fees and revenue that derive from tourist hunting will be distributed to different stakeholders as appropriate.

- **Daily rate** will remain with the outfitter as profit, subject to the payment of income and other tax to the Central Government.
- **Permit, Trophy handling, Tender, and Professional Hunter’s license fees** will remain with the Department, through the Tanzanian Wildlife Protection Fund, and with central Government, to cover the costs of managing and administering the permits, exports, tenders, professional hunter’s exams and licensing.
- **Concession fees and trophy fees** will be primarily distributed to the landholders and managers of wildlife, but with recognition of the opportunity costs of devoting land to tourist hunting to Local and Central Government. The distribution will be as follows:

Fees from Game Reserves:

Game Reserve Retention (to meet management costs)	50%
Tanzania Wildlife Protection Fund (for administration)	10%
Treasury	25%
District Council (as an opportunity cost of the Game Reserves)	15%

Fees from Game Controlled Areas, open areas and future Wildlife Management Areas:

Local community (for management and community development)	75%
District Council (for support of local government wildlife staff)	15%
Tanzania Wildlife Protection Fund (for administration)	10%

9.3 Arrangements for collection and distribution of fees

The already established arrangements by which the Tanzanian Wildlife Protection Fund collects fees will continue to serve for Trophy and Concession fees from Game Reserves, and for Permit, Trophy handling, Tender, and Professional Hunter's license fees. While Authorised Associations are being established and building up their managerial capacity (see 7.2), the Department will retain interim responsibility for collecting Concession fees and Trophy fees of behalf of rural communities living in tourist hunting blocks within present Game Controlled Areas and in open areas (see 7.1). The Department, Central Government and local communities representatives will determine the mechanisms it proposes to use to disburse all revenue due to rural communities, in a manner which will act as a catalyst for the establishment of accounts within the appropriate village committees. Once an Authorised Association is established and managed responsibly, it will be increasingly devolved power to collect appropriate fees.

10. THE OUTFITTER AND THE PROFESSIONAL HUNTER

Outfitters and professional hunters bear particular responsibilities for promoting the ethics and standards of the tourist hunting industry and the reputation of Tanzania as a tourist hunting destination. The Department will define the responsibilities of the outfitters and introduce a code of conduct and exams for professional hunters from the 1995/96 season.

10.1 Responsibilities of outfitters

An outfitter will be responsible for:

- Marketing safaris and maximising use of the quota allocated to each block through advertising hunting blocks over which the company has tourist hunting rights;
- Welcoming clients to Tanzania and creating for them a conducive hunting environment, through the provision of excellent services of accommodation, catering, health and transport, and through the hiring of qualified staff;
- Requiring their employees, and in particular, their professional hunters and trackers to observe all laws and regulations pertaining to hunting and to conservation of resources as laid down by the Department and in any management or land-use plan for the area;
- Arranging for any liability arising from hunting operations and indemnifying any client or employees of the company for loss, injury or claim whatsoever;
- Facilitating the distribution of benefits, such as meat and employment, to rural communities;
- Maintaining the standards and ethics of the industry;
- Preparing the trophies of the client for export; and,
- Recruiting and ensuring the good conduct and welfare of its employees, obtaining clearance from the Ministry of Home Affairs before employing any person who is not a citizen or a permanent resident in Tanzania; and, ensuring that such a person complies with the immigration laws of Tanzania;
- To ensure that the company abides by the exchange control laws of Tanzania and, any other written laws in force.

