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Strategic Plan For Africa



Victoria Falls
Zimbabwe

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ACRONYMS

ADMAGE	Administrative Management Design
AGM	Annual General Meeting
ART	Africa Resources Trust
APHA	African Professional Hunters Association
AFRICAM	Cameroon Hunting Company of Alain Raoul
BFI	Black-faced Impala
BOPHA	Botswana Professional Hunters Association
BWMA	Botswana Wildlife Management Association
CARE	Development & Food Relief NGO
CAMPFIRE	Communal Areas Management Program For Indigenous Resources
CAR	Central African Republic
CBNRM	Community Based Natural Resource Management
CFA	Central and West African Francs, 100/1 against French Franc
CHA	Controlled Hunting Areas
CITES	Convention For The International Trade In Endangered Species
CLUSA	Cooperative League of the USA
COP 10	10th Conference Of Parties, CITES Meeting
EIA	Environmental Investigation Agency
ESA	Endangered Species Act of the United States
EXCOM	Executive Committee
FALCON	Front For Animal Liberation and Conservation
FOREX	Foreign Exchange
GMA	Game Management Area
GPS	Global Positioning System
GTZ	German Funding Agency
HAT	Hunters Association of Tanzania
HSUS	Humane Society of the United States
IFAW	International Fund For Animal Welfare
IMF	International Monetary Fund
IDCN	International Union For The Conservation Of Nature
LIRD	Luangwa Integrated Rural Development Project
NAPHA	Namibian Professional Hunters Association
NAPHCOM	National Professional Hunters Committee
ND	Namibian Dollars
NGO	Non-Governmental Organization
NNF	Namibian Nature Foundation (NNF)
NPWS	National Parks and Wildlife Service
NSOK	Cameroonian Hunting Company of Felix Barrado
OKACOM	Okavango River Basin Commission
OMA	Office of Management Authority
OPWT	Okavango People Wildlife Trust
OSA	Office of Scientific Authority
PAWM	Planning and Assessment For Wildlife Management/Tanzania

ACRONYMS (Cont.)

PHASA	Professional Hunters Association of South Africa
PHAZ	Professional Hunters Association of Zambia
PH	Professional Hunter
RAD	Rural Area Dweller
RAO	Recommended Allowable Offtake
RAPESCO	Rare Species Committee (RASPECO)
RHS	Robin Hurt Safaris
MINEF	Ministry of Environment and Forests, Cameroon
SACIM	Southern Africa Centre For Ivory Marketing
SADC	Southern African Development Community
SAPHCOM	South African Professional Hunters Committee
SCI	Safari Club International
SCWM	Southern Convention On Wildlife Management
SEARCH	Animal Rights NGO
TAHOA	Tanzania Hunting Operators Association
TGT	Tanzania Game Trackers Hunting Safari Company
USA	United States of America
USFWS	U.S. Fish and Wildlife Service
VDC	Village Development Committee
VIDCO	Village Development Committee
WADCO	Ward Development Committee
WMA	Wildlife Management Areas
WMA	Wildlife Management Authority
ZATSO	Zimbabwe Association of Tour and Safari Operators
ZCT	Zimbabwe Council For Tourism
ZD	Zimbabwe Dollars
ZHA	Zimbabwe Hunters Association
ZIMTRUST	Zimbabwe Trust, NGO dedicated to institutional strengthening
ZPHGA	Zimbabwe Professional Hunters and Guides Association
ZTA	Zimbabwe Tourism Authority

ACKNOWLEDGMENTS & DEDICATION

The SCI African Chapter would like to thank its Chairman, Trevor Shaw who paid for a large part of the travel expenses out of his own pocket - that allowed us to visit the key hunting countries in Africa. SCI Past President, Vern Edewaard gave freely of his own time to accompany us in the field. Both wives, Bella & Carol smiled through it all. We'd like to thank both the professional hunter and amateur hunter associations who hosted us in the field. SCI member Chris Waller helped design the Cover and the African Chapter Map. Anthony Williams of Zimbabwe Hunters Magazine also donated forty colored maps of Zimbabwe's hunting areas. Of course, none of this would have happened without support from Safari Club International and its Executive Committee.

This report is dedicated to Africa's "UNSUNG HEROES," professional hunters, safari operators and amateur hunters, whose voices - a large part of this document echoes. Up until now, the World has been led to believe that protection of wildlife and rural development in Africa were the domain of donors and international conservation NGO's. The reality is that there are many unsung heroes in rural Africa, going about their jobs, working with government and local communities to develop rural Africa. These are Africa's safari operators and professional hunters. Its amateur hunters are involved in important youth education programs. They do not seek publicity. The rewards they receive are personal gratification. As Sir Richard Francis Burton once wrote, "Do what thy manhood bids thee do. From none but self expect applause. He noblest lives and dies, who makes and keeps his self-made laws."

It is hoped that their concerns and anguish will finally be heard, providing guidance and insight to each other and to SCI as to what issues we are confronted with and what actions will be necessary to see Africa remain the greatest hunting grounds in the world as we enter into the 21st Century. Most of the issues are human, and only "WE" as a team of stakeholders have any chance of resolving them. Alone, each stakeholder will fail. Together, we have a strong chance of succeeding. May the SCI African Chapter, "Strategic Plan For Africa," provide the road map that we all need.

1.0 INTRODUCTION

The SCI African Chapter/Trust, with its base in Pretoria, South Africa, has been in operation for about one year. It covers from the Cape to Cairo, from Dakar to Nairobi. Membership has grown to over 600. The African Chapter is the largest and one of the fastest growing Chapters of Safari Club International's 130 Chapters. About half the members are professional hunters/safari operators and half amateur (sport) hunters. Most of this membership has come from advertisements, promotions and word of mouth. With the planned program to train local taxidermists as SCI Official Measures as a means of recruiting new members, it is anticipated that the African Chapter could swell to 3-6,000 members over the next few years. However, to maintain enthusiasm and renewal of memberships, the African Chapter must offer its members something other than a magazine and newspaper.

The following report contains a series of profiles of the Continent's major hunting countries as the result of a joint visit, between July and September 1996, by the SCI African Chapter/Trust in collaboration with SCI International. The two main purposes of these visits were: 1) To determine the current setting with regard to the safari industry, trophy hunting and conservation/rural development associated with hunting concessions; and 2) To determine how key stakeholders perceive the role of SCI African Chapter/Trust, and SCI International - as the market place for trophy hunting.

Possible interventions by the SCI African Chapter/Trust and SCI International are identified as a means to promote trophy hunting as a tool for conservation, wildlife management, economic and rural development.

The importance of SCI as the market place for trophy hunters destined for Africa cannot be over emphasized, especially with regard to the economic implications to African governments and rural Africans. A 1996 survey shows that over 50% of SCI's members have hunted Africa. About 14% hunt Africa on a regular basis. It is estimated that SCI members make up the following percentages of trophy hunters in each of these countries: 1) South Africa - 80%, 2) Botswana - 60-70%, 3) Zimbabwe - 60%, 4) Zambia - 60%, 5) Tanzania - 70%, 6) Namibia - 3%, 7) Cameroon mostly European but with a rapidly growing American clientele, 8) Congo, Burkina Faso - mostly European hunters.

SCI African Chapter Chairman, Trevor Shaw, SCI Past President Vern Edewaard and SCI Africa Trust Manager Andre DeGeorges visited Tanzania and South Africa together. Mr. Edewaard and DeGeorges visited Zimbabwe and Namibia. Mr. DeGeorges visited Botswana, Zambia and the Congo. Information on Malawi is based upon anecdotal information collected from a former Peace Corps Volunteer encountered on the flight to Namibia, who was working in the Malawi Department of Parks and Wildlife. Information on Cameroon came from previous visits to Cameroon by Mr. DeGeorges, and recent interactions with Cameroon's Deputy Director of Wildlife while visiting South Africa. We hope to visit other countries such as Mozambique, Malawi, Cameroon and Gabon at a later date.

SAFARI CLUB INTERNATIONAL AFRICAN CHAPTER

- CURRENT MEMBER COUNTRIES •



NOVEMBER 1996

In each country, the SCI African Chapter Board of Directors arranged meetings and hosted the SCI delegation. Meetings were arranged with key stakeholders, including persons from the safari and tourism industry, sport hunters, government officials and representatives from rural communities living among wildlife.

Each country profile contained in this document reflects the priorities, issues and concerns of key stakeholders within a given country. Each profile has been reviewed by the African Chapter Board of Directors from that country and is considered both accurate and politically correct.

These profiles, do not necessarily reflect the view point of SCI International, but are legitimate concerns raised by people in the field for which SCI International and the SCI African Chapter/Trust must be cognizant and sensitive.

Analyses will show where common issues across the Continent need addressing, while issues specific to a given country will also be highlighted.

As the result of the outcome from this bottom-up Planning Exercise, key stakeholders will more clearly understand their roles; where, when and what interventions they will undertake; and the team approach required to meet the **SCI African Chapter Mission Statement**:

"To motivate by its presence in Africa, through dynamic proactive dialogue and example, the economic potential of ethical sport hunting in sustaining wildlife populations with dramatic benefits to African people, concomitant to securing a stable safari industry and thereby long-term hunting for SCI members and future generations through the strengthening of wildlife numbers in Africa, a vital international sporthunting destination."

We see this as a dynamic process; flexible and adaptive to the rapid changes which we are confronted with on this Continent. We look forward to the energy, enthusiasm and commitment that Africa's stakeholders have demonstrated in accepting to collaborate more closely with the SCI Africa Trust and Chapter in helping us to fulfill our mandate on the African Continent.

2.1 EXECUTIVE SUMMARY AND RECOMMENDATIONS

The following is a summary of a reconnaissance mission by the SCI African Chapter, SCI Africa Trust and SCI International, throughout the major hunting countries in Africa, including Botswana, Congo, Namibia, South Africa, Tanzania, Zambia and Zimbabwe. There are a lot of issues out there, slightly different in each country - but also some over-riding themes. The general themes that the SCI Team heard over and

over are:

- o Hunting Is The Embryo Of Conservation In Africa
- o The Need For African Conservation To Be Economically Based And Entrepreneurially Driven
- o The Need To Create An Enabling And Transparent Environment Based Upon Dialogue And Open Communication Allowing Entrepreneurs To Become The Driving Force In African Conservation and Rural Development - SCI Can Work With Key Stakeholders In A Facilitative Role To Help Create This Environment
- o PH Associations Want To Form Ethics Committees, Linked To The SCI Ethics Committee - A Key To Stability In The Industry
- o SCI Must Support PH Associations As The Bodies That Set Standards, Maintain Ethics And Work With Government To Set Policy
- o The Need To Take Care Of The People In Order To Take Care Of The Wildlife - Hunting Concessions Must Be Designed Around This Concept
- o The Need To Assure That Promoting Community Based Natural Resources Management (CBNRM) Programs Go Beyond The Conceptual Phase
- o The Need For Photographic And Hunting Safari Industries To Team Up Against The Onslaught Of The Western Animal Rights Movement Coming To Africa
- o The Safari Industry and Market Being Accepted By The Conservation Community As A Key Stakeholder
- o A Standardized Wildlife Monitoring Program Needs To Be Devised As A Basis For Determining Sustainable Offtake Of Trophy Quotas This Must Be Technically Sound, But Cost-Effective And Capable Of Being Undertaken By The Concession Holder/Local Community

Hunting, The Embryo Of Conservation In Africa. Hunting has been the embryo of conservation in Africa. While early in the history of Africa, hunters were responsible for over-harvesting and the extermination of wildlife, in recent times hunters have been the first to give wildlife value and to bring game back onto former natural areas that had been converted into livestock farms.

As late as 1975, farms advertised for sale in Namibia were guaranteed to have no wildlife. Today, it would be almost impossible anywhere in Southern Africa to buy a farm without wildlife

Twenty years ago in South Africa there were only 1.7 million hectares of private land devoted to wildlife. Today, it is estimated that 15 million hectares of South Africa's territory is devoted to conservation on private lands and 95% of this land is in hunting as the most economical and ecologically viable land use. This is three times the area of South Africa's national parks.

While photographic safaris have been made out as the panacea to save wildlife, there are limited areas where they can out compete trophy hunting. Photographic safaris do not provide the much needed protein to rural people, they entail a consumptive cost in the form of pollution and environmental degradation from a large number of people and vehicles, and they often negatively impact local cultures.

The Need For African Conservation To Be Economically Based And Entrepreneurially Driven. Africans believe that the subsidized model of conservation from the United States and Europe is not applicable in the African context. African governments no longer have the economic where-with-all to support parks and game departments who have the mandate to operate parks and oversee conservation programs. Donor programs propping up government agencies and parks are not sustainable.

Africa is rapidly seeing national parks and game departments become parastatal bodies which are semi-privatized and which must generate wealth from their available natural resources in order to plow money back into the management of their natural areas and the operation of their organizations.

In the future, to survive, natural areas will have to be economically viable. With rare exceptions, where there may be a unique species or ecosystem, those natural areas which are not economically self-sustaining may be put into other land uses.

Trophy hunting offers a major source of income for African countries. However, it is with great difficulty that the West is allowing these countries to market these resources.

For instance, many African countries are sitting on tons of stockpiled ivory, mostly from natural elephant mortality. Many Southern African countries are overrun with too many elephants to the detriment of biodiversity and other wildlife. Products from these elephants (e.g., ivory, skin and meat) could generate significant amounts of revenue for these departments as well as for rural communities, while maintaining elephant at their carrying capacity. If marketable, the sale of these products would go a long way in overcoming fiscal deficiencies of Africa's national parks and game departments.

However, they are not being allowed to market as a result of the international ban on ivory brought about through the Convention For The International Trade In Endangered Species (CITES). Much of what is happening in CITES today is the result of this treaty moving away from technical arguments on wildlife/resource management and trade, to the political/philosophical arena. A loop hole in CITES is

that countries use their local environmental laws to take "stricter domestic measures," than CITES if they have reason to suspect that a CITES quota may not "enhance" the survival of an Appendix I species.

For example, an over zealous US Fish and Wildlife Service is using the US Endangered Species Act (ESA) and the need to show enhancement under this law, disallowing the importation of trophy hunted wildlife such as cheetah in Namibia and elephant in Cameroon even though these countries have trophy hunting quotas accepted by CITES. Likewise, the European Union has taken a similar stand, disallowing the importation of all trophy hunted elephant ivory and other parts from Cameroon.

To many African countries this sends the message that the West lacks trust in their ability to manage their resources, that Africa lacks technically competent resource managers and that all African countries are inherently corrupt.

On one hand the West is telling African countries that they must become economically self-sufficient and wean themselves off of Western donors. On the other hand, this incredible wealth, in the form of natural resources - especially wildlife, is unavailable as a source of revenue and is contradictory to the idea of economic growth in financially strapped African countries.

CITES COP 10 in June 1997 will be a major ideological battle grounds waged on the African Continent between the industrialized West and the Agrarian Developing World. The only hope for much of Africa's wildlife is that it becomes an economic resource for its governments and its people.

Likewise African conservation has been driven by Westerners, with their values imposed on Africans. Much of this can be linked to the huge sums of Cold War donor money funneled through Western scientists and NGO's. These days are almost over. Donor money is drying up as the West focuses on other regions of the World. It is time for Africa to be developed by Africans and it is time for conservation in Africa to take on an African flavor.

The safari industry, made up of Africa's entrepreneurs involved with wildlife will be the key to the economic survival of conservation. Up until now Africa's safari industry has been marginalized and pushed off to the periphery of conservation by the artificial infusion of money from the West. Their day is now. They will be more and more in the driver's seat.

Even during SCI African Chapter's visit, we saw more and more conservation NGO's and governments coming to the negotiating table to talk to the safari industry. Increased communications will break down barriers and distrust, and all stakeholders will find they have more in common than differences with the safari industry.

The opportunity is there, now it is a matter for Africa's entrepreneurs to take the lead. The Market Place will be there to work with them and other key stakeholders to see an Africanization of the conservation movement on this Continent, based upon an entrepreneurial spirit.

The Need To Create An Enabling And Transparent Environment Based Upon Dialogue And Open Communication Allowing Entrepreneurs To Become The Driving Force In African Conservation and Rural Development. As the Market Place, a key role which SCI can play is to help create a stable and enabling environment in which the private sector can operate. SCI, as the market place, has the advantage of being seen as an unbiased outsider, whose members spend their money giving added value on the international market to wildlife. Unlike the safari industry, SCI members spend their money, and make nothing from hunting. As sportsmen/conservationists, their goal is to see trophy hunting expand based upon sound conservation and economic decisions. Therefore, SCI as the market place may more easily approach government decision makers, and at times even open doors to facilitate the frank discussion of policy issues between government and the safari industry, which must be addressed in each country in order to see the industry grow and mature.

Once leaving the private farms of Southern Africa, the safari industry, until now, has been a very unstable economic sector in which to invest, making it difficult for the safari operator to take a long-term perspective. Conservation and Development linked to wildlife and trophy hunting depends upon the principle of investment which yields returns in the long-term not short-term, especially with little regard to long-term trophy quality and relations with local communities.

This problem has arisen primarily due to short-term leases, and the insecurity in keeping a lease linked to corruption and a lack of ethics in the safari industry.

Organizations such as the South African Professional Hunters Committee (SAPHCOM) have created a transparent forum for communication to bring government and the safari industry together to plan, set policy for the industry and deal with ethics violations; both business and hunting. South Africa is fortunate to have most of its wildlife on private farms, in which the wildlife is owned and managed by the farmer with little government intervention. They are looking to expand the concept of SAPHCOM regionally.

The Botswana Wildlife Management Association (BWMA) has taken this one step further; and has created a broader forum of communication which brings together the key stakeholders, including the safari industry, government, local communities, and the photographic safari industry. Communication between stakeholders at a national level is believed to be one of the most important objectives that is needed by today's safari industries!!

Botswana is also one of the first countries to have gone over to 15 year leases. This has created a private ownership mentality on public lands. With this security, the safari industry is now working together, even organizing to collect their own wildlife management data as a means of maintaining long-term trophy quality. They are rapidly integrating local communities into the over-all management of their hunting concessions, in addition to receiving benefits such as employment, meat and a percentage of the net profits.

PH Associations Want To Form Ethics Committees, Linked To The SCI Ethics Committee - A Key To Stability In The Industry. One of the key issues raised by all countries which the SCI team visited was ethics and the desire for all professional hunters/safari associations to develop an ethics process linked to SCI's Ethics Committee. Cleaning up the safari industry is seen by most as a key to bringing about stability and the ability to invest in the long-term. A major role SCI can play is to help each hunting country develop a local ethics process within the safari industry, with links to SCI International's Ethics Committee, based in the United States. Ultimately, if the problem cannot be resolved at a national level, the final solution is to cut the offender from accessing the market place, SCI.

The Need To Take Care Of People First In Order To Take Care Of Wildlife - Hunting Concessions Must Be Designed Around This Concept. No matter where the SCI team went, and regardless of whom they talked to among the stakeholders from governments, to the private sector to local people, it is evident that in this area, everyone agrees. Empty bellies and the inability to pay school fees by Africa's rural poor, makes it difficult for them to comprehend rules and regulations from overseas (ESA, CITES) which place restrictions on Africa's ability to generate wealth from its resources.

Everyone agrees that unless the rural people of Africa, who live among wildlife, see its economic potential, no amount of market driven prohibitions, nor Western funded anti-poaching will save Africa's wildlife. Africa's human population is expected to double and in some cases triple over the next 25 years. Either rural Africans see wildlife as their economic and cultural future or wildlife and its critical habitat will disappear, being converted into subsistence *mealie*(*corn*) fields and over-grazed pasture. What little is left will be surrounded by a sea of humanity which will eventually devour the remaining islands of nature on private farms and public lands.

Namibia's Permanent Secretary of Trade and Industry, explained it in these simple terms at the 1996 Namibian Professional Hunters Association Annual General Meeting, "...land tenure and land hunger by rural African's will become a critical issue in the future. In order to maintain their commercial farms, private landowners must begin working with rural African's living in communal areas. They must extend their experiences and success with wildlife from their farms into the communal areas, helping rural African's obtain the added value of the international market from their wildlife." This must be the next major step in conservation on the African Continent; to extend the revolution away from livestock towards wildlife that occurred on Southern Africa's private farms, to Africa's communal and public lands.

This is not a new concept. In the 1960 publication by Noel Simons, "Between The Sunlight and The Thunder," he stated that while cattle will be the cultural heritage of the Maasai, wildlife will be their economic future. Ian Parker tried, but due to bureaucratic restrictions, failed to integrate traditional Waliangulu (Wata) hunters into an elephant management scheme for the greater Tsavo/Galana Ranch Complex. Like many people, they were ahead of their time. However, if ever there was a time, that time is now!