10.2 Code of conduct for professional hunters

Professional hunters will be required to observe a code of conduct, as follows:

- To give conservation of wildlife and its habitats top priority in all activities, and to uphold the generally accepted principles of conservation, whether or not covered by the law;
- To cooperate fully and show due respect to the local wildlife officer responsible for managing the area, to whom he should report before entering the area;
- To cooperate fully and show due respect to people from rural communities living in or around their areas of operation;
- To know and respect boundaries of hunting blocks, both in relation to boundaries of neighbouring blocks allocated to other outfitters and to other types of land-use;
- To comply strictly with all provisions of the Wildlife Conservation Act, and the managerial regulations covering different sectors of wildlife management and conservation in Tanzania;
- To assist their clients in interpreting the law correctly and adhering to correct methods of hunting, especially as laid down in the Wildlife Conservation Act and in the Suitable Weapons Order (Appendices B and C);
- To maintain full and accurate records of all hunts and of wounded animals (Sections 44 and 49 of the Wildlife Conservation Act);
- To seek permission of the relevant management authority before setting any controlled burning in hunting areas;
- To abide by existing norms or regulations governing baiting, and to use baits in a way that is not offensive to other users of the area.

Professional hunters will be deemed to have committed a breach of hunting conduct if they contravene any of the above. Any such breach may result in suspension and/or cancellation of the professional hunter's license or any other penalty as the Department sees fit. Past records of any such breach of hunting conduct will be retained by the Department for future reference.

10.3 Examinations for professional hunters

From 1995/96, all professional hunters will be required to take an examination to establish their credentials with the Department. The following steps will be taken to fulfil this requirement:

- a) Applicants will complete a form provided by the Department and requiring information on:
 - Personal qualifications and certificates (as related to the tourist hunting industry); and,
 - Evidence of not less than 3 years appropriate field experience in African wildlife areas.
- b) Applicants with long and distinguished records in Tanzania over the past 10 years and with no known breaches of professional conduct (see 10.2) will receive the automatic grant of status of a Full Professional Hunter (see (e) below).
- c) Applicants with acceptable qualifications and less than 10 years experience, will be required to sit for an examination, comprising written, oral and practical

sessions. The setting and conduct of the examination will be undertaken by the Department in collaboration with relevant training institutions, and with the Tanzania Hunting Association, as the Department sees fit.

- d) Newcomers who do not have the necessary qualifications and with less than 3 years appropriate experience (as in (a) above) and wishing to join the profession, will be required to:
- Undergo in-service training with an approved hunter holding the status of Full Professional Hunter in Tanzania; and,
 - Undergo formal training to be conducted in places, times and institutions that the department of Wildlife may direct before sitting for the examination, as in (c) above.
- e) Depending on the qualifications and experience of the applicant and the results of the examination, the Department will grant professional hunters one of three types of status:
- **Full Professional Hunter:** granted automatically to those with over 10 years of hunting experience in Tanzania (as in (b) above) and granted to those with between 5 to 10 years experience who pass the examination (as in (c) above). The status denotes full competence in dealing with dangerous game, as specified in the Fourth Schedule of the Wildlife Conservation Act, and the right to accept trainees for in-service training;
 - **Learner Professional Hunter:** granted to those with more than 3 years of experience who have not yet passed the examination (as in (c) above). This status denotes that the holder does not yet have sufficient experience to hunt dangerous game, as specified in the Fourth Schedule of the Wildlife Conservation Act, and the holder is not allowed to accept trainees;
 - **Trainee:** granted to those newcomers with less than 3 years experience, who are undergoing in-service training (as in (d) above). The industry will be required to encourage the entry of Tanzanian trainees into the ranks of professional hunters (see 10.5).

10.4 Licensing of professional hunters and game trackers

The previous system of licensing professional hunters has involved the Department sending a recommendation to the Immigration and Tourism Department for the issuance of a Tourist Agency License (TALA) and a work permit. This procedure has not provided proper control on those who have been licensed as professional hunters. From the 1995/96 season, the Department will be responsible for issuing of a Professional Hunter's License, issued under one of the three categories, as above, for which the Department will charge a fee that differs for residents (US\$50) and non-residents (US\$1000). The Department will pass its recommendations to Immigration for the issuance of a work permit. Licenses shall be renewed annually subject to good conduct, unless a professional hunter changes status, in which case it may be upgraded sooner.

Game trackers have not previously been licensed. However, the Department will also establish a licensing system for game trackers. Outfitters and professional hunters will be required to assist their skilled staff of game trackers to acquire the license.

10.5 Representative association

The Director will encourage outfitters and professional hunters to work with Government through an effective representative association. The Tanzania Hunter's Association provides the basis for such a line of communication. All outfitters and professional hunters operating in Tanzania should be encouraged by their colleagues to join this, or form another alternative association. The association should aim to develop the tourist hunting industry in a manner which does not foster monopolies and helps to ensure the equitable and efficient allocation of opportunities for the participation of Tanzanian-registered outfitters. The association will be expected to work closely with Government in monitoring, policing and administering the tourist hunting industry, increasing the value of its product and enhancing Tanzania's international conservation image by ensuring that tourist hunting is conducted according to the highest standards. Furthermore, the association will be required to invest in the industry through research and independent monitoring activities. A particular requirement of the association will be to ensure that its members encourage the entry of Tanzanians into the ranks of professional hunters, through schemes such as the provision of opportunities for the training of Tanzanians by full professional hunters.

11. EXPORT OF TROPHIES

Tanzania will strive to improve its performance in handling those trophies that tourist hunters wish to export. Outfitters will be encouraged to use the services of private companies, or to develop their own capacity, to improve the standards of preservation, taxidermy, handling and shipping of trophies. The Department will monitor the performance of all companies issued with Class 8 (for dipping, curing and tanning of game trophies) and Class 11 (for clearing and forwarding of trophies) licenses, to ensure that improvement in performance in the handling of trophies is maintained. All companies with Class 8 and 11 licenses will be encouraged to ensure that trophies are exported expeditiously once the client leaves the country.

The Department will facilitate the preparation of documentation for export of trophies. Trophy Export Certificates will be issued for all non-CITES species and for species on Appendix III of CITES that were not listed by Tanzania. All trophies from species on Appendices I and II of CITES will be exported in accordance with CITES regulations. In the case of species on Appendix I of CITES, it is necessary for: the Management Authority of the state of import to be satisfied that the trophies are being imported as personal items that will not be used for primarily commercial purposes; and, for that authority to provide Tanzania with written assurance that an import permit will be granted (Article III and Resolution Conferences 2.11 and 7.7) before the client begins to hunt. For species on Appendix I and II of CITES, the issuance of a CITES certificate by the Department in the capacity as Scientific and Management Authority for Tanzania will denote that the export of the trophy is not detrimental to the survival of that species, and that the trophy was acquired legally in Tanzania.

12. HUNTING OF ELEPHANTS

Elephants can be hunted by tourist hunters in Tanzania. However, a separate policy and management plan for the African elephant in Tanzania recognises two main problems with respect to the hunting of elephants. First, the lack of trophy size bulls available for tourist hunting, and second, the large numbers of elephants that are shot on problem animal control. To counter the first problem, Tanzania is instituted a very strict domestic requirement that only elephants with a tusk each of weight more than

25 kg or a length of more than 1.75 meters can be shot by tourist hunters. To counter the second problem, Tanzania will investigate the possibility of incorporating elephants that have to be shot on problem animal control into the tourist hunting industry. Tanzania intends, through giving elephants a higher commercial value than the value of their meat, to see if request for the destruction of problem animals can be lessened through such an approach.

13. REVISION OF THE PLAN

The plan will be revised and updated, where necessary, by the Director and submitted to the Minister every five years for approval.

APPENDIX A: List of species available and of national game

Species of big game and of game birds available to tourist hunters, shown with present game fee. Those species, which are no longer available, are shown with an *f*. Those species which are also National Game are shown with a *.