There appears to be political will among governments, and the entire safari industry realizes that without cooperation from rural communities it will be "The End Of The Game." Neither the safari industry, nor rural people nor wildlife will have a future. We sport hunters would then lose the greatest hunting grounds in the world, Africa.

Past President Vern Edewaard provided SCI's position on these issues. "SCI members have developed a love affair with Africa, realizing that because they have enjoyed the sport of hunting on your Continent, they want to give something back. Our members believe that a large portion of the money generated from trophy hunting should somehow return to the rural people living among the wildlife;" changing their attitude from seeing animals as a short-term source of meat, "nyama," or as a human, animal and crop pest, to becoming stewards of the game as it turns into a long-term and sustainable economic resource for them and their children.

As Africa's safari industry is recognized for their leadership role in assuring the economic sustainability of conservation, it is imperative that they become more actively involved, as a stakeholder, in helping to improve upon the successfulness of conservation and development programs. The safari industry spends 6-8 months of the year in the bush and is probably more in tune with and more sympathetic towards the plight of rural Africans. Their inputs as to how to improve upon existing community based conservation programs are imperative if we are to see an evolution of such efforts.

The Need To Assure That Promoting Community Based Natural Resources Management (CBNRM) Programs Go Beyond The Conceptual Phase. Likewise, great care must be taken, that we, the sustainable use groups, do not become so blind to our beliefs that we fall into the same trap as the animal rights movement.

The October 1996 SADC Natural Resources Management Programme Regional NGO Workshop on CBNRM and CITES, held in Johannesburg (October 3-4, 1996) and hosted by Africa Resources Trust (ART), raised the concern that while in principal sustainable use groups agree with the concept of community based natural resource management, there are many pitfalls to the implementation of this philosophy.

Programs like ADMADE (Administrative Management Design) and CAMPFIRE (Communal Area Management Program For Indigenous Resources), rather than just rural development tools, have become political pawns in the international game of environmentalism, being used by sustainable use groups as one of the only viable solutions to conserving wildlife in many Third World countries.

While this is believed to be true, the real danger is that - sustainable use groups, including ourselves, become as fanatical about such programs as the animal rights/anti-hunting groups are against them, losing sight that these programs are in their infancy and in a dynamic state of flux. Conservation and development linked to trophy hunting can be a very useful tool in uplifting rural people and in giving value to wildlife, but while intrinsically good, is often flawed due to the fact that imperfect humans are

required to make such a concept work. The above concerns were reiterated in a recent article from CAMPFIRE NEWS.¹

Unless sustainable use groups are willing to openly admit both the strengths and shortcomings of these programs, there will be little hope for correcting them, adjusting problems, and seeing them evolve. They will become purely a political tool, where most of the people using them will never see reality, "The African Bush." Eventually this fanaticism will see their demise as the result of disenchantment by the beneficiaries - local people and the African safari industry, and the failure of the only hope we have of seeing wildlife survive among the masses of humanity which the African Continent is expected to experience over the next 25 years.

The Need For Photographic And Hunting Safari Industries To Team Up Against The Onslaught Of The Western Animal Rights Movement Coming To Africa.

Non-consumptive and consumptive tourism industries will need each other to survive, and to combat the onslaught of the Western-based animal rights movement, whose approach towards wildlife is based upon emotion and not the harsh reality of Africa; if it pays it stays. The tourism industry, both trophy hunting and photographic, must begin speaking with one voice.

Non-consumptive photographic safaris will not survive without hunting. In the future, the needs of indigenous Africans bordering these protected areas must be met. Trophy hunting, in economic buffer zones, along with controlled offtake will be an important source of both revenue and protein for rural people.

The Safari Industry and Market Being Accepted By The Conservation Community As A Key Stakeholder. Many NGO's, especially international conservation NGO's, while behind the scenes they will collaborate with SCI and the safari industry, they will not openly acknowledge the role of trophy hunting as a management, economic and rural development tool for Africa. They keep their members ignorant of the realities of Africa's bush - and fall into the same trap as the animal rights movement. Until groups like SCI, other African sport hunting groups, professional hunters associations and the main line conservation NGO's are willing to stand together in public - the world, especially the Western World - where much of the political pressures come from, and who can open/close markets over night - will be kept in ignorance and continue to believe that regulations from afar (e.g., US Endangered Species Act - ESA, or CITES) are more valuable than sensible programs that involve local stakeholders on the ground and which are economically based.

Conservation NGO's need to begin aligning themselves with and supporting national level safari operator/PH associations. They should encourage the private sector to speak out and should welcome their ideas with regard to conservation and rural development. At the October 1996 SADC Natural Resources Management Project Workshop of NGO's, it was recognized that Africa's private sector is the substance that holds up the triangular walls which link NGO's, rural communities and

¹ Pitman, Dick. August 1996. CITES, CAMPFIRE and the media demons. CAMPFIRE News, Number 13. p8.

governments to conservation and development. Without an ethical and motivated private sector, these relationships will collapse and neither wildlife nor rural people will have a positive future in Africa.

2.1 AFRICAN WIDE ACTIONS

As the market place, the overall goal of the SCI African Chapter/Trust, should be to create an enabling environment which allows Africa's private sector to work in joint collaboration with rural communities to develop Africa's wild areas where wildlife can roam freely, and be managed as a source of revenue for government and for the upliftment of rural Africans from sustainable utilization through both consumptive use (trophy and biltong hunting, live capture, and culling) and non-consumptive photographic tourism.

The SCI African Chapter will be **Process Oriented** rather than **Project Oriented**. Projects have time frames and deadlines; processes do not. We see ourselves as being involved in a dynamic process; flexible and adaptive to the rapid changes which we are confronted with on the African Continent.

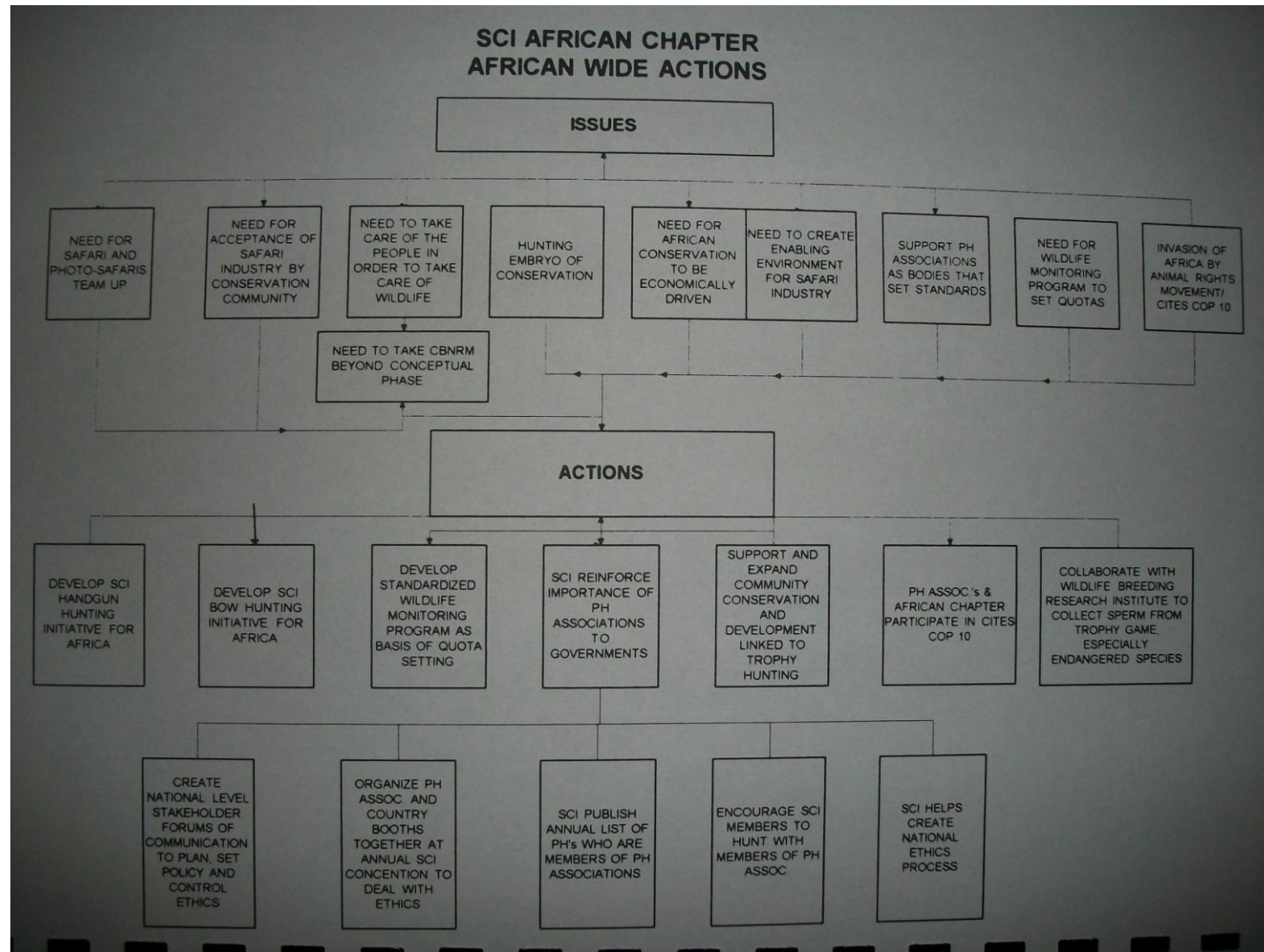
The following are a series of recommendations where the SCI African Chapter/Trust and SCI International can make useful interventions in helping Africans develop their wildlife resources in a sustainable manner (**See Attached Flow Diagram, SCI African Chapter African Wide Actions**).

2.1.1 Support To Professional Hunters/Safari Operator Associations :

Reinforce SCI Support For PH Associations As Bodies That Set Standards And Control Ethics For The Safari Industry. This was raised last October at the SCI African Chapter Inaugural Meeting and was raised again during this trip. In most countries of the World, professions, including licensing, educational requirements, ethics disputes, etc. are controlled and regulated by professional associations [e.g., the American Medical Association, professional engineers associations, Bar (Legal), National Education Association (NEA) in the United States].

If professional hunting is to evolve in Africa, then in each country, the national professional hunting/safari operator association should represent the profession, and eventually anyone wishing to become a member of that profession should be a member in good standing, and abide by the codes of ethics established by these bodies.

In most countries, one can not be obliged to belong to a professional hunters/safari operators association. However, SCI can encourage this, by letting governments know, whenever we have contact with them that, from the Market Perspective, we work closely with and respect the opinions of these associations. We can also encourage SCI members to hunt with members of these associations, since most ethics complaints seem to come from rogue PH's who are not associated with these organizations.



2.1.1.1 Support Through Policy and Planning This will be an ongoing process which hopes to improve communication between stakeholders through open and active dialogue with:

- o **Government** as the body which regulates wildlife
- o **Safari Operator/Professional Hunters Associations** which set standards and control ethics, and are the entrepreneurs who will drive wildlife conservation and development programs in the hunting areas of Africa
- o **SCI Africa Trust/Chapter**, the Market Place - Sport Hunters
- o **Local Communities** in whose hands rests the fate of wildlife
- o **Other conservation NGO's**

SCI represents the consumer, who by purchasing a wild veld product - game - gives it the added value of the international market. SCI's members make up about 80% of the South African Market, and about 60-70 % for Zambia, Zimbabwe, Botswana and Tanzania. We believe that we can use the influence of the market to bring transparency and accountability to the decision making process within Africa's safari industry.

Planning And Policy, Providing A Second Opinion when private sector and government can not agree - "Dispute Resolution;" providing a Market View Point when called upon. This was desired by most everyone with whom we spoke. The Natal Parks Board invited the SCI African Chapter/Trust to sit on their Hunters Liaison Committee. Zimbabwe requested that we be prepared to meet with the PH association and Government to provide a second opinion. Due to the sensitivity of outsiders imposing themselves, the Botswana Wildlife Management Authority requested that SCI work through them and not go directly to the Government. It is believed as barriers are broken down and everyone sees that we are working for a common goal, open dialogue and exchange with all stakeholders will increase.

Facilitate Improved Communication . Communication was recognized as being one of the biggest barriers to progress and growth in Africa's safari industry.

Improved communications should be the basis for future policy and planning of conservation and development programs based upon trophy hunting. There is a need in each country today, to **create a forum of communication between stakeholders** to address policy, to plan, to set standards and to control ethics in and around the hunting areas of Africa.

In a number of countries it was recognized that there is often distrust between Government and the Safari Industry. Often the feeling is that the Industry is abusing the wildlife resources, or making too much of a profit. In some cases, it might be racial/tribal in nature.

SCI is seen as a neutral American organization, whose members spend money on the Continent, and who only want to see hunting expand; this being a key economic resource for much of rural Africa. As a result, a number of **PH** associations requested that we work with them to open doors and help begin the dialogue needed to solve problems. SCI, as the market place, can help bring together government, the safari industry, sport hunters, local communities, conservation NGO's around the table to break down barriers and to overcome distrust. Alone - not one stakeholder has a chance of succeeding - but together we have a chance for success in achieving our goals "conservation and rural development" linked to the wise and sustainable use of Africa's wildlife and other natural resources.

Until barriers are broken down, and trust is built up - there can be little hope for progress in conservation and development. Open dialogue, frankness, agreeing to disagree, and a willingness by each stakeholder to admit strengths and weakness will be required for further success. A **team approach** must be developed. Rather than harping on any one stakeholders weaknesses - we must harp on his/her strengths and take advantage of them, while propping up and fortifying their weaker sides.

The Need To Admit That "Hunting Is Not Good Because It Is Hunting."

The safari industry must be willing to look from within. Successes should be identified and strengthened. However if problems are ignored and shoved under the rug rather than addressed, anarchy and decay will be the only future.

2.1.1.2 Reinforce The Importance Of Maintaining Standards In The Licensing Of Professional Hunters, Tourism Guides and Safari Operators. A number of serious hunting accidents have occurred this year. In a number of countries (e.g., Zimbabwe, Zambia and Tanzania) there was concern raised that the standards, by which a professional hunter is licensed, are beginning to drop. This has grave implications for SCI members, who are putting their lives in the hands of their PH.

SCI should backup professional hunting associations in discussions with governments, to assure that all aspiring professional hunters must go through and pass the same series of experiences, tests and exams. This is especially true in countries like Zimbabwe which is indigenizing its safari industry. All people striving to enter the profession should be judged by and meet the same standards of excellence. This is certainly an achievable goal.

There is no doubt that the quality of people coming into the safari industry will reflect the quality of the experience by the trophy hunter on his safari, given the very close relations and bonding that must take place between a PH and his client to make a hunt successful.

2.1.1.3 Specific Action: Provide Information On Marketing SCI's Members. Surprisingly, many game farmers, and new professional hunters and safari operators know little about the SCI market, and how to gradually break into this niche. For instance, this is one of the major needs felt by the entire Namibian safari industry, which until now has dealt with primarily a German/Austrian market.

2.1.1.4 Specific Action: Educate The SCI Trophy Hunter Through Annual Country By Country Publication Of Legitimate Professional Hunters and Safari Operators. This was raised by professional hunters in Zimbabwe, by SAPHCOM and PHASA in South Africa, and by professional hunter associations in Botswana and Zambia. It was raised last October 1995 at the SCI African Chapter Inaugural Meeting. When you begin to hear repetition, it should tell you that you are near to an answer or action.

In this case the specific action requested is to produce an **annual publication listing officially recognized PH's and Safari Operators who are members of their nationally recognized PH/Safari Operators Association. This list would be distributed to all SCI Chapters and/or published once a year in the Safari Times.**

It should be recommend to all SCI Members that they hunt only with legitimate members of each country's recognized PH/Safari Operators Association, to assure that they are dealing with legitimate businessmen, and people trained to react properly in a life threatening situation when face to face with dangerous game.

Most ethics complaints seem to come from rogue PH's who are not associated with these organizations. The professional hunter/safari operator association will also help resolve disputes between their members and clients.

Most everyone we spoke to believed that this alone will help resolve many of the ethics complaints that come from clients hunting with disreputable PH's/safari operators. One problem which will have to be overcome in order to make this practical is to get everyone on a **common software database** in order to facilitate annual updates. This must be addressed at the Victoria Falls Meeting.

2.1.1.5 Specific Action: Help Establish Country Level Ethics Process Which Links SCI's Ethics Committee To A Country Level Ethics Committee. Every professional hunter association we came in contact with recognized ethics, especially **business ethics as the number one problem which the safari industry** must face if it is to have a bright future. Both business, and to a lesser degree hunting ethics, must be dealt with in order to bring stability to the safari industry, and in order to demonstrate to the, at times, doubtful conservation community, and the rabid animal rights movement, that we are taking the high ground and weeding out the bad blood. With the onslaught of the animal rights movement in Africa; the safari industry will have to be squeaky clean, as these groups will look for anything that they can use against hunting in order to see it shut down.

One of the biggest problems on the Continent is that currently there are no extradition agreements between countries, especially between South Africa and the rest of the region. Many of the problems stem from a person living in one country and committing crimes in another country. He has committed no crime in the country of residence so that neither the police, nor the professional hunter's association can prosecute. The country, where the crime has been committed, can only prosecute him if he is physically in the country and arrested. Many of these "criminals" slip in and out of countries, virtually undetected, and are thus difficult to apprehend. Many are not

even recognized as PH's in the country where they are committing the crime, coming in on tourist visas.

The professional hunters/safari operator associations requested support from SCI and its Ethics Committee to create a local ethics committee and process which will bring transparency and accountability to the industry.

An important role that the SCI African Chapter can play is to serve as a focal point so that if a PH or safari operator is banned from one national PH/safari operator association, SCI and all other associations in Africa are informed in order to prevent disreputable people from plying their trade elsewhere. Unfortunately, given the lack of communication between countries, this is too often the case today.

Most ethics violations can be dealt with at the local level, but ultimately, everyone in Africa recognizes that the only way to stop some people is to cut them off from the Market Place. In 1996, two professional hunters/safari operators were walked off the floor of the SCI Reno Convention for ethics violations. The SCI Ethics Committee banned them for life and all privilege accorded an SCI member, including their Master Measurer status. This sent a wave across Africa that finally SCI is taking this ethics seriously. This is just the beginning.

2.1.1.6 Specific Action: Organize PH Associations/Country Booths At Annual SCI Convention So They Can Collaborate In Dealing With Ethics Issues. SAPHCOM officials have requested that professional hunter and country booths be organized at the SCI Convention in one area so that they can interact with each other over ethics and other issues. They believe that for Southern Africa, 2-3 booths would suffice for all government game department personnel from Southern Africa. This is especially important when SCI clients come with the increasing number of complaints over cross-border incidents.

2.1.2 Specific Action: Development of Standardized Wildlife Monitoring Program As A Means Of Assessing Trophy Quota Offtakes And The General Health Of Wildlife Populations

There is an urgent need to develop an alternative to the methods, such as air census, transects, and dung counts (in tropical forests for elephant), currently used to estimate wildlife population numbers and often as a basis for establishing sustainable off-takes of trophy quotas. These expensive, and often inaccurate methods are financially unsustainable for most African conservation departments, and subsequent quotas for wildlife harvesting are at best largely based on an "educated guess" rather than actual information collected from the field by wildlife resource users.

The SCI African Chapter could play a major role in helping safari operators/PH's and rural communities on public lands develop a Continent-wide standardized wildlife monitoring procedure as a means of managing game for trophy quality.

The current collaborative programs with SCI to develop appropriate wildlife monitoring in order to estimate trophy off-take in Zimbabwe and Tanzania may serve as the basis for such a program. The ADMARE experience in Zambia might also be

investigated. Some individuals, such as Volker Grellmann, of ANVO Hunting Safaris in Namibia, have developed their own personal wildlife monitoring programs, based upon field observations in order to determine trends in wildlife populations, their movements over the year, and trends in trophy quality. The selected methodology may have to be slightly modified to the exotic environment of the tropical forests of West and Central Africa.

Such a program will keep decision making in the hands of the landholder/managers and demonstrate to the "Doubting Thomas's" that scientific data is being used to assure sustainability of these conservation and development programs.

The days when a PH could slip into the bush with his client and come out a month later are quickly disappearing. More and more the role of the PH/safari operator is becoming broader based, both with regard to game management and working with rural communities.

More and more, economically strapped game/park departments are putting more of the onus on the safari concessionaire, his staff, and rural communities to collect their own management data in order to justify trophy off-take quotas.

Additionally, PH's/safari operators are coming more and more under the scrutiny of environmentalists, scientists and animal rights people; many who distrust the safari industry as a group which is mining the wildlife resources of Africa.