Species	Price (US)	Species	Price (US)
A. BIG GAME		Monkey, Black & white Colobus	<i>f</i>
Baboon, Olive	90	Monkey, Blue	120
Baboon, Yellow	90	Monkey, Blue Sykes	<i>f</i>
Bat-eared fox	180	Monkey, Vervet	120
Buffalo (1st)	600	Oribi	120
Buffalo (2nd)	720	Oryx	870
Buffalo (3rd)	840	Ostrich	740
Bushbuck	340	Otter	140
Bushpig	190	Porcupine	70
Caracal *	70	Puku	220
Civet Cat	140	Python	300
Crocodile, Nile *	840	Reedbuck, Bohor	290
Dik Dik	170	Reedbuck, Mountain	290
Duiker, Abbot's	300	Reedbuck, Southern	290
Duiker, Blue	180	Rhinoceros, Black	<i>f</i>
Duiker, Common	180	Roan Antelope	870
Duiker, Red	180	Sable Antelope	1,200
Eland	840	Serval	180
Elephant *	4,000	Sitatunga	900
Galago	150	Steinbok	150
Gazelle, Grant's	220	Suni (Pygmy antelope)	130
Gazelle, Thompson's	190	Topi	350
Genet	180	Warthog	320
Gerenuk	1,300	Waterbuck, Common	440
Giraffe	<i>f</i>	Waterbuck, Defassa	440
Grysbok, Sharpe's	150	Wild Cat	150
Hare, African	60	Wild dog *	<i>f</i>
Hare, jumping (Springhare)	60	Wildebeest, Nyasa	320
Hartebeest, Coke's	370	Wildebeest, White-bearded	320
Hartebeest, Lichtenstien's	370	Zebra	590
Hippo	840	Zorilla	100
Hedgehog *	80		
Hog, Giant Forest *	370	B. GAMEBIRDS	
Honey Badger (Ratel)	70	Bustards	15
Hyaena, Spotted	190	Duck African Pochard	15
Hyrax, Rock	80	Duck, White-backed	15
Hyrax, Tree	100	Goose, Egyptian	15
Impala	240	Goose, Knob-billed	15
Jackal, Golden	120	Goose, Spurwing	15
Jackal, Side-striped	120	Francolin	10
Jackal, Silver-backed	120	Guineafowl	10
Klipspringer	720	Painted Snipe	10
Kudu, Greater	1,170	Partridge	10
Kudu, Lesser	1,300	Pigeons & Doves	10
Leopard	2,000	Ouail	10
Lion	2,000	Sandgrouse	10
Mongoose	60	Spurfowl	10

Appendix A (continued): National Game includes:

Elephants with tusks weighing less than 12 kilograms the pair (to which a more strict condition now applies to tourist hunting of 25 kg per tusk or longer than 1.75, meters for each tusk)

Nile crocodiles less than two meters in length

All immature animals

All females when:

Pregnant;

In a condition that indicates they are suckling young, whether such young are apparent or not;

Accompanied by their immature offspring

The females of:

a. Bushbuck

b. Eland

c. Gazelle

d. Gerenuk

e. Impala

f. Kudu

g. Lion

h. Puku

i. Reedbuck

j. Rhino

k. Roan

l. Sable

m. Sitatunga

n. Waterbuck

APPENDIX B1: Suitable weapons for hunting

Suitable weapons for hunting species of big game and game birds, taken from the Suitable Weapons Order, with modifications shown with *

Rifled breech loading firearms of a calibre of not less than 10mm (.375")	Buffalo Lion Elephant
Rifled breech loading firearms of a calibre of not less than 7 mm (.270")	Leopard Caracal Hippopotamus Crocodile Ostrich Giant Forest Hog Large and medium antelopes
Rifled breech loading firearms of a calibre of not less than 6 mm (.240")	Otter Genet Serval Warthog Small antelope
Rifled breech loading firearms of a calibre of not less than 5.60 mm (.22 hornet)	Hyrax * Hare *
Smooth bore breech loading shotgun with No12 bore only	Crocodile *
Smooth bore breech loading firearms (shotguns)	Game birds *

APPENDIX B2: Suitable bows and arrows for hunting species of big game, to be experimented with on a trial basis. The bow weights refer to all longbows, recurves and compound bows.