The general trend is to put data collection and decision making in the hands of the landholder/manager. SCI and WWF/Zimbabwe, with a USFWS (U.S. Fish and Wildlife Service) grant are developing quota manuals that will allow safari concessionaires and local communities to collect their own wildlife management data in the field. ADMADE in Zambia is moving in a similar direction. Likewise SCI, with a USFWS grant, is working with the Tanzania Hunting Operators Association (TAHOA) to develop a methodology of collecting management data in the field using global positioning systems (GPS) to locate specific populations of game over time.

Learning experiences from these programs need to be analyzed and a standardized procedure adopted. This will allow for comparisons between countries or hunting concessions that share common borders and game. Standardizing such methods will make the results scientifically valid and comparable to the international conservation community.

The collection of data must be both time and cost efficient and at the level of rigor that will provide the appropriate decision making data. It is believed that the combination of trophy quality trends over time, and anecdotal data collected in the field by the safari operator/PH, their staff, and local communities will provide the most cost effective and detailed information as a basis of managing wildlife on safari concessions.

Compared to expensive surveys, this information can be collected at no additional cost to government or the safari industry, as the trophy hunting clients are paying for fuel and staff to undertake regular reconnaissance missions in search of wildlife. This

"scientific information" only needs to be recorded as a basis of making management decisions in hunting blocks.

Quotas for trophy hunting have to do with maintaining the economic viability of a population, and have no impact on the biological viability of a wildlife population. Trophy hunting quotas are normally 2 % or less of the estimated annual population of a game species, going as high as 5% for some cats.

Well before the biological viability of a population is reached as a result of trophy hunting, trophy quality will be down and hunters will stop coming until suitable time has allowed for trophy quality to return. This becomes an economic decision determined by market forces, not a biological decision.

Total game counts are not needed to establish trophy quotas. Such rigor is likely not needed, even, as in Botswana, where citizen and culling quotas are permitted. There is plenty of leeway, with most plains game which permit an offtake of 12-25 % of the annual growth rate for biltong hunting (both citizen and meat culling) in addition to the trophy offtake.

On the other hand, if culling near carrying capacity is a goal (e.g., if the goal was to significantly reduce elephant populations), then more accurate estimates may be needed with statistically valid confidence limits. Once again, this level of rigor for trophy hunting is not believed to be necessary.

A major shortcoming of a survey, be it from the ground or from the air, is that it represents a window in time and may not reflect what happens before and after the survey; such as the dynamic movements of wildlife through hunting concessions especially in Savannah environments where wildlife migrate over wide ranges, going to and from dry/wet season grazing areas.

Aerial surveys to get total game counts, as proposed in some countries, are not believed to be necessary and are also not believed to be economically sustainable, other than maybe once every 3-5 years as a spot check. Certainly, few private farmers use this expensive technique and game is flourishing on their lands.

Regular monitoring (e.g., a "Safari Report" made at the end of each safari which could be compiled into a Wildlife/Game Management Area or Hunting Concession Report at the end of each season) by people in the field may be more cost effective and provide more detailed information on game movements, especially if coordinated and shared between adjacent concessions. Simple 1-2 page forms can serve as the basis of a "Safari Report" to be provided at the end of each client's visit. These forms can serve as the basis of a "Hunting Concession Report" at the end of each season which recommends management activities and trophy offtake quotas based upon intensive field observations. This can provide regular and more detailed data than can be obtained from a costly survey.

With inexpensive GPS's (global positioning system) as used in the Tanzania program, the exact movements of game populations throughout the year can be determined. It will become obvious which hunting concessions share common herds and for how

long. In return, monitoring trophy quality of herds shared between concessions can allow safari operators, together, to determine if their joint quotas should be raised, lowered, or maintained. The Zimbabweans have coined the phrase "Adaptive Management" for this process.

For Instance, Safari South in Botswana has a biologist working with their professional hunters to collect such information. Data collection sheets are being devised and incidental data is being recorded. The beauty of such a program is that people in the field (professional hunters and their staff (e.g., ex-poachers employed as trackers, skimmers and gunbearers) are already collecting scientific data, costs being covered by the trophy hunting client, as daily reconnaissance missions indicate the location and movements of game animals. Most of this information, to date has been kept in the PH's head. It is now a matter of recording this data on paper and using it in an analytical form to make management decisions.

This methodology may also offer a unique opportunity to employ people from the local community, especially traditional hunters, in the collection of this information. Thus people considered by the outside world as poachers can be converted into conservationists and earn an honest living.

This information combined with trends in trophy quality, and in certain cases age estimates from lower jaws (e.g., elephant) can provide very important information needed to maintain the economic viability of trophy hunted species.

The success of such a **program is that it depends upon a stable safari industry, ethical safari operators and long-term leases.** Unfortunately, in a number of the major hunting countries, such conditions do not currently exist, safari operators and PH's having little incentive to invest or plan for the long-term.

2.1.3 Where Non-Existent, Help The Private Sector, Government and Local Communities Develop Joint Programs Which Tie Conservation and Development Linked To Sustainable Trophy Hunting.

This was especially evident in South Africa, which is just beginning to move into such programs on public lands and former tribal areas under the new Government. In many cases, the new provincial governments appear to be unaware of the potential for trophy hunting as an economic and development tool for their people. This report identifies a number of areas in South Africa where pilot programs could be established. A similar program is just being initiated in collaboration with the SCI African Chapter in the Congo. Similar programs will be needed in Cameroon, Mozambique and eventually Gabon, Malawi and Angola as the SCI African Chapter/Trust works with its entrepreneurial members to reopen sustainable trophy hunting in these countries.

2.1.4 SCI African Bow Hunting Initiative

- o **Standardize Bow Hunting Regulations On the Continent**
- o **Open Up New Countries To Bow Hunting**

The Vice Chair of the of the SCI Archery Sport Hunters Committee has been working closely with nature conservation agencies in South Africa and Tanzania to conduct experimental hunts for big game linked to the latest technology coming out of the archery industry.² Out of these experimental hunts, recommendations should be available which set standards (e.g., kinetic energy, bow weight, arrowhead design, arrow diameter) in equipment for dangerous, medium and small game hunting in Africa.

Namibia is going to open bowhunting. It appears that Zimbabwe has decided to close bow hunting at the end of 1996.

Strong consideration should be given to developing a SCI African Bowhunting Initiative in order to standardize regulations for our members on the Continent, and to make sure that this becomes a safe and humane way of hunting African game based upon the proper selection of equipment. With the animal rights movement breathing down everyone's neck, the adoption of appropriate standards may also be critical to the future of bow hunting, especially for dangerous game, in Africa.

2.1.5 SCI African Handgun Hunting Initiative

- o **Standardize Handgun Hunting Regulations On the Continent**
- o **Open Up New Countries To Handgun Hunting**

Mohamed Tobah, SCI African Chapter Board of Director from Egypt is developing a set of guidelines for handgun hunting in Africa. Mohamed is a civil engineer by training, a ballistics expert, has taken the Big 5 with a handgun, and is probably one of the more knowledgeable people in the World about handguns and hunting. He is in regular contact with many of the "hand cannon" gunsmiths in the USA, and is currently working with some of them to develop new hunting handguns, caliber's and bullets.

Similar to bow hunting, he will try and look at different sized game and hunting conditions (e.g., close up bushveld hunting versus open long range hunting). Large and small game is found in both of these environments and the caliber's used will vary greatly with size and environment. For instance a large animal like a gemsbok in the open Kalahari desert will require a large but long range caliber handgun, while a similar sized animal such as a kudu in the bush veld can be hunted with a large caliber with less emphasis on trajectory.

Mohamed has already been in contact with the Botswana Wildlife Management Association and officials from the Department of Wildlife and Parks. They appear enthusiastic over his beginning this initiative in Botswana. He spoke with them at the 1996 Reno Convention. He will be sending the SCI Africa Trust a draft of his paper

² Gary Bogner, Vice-Chair of the Archery Sport Hunters Committee can be reached at FAX: 616-744-2665

for our review. I suggested that he also pass it by the SCI Washington Office for their review.³

2.2 CITES

CITES Conference of Parties (COP) 10 will be held in Harare, Zimbabwe from June 6-20, 1997. It is believed that this will set the stage for a major ideological battle between the urban based Western animal rights movement, and the natural resource dependent developing world, such as Africa.

The animal rights movement has tried to make their campaign, to preserve wildlife, an emotional issue based upon giving human qualities and emotions to animals, especially the megafauna such as elephant, rhino, gorilla and chimpanzee.

Major strides for developing countries were made at CITES COP 9 held in 1994 in Fort Lauderdale. Rural people from developing countries, began to have an impact on the World's thinking with regard to conserving wildlife. Foremost among the non-governmental organizations represented at this convention was, CAMPFIRE (Communal Area Management Program For Indigenous Resources). This body represents rural communities from Zimbabwe who benefit from trophy hunting.

CITES COP 9, took this away from a scientific and philosophical debate, and turned it into a socio-economic argument over poverty, empty bellies, inability to pay school fees, and cultural disenfranchisement from wildlife. What was originally thought of as a biological problem was turned into a human and economic issue based upon sustainable use and conservation. More and more, it was recognized that the only way to save endangered species will be to uplift rural people through giving them economic incentives, where possible, in order to maintain the species and its critical habitat.

Most people in the safari industry already recognize this and are faced with it on a daily basis in dealing with local communities; especially poachers. More and more, safari operators are linking local communities into game management and as beneficiaries on their hunting concessions, in an attempt to provide incentives to conserve wildlife.

It is believed at CITES COP 10, the animal rights movement, will go right at the throat of CAMPFIRE, attacking its short-comings, rather than its strengths as a means of discrediting this very valuable program - the most high profile conservation and development program in the world - and thereby attempting to discredit all similar programs; thus bringing the issue back to emotion and philosophy, with protectionism as the only way to give wildlife a future in Africa and the developing world.

The following summarizes possible interventions by SCI and its African members at CITES COP 10.

³ Mohamed can be reached at his company, Universal Development Company, 5203 Leesburg Pike, Suite 607, Falls Church, Virginia, 22041, Tel:703-284-7082, Home:703-757-8166, FAX:703-284-7081.

2.2.1 Help Cover Informational Costs To Zimbabwean Government and CAMPFIRE To Counteract Mis-information Given Out By The Animal Rights Movement. Both CAMPFIRE and National Parks have solicited support from SCI to help them raise funds for CITES to fight the animal rights movement. This includes the development of informationals on CAMPFIRE and other community sustainable use groups such as ADMADE in Zambia or the community based program in Botswana which are linked to trophy hunting.

2.2.2 Sponsor Booths For Indigenous People Collaborating With The Safari Industry As A Forum Of Communication at CITES COP 10. National Parks would also like to see booths available to indigenous people from all over the World, whose lives are linked to wildlife and trophy hunting (e.g., Maasai in Tanzania, Pygmy in Congo/Cameroun, Bushmen in Namibia, White Mountain Apache Indian Reservation in New Mexico, Inuits from Canada/Alaska, Tribesmen from Pakistan, etc. Some of these costs may be covered by a hunt donation(s). This would help diffuse the focus of the animal rights movement in trying to discredit CAMPFIRE.

2.3 CONGO AND OTHER CENTRAL AFRICAN COUNTRIES

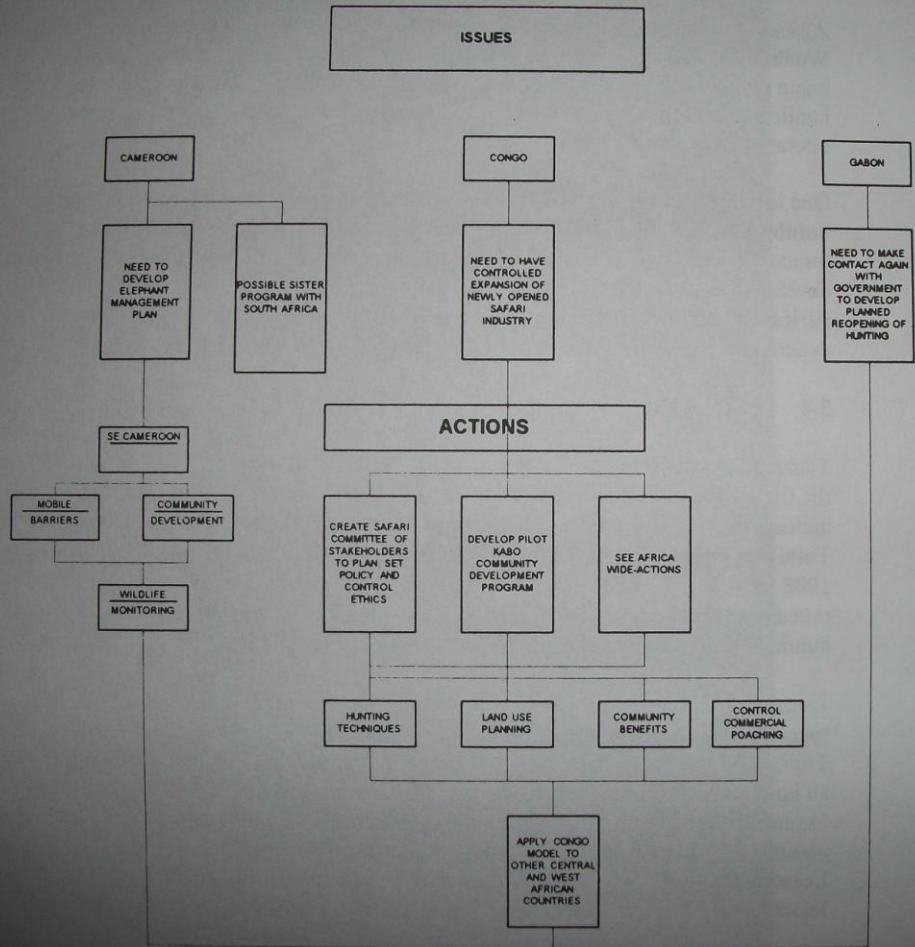
2.3.1 Policy, Planning and Ethics In The Congo. Currently, one of the SCI African Chapter's Executive Committee members, as a safari operator, is an active participant in the "Pilot Tourist Safari Hunting Program In Northern Congo." As part of this program, a Safari Committee has been formed to address ethics and policy issues, and to plan for the controlled expansion of the safari industry. The Chairman of the SCI African Chapter may periodically be asked to attend meetings of the Safari Committee to plan for and to adopt policies that will create an enabling and ethical environment from which the nascent safari industry can grow (**See Attached Flow Diagram, SCI African Chapter, Congo & Central/West Africa**).

As part of the program, a pilot community development program is being developed in the Kabo Logging Concession. A conservation and development committee has been formed of major stakeholders (e.g., Wildlife Conservation Society - a conservation NGO, MINEF - the government game department, the local community, the safari operator, and the logging company). Key issues addressed are: 1) Landuse planning which sets out where stakeholders can hunt/not hunt, 2) Hunting techniques (e.g., local hunting with shotguns over indiscriminate snares), 3) Remuneration to the community from trophy hunted game, and 4) Control of commercial poaching.

2.3.2 Taking The Congo Experience Into Neighboring Cameroon, Central African Republic (CAR) and Gabon. The Safari Committee of the Congo believes that one of the more important roles that SCI can play is in the expansion of the "Congo Model" into neighboring francophone countries. In the case of Cameroon and CAR, this model would have to be integrated into an already existing and active safari industry. Gabon, is interested in reopening hunting and appears interested in the basic "Congo Model."

2.3.3 Possible Relationship Developing Between Cameroon and South Africa's PHASA/SAPHCAM. While in South Africa, Cameroon's Deputy Director of Wildlife, Issa Djoh a Ndiang, spent a few days with Ken DuPlessis, of the South

SCI AFRICAN CHAPTER
CONGO & CENTRAL/WEST AFRICA



African Professional Hunters Committee (SAPHCOM.) The Deputy Director of Wildlife was extremely excited in seeing South African expertise come up and open game ranches and farms (e.g., ostrich) in Cameroon, help them organize a professional hunting school for Cameroonians, and help establish a proper professional hunter/safari operator's association, etc.

One idea raised was that SAPHCOM, which is already beginning to reach out to Southern African countries, might consider "adopting" Cameroon as its first francophone country. Technology transfers could be undertaken, and various models developed that work within this region of Africa based upon adapting the South African experience. Once things are going smoothly, and there is a learning curve, this experience could be expanded into the rest of Francophone Africa.

2.4 TANZANIA

Tanzania is a major hunting destination for Safari Club International. About 70% of the trophy hunters coming to Tanzania are SCI members. The most accurate figures indicate that hunting days have risen from 4,000 in 1988 to about 10,000 days in 1993. Total earnings to government from trophy hunting have risen from \$US 4.7 million in 1988 to \$US 10.3 million in 1989 to about \$US 14 million in 1993. About 90% of this revenue is generated by 5-7 foreign owned companies. Currently there are over 40 hunting companies and the government wishes to reduce them to between 15-20.

Tanzania is famous for its 21 day hunts for lion, leopard, buffalo and unique Maasailand species (Fringe eared oryx, lesser kudu, gerenuk, Grants and Thomson's Gazelles, Topi, and Coke's Hartebeest). Between 1988-92, 21-day safaris comprised 71 % of all hunting packages sold in Tanzania, followed by 7-day safaris/18 %, 14-day safaris 4 %, and 16 day safaris 7 %. Lion hunting is Tanzania's major selling point. In 1992, about 7,043 game were harvested as trophies from elephant, lion, Jeopard, Greater and Lesser Kutlu, Gerenuk, oryx, sable, roan, buffalo and zebra. This does not include lesser species such as impala, Grants and Thomson's gazelle.

Tanzania's biggest problem appears to be the development of a representative safari operators/professional hunters association which can speak with one voice for the safari industry in negotiating policy with Government, and in setting standards and controlling ethics for the industry (**See Attached Flow Diagram, SCI African Chapter, Tanzania**). The current bodies, Tanzania Hunting Operators Association (TAHOA), and the African Professional Hunters Association (APHA) are considered by interviewed members of the safari industry to be ineffectual and to represent the interests of only a few big operators.

Many people believe that the biggest problem has been that TAHOA/APHA have been toothless, never taking a stand in order to avoid controversy. Since the SCI African Chapter meeting a number of TAHOA meetings have taken place and it appears that a decision has been made to seek legal advice, threaten legal action if Jaws are broken, and expose people or groups linked to illegal or corrupt activities.

Interviewed members of the safari industry believe that the following impacts are resulting in a decline in both trophy quality and game numbers. This is especially true

SCI AFRICAN CHAPTER

TANZANIA

ISSUES

LACK OF A
REPRESENTATIVE PH/
SAFARI OPERATORS
ASSOCIATION

SEE AFRICAN-
WIDE ISSUES

UNSUSTAINABLE
TROPHY QUOTAS

DECLINING WILDLIFE
POPULATIONS FROM:
-High Quotas
-Human Encroachment
-Maasai/Lion Conflicts

LACK OF
BENEFITS TO
RURAL
COMMUNITIES

UNCONTROLLED
SUBMISSION OF
HUNTING
BLOCKS

LACK OF
CONTROL OVER
LICENSING PH's &
SAFARI
OPERATORS

INSECURITY BY
SAFARI
OPERATORS
OVER
CONCESSION
TENURE

NEED TO HONOR
1994 AGREEMENT
BETWEEN
SAFARI
INDUSTRY AND
WILDLIFE
DEPARTMENT

LACK OF
TRANSPARENCY
IN AWARDED
HUNTING
BLOCKS

LACK OF
PARTICIPATION
OF SAFARI
INDUSTRY IN
POLICY AND
PLANNING

ACTIONS

STRENGTHEN TAHOA TO SPEAK
WITH ONE VOICE FOR PH/SAFARI
OPERATORS

SEE AFRICAN-
WIDE ACTIONS

WILDLIFE
MONITORING
PROGRAM AS
BASIS OF
ESTABLISHING
TROPHY QUOTAS

NEGOTIATE
LONG-TERM
LEASES THAT
ARE LEGALLY
BINDING

ESTABLISH
FORUM OF
COMMUNICATION
FOR PLANNING,
POLICY AND
ETHICS

DEVELOP
COMMUNITY
UPLIFTMENT
PROGRAMS

ESTABLISH
NATIONAL
ETHICS
PROCESS AND
STANDARDS FOR
PH's

for key species such a lion, gerenuk, buffalo and lesser kudu: 1) Uncontrolled subdivisions of blocks with increased trophy quotas based upon economic rather than ecological decisions, 2) The lack of benefits to local communities from hunting, 3) Human encroachment and 4) Uncontrolled poaching . There is a developing anti-hunting bias among grass roots people .

Key issues raised by the safari industry include: 1) Honoring the 1994 agreement between the safari industry and the Wildlife Department , 2) Transparency In Awarding Hunting Blocks, 3) Tenure Over Hunting Blocks 4) Participation of the Safari Industry In Policy, 5) Involvement Of The Safari Industry In Control Over Licensing Safari Operators and PH's, 6) Community Benefits Needed To Overcome Anti-Hunting Movement, 7) Sustainable Trophy Quotas.

Most of Tanzania's concerns will be addressed through dealing with **African Wide Actions**.

2.5 BOTSWANA

Botswana is very progressive in what it has achieved in preparing the safari industry for the 21st Century. What was the Botswana Professional Hunters' Association (BOPHA) with a very narrow focus, has been changed to the Botswana Wildlife Management Association (BWMA) with a broad mandate.⁴ It brings together key stakeholders (professional hunters/safari operators, photographic safari operators, local communities, and government) to begin planning for the future of wildlife, conservation and rural development.

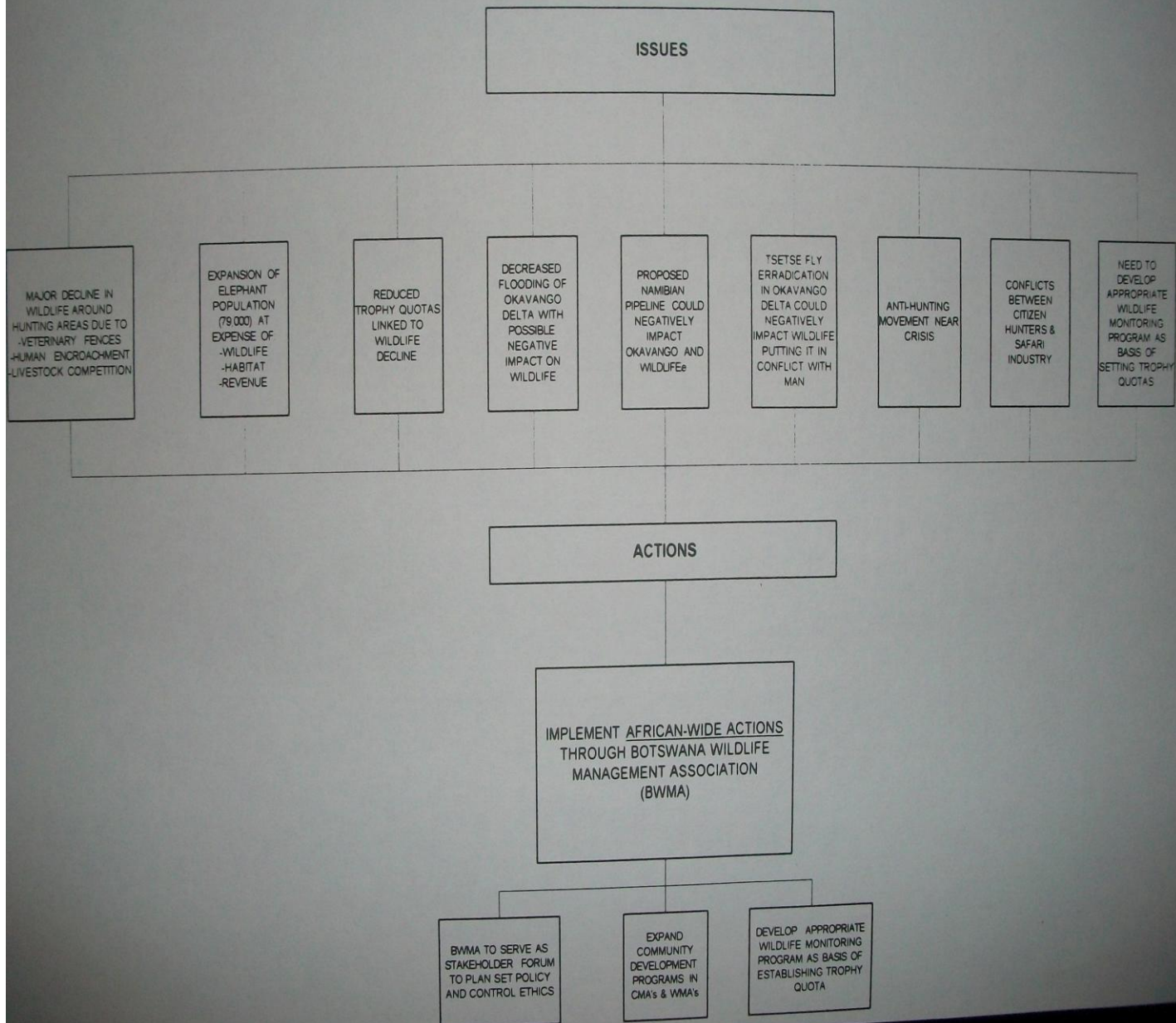
BWMA has negotiated a number of very innovative changes. Hunting concessions (WMA's) are leased for 15 years, creating a private sector environment on public lands. Hunting concession leasees must begin making their own wildlife surveys and recommend quotas to Government. This is a positive step in putting the responsibility for management of game in the hands of the concession holder. BWMA is trying to identify and structure an appropriate wildlife monitoring program .

Most of the former wildlife management areas (WMA's) are being converted over to Multiple-Use Areas, where the leasee must conduct both photographic and hunting safaris. Multiple-Use Areas are being rapidly linked to conservation and rural development programs . This is a major goal of BWMA .

A number of Former Rural Area Dweller (RAD's) areas have been turned into **Community Management Areas**. These areas have been put up for tender to safari operators . Both a financial and technical proposal are prepared. The local community organizes a "Community Trust" fund with a representative committee to manage this fund . Money goes from the safari operator into this fund. BWMA is observing major change in attitudes towards wildlife in the areas where communities are seeing benefits . Currently, these areas are tendered for three years periods . As with the other WMA's, there is a need to see these areas also tendered as 15 year leases so that safari

⁴ The vision of creating the BWMA lay with Neville Peake, its Chainnan, who passed away in 1996. The goal of BWMA is to continue forward with his vision .

SCI AFRICAN CHAPTER BOTSWANA



operators have an incentive to invest in the long-term with respect to wildlife/habitat management and community relations.

The first community-based program linked to trophy hunting began with the Chobe Enclave Community consisting of 5 villages. Each community elects its leaders to form a Village Development Committee (VDC). The VDC's are elected from the village but have been sanctioned by the local chiefs, who often attend meetings. Two leaders from each village are chosen for the Executive Committee of the Chobe Enclave Conservation Trust. Currently, the elected Chairperson of the Trust is a grandmother.

Each village has its own bank account in Kasane, Botswana. The Government has given a trophy quota to the community which they can use as they wish (e.g., trophy hunting, citizen hunting, etc.). They have opted to contract this quota to a safari operator which currently generates for them about 200,000 Pula/year plus Pula 22,000/elephant (6 on quota for 1996) over the three year period of the contract (Pula 332,000/\$US 110,667/year).

At the end of each hunting season, money is given to the Trust which subdivides the money for each village. The Village Development Committee (VDC) of each of the 5 villages then determines how its money will be spent. The money due the Trust goes directly from Rann Safaris to them.

This is truly a grass-roots bottom-up program that should be closely examined as a possible model. It bypasses local government (a problem in CAMPFIRE), avoids centralized control of funds (a problem in ADMADE), while acknowledging the role of the traditional chiefs has set up a democratic system of decision making to assure equity of distribution (a problem in ADMADE) and it allows traditional hunting.⁵

One of BWMA's biggest problems is a wide-spread anti-hunting movement running from rural people and government, to NGO's. They are taking actions to combat this threat, by involvement of rural communities in sharing benefits with the hunting concessions, and by putting together economic studies demonstrating the importance of hunting to the national and regional economy.

Most of Botswana's concerns are covered in the **African Wide Actions**. The Attached **Flow Diagram, "SCI African Chapter, Botswana"**, summarizes issues and actions. An important request is that SCI works through the Botswana Wildlife Management Association (BWMA) rather than directly to the government. In the past, SCI's direct approach has actually hindered relations between BWMA, SCI and the Government. As they are in close contact and understand the local politics, they will be glad to advise SCI as to what they believe is the most sensible approach to take over a given issue. In essence, with the SCI African Chapter being closely linked to the PH/safari operators associations, this is the approach that has been decided on at

⁵ Personal Communication Salvation K. Neo, Chairperson and Collet B. Modimoosi, Secretary of the Chobe Enclave Trust, Chandida Monyadzwe, Department of Wildlife and National Parks, Khulekani Mpofu, PACT/Institutional Reinforcement for Community Empowerment.

the 1995 Inaugural meeting of the SCI African Chapter and its dealings in each country.

2.6 NAMIBIA

The Namibia Professional Hunters Association (NAPHA) is well structured and is well respected by Government. Hunting in Namibia takes place mostly on private farms for plains game. Big game hunting for elephant, leopard and some buffalo takes place in communal areas. There is a push to create conservancies on both private and communal areas; with the return of wildlife ownership to rural communities as already exists on private lands.

Conservancies on private lands, where the inner fences are pulled down could provide the option of introducing the Big 5. However, most farms in Namibia are not game fenced and would require considerable investment in this area in order to maintain the Big 5. Operating as conservancies may provide an option for smaller 5-10,000 ha game ranches to pool their finances in order to market hunting at conventions such as held by SCI.

SCI is also initiating a pilot healthcare program for the Kxoe Bushmen of the Western Caprivi, as one of the first NAPHNSCI International/SCI African Chapter joint SAFARI CARE Programs. It is hoped that this program can be expanded all over Africa to help improve health and hygienic conditions in rural communities living in and around hunting concessions as a means of demonstrating the collaborative relations that can exist between the trophy hunter, safari operator/PH and local communities.

Most of Namibia's concerns are raised in the **African Wide Actions**. Additional needs are listed below (**See Attached Flow Diagram, African Chapter, Namibia**).

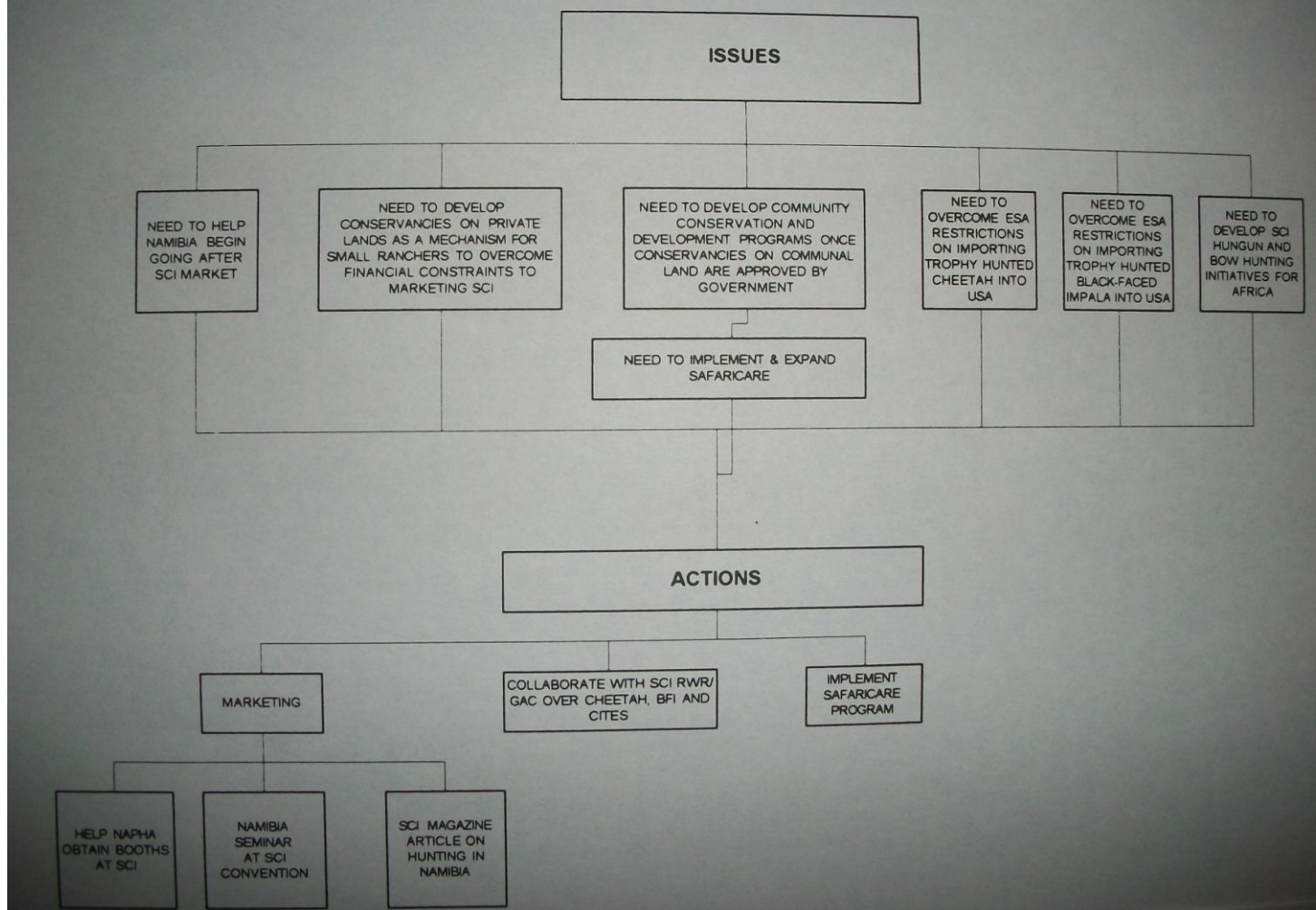
2.6.1 Continue Collaborating With Namibia On The ESA and CITES. This is happening primarily out of the SCI Washington Office.

2.6.2 Information On Bow and Handgun Hunting. The government is rewriting their hunting regulations and the Namibian Professional Hunters Association (NAPHA) would like information on both bowhunting and handgun hunting. SCI should provide this information as soon as possible.

2.6.3 Conservation Of The Cheetah Through Turning It Into An Economic Resource Through Hunting. The US Fish and Wildlife Service is reluctant to downlist the cheetah from Endangered to Threatened, and has never granted importation permits for trophy hunting of a species listed as Endangered on the US Endangered Species list. SCI is working closely with Namibia to see if a workable solution can be found to overcome this problem.

2.6.4 Marketing. Trophy hunting in Namibia is a German/Austrian Market; only 3% being SCI. SCI is working with them to begin accessing the largest market in the World. Marketing is key to the Namibians at this point in time. SCI is helping them

SCI AFRICAN CHAPTER NAMIBIA



with booths, a seminar and a magazine article in preparation for the 1997 SCI Convention in Las Vegas.

2.6.5 Need For The Conservative Namibian Farmer To Look At Problems Beyond His Fence Line And Into The Communal Areas of Namibia. Only one member of NAPHA - the PH association - has devoted his career to working with rural people living in the communal areas of Namibia. NAPHA is now beginning to look at this with the SCI/NAPHNAfrican Chapter SAFARICARE Program mentioned above.

2.7 MALAWI

Possible Involvement Of SCI African Chapter In Reopening Trophy Hunting In Malawi. The SCI African Chapter has been in contact with the Director of Parks and is beginning dialogue to determine how SCI can collaborate with Malawi in planning for an orderly and controlled reopening of hunting with a strong wildlife monitoring and community development component (**See Attached Flow Diagram, SCI African Chapter, Malawi**).

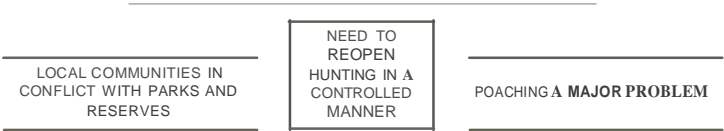
It is believed that Malawi could support about two-three safari operators. Hunting would be similar to that in South Africa. Malawi law allows for hunting in parks, game reserves and forest reserves. In Malawi these areas are wide-spread, each containing viable populations of select species. The hunting areas are relatively small, and each hunting area would offer only a few species of game. Hunting would be similar to ranch hunting in South Africa where 3-4 areas might be hunted in order to collect Malawi's diverse species such as roan, nyala, elephant, buffalo, etc. The beauty of trophy hunting compared to the current ecotourism plan, is that trophy hunting can be established with a minimum of investment in infrastructure.

Malawi has tried twice before to open hunting and has failed because of unscrupulous safari operators. This program will have to be carefully designed along the lines of CAMPFIRE. Establishment of a professional hunters association and a committee of stakeholders such as the South African Professional Hunters Committee (Safari Industry and Government) or Botswana Wildlife Management Association (Safari Industry, Photographic Safari Operators, Government, Local Communities), would be necessary to establish and control ethics, set standards, screen prospective safari operators/PH's, deal with policy issues and plan for the controlled expansion of this industry. There is a local sporthunting club which should also be integrated into this program.

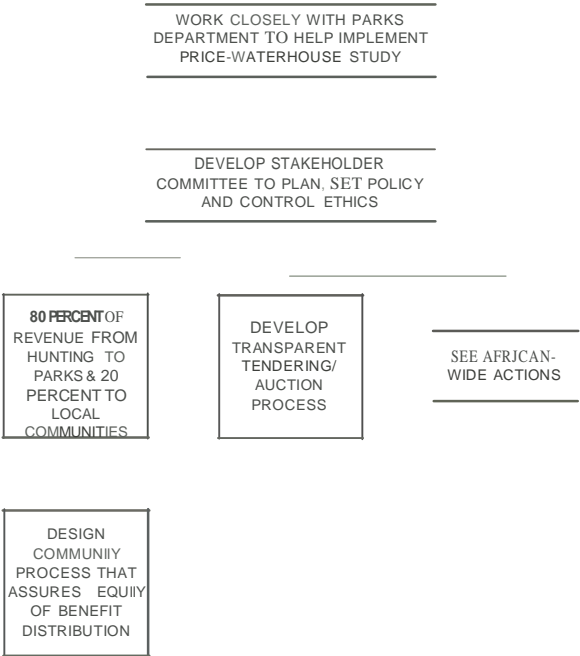
The Price Waterhouse Study of the hunting potential in Malawi has just be completed. Plans exist for 10% of net profits to go to local communities and 80% to the Parks Department for management of these areas.

SCI AFRICAN CHAPTER
MALAWI

ISSUES



ACTIONS



2.8 SOUTH AFRICA

South Africa has a well organized hunting industry with strong collaboration between the public and private sector.

The management of South Africa's natural areas is decentralized into 10 administered systems composed of the national parks system, and 9 provincial nature conservation agencies. The provincial nature conservation agencies may operate as classical state run and subsidized systems (8 provinces), or parastatal (semi-private) park boards (2 provinces) who generate their own operational revenue. More and more, the provincial nature conservation bodies are looking to become park boards. In some cases (e.g., Northwest Parks Province), park management falls under the parks board and conservation and hunting outside the parks falls under the jurisdiction of the Department of the Environment, whose mandate also includes pollution control, etc. The approach to management varies from province to province. South Africa is going through rapid political change and its protected area system reflects this state of flux. The most important hunting areas in South Africa fall within the KwaZulu-Natal Province, Northwest Province, Northern Province, The Free State, Mpumalanga and Eastern Cape.

The South African Professional Hunters Committee SAPHCOM, formerly NAPHCOM (National Professional Hunters Committee), brings together nature conservation representatives from the 9 provinces and the Professional Hunters Association of South Africa (PHASA) to discuss policy, deal with ethics violations and plan for the development of hunting and conservation in South Africa. SAPHCOM representatives attend every SCI Convention to assure only licensed safari operators are marketing hunts. This service protects the consumer, and the good reputation of South Africa.

One shortcoming of PHASA is that one does not have to belong to this organization to be a professional hunter. SCI needs to encourage its members to hunt with PHASA members. The majority of problems experienced by SCI members are with non-PHASA members.

The majority of trophy hunting is on private farms. Game fenced or "Exempted" Farms own their wildlife and make their own management decisions as to when and what they hunt. Non-game fenced farms fall under the hunting seasons of the local province. Most of the provinces have adopted the Old Transvaal Nature Conservation hunting regulations, especially with regard to hunting with rifles, handguns and bows.

PHASA estimates that 3,500-4,000 overseas trophy hunters visit South Africa each year, generating 320-400 million Rand (\$US 90 million/year) in foreign exchange. About 80% of these hunters are believed to be SCI members. Local amateur hunting clubs estimate at least 2x this, in internal circulation of Rand currency from local hunting in South Africa.

It is estimated that trophies exported from the African Continent, out of South Africa, rose from 5 % in 1976 to 87 % of the total number leaving the Continent in 1984.