Drawing bow weight	Arrow weight	Species
40.9 kg (90lb)	750 g	Buffalo

APPENDIX C: Regulations for hunting

Current regulations governing tourist hunting in the Wildlife Conservation Act. Those regulations which will be amended are shown with a *.

Section 25:

- No game licenses shall be issued to persons under 18 years of age;
- Hunters must be in possession of a valid firearms license for the firearm to be used for hunting;
- Hunters shall have a good* knowledge of the firearm for the purpose of hunting.

Section 38:

- There shall be no hunting, killing or wounding of any animal not included on the Third Schedule of the Act.

Section 39:

- There shall be no hunting or killing of young animals, or of pregnant and nursing females;

Section 44:

- Hunters shall carry licenses and permits while hunting;
- Hunters shall enter details of all animals killed on the permit before the animal can be moved;
- Hunters shall surrender licenses and permits within 30 days of expiry, or in the case of those departing from Tanzania, before departure.

Section 49:

- Hunters shall use all reasonable endeavours to kill wounded animals;
- If a wounded animal enters a protected area, the entry shall be reported to the appropriate officer, who will help the hunter to kill the animal;
- A detailed report shall be made to the nearest wildlife officer of any wounded animal that is not killed.

Section 54:

- No hunter shall use for the purpose of hunting any animal, except with the permission of the Director:
 - Any mechanically propelled vehicle;
 - Any poison, bait*, poisoned bait, poisoned weapon, stake, pit-fall, net, gin trap, setgun, missile, explosives, ball ammunition, snare, hide*, fence or enclosure;
 - A dog or any domesticated animal, except a trained gun-dog for retrieving shot birds*;
 - Any automatic or semi-automatic weapon;
 - Any device capable or designed to reduce the sound of a firearm;
 - Any artificial light or flare; or,
 - Any anaesthetic dart capable of immobilisation.
- No hunter shall cause any grass or bush fires for the purpose of hunting any animal;
 - No hunter shall hunt any animal:
 - From a mechanically propelled vehicle or within 200 meters of such vehicle, except when hunting birds in water;
 - Within 500 meters of any permanent water, pool, waterhole, salt-lick, except in the case of a hippo, sitatunga, waterbuck or birds;
 - Within 1 kilometre of a National Park, Ngorongoro Conservation Area, a zoo, or an aerodrome;

- During the hours of darkness.
- No hunter shall:
 - Cut or display any dead animal in the vicinity of any lodge, hotel, zoo, or camp frequented by visitors;
 - Throw any animal carcass into any permanent water, pool, waterhole, salt-lick, or any place commonly used by animals as a resting place;
 - Leave any animal carcass within 2 kilometres of any aerodrome, or 1 kilometre of any public road, lodge, hotel or zoo.

APPENDIX D: Marketing strategy

Tanzania's present and proposed tourist hunting marketing strategy, showing the main species available on safaris of different lengths.

Present marketing strategy

Species	Safari Length			
	21-day	16-day	14-day	7-day
Elephant	1			
Lion	1	1		
Leopard	1			
Greater kudu	1			
Lesser kudu	1			
Gerenuk	1			
Oryx	1			
Sitatunga	1			
Sable	1	1	1	
Roan	1			
Buffalo	3	3	2	
Plains game	Various	Various	Various	Various

Future marketing strategy from 1997

Species	Safari Length			
	21-day	16-day	14-day	7-day
Elephant	1			
Lion	1	1*		
Leopard	1	1*		
Greater kudu	1	1*	1*	
Lesser kudu	1	1*	1*	
Gerenuk	1	1*	1*	
Oryx	1	1*	1*	
Sitatunga	1	1*	1*	
Sable	1	1*	1*	
Roan	1	1*	1*	
Buffalo	3	3	2	1*
Plains game	Various	Various	Various	Various

1* indicates one large cat and two large antelopes of different species on a 16-day safari, and two large antelopes of different species on a 14-day safari.