SCI AFRICAN CHAPTER SOUTH AFRICA

ISSUES

COUNTRY-WIDE

NEED FOR NATIONAL BODY SUCH AS "CAMPFIRE" REPRESENTING LOCAL COMMUNITIES

FEAR BY LOCAL AMATEUR HUNTING CLUBS THAT SCI AFRICAN CHAPTER WILL PUSH THEM ASIDE

MAJOR THREAT TO HUNTING AND CONSERVATION FROM INTERNATIONAL AND LOCAL ANIMAL RIGHTS MOVEMENT

IGNORANCE BY NATIONAL AND PROVINCIAL GOVERNMENTS OVER VALUE OF WILDLIFE

LAND-HUNGRY RURAL COMMUNITIES SEE GAME RESERVES AND PARKS AS MEALIE FIELDS AND PASTURE LAND - WILDLIFE BEING OF NO ECONOMIC VALUE TO THEM

ACTIONS

1

OVERCOME UNFOUNDED FEAR BY AMATEUR HUNTING ASSOCIATIONS THAT SCI WILL PUSH THEM OUT BY DEVELOPING JOINT CONSERVATION PROGRAMS THAT OPEN UP MORE HUNTING TO THEM

WORK WITH STAKEHOLDERS TO SENSITIZE NEW PROVINCIAL & NATIONAL GOVERNMENTS OF WILDLIFE AS AN ECONOMIC, RURAL DEVELOPMENT AND MANAGEMENT TOOL

AFRICA'S ORGANIZATIONAL & THROUGH REGIONAL COOPERATION EXPAND SOUTH TECHNICAL EXPERIENCE (E.G. PHASA, SAPHCOM, NATAL HUNTERS LIAISON COMMITTEE) INTO THE REST OF AFRICA

IF NOT ALREADY EXISTING EXPAND THE STAKEHOLDER NATAL HUNTERS LIAISON COMMITTEE INTO OTHER PROVINCES

COLLABORATE WITH VETERINARIAN RESEARCHERS SUCH AS DR DE LA REY & WILDLIFE BREEDING RESEARCH CENTRE TO SEE WILDLIFE EXPAND IN AFRICA

TAKE WILDLIFE EXPERIENCE ON PRIVATE FARMS AND BEGIN EXPANDING IT INTO COMMUNAL & TRIBAL AREAS

WORK CLOSELY WITH AFRICA RESOURCES TRUST IN DEVELOPING COMMUNITY BASED PROGRAMS

EXPANSION OF CONTROLLED HUNTING AREAS ONTO TRIBAL LANDS THROUGHOUT THE COUNTRY LINKED TO RURAL DEVELOPMENT

This along with the stability of game on private farms makes South Africa a popular destination for SCI members, especially those wanting their first African experience.

With regard to overseas trophy hunting, the importance of the different provinces is as follows:

Province	<u>Number of Exempted Game Farms</u>	<u>Percentage Of Overseas Hunters</u>
Northern	+3,000	60
Mpumalanga	65	15
KwaZulu-Natal	65	15
Eastern Cape	?	5
All Other Provinces	?	$\frac{5}{100}$

Exempted game farms are fenced and given year round access to wildlife for commercial purposes. There are many non-game fenced farms with wildlife on which hunting takes place. Non-exempted farms must follow the laws and seasons of the provinces in which they occur.

There is a growing anti-hunting lobby in South Africa, both local (e.g., FALCON) and overseas (Humane Society of the United States -HSUS, and the International Fund For Animal Welfare - IFAW). IFAW has just signed a \$US 2.5 million dollar grant with South Africa's National Parks, which has major implications on elephant management, national sovereignty and could affect South Africa's role as a leader in CITES.

South Africa has just made a major transition in governance over the last few years. Its biggest problems are (See Attached Flow Diagram, SCI African Chapter, South Africa) :

- o **Educating New Leadership About The Value Of Wildlife**
- o **Educating Rural Indigenous Communities About The Value Of Wildlife**

It is believed that in both cases, using the Adaptive Management Approach, that pilot community based conservation and development programs linked to trophy hunting need to be developed in game reserves bordered by peripheral communities. It offers a unique opportunity for the safari industry, the SCI African Chapter, provincial nature conservation agencies, community based conservation NGO's and local communities to begin teaming up to develop joint conservation and development programs linked to trophy hunting. This will serve as a learning and educational experience for all stakeholders. Over time these programs will be improved and expanded.

2.8.1 KwaZulu-Natal Province

The Natal Parks Board is one of the most progressive provincial nature conservation agencies in South Africa. It has played a major role in providing game from its parks to private farms for hunting. It holds the largest game auction in the world; having auctioned off 1,315 animals at its 1996 KwaZulu-Natal Game Auction. In 1996, alone they sold 139 white rhino.

The Natal Parks Board is internationally famous for having brought back the white rhino from near extinction. At the turn of the century, only 20 Southern white rhino existed, in KwaZulu-Natal South Africa. According to figures compiled by the IUCN African Rhino Specialist Group, there are 7,095 in South Africa and another 450 scattered in another seven African countries. The population trend is up. This is because the white rhino has an economic and social value. Safari hunting of about 80 white rhino/year in South Africa, brings in nearly \$US 2 million in revenue from trophy fees alone, not counting daily rates, etc., and is the major incentive for recovery on private land. As a result CITES parties, in 1994, approved the downlisting of the White Rhino to Appendix II for trade in trophies and live specimens.

Natal Parks Board has one of the largest community outreach programs in the World and an active program for amateur hunters.

The KwaZulu Department of Nature Conservation, which managed natural areas in the old communal areas also has two active conservation and development areas linked to trophy hunting with another seven areas scheduled to come on-line. The KwaZulu Department of Nature Conservation and the Natal Parks Board are being merged into one body.

Areas where SCI can have a constructive input in the KwaZulu-Natal Province include:

2.8.1.1 SCI Africa Trust/Chapter Invited To Sit On KwaZulu-Natal Hunting Liaison Committee. This committee has been in existence for 22 years. It meets twice a year and discusses issues related to hunting in the KwaZulu-Natal Province. It consists of representatives from the safari industry, game rancher associations, sport hunting and falconer clubs, and the general public.

2.8.1.2 Possible Collaboration Between SCI and the Mduku Tribal Area. Discussions with Nkosi Gumede indicated possible collaboration with SCI could take place in the form of:

- o Expanding the SCI SAFARICARE Program into the Mduku Tribal Area as the first pilot program in South Africa
- o Construction of a Creche "Pre-school" next to the clinic linked to maternal health care and education. This creche could also be used as an inter-denominational church on the weekend. This would be a 8 x 12 meter building and would cost about R 100,000 (\$US 23,000).

This would involve collaboration with the Natal Parks Board, PHASA, and private game reserves such as Phinda and Zulu Nyala Lodge.

2.8.1.3 Centenary Game Capture Center. The Natal Parks Board is in the process of upgrading their game capture center for the purpose of auctioning game from their parks to private game farms. Any support from SCI would be appreciated.

2.8.1.4 Possibility of Developing A Community Conservation and Development Program Linked To Hunting In Tribal Area Adjacent To Hluhluwe-Umfolozi Park. The Hluhluwe-Umfolozi Park is about 100,000 hectares, contains the Big 5, and is required to cull 40-60 buffalo per year. Local amateur hunters are anxious to be involved in helping to harvest buffalo and other game from this park; a management tool forbidden in Natal Parks.

However, a possible solution is order which will result in a win/win situation for everyone. Bordering the southwest corner of the Park along its wilderness area is the 4-5,000 hectare tribal area of Nkosi Biyala. Natal Parks Board is currently negotiating with the Nkosi to extend the park's fences onto this area, and to use the area as an over-flow area where trophy hunting would be one of the major income generating activities for the local Zulu community. This is a program in which the SCI African Chapter should consider becoming involved, as a way of showing that we wish to collaborate with key stakeholders, including the amateur hunting associations to the benefit of all concerned. It is estimated that if this pilot program works, a buffer zone of up 100,000 hectares surrounding the park could be created, upon agreement with local communities, in which wildlife and hunting would be a major part of the local economy.

2.8.2 Free State Province

The Free State is one of the first provinces to open up game reserves to trophy and biltong hunting as a management and economic tool. Its new government has little or no understanding as to the value of wildlife. A 1980/81 census estimated that 45,000 game animals existed in the Free State (450 farms with at least 100 head of game). This number is believed to have grown. There are also 9 game reserves. The Free State annually live auctions about 1,000 game animals and culls about 2,000 game animals on these reserves. Local amateur hunters are used to harvest some of this game.

Local land hungry communities, who have never benefited from wildlife are pressuring the new government to open these areas for livestock and farming. Areas where SCI can help include:

2.8.2.1 SCI African Free State Sub-Chapter. Entrepreneur Bobby Hartsliel believes that many game farm owners, who have major marketing needs, can be attracted to join. The Free State Sub-Chapter will serve as a catalyst to bring key stakeholders to the table including amateur hunters, PH's/Safari Operators, Game Farmers, Nature Conservation and Local Communities to plan for the development of trophy hunting in the Free State linked to conservation and rural development.

2.8.2.2 Develop Community Based Conservation and Development Program Tied To Trophy Hunting On Game Reserves. The SCI African Free State Subchapter will develop a number of pilot programs in which local communities are involved in conservation and development programs linked to trophy and amateur hunting. Free State's game reserves can serve as a catalyst to begin taking the successful experience of South Africa's private game farms and moving it into indigenous farming areas. It is hoped once they see the value of wildlife, slowly the fences of these game reserves will be moved out as more and more land is allowed to return to the bush and wildlife becomes a major land use for the Free State.

2.8.3 Northwest Province

The Bophuthatswana Parks Board, part of the Old South African Homeland, had a trophy and biltong hunting program. Local communities were promised many benefits, but never received anything and thus are alienated from and wary of any proposals linking rural communities to conservation activities and trophy hunting. Over-coming this wariness is the biggest obstacle to getting a program off the ground. The Big 5 can be hunted in the province.

The head of hunting for Nature Conservation is interested in establishing some CAMPFIRE like programs on the former tribal areas of this Province, including Lehurhuthu, Pilanesburg/Mogwase/Madikwe, and Borakalala.

2.8.4 Northern Province

The following section is one of the better organized ones due to the fact it was written by an expert in his field, Mr. Fanie Coetzee, The Chief Nature Conservator, Trophy Hunting and Special Investigations, Department of Environmental Affairs, Northern Province.

Due to the growing demand for game, both for trophy and biltong hunting, more and more farmers are switching from stock farming to either mixed or pure game farming. This had the effect that today more than 3 000 exemption farms (game fenced farms with year round hunting) exist on which most hunting takes place. Some hunting, mostly biltong hunting, also takes place on open farms during the proclaimed open season. The hunting of leopard mostly takes place on open farms due to the conflict between these animals and the stock farmers, although some are hunted on game farms as well. The average size of exempted farms are approximately 1600 hectares which amounts to some 4,8 million hectares available for hunting. This total is growing by the day.

A new Act is being written for the province which will make provision for certain kinds of reserves which ranges from Provincial Nature Reserves where very little consumptive use activities will be allowed to Protected Natural Areas and Collaborate Nature Reserves where these activities will be allowed on a sustainable basis. Hunting will surely be one of the activities which will be allowed. The Act incorporates a Nature Reserve Development Fund where all money that is generated on reserves will be deposited for development of nature reserves. This will be an incentive for the

Chief Directorate to go for maximum profits and it is needless to say that trophy hunting is one of those.

Sport Hunting In Community Areas. The province also has some viable areas bordering onto the Kruger National Park where animals, escaping from the park, cause damage to crops and livestock. These animals are currently either chased back to the park by officials or destroyed and the carcass given to the chief of the community for use. This is a gross waste of resources in the sense that these animals can be hunted by clients and the income that is generated is distributed to the community. In the former Gazankulu area, there is a "Campfire" project in the planning stage which will address this situation. Mr Phixion Hlungwane, of Northern Province Nature Conservation is heading this program.

SCI African Chapter. SCI means clients with a lot of money to enjoy the sport they love. But there is much more to these hunters than meets the eye and we also strongly believe that hunters pay for many conservation efforts as has been proven in the past. The presence of SCI in Africa is very important and can play a big role in achieving objectives in the Northern Province.

- SCI can help in the developing of some community areas for hunting by giving valuable input and maybe funding where needed.
- SCI can play a major role in enhancing the image of hunting in general especially in the light of the many animal rights groups who will be targeting sport hunting to brand mark it as cruel.

SCI as an International renowned NGO can serve as the catalyst to get all countries in Africa on a par regarding effective control over the hunting industry in Africa. We all know that good control is needed and SCI could establish links between all countries in Africa as they already had done.

Some talk between some of the local outfitters already indicated that there is a need for a forum through which government and the industry can talk to each other on local issues. There is a need on provincial level where issues of importance can be addressed. SCI can be an integral part of such a forum if it gets established.

2.8.5 Mpumalanga Province

Since elections, two years ago, three pre-existing conservation agencies have been amalgamated to form the Mpumalanga Parks Board which was created on September 28, 1995. This parastatal body must be self-sufficient within 5 years.

Mission Statement. The mission of the Mpumalanga Parks Board is to ensure the optimal utilization of the natural resources of the Province for the perpetual benefit of all the people of the Province.

Trophy Hunting Administered By The Division Of Resource Management.

Commercialization Policy. The nature reserves of the Mpumalanga Parks Board will be developed to preserve biological diversity, but must be economically self-sufficient

and contribute towards the economic upliftment of surrounding communities. The mission statement of the Board with regard to

2.8.6 Gauteng Province

Gauteng Nature Conservation is initiating a large collaborative reserve in the Walmanstal and Rust de Winter areas. The people in the area are a combination of White and Black landowners, with a large portion of the +/- 25,000 ha government land set aside for land reform. The predominant people are Ndebele. The biggest issue at this point is land distribution and land claims. The conservation community is keen on establishing an economy based on ecotourism and hunting. There is great interest among all communities involved in this concept. The authority has done much work to establish various forums with the community to identify key issues.

2.9 ZAMBIA

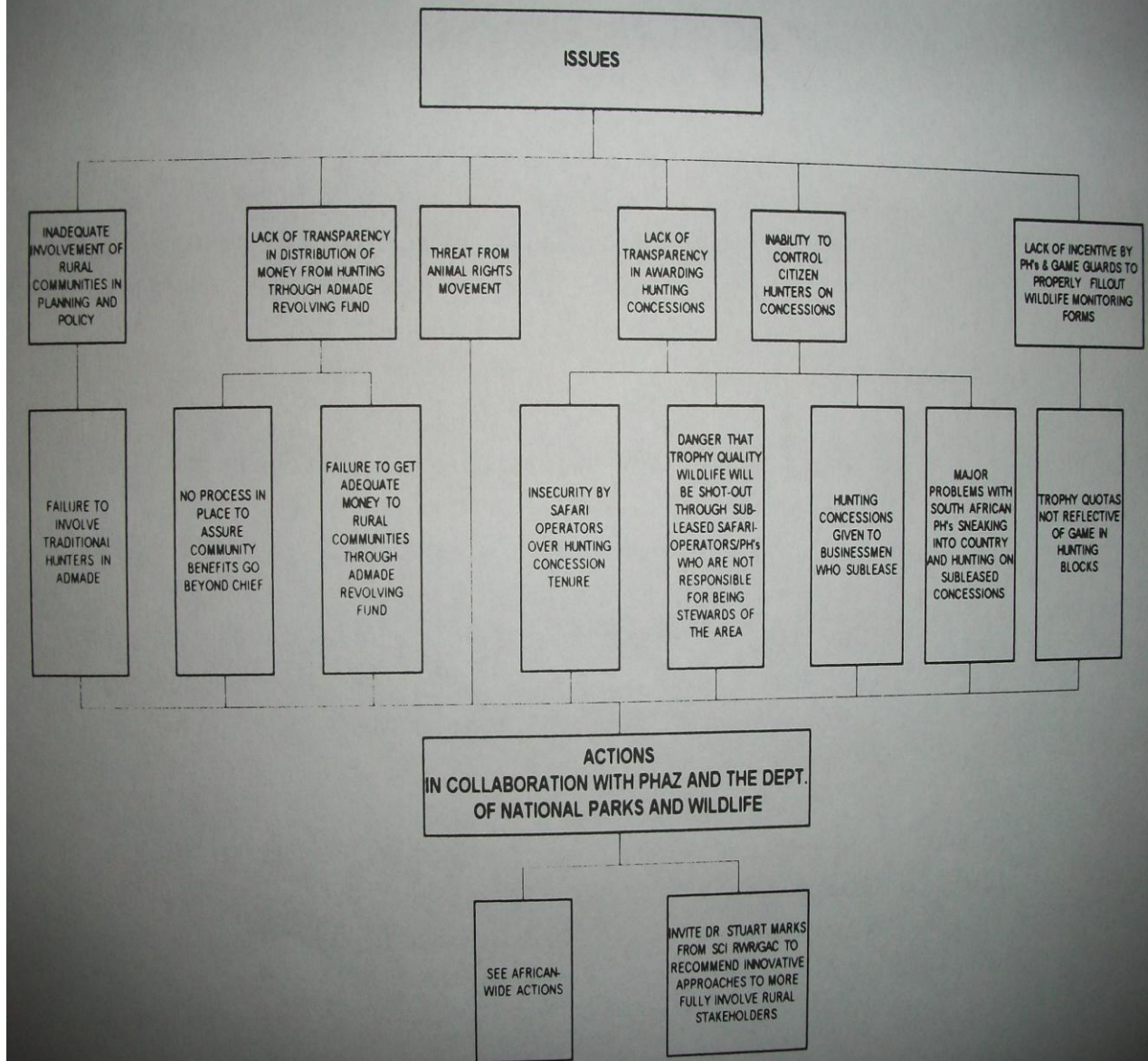
Zambia's is well known for its free chase multi-bag hunting, record book roan, and unique species such as Kafue and Black Lechwe. It's community conservation program, ADMADE is also much publicized for its attempt to bring about attitudinal changes of local communities towards wildlife through revenue sharing from trophy hunting.

However, Zambia is faced with many issues, most of which the safari industry and government must resolve internally. SCI can be there to encourage and facilitate this dialogue and to give the Market's view point on these issues. Key issues that must be addressed include (See **Attached Flow Diagram, SCIAfrican Chapter, Zambia**): 1) Transparency in awarding hunting concessions, 2) Transparency in the distribution of money generated from hunting, especially that which is destined for local communities through the Revolving Fund, 3) A feeling of insecurity over tenure in hunting concessions by both safari operators and professional hunters, and 4) A more active involvement of a representative cross section of the community, especially traditional hunters, in decision making related to hunting within the game management areas (GMA's) in which they reside.

If these issues are not properly addressed, the risk is that game in hunting concessions will be depleted over the next 5 years by both the safari industry and traditional hunters. Worse, the animal rights movement may try and discredit conservation and development linked to hunting in Zambia through international forums such as CITES and the US Endangered Species Act (ESA). Such an action would prevent the importation of sport hunted trophies from Zambia into the USA and Europe. In essence, trophy hunting would be closed down in Zambia.

Most of the areas where SCI can play a constructive role in Zambia are addressed under the **"African Wide Actions"**. However, a unique area of expertise that now exists within SCI is Dr. Stuart Marks, Director for Research and Community Development. Dr. Marks has spent over 25 years working with and assessing the ties of rural Zambians to wildlife.

ZAMBIA



It is believed that it would be valuable for Dr. Marks to make a visit to Zambia, with an invitation from NPWS, PHAZ and ADMADE to address two burning issues, which must be resolved if ADMADE is to have a future:

- o **Representative Community Decision-Making Bodies.** Some way must be found, which still gives the traditional chief a key role in decision-making, but which brings in a more representative cross section of the society. It might be valuable for Dr. Marks to look into this issue and provide ADMADE with some fresh thinking. He would look also at assuring equity in distribution of money.
- o **Integration of Traditional Hunters Into ADMADE.** Dr. Marks, at the request of NPWS/PHAZ, might also work out a mechanism that would allow traditional hunters a more active role in the ADMADE program, integrating them into various activities (e.g., providing meat to villages, wildlife monitoring, anti-poaching) in order to overcome the apparent alienation that currently exists. Without the support of local traditional hunters, there is little hope of having wildlife protected and anti-poaching will fail.

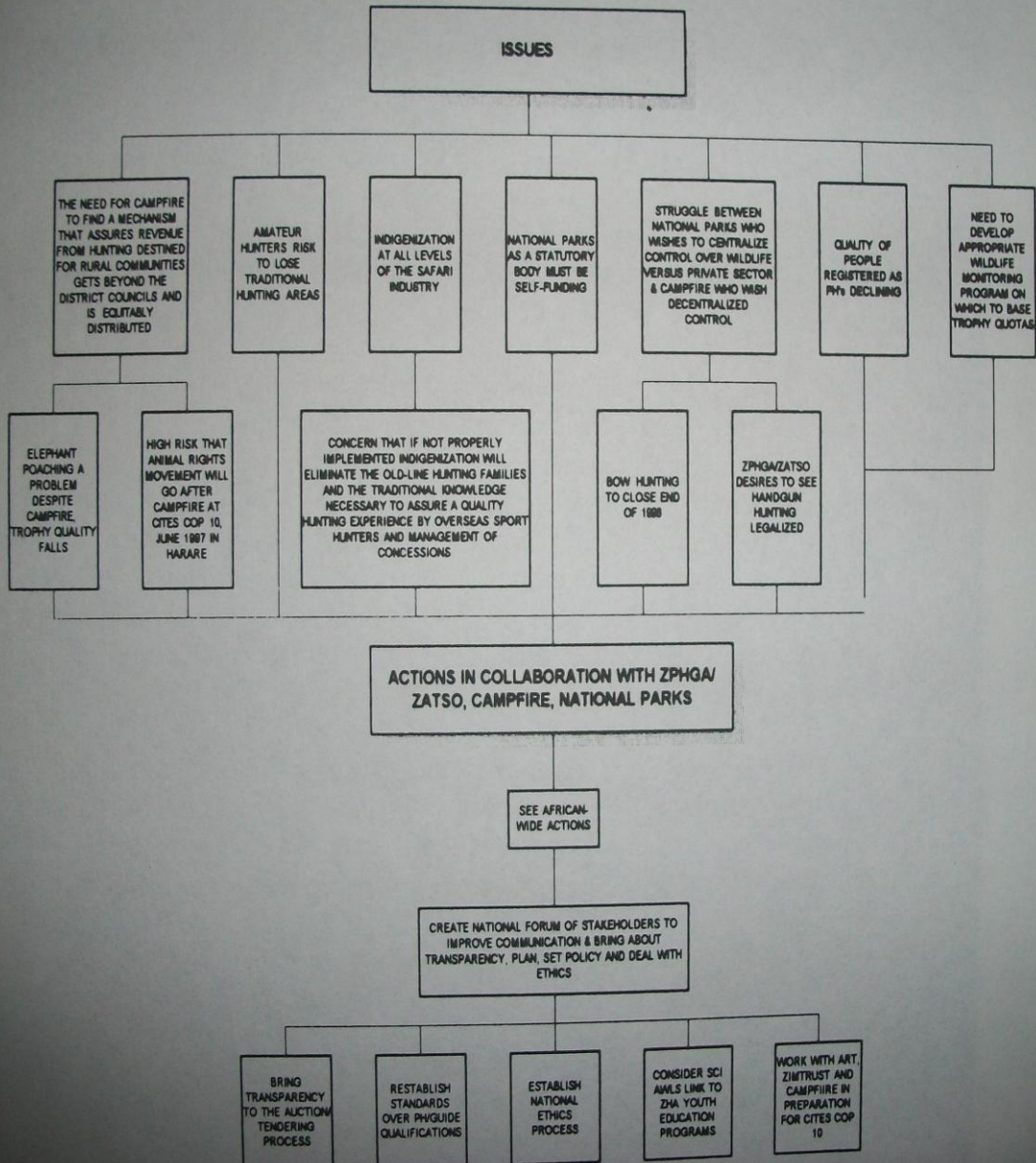
It is common knowledge that Dr. Marks has a number of concerns with certain aspects of the ADMADE program. Dale Lewis questioned us about this at our meeting. It is believed, that a number of Dr. Marks concerns are legitimate, and the best way to see whether they are worthwhile addressing would be for the ADMADE program to invite Dr. Marks over for a visit.

2.10 ZIMBABWE

Zimbabwe is considered one of the major trophy hunting destinations in the World. Traditionally it has had the reputation for producing the best trained professional hunters in Africa. It initiated the Communal Area Management Program For Indigenous Resources (CAMPFIRE) linked to revenue from trophy hunting that serves as a reference standard world-wide for community conservation and development programs. Zimbabwe's Safari Industry is going through major changes:

- o **Indigenization Of The Safari Industry.** It is faced with the politics of "Indigenization" at all levels from professional hunters to safari operators. The pivotal question is, how can the indigenization process be brought about in a manner that sees more active involvement of Black Zimbabweans, without a sudden elimination of the institutional knowledge of traditional safari hunting families.
- o **Economic Instability Within National Parks.** The parks department has recently become a government "Statutory Fund" and must be economically viable, functioning as a private institution with little or no support from Government.
- o **Decline In Quality Of Professional Hunter Training.** Having lost control since 1992, the safari industry is concerned about the quality of

SCI AFRICAN CHAPTER ZIMBABWE



professional hunters being licensed by government authorities. This can have a major impact on ethics and client safety.

o Lack Of Transparency In Awarding Hunting Concessions On Public Lands

Much of this problem may stem from Zimbabwe's movement from a Command Driven Economy into a decentralized Free Market Economy.

Since tourism and especially hunting is dominated at this time by Whites, there is historical mistrust due to a colonialist history and an armed struggle. Zimbabwe, the former Southern Rhodesia, was run under a Free Market Concept, and at independence shifted to a Command Economy. In the late 1980's/early 90's the Zimbabwe Government did an about face, as a result of pressures from the international banking/donor community for Structural Adjustment, moving towards a Free market Economy. The Public Sector still had a fixation on a Command Economy with Centralized control by Government, while the private sector had a historical knowledge of the Free Market.

It has been recommended that the role of National Parks is to regulate the wildlife industry and to manage the Parks and Wildlife Estate. The private sector would conduct business activities within the Estate and pay fair "rent" for use of these resources (or taxing use by the private sector in order to generate operational funds).

It is believed that much of this can be overcome with the creation of a transparent forum of communication between stakeholders that will serve to break down barriers and distrust.

The following summarizes actions which SCI (International, African Chapter and Africa Trust) might consider supporting in order to see hunting, conservation and development expand in Zimbabwe. Most of Zimbabwe's needs are addressed in the **African Wide Actions and CITES Recommendations**. These are additional recommendations that were extracted from the text which follows (**See Attached Flow Diagram, SCI African Chapter, Zimbabwe**).

2.10.1 Support To National Parks

Cover capital costs to National Parks through a dedicated hunt donation. The following would have to be prioritized and tied to the amount of money derived from the hunt donation:

- Computerize Trophy/CITES Reporting System
- Game Water Supplies, Pump from End of May until first rains Oct/Nov.
- Park Plans with the new concept that certain areas will be set aside to allow trophy hunting as a form of culling so as to generate more revenue
- Radio Handsets for anti-poaching, ideally should have 1 man/40 sqkm, but in reality it is 1 man/250 sqkm
- Vehicles

- Lodge Development in National Parks to be leased out to private sector or run by National Parks
- Lodging for National Park Staff; many live in tin huts and are demoralized
- CITES, need money to counteract the Animal Rights/Green Movement
- Computerize, Hunting Data, especially for CITES Paper processing , and trophy hunting and export forms

2.10.2 Support To Campfire

- o Conservation Programs By Safari Operators Linked To CAMPFIRE Through Hunt Donations

2.10.3 Support To Amateur Hunters

- o Consider A Sport Hunter Exchange Program Between The Amateur Hunting Association, Zimbabwe Hunters Association (ZHA), And SCI Overseas Members

2.10.4 Environmental Education

- o Develop A Joint ZHA/AWLS Program. SCI might consider developing a relationship between its American Wilderness Leadership School (AWLS) in Jackson Hole Wyoming and ZHA's youth education program . Don Brown, head of this school, might consider visiting Zimbabwe to exchange teaching methodologies and hold a training of trainers program.
- o Funding Of Educational Programs By ZPHGA or ZHA Through Hunt Donations

The following sections provide detailed analyses of the information which has just been summarized in **2.0 EXECUTIVE SUMMARY AND RECOMMENDATIONS**.

3.0 CITES COP 10, 1997

The CITES Conference will be held from June 6-20, 1997 in Harare Zimbabwe. There are pre- and post-conference tours. The weekend of June 14-15 will be free, and low cost tours have been organized by Africa Resources Trust (ART) to CAMPFIRE areas and to Victoria Falls. Daily trips will also be run to Victoria Falls. It is expected that there will be a maximum of 2,000-2,500 visitors, with 1,500 believed to be the most realistic.

Being held in Africa, CITES COP 10 provides an opportunity to exploit this regional location; sensitizing visitors to the realities of people and wildlife in Africa, and giving local NGO's - for the first time - an opportunity to participate and lobby - as Western NGO's have done so effectively in the past. NGO's, at CITES play an important role in pressurizing how governments vote over various issues. Up until now Western NGO's have dominated this activity. Africa Resources Trust (ART) will be the coordinating body, organizing local NGO's into lobbying groups.

3.1 LOGISTICS

Tourism Services of Zimbabwe is the official tour operator for CITES, MKI of Canada is their collaborator. To date no one has booked accommodations.

CITES Hotel Reservations

Robert S. Demmery
Director International Sales
MKI Travel & Conference Management Inc.
234 Laurier West
Ottawa, Ontario
Canada K1P6K6
Zimbabwe
Tel:613-234-1395
Fax :613-233-7813
Hom :613-830-5196

Shepard Nyaruwata
Operations Manager &
Raymond Chirnhandamba
Marketing Executive
Tourism Services Zimbabwe
P. O. Box 2281, Harare,
Tel:263-4-733766/9
Fax:263-4-733- 770

The CITES meeting will be held in the Harare International Conference Centre, linked to the Sheraton Hotel. To obtain information on booths, and meeting rooms contact the HICC directly:

Mr. Madzuzzo and Ms. Ann Gumbo
Tel:263-4- 733-741/2
Fax :263-4-745-799

For hotels go through MKI or directly to Tourism Services. The choices should be as follows:

- #1 Jameson Hotel
- #2 Sheraton Hotel
- #3 Monotapa Crown Plaza

3.2 PROFESSIONAL HUNTER/SAFARI OPERATOR ASSOCIATIONS AND CITES

3.2.1 Become Part of Government Delegation Or Enroll As An Observer. An NGO can come as part of the government delegation from the country in which it is registered or register separately as an observer. It would be nice if each PH and sport hunting association in Africa could be part of its national delegation. Each delegation has only one vote, and any NGO which is a part of the government delegation can help influence this vote.

3.2.2 Sponsor Rural Community Representative From Each Hunting Country In Africa. It is believed that the Western Animal Rights Groups are losing the battle over the future of wildlife in Africa and other developing parts of the world. In the past, much of the debate was oriented around saving megafauna (Rhino, Elephant, Cheetah, Leopard, etc.) through tightly controlled regulations affecting the trade in endangered species.

CITES COP 9 held in 1994 in Fort Lauderdale, Florida saw a major change in which governments began to realize that the future of this charismatic megafauna, and other wildlife could only be assured if rural people living among this wildlife received economic and other benefits from its sustainable use. People from rural Zimbabwe's CAMPFIRE program, and Inuits (Eskimos) from the Arctic regions of the world, had a major influence over this change.

There is some indication that the Animal Rights Movement may go after CAMPFIRE and try and discredit this program. One way the SCI African Chapter members can help is for each country in Africa to select one or more rural people from areas receiving benefits from trophy hunting. Sponsor them, rent a booth, take a series of photographs depicting how communities are involved in and receiving benefits from these areas. This will provide these spokesmen an opportunity to represent not only their peoples' concerns, but to lobby for supporting the concept, "sustainable use of wildlife," especially low off-take high economic return trophy hunting, for what it is meant to be - a tool for management, economic and rural development in Africa.

3.3 PREPLANNING

3.3.1 Africa Resources Trust, NGO Coordinating Body. Africa Resources Trust (ART) is conducting two planning exercises:

- o October 3-4, 1996 For NGO's, SADC Regional Workshop on Community Based Natural Resources Management (CBNRM) and CITES
- o November, 1996, exact dates not fixed, NGO's and All Wildlife Users. In South Africa

One of the key outcomes of the October workshop was the creation of a regional network of conservation NGO's, of which professional hunters/safari operator, and

sport hunting associations should be a part. This workshop also recognized that the triangle traditionally linking government, NGO's and local communities in conservation collapses without a strong and involved private sector.

3.3.2 Image Building. The need to consider hiring a Fifth Avenue Public Relations (PR) firm to give trophy hunting linked to community based conservation and development an image to the world. People perceive culling and hunting as an ethical problem. We must demonstrate real benefits to local communities. This is needed well in advance of the CITES meeting since most delegates come with pre-determined votes. We must begin now!!! SCI should see if any of its members have a PR background.

3.3.3 Lobbying. It is also imperative that the SCI African Chapter and its affiliated professional and sport hunting associations in Africa begin lobbying their respective countries over issues which they feel critical to the hunting industry, sport hunting and rural development and conservation linked to these activities.

3.4 MAJOR CONCERN, IMPORTING COUNTRIES OVER-RIDE CITES PROPOSALS

The Namibian Resolution 211 states that the exporting country's quota for endangered species should be respected by the importing country as a sign of enhancement, assuming that money from revenue generated from using a small percentage of this quota will be poured back into the conservation of this species.

Much of what is happening in CITES today is the result of this treaty moving away from technical arguments on wildlife/resource management and trade, to the political/philosophical arena. A loop hole in CITES is that countries use their local environmental laws to take "stricter domestic measures," than CITES if they have reason to suspect that a CITES quota may not "enhance" the survival of an Appendix I species.

For example, an over zealous US Fish and Wildlife Service is using the US Endangered Species Act (ESA) and the need to show enhancement under this law, disallowing the importation of trophy hunted wildlife such as cheetah in Namibia and elephant in Cameroon even though these countries have trophy hunting quotas accepted by CITES. Likewise, the European Union has taken a similar stand, disallowing the importation of all trophy hunted elephant ivory and other parts from Cameroon.

To many African countries this sends the message that the West lacks trust in African countries to manage their resources, that Africa lacks technically competent resource managers and that all African countries are inherently corrupt.

While many conservation groups within the USA, including SCI, are working with Congress to re-write the ESA, the only hope for the moment is for the safari industry and the SCI African Chapter to begin working with key stakeholders to develop solid verifiable on-the-ground conservation and development programs linked to trophy hunting which leave little question that "enhancement" of huntable endangered species is taking place.

3.5 WEST AFRICAN FRANCOPHONE COUNTRIES, WEAK LINK TO UNIFIED FRONT IN AFRICA

West Africa and the francophone countries are the weakest link to an African block since they are manipulated by the French. Strong evidence exists that just prior to the 1994 CITES COP 9 meeting in Fort Lauderdale, a meeting of francophone African countries took place in Bangui, Central African Republic, in which they were threatened with foreign aid cuts if they did not align themselves with France over certain issues. One of these issues was a "NO" on the Southern African Countries request to down-list the African Elephant to Appendix II. Indications are that these countries are being pressured again.

However, the francophone countries supported CITES Resolution 211 "Namibian Resolution," in which importing countries should respect the CITES quotas of exporting countries as being a sign of enhancement.

Any issues which might affect trophy hunting in Africa, should be raised now with the governments of francophone countries.

3.6 ELEPHANT AND THE SOUTHERN CONVENTION ON WILDLIFE MANAGEMENT (SCWM), FORMERLY SOUTHERN AFRICA CENTER FOR IVORY MARKETING (SACIM)

Ivory marketing has become an emotional issue engineered and orchestrated by the Western Animal Rights Movement.

While important, it is not evident how much SCI or the professional hunting community should get involved in this issue. Trophy hunting is a special form of low offtake non-commercial use, allowed for CITES Appendix I species. Nothing should be done to jeopardize this. We must look towards SCI/Washington and Africa Resources Trust (ART) for guidance over this and other issues which do not pertain directly to trophy hunting. However, SCI African Chapter members should be aware of this issue and the ideological battles surrounding the marketing of ivory.

There was a CITES preparatory meeting in Namibia in February 1996. The countries of Namibia, Botswana and Zimbabwe, members of SCWM, will make individual but the same proposals to down-list the African Elephant from CITES Appendix I to CITES Appendix II in order to allow the sale of stock-piled ivory; the majority which has been picked up from dead, not culled elephant. They will be supported by Malawi. This proposal would⁶: 1) Allow for direct export of registered ivory stocks of whole tusks (raw ivory) from each country to one trading partner that will not re-export, 2) International Trade in live elephant to appropriate and acceptable destinations for non-commercial purposes, and 3) **International Trade For Non-Commercial Purposes**

⁶ Ministry of Environment & Tourism, Namibia. Proposal to transfer the Namibian elephant population from Appendix I to II. CITES COP 10, 1997.

In Hunting Trophies. This would include:

- o **Country Specific Populations Of Elephant.** Each country's proposal applies only to its elephant populations
- o **Withdraw Reservation.** Each country would withdraw its current reservation on the Appendix I listing of its population of African Elephants
- o **Marketing Of Registered Ivory Stocks Only.** The export quota of ivory will refer only to the stock of whole ivory tusks registered and managed by the wildlife management authority of each country
- o **Independent Monitoring Of Ivory Marketing** by the CITES Secretariat is recommended at the sale, packing and shipping of ivory overseas.
- o **Ivory Revenue** will be paid into a special rust fund in each country to be used exclusively for elephant conservation, community conservation and development, and to assist conservancies and regional wildlife councils
- o **Monitoring The Effects Of Downlisting** will take place between these neighboring countries to assure that ivory marketing has no negative impact on elephant population trends or illegal marketing
- o **Ivory Marked With A Standard System** to allow monitoring and control of its movement. All tusks in the stockpile for export will be individually marked, and the marks correlated with the register entry showing area of origin
- o **Sale Through One Single Center In Each Country.** All ivory sales and subsequent packing and dispatch will take place only from the government's central ivory store in each country under control of the CITES Management Authority
- o **Limited Number Of Ivory Shipments.** There will be only 1 shipment of ivory per year in order to facilitate monitoring and control
- o **Direct Export Of Ivory To Only One Importing Country.** Each country will export to only one importing country (Believed to be Japan in all cases). Shipments will be direct, with no transit or trans-shipment points.
- o **The Importing Country Will Have Internal Controls and Agree Not To Re-Export**

The Natal Parks Board of South Africa feels that this goes beyond the idea of a joint Southern Approach, since South Africa was not consulted on this matter. South Africa has not yet joined SCWM.

It is said that Botswana already plans to go ahead with marketing ivory with or without CITES.

While South Africa's National Parks, traditionally responsible for CITES elephant proposals appear to have been bought off by the Humane Society of the United States and the International Fund For Animal Welfare (HSUS/IFAW), it is unclear whether South Africa will make a proposal on elephants. Zambia, also a member of SCWM, appears to be controlled by animal rightists and will not support the SCWM group.

The ability to market ivory in the future, may determine whether many of Africa's parks and game departments will be economically capable of carrying out their management and regulatory duties. Many are sitting on tons of ivory which they can not market, while at the same time lacking vehicles, planes, boats and other technical and logistical materials to carry out their mandate as line management agencies. Permitting the marketing of stockpiled ivory would certainly help overcome what is a crisis all over Africa.

3.7 THE SOUTH AFRICAN APPROACH

Most of the CITES preparation in South Africa is being directed by Foreign Affairs and the Department of Environmental Affairs. In Principle, South Africa is committed to sustainable use and sale of ivory with tighter controls.

South Africa has a real problem, with all of its CITES proposals. South Africa has not yet had a meeting to determine its exact policy with regard to elephant and ivory, or with other species. There is no coherent strategy at this point in time and this is fragmenting the Sub-Region (SADC Countries). SADC has launched official complaints to National Parks and the Department of Environmental Affairs (responsible for coordinating CITES activities within South Africa) of South Africa.

3.7.1 African Elephant. South Africa's National Parks have traditionally been responsible for making CITES elephant proposals.

The International Fund for Animal Welfare (IFAW) offered National Parks Board their perfect deal in return for \$US 2.5 million. This was followed by another \$US 2.5 million promised by the Humane Society of the United States (HSUS) to promote elephant birth control as an option to culling. Originally the IFAW deal included: 1) No culling in Kruger National Park, and 2) No participation at CITES at all for the next 5 years. Over a process of time, it seems that these conditions were honed down to variations on the theme with acceptance by Park Board members. One member has acknowledged, however, that with regard to this deal, he believes the Board was given insufficient information to make decisions. They did not fully understand the implications of their decision to accept this money, particularly with regard to policy. The bottom line, as a result of the agreement between National Parks and IFAW/HSUS moneys, is: 1) No culling or hunting of elephant on relocation land

bought with IFAW money, 2) Elephant birth control even though it has never been successfully carried out with elephant in Amboseli, Kenya; failed with lion in Etosha, Namibia; and nothing is known about how this will effect the gene pool and ultimately the viability of populations artificially selected for breeding, 3) National Parks Board will not participate in CITES COP 10, greatly weakening any elephant proposals from South Africa. An even greater danger is that in the public eye, National Parks seems to be determining policy prior to the South African Government determining national policy on these issues.⁷

The South African provincial nature conservation agencies do not agree with what is happening in National Parks, but feel politically incapable of doing anything. They feel that there is currently, no "Spokesman" for South Africa with regard to CITES issues. They believe there needs to be strong pressure from the NGO community. Currently, Africa Resources Trust (ART) is the only NGO providing this pressure.

The Natal Parks Board is concerned that if African countries try to go to far too quickly, the attempt to see African elephant as a marketable commodity will be rejected by the international community. Furthermore, they feel that SADC countries must speak with one voice, as a block, in Southern Africa - South of the Zambezi River - if they are to be successful.

The Natal Parks Board believes that the Western Nations' conservation agencies may be prepared to back the appropriate proposal on African Elephant. Additional changes will have to take place at the COP 11 (2001) CITES meeting. If the African countries push for marketing of ivory over night, some South Africans are concerned that it will be rejected, especially after the rejection of even marketing elephant skin at the 1994 CITES COP 9 meeting in Fort Lauderdale, Florida. One reason was that CITES insisted that all of Africa speak with one voice. As a result of restrictions placed on the francophone African countries by France, they voted as a block against any downlisting of the elephant.

Any proposal with ivory in it could make it difficult for countries like the USA and Britain to provide support.

The latest "suggested proposal" from South Africa's is to downlist the African elephant from CITES Appendix I to CITES Appendix II, for trade in commodities other than ivory.⁸ This would have no impact on trophy hunted ivory.

This would open up the skin trade market which Zimbabwe has already proven is equal in value to the ivory market. Also poachers don't move elephant skins. Once the world becomes accustomed to this concept and the African countries prove that they can control this trade, then in four years they could go forth with the next and final step; the controlled and regulated trade in legally harvested ivory.

⁷ Personal Communication, Victoria Hylton, Africa Resources Trust/South Africa

⁸ September 6, 1996. Proposed South African submissions to the 10th Conference of the parties to the Convention On The International Trade In Endangered Species Of Wild Fauna and Flora (CITES) for ammendment of the appendices.

3.7.2 Rural People Ivory Resolution. Over one million rural South Africans have signed a petition asking the South African Government to propose the marketing of the country's ivory as an economic tool.

3.7.3 White Rhino. Where National Parks has traditionally been responsible for formulating South Africa's position on elephant, the Natal Parks Board has had the responsibility of formulating South Africa's CITES position on white rhino. The majority of white rhino are found in KwaZulu-Natal Province. The white rhino has been downlisted to Appendix II for live trade. It can also be trophy hunted.

The suggested South African proposal for White Rhino is to confirm the downlisting to Appendix II, and lift the trade in rhino horn and other products. "A zero quota for international trade in such products is recommended, and support is requested to investigate the possibility of establishing bilateral trade in these products with appropriate controls that will prevent laundering of illegal products." This will have no impact on trophy hunting white rhino.

CENTRAL & WEST AFRICA

4.0 CONGO

4.1 PILOT TOURIST SAFARI HUNTING PROGRAM IN NORTHERN CONGO

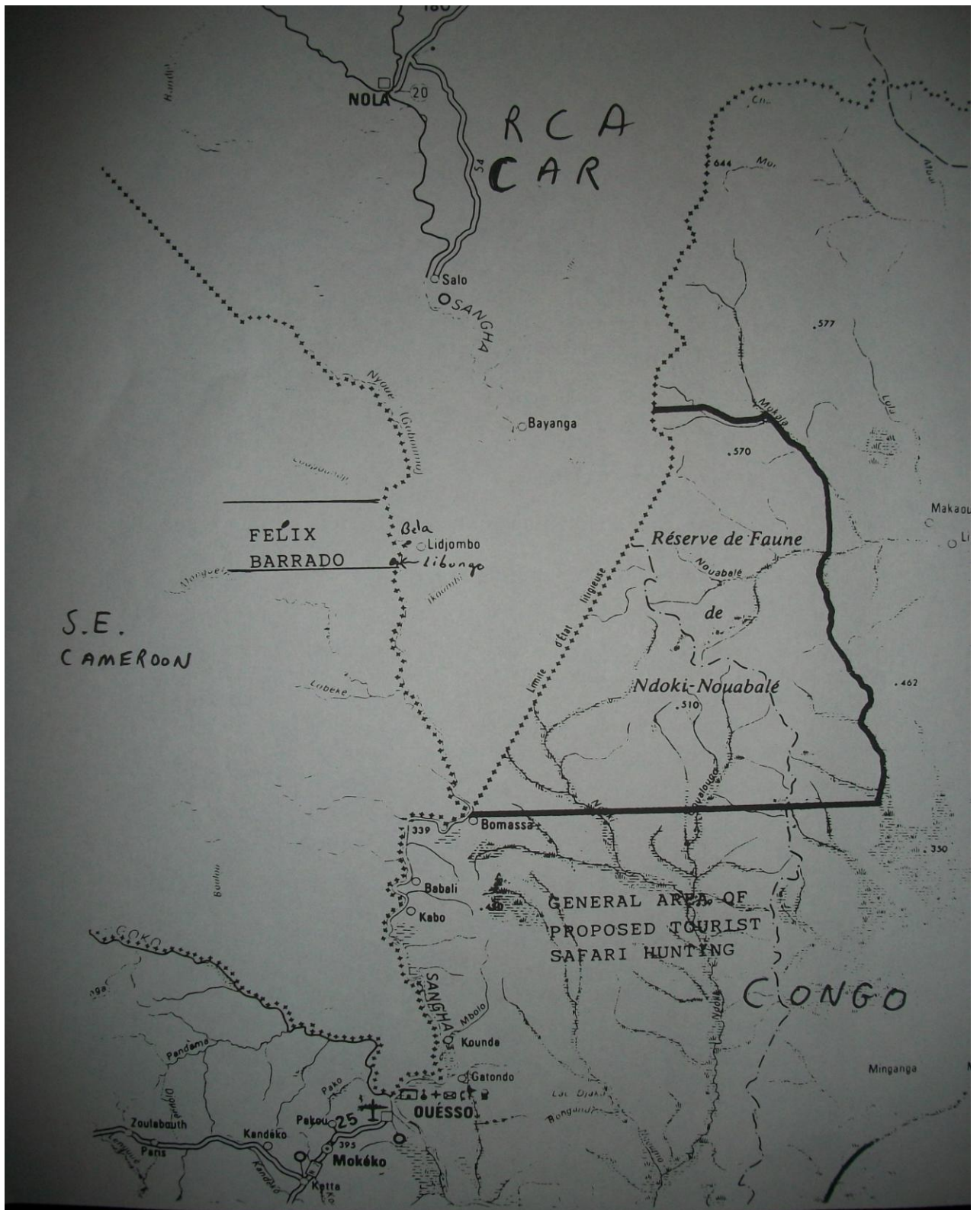
The SCI African Chapter is a signatory to **the "Pilot Tourist Safari Hunting Program In Northern Congo"**⁹, associated with the Nouabale-Ndoki Park; a protected area established to provide refuge to the lowland gorilla. This program includes :

- o **Safari/Conservation Committee** made up of Wildlife Conservation Society (WCS), the German aid organization - GTZ, the EEC Program ECOFAC, the SCI African Chapter, the Government of Congo and the private sector in the form of a safari operator. The goal of this committee is to set policies and plan for the controlled development of trophy hunting - mainly in economic buffer zones bordering protected areas. It also creates a level of transparency to encourage long-term security and tenure over hunting concessions.
- o **Establishes Hunting Ethics**
- o **Establishes Community Conservation Programs**
- o **Establishes Wildlife Monitoring Programs** as a means of quota setting for trophy hunted game

Currently, there are only two safari hunting operations in the Congo: 1) One established in the economic buffer zone along the southern periphery of Nouabale-Ndoki National Park, and 2) One just north of Odzala National Park. It remains to be seen as to whether this program will become a country-wide program or be restricted to Northern Congo in the vicinity of the Nouabale-Ndoki National Park.

9 WCS et al. 1995. Pilot tourist safari hunting program for northern Congo. Jointly prepared by Wildlife Conservation Society, Safari Club International, Ministry of the Environment, GTZ, ECOFAC and Congo Safaris.

DeGeorges, Paul Andre. 1995. Contribution To The Development Of A Pilot Tourist Safari Hunting Program, Nouabale-Ndoki Complex, Congo. Prepared as contribution to above document for SCI.



4.1 ESTABLISHMENT OF A COMMUNITY DEVELOPMENT COMMITTEE ASSOCIATED WITH THE NOUABALE-NDOKI COMPLEX

In July 1996, a meeting took place in Kabo, the logging town which exploits timber in the area which also serves as a hunting concession.¹⁰ Present at this meeting were all key stakeholders: 1) Representatives of the Logging Company, 2) Local Community, 3) WCS, 4) Safari Operator, 5) Direction of Wildlife/Sangha District, 6) SCI African Chapter. The SCI Africa Trust was present as an observer. Key agreements drawn from this meeting were:

4.2.1 Land Use Planning. Areas were zoned and agreed upon where the following would take place: 1) Trophy hunting, 2) Hunting to feed the logging camp, and 3) Local community hunting.

4.2.2 Hunting Techniques. The rural community agreed to hunt with shotguns and not snares which are indiscriminate, often injuring or killing endangered species or valuable trophy animals. This program recognizes the importance of traditional hunting, culturally and as a source of protein.

4.2.3 Controlling Commercial Poaching. The logging trucks agreed to control who is allowed to carry a gun on their trucks, and local people agreed to inform the safari operator and authorities when commercial poachers of meat and ivory come into the area.

4.2.4 Community Benefits. As a means of encouraging collaboration, the following amounts will be paid to the local community for each trophy animal harvested from the safari hunting concession (CFA 500/\$US):

	CFA/\$US
-Bongo	200,000/400
-Buffalo	50,000/100
-Sitatunga	40,000/80
-Giant Forest Hog	30,000/60
-Yellowback Duiker	20,000/40
-Other Duikers	10,000/20
-Bushpig	20,000/40
-Monitor Lizard	5,000/10

Additionally, for animals harvested within the Community Hunting Area, additional fees will be paid to encourage protection of economically important wildlife, and protected species (e.g., gorillas and chimpanzees).

¹⁰Stockenstrom, Eric. August 1996. Benefit sharing from tourism safari hunting as a means of encouraging local populations to apply conservation measures for the sustainable use of wildlife in the Northern Congo. Prepared for The Resident Community Kabo UFA, The "Kabo Management Committee. Adopted By Stakeholders As A Working Document. 8p.

A conservation committee has been formed, representing the above-mentioned stakeholders. It was decided that the initial monetary benefits will go to building a school in Kabo, the logging camp. All future programs will be determined by this committee.

4.2.5 Recommended CITES Quota For Elephant and Leopard As A Means Of Generating Significant Revenue For Community Based Conservation and Development. It is believed that the amount of money generated from limited trophy hunting, mentioned above, is too small to significantly change the attitudes of local communities towards wildlife. In order to generate significant funds for community development, it has been recommended to apply for a CITES export quota of 4 elephant and 4 leopard. Trophy hunting would generate CFA 100,000 (\$US 200) for the local community for each leopard, and half the trophy fee or CFA 2,500,000 (\$US 5,000) would go to the local community for each trophy hunted elephant. Only crop raiding elephants would be hunted from affected villages surrounding Nouabale-Ndoki National Park and Odzala National Park.

4.3 POSSIBLE ROLE FOR SCI AFRICAN CHAPTER

4.3.1 Policy, Planning and Ethics. Currently, one of the SCI African Chapter's Executive Committee members, as a safari operator, is an active participant in the above program. The Chairman of the SCI African Chapter may periodically be asked to attend meetings of the Safari Committee to plan for and to adopt policies that will create an enabling and ethical environment from which the nascent safari industry can grow.

4.3.2 Taking The Congo Experience Into Neighboring Cameroon, Central African Republic (CAR) and Gabon. The Safari Committee of the Congo believes that one of the more important roles that SCI can play is in the expansion of the "Congo Model" into neighboring francophone countries. In the case of Cameroon and CAR, this model would have to be integrated into an already existing and active safari industry. Gabon is interested in reopening hunting and is interested in the basic "Congo Model."

5.0 OTHER CENTRAL AFRICAN COUNTRIES

5.1 CAMEROON

SCI has been actively involved with Cameroon since 1994¹¹. Currently, a major problem is that until Cameroon develops a proper elephant management plan, neither the U.S. Fish and Wildlife Service (USFWS) nor the European Union (EU) will allow trophy hunted elephant ivory or other by-products into their countries. Hunting in Cameroon can be divided into two distinct areas:

5.1.1 Savannah Hunting In The North just South of Garoua where hunting takes place for Lord Derby Eland, northwestern buffalo, roan, hartebeest, kob de buffon, defassa waterbuck, reedbuck, and warthog. Limited elephant hunting occurs. Hunting concessions serve as economic buffer zones around major parks. Encroachment by small cotton farmers and herders into the hunting concessions is a major problem. One of the unique aspects of this area is the presence of permanent hunting camps on public lands. Although hunting concession leases are, in theory for 5 years, once a person has a lease unless he abuses his privileges, the lease is for life or until he decides to sell or give it up.

5.1.2 The Southeastern Forest Region is almost directly across the Sangha River from the pilot tourist safari hunting program in Northern Congo. The same species of animals are hunted as listed above in the description of Congo. This is where the majority of Cameroon's elephants are found, and where the majority of trophy hunting for elephants (forest subspecies) takes place, especially by SCI members. Hunting concessions are not clearly demarcated in the Southeast, and commercial poaching of ivory and meat is a major problem, associated with transport by logging trucks. The same trucks rented out of Douala, also cause similar problems (extraction of meat and ivory from Northwest Congo) when transporting logs from Northern Congo to Douala, Cameroon.

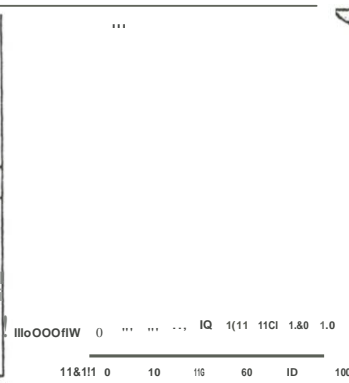
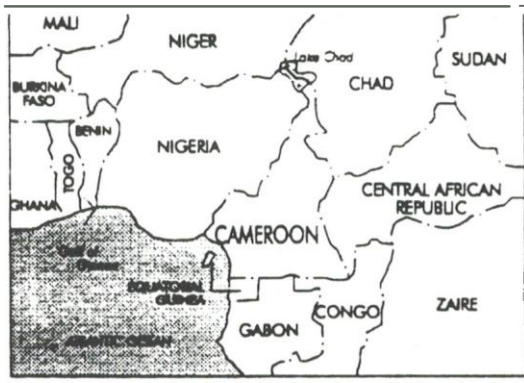
One of the unique attributes of Cameroon is that if a safari operator meets his monetary requirements to Government, obeys the law and has good relations with local communities, he can have his concession for life. Other than the Central African

¹¹Preliminary Discussions Leading To Development of An Elephant Conservation Program Between The Cameroonian Ministry of Environment and Forests and SCI. November 1994 - the document which got Ludo Wurfbain his trophies. Prepared for SCI.

Annual Meeting MINEF/Guides de Chasse, Cameroon, January 17-21, 1995. Prepared for SCI

Conservation and Development Issues Linked To Tourist Safari Hunting , Southeastern Cameroon, March 1-6, 1995, by Barrado and DeGeorges . Prepared for SCI.

Draft, Elephant Conservation In Cameroon's Zones Cynegetique, A Project Proposal to the African Elephant Conservation Fund, June 1995. Prepared for SCI



CAMEROON

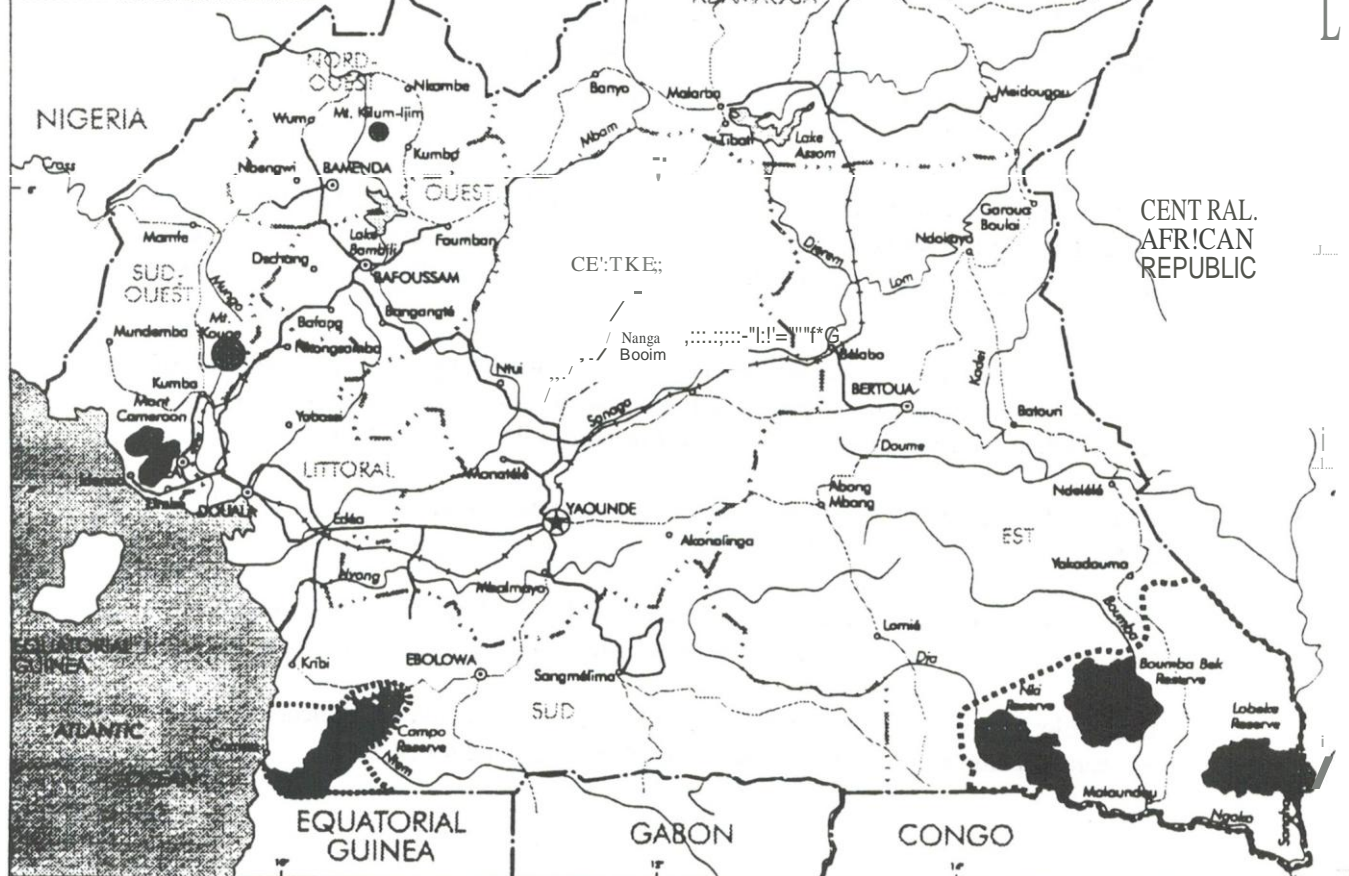
PROJECT SITE AND
APPROXIMATE AREAS:

- MT. KOUKOU - 1200m
- MT. KOUKOU - 1200m
- MT. KOUKOU - 1200m
- CNM - 11m
- LOA - 11m
- LOA - 11m
- LOA - 11m
- LOA - 11m

- SELECTED TOWNS
- PROVINCE CAPITALS
- PAVED ROADS
- UNPAVED ROADS
- RAILROADS
- RIVERS
- PROVINCE BOUNDARIES
- INTERNATIONAL BOUNDARIES

- FAO NATIONAL PARK - 3300 km²
- BENOUÉ NATIONAL PARK - 1800 km²
- BOUBA NDIJAH NATIONAL PARK - 2200 km²

PROJECT ZONE BOUNDARIES



[illegible]

Republic, Cameroon may be the only country in Africa where permanent hunting camps are found on publicly controlled lands. Due to security in tenure, lacking in most public lands in the rest of Africa, safari operators have been willing to invest in the long-term.

The Government has plans to involve local communities in conservation and development programs in Cameroon, but to date, there is no formal program and where it occurs, it is haphazard and depends upon the will of the local safari operator.

5.1.3 Development of A MINEF/SCI Elephant Compact. SCI has signed an Elephant Compact with the Ministry of the Environment and Forests (MINEF). The thrust of this Compact is that for every elephant taken from sport hunting, \$US 500 will go into a local account which will be administered for conservation of the elephant. Additionally, safari operators Felix Barrado of NSOK Safaris and Alain Raoul of AFRICAM Safaris have each promised - in alternate years - to donate a bongo hunt valued at about \$US 25,000 - this money also destined for the account. The account will be controlled by a committee consisting of the PH Association, the Government, SCI and local conservation NGO's. This committee will set priorities and co-sign for the release of money. Both elephant conservation and community development will be priorities under this program.

The U.S. Fish and Wildlife Service, which must determine if this is "Enhancement" for Cameroon's elephant under the U.S. Endangered Species Act (ESA), wishes to see the program more clearly defined and implemented before allowing additional sport hunted elephant trophies into the United States. Sported hunted elephant trophies were allowed into the USA in 1994 and 1995. In a September 1996, a meeting was held in Pretoria between U.S. Fish and Wildlife Service (USFWS), the Deputy Director of Wildlife/Head of Hunting and the Manager of the SCI Africa Trust. USFWS was represented by the heads of the Office of Scientific Authority (OSA) and Office of Management Authority (OMA).

The USFWS explained that, since the ecology and management issues may be different between Southeastern Cameroon, Northern Province (Around Faro West, Boubandjida, and Benoe National Parks), and the Far North Province (Waza National Park), USFWS would encourage developing individual management plans for each area.

USFWS explained that Southeastern Cameroon is where most of the trophy hunting for elephants takes place. If a proper on-the-ground program in Southeastern Cameroon can be developed, this would likely be considered Enhancement by the USFWS under the Endangered Species Act of the USA and would result in trophy hunted ivory from Southeastern Cameroon being allowed into the USA. Management plans for the other areas could be developed at a later period. USFWS Head of OMA has been trying to get this idea across to SCI for some time, and he believes that they are beginning to understand.

The key areas that need to be addressed in a practical applied program for Southeastern Cameroon are development of a detailed Elephant Management Plan

with the following key components :

- o **Establishing A System Of Mobile Barriers** to monitor the transport of ivory and meat by logging trucks. It is believed that this would eliminate 90% of the poaching, not only in Southeastern Cameroon but also in the Congo. This could be very important for regional cooperation.
- o **Developing A Elephant/Wildlife Monitoring Program** as a basis of establishing trophy quotas along the lines of the USFWS/SCI programs in Tanzania and Zimbabwe
- o **Developing A Community Development Program**

The net results of this integrated program must demonstrate enhancement to local elephant populations. Some of the money generated from trophy hunting of elephant (e.g., as outlined in the MINEF/SCI Elephant Compact) must return to assure conservation of the elephant and its habitat.

USFWS appears ready to help finance the beginning of such a program. USFWS would even be willing to help provide the mobile barriers, and other equipment. As Mr. Stansell, Head of USFWS's Office of Management Authority said, we are not looking for rocket science, but some solid concrete actions which will show enhancement and which will stand up to scrutiny by the animal rights movement. A properly developed program should result in a strong likelihood of trophy hunted ivory from Southeastern Cameroon being allowed into the USA by USFWS.

SCI will work closely with MINEF and the safari operators to develop such a program.

5.1.4 Other Issues Which Must Be Addressed To Assure Compliance With USFWS and CITES

5.1.4.1 Compliance With CITES. Mr. Ndiang, Deputy Director of Wildlife from Cameroon, explained that there are many misunderstandings by MINEF officials over CITES regulations. USFWS OSA, OMA and law enforcement have a training package available for foreign countries concerning CITES. USFWS currently has a French speaking instructor. USFWS will contact the CITES Secretariat over this issue to solicit their support.

5.1.4.2 Elephant Stamp. USFWS requires that elephant ivory and other by-products from trophy hunting be permanently numbered with a special stamp. USFWS has received the request from Cameroon and will be sending this to them shortly in order to assure that they are in compliance.

5.1.4.3 Communication. The Deputy Director of Wildlife explained that the biggest problem between MINEF and USFWS is communication. They only have one fax and it is broken. They are preparing to buy another one. SCI (John Jackson) has

proposed to buy them a fax, and a computer so that they can link into Internet and better communicate with OMA/OSA.

5.1.5 Possible Relationship Developing Between South Africa and PHASA/SAPHCOC. While in South Africa, Cameroon's Deputy Director of Wildlife, Issa Djoh a Ndiang, spent a few days with Ken DuPlessis of the South African Professional Hunters Committee (SAPHCOC). The Deputy Director of Wildlife was extremely excited in seeing South African expertise help to open game ranches and farms (e.g., ostrich) in Cameroon, help them organize a professional hunting school for Cameroonians, and to help organize a proper professional hunter/safari operator's association, etc.

One idea raised was that SAPHCOC, which is already beginning to reach out to Southern African countries, might consider "adopting" Cameroon as its first francophone country. Technology transfers could be undertaken and various models developed that work within this region of Africa, adapting the South African experience. Once things are going smoothly, and there is a learning curve, this experience could be expanded into the rest of Francophone Africa.

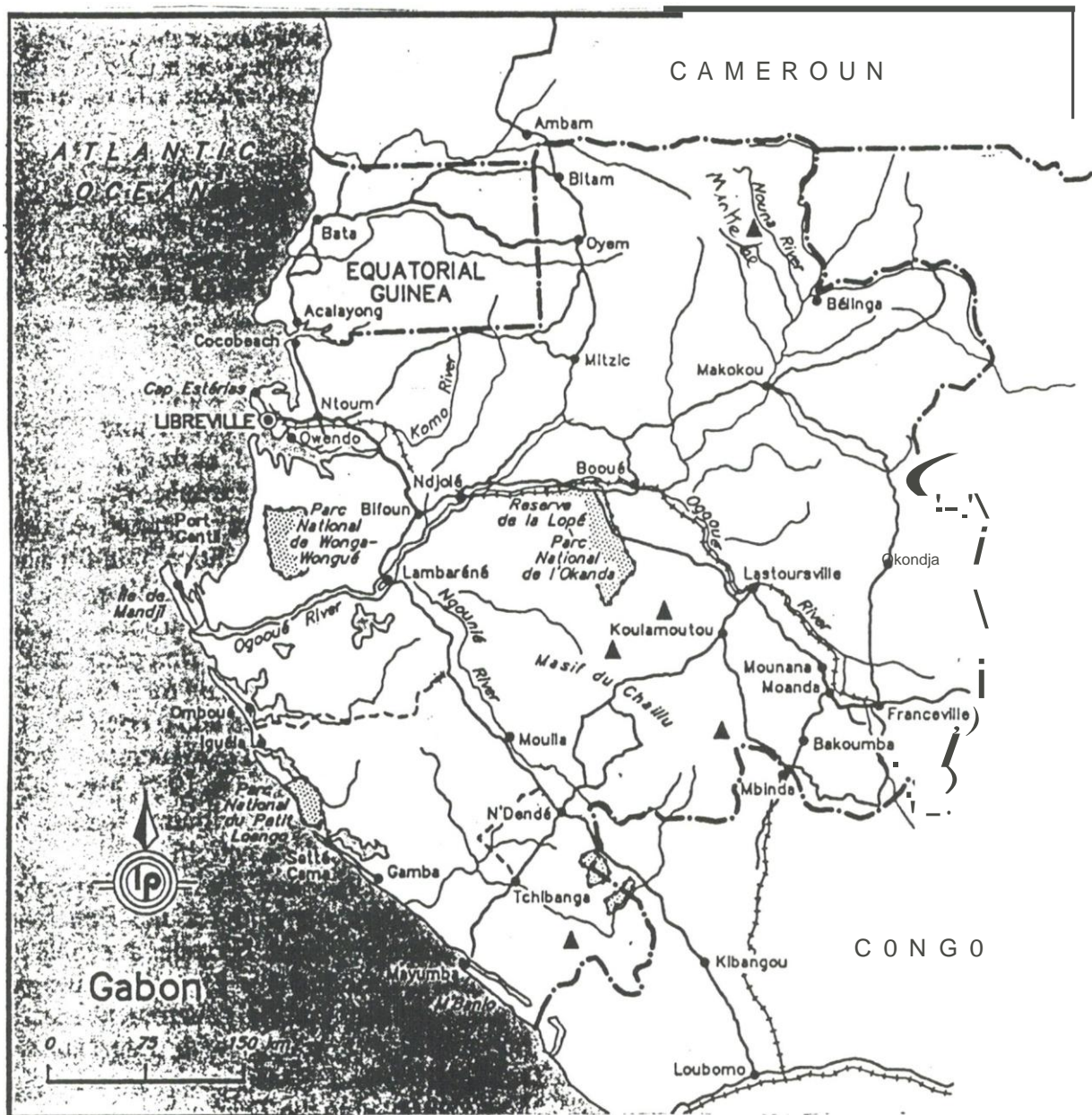
Cameroon is a good start since it is bilingual, and has a wide diversity of habitat from the Savannah's to the tropical forests. More importantly the people are friendly and hungry for South Africans to share their knowledge.

Issa was introduced to students at Gerhard Steenkamp's PH school. He said, "you eat *pap* (grits) like I do in my village - I feel right at home here - you are African - you are my brothers." You should have seen the smiles on everyone's faces. By breaking down barriers and building trust- this will even have ramifications in future CITES meetings and in helping Africa to stand as one and control its destiny.

5.2 GABON

Gabon was visited by an SCI staff member in 1995¹². Gabon is on the verge of reopening trophy hunting. It wishes its trophy hunting areas linked to conservation and development programs. Gabon is reputed to have one of the largest elephant populations in Africa; an estimated 60,000 elephants. The SCI African Chapter is currently collaborating with a French professional hunter to see if funding from the *Cooperation Francaise* might be available to place someone in the Department of Wildlife and Hunting to begin application of the "Congo Model."

Trip Report, Preliminary Contact with the *Direction De La Faune et De La Chasse*, Government of Gabon, To Determine The Feasibility of Developing A Conservation and Development Program Linked to Tourist Safari Hunting, March 24-29, 1996. Prepared for SCI.



MAP OF GABON

EAST AFRICA

6.0 TANZANIA

Tanzania is a major hunting destination for Safari Club International. About 70% of the trophy hunters coming to Tanzania are SCI members. The most accurate figures indicate that hunting days have risen from 4,000 in 1988 to about 10,000 days in 1993. Total earnings to government from trophy hunting have risen from \$US 4.7 million in 1988 to \$US 10.3 million in 1989 to about \$US 14 million in 1993.¹³ About 90% of this revenue is generated by 5-7 foreign owned companies. Currently there are over 40 hunting companies and the government wishes to reduce them to between 15-20.¹⁴

Tanzania is famous for its 21 day hunts for lion, leopard, buffalo and unique Maasailand species (Fringe eared oryx, lesser kudu, gerenuk, Grants and Thomson's Gazelles, Topi, and Coke's Hartebeest). Between 1988-92, 21-day safaris comprised 71 % of all hunting packages sold in Tanzania, followed by 7-day safaris/18 %, 14-day safaris 4%, and 16 day safaris 7 %. Lion hunting is Tanzania's major selling point. In 1992, 7,043 game were harvested as trophies from elephant, lion, leopard, Greater and Lesser Kudu, Gerenuk, oryx, sable, roan, buffalo and zebra.¹⁵ This does not include lesser species such as impala, Grants and Thomson's gazelle.

Tanzania's biggest problem appears to be the development of a representative safari operators/professional hunters association which can speak with one voice for the safari industry in negotiating policy with Government, and in setting standards and controlling ethics for the industry. The current bodies, Tanzania Hunting Operators Association (TAHOA), and the African Professional Hunters Association (APHA) are considered, by interviewed members of the safari industry, to be ineffectual and to represent the interests of only a few big operators.

Many people believe that the biggest problem has been that *TAHOA* and *APHA* have been toothless, never taking a stand in order to avoid controversy. Since the SCI African Chapter meeting a number of *TAHOA* meetings have taken place and it appears that a decision has been made to seek legal advice, threaten legal action if laws are broken, and expose people or groups linked to illegal or corrupt activities.

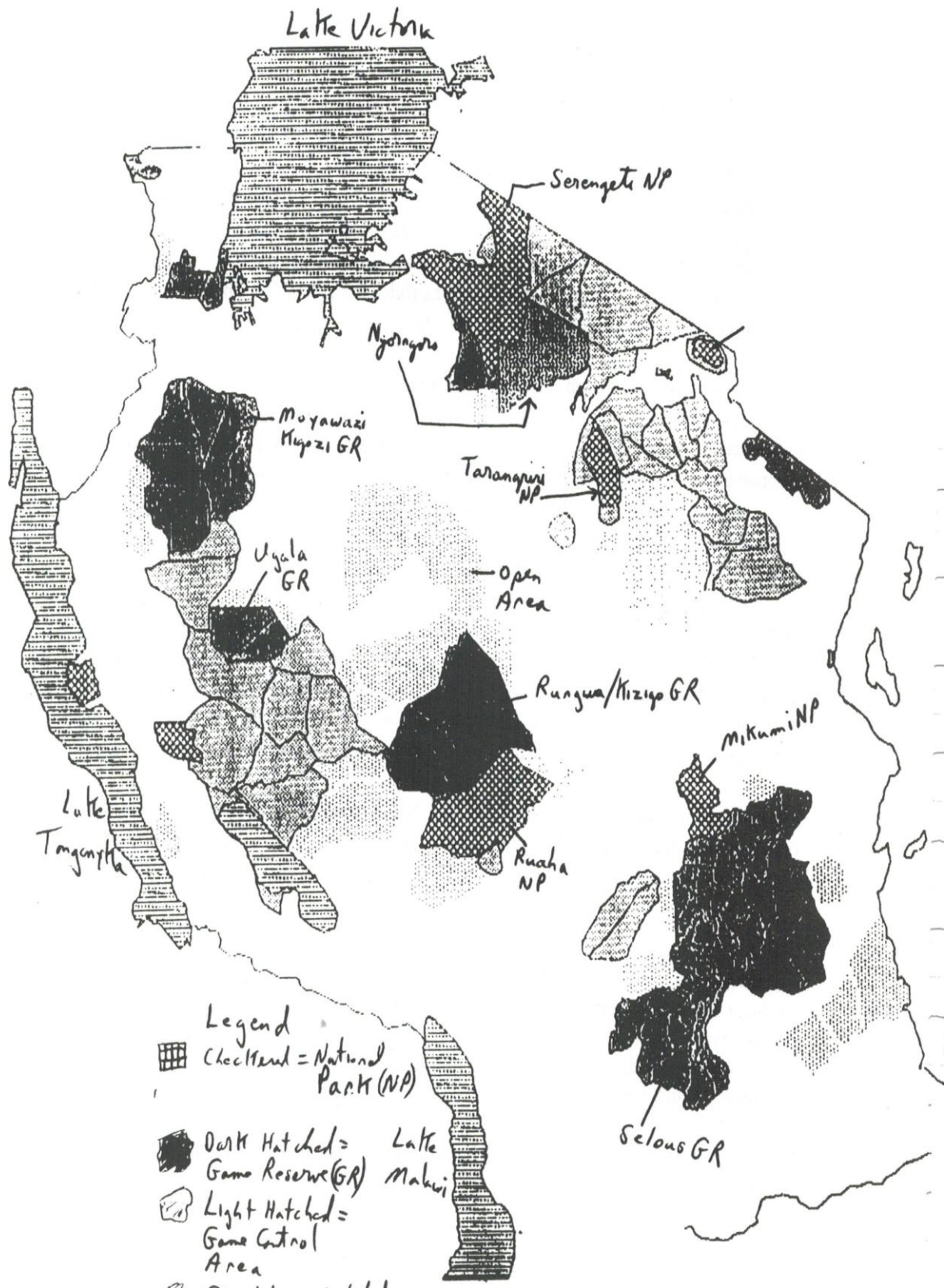
Interviewed members of the safari industry believe that the following impacts are resulting in a decline in both trophy quality and game numbers. This is especially true for key species such as lion, gerenuk, buffalo and lesser kudu: 1) Uncontrolled

¹³ PAWM. July 27-29, 1993. Returns from tourist hunting in Tanzania. Paper presented by Planning and Assessment for Wildlife Management to the Tanzania Hunting Workshop, Dar es Salaam, 9p.

¹⁴ Information provided at September 1996 meeting between SCI African Chapter & Tanzania's Safari Industry

¹⁵ PAWM. July 27-29, 1993. Returns from tourist hunting in Tanzania. Paper presented by Planning and Assessment for Wildlife Management to the Tanzania Hunting Workshop, Dar es Salaam, 9p.

Figure. Hunting Blocks of Tanzania



subdivisions of blocks with increased trophy quotas based upon economic rather than ecological decisions, 2) The lack of benefits to local communities from hunting, 3) Human encroachment and 4) Uncontrolled poaching. There is a developing anti-hunting bias among grass roots people.

Key issues raised by the safari industry include: 1) Honoring the 1994 agreement between the safari industry and the Wildlife Department, 2) Transparency In Awarding Hunting Blocks, 3) Tenure Over Hunting Blocks 4) Participation of the Safari Industry In Policy, 5) Involvement Of The Safari Industry In Control Over Licensing Safari Operators and PH's, 6) Community Benefits Needed To Overcome Anti-Hunting Movement, 7) Sustainable Trophy Quotas

Many of these concerns were raised at a Tourist Hunting Workshop held in Tanzania in July 1993.¹⁶ To date, little or none of the recommendations have been implemented emanating from the workshop, nor from the agreement between the safari industry and government.

6.1 CONTRACTUAL AGREEMENT BETWEEN THE SAFARI INDUSTRY AND THE WILDLIFE DEPARTMENT

In December 1994, an agreement was signed between the Department of Wildlife and the Tanzania Hunting Operators Association (TAHOA).¹⁷ Unfortunately, while it sounds excellent on paper, much of this agreement has been ignored by the Government bringing a feeling of insecurity and hopelessness among much of the safari industry in Tanzania.

This agreement admitted that the hunting sector in Tanzania was going through a crisis being exacerbated by persistent adverse reports in the media. This agreement attempted to bring TAHOA and the Department of Wildlife together in improving standards and ethics in the Safari Industry. Important areas in this agreement included:

- o **A 40% financial utilization of the quota, rather than a 40% utilization of the trophy quota.** This is the minimum required in order to retain hunting blocks by a safari operator. In theory this gives the safari operator the ability to rest game whose trophy quality may be deteriorating, as long the government receives a minimum guaranteed revenue
- o **Anti-poaching, and opening of roads for patrols**
- o **Assistance to communities adjacent to hunting areas**

¹⁶ Department of Wildlife. November 12, 1996. Internal memorandum, Planning and assessment for wildlife management (PAWM), To Director of Wildlife From CTN PAWM, Ref PAWM/437/93, 25 pages including attachments.

¹⁷ "Consensus between the Ministry of Tourism, Natural Resources and Environment, the Wildlife Division, on the one part and the Tanzania Hunting Operators Association (TAHOA) on the other part."

- o **Timely shipment of clients trophies**
- o **Payment of all fees by April 30 th**

If these conditions were met, the Government promised to no longer withdraw or subdivide allocated hunting blocks. Any disputes would be referred to an appeal Committee made up of the Minister of Tourism, the Principal Secretary Minister of Tourism, the Director of Wildlife and the Chairman of TAHOA

6.1.1 Control Over Licensing Of Professional Hunters And Safari Operators.

Also mention is made of excluding professional hunters or safari operators who have been thrown out of other countries. Subleasing is frowned upon, and it is recommended that hunting blocks be given only to persons with a track record in trophy hunting. Background checks would be made and the African Professional Hunters Association (APHA) would safeguard the ethics of the industry.

6.1.2 Minimum Number Of Hunting Blocks Per Safari Operator. A minimum of 5 hunting blocks by each safari operator was believed to be necessary in order to assure viable management.

6.1.3 Subdivision Of Hunting Blocks and Multiplying Quotas Bad For Trophy Hunting and Conservation. It openly admitted that subdividing hunting blocks was often done without taking into account the ecological integrity of an area, and resulted in the multiplying of quotas, contradictory to the basic objective of hunting as an instrument of conservation. Where possible old boundaries would be reinstated.

6.1.4 Increased Taxes Marginalizing Profitability And Competitiveness Of Tanzania's Safari Industry On The International Market. The cumulative increase in various taxes, including :

-Hunting Concession Fee	-Conservation Fee	-Hunting Permit
-Handling Fee	-Trophy Fee	-PH License
-TALA License	-Resident Permit .	

is making it difficult for safari operators to compete in the international market, and risks to collapse the industry, resulting in an abandonment of the industry, the onslaught of poaching and eventually the end of wildlife in most of Tanzania .

6.1.5 Integration of Tanzanians Into The Hunting Business. The integration of Tanzanian managers into hunting businesses was not believed to be a problem. It was believed the secret would be to carefully select partners with experience, good management and ethics.

6.1.6 Minimum Prices. No Tanzanian Company would charge a price lower than the government parastatal, Tanzania Wildlife Corporation (TAWICO) .

6.1.7 Regular Consultation. There would be at least one annual meeting between the Wildlife Department and TAHOA in order to maintain a good working relationship.

6.2 LACK OF COMMUNICATION BETWEEN THE SAFARI INDUSTRY AND GOVERNMENT

Prior to 1992, there were pre- and post hunting season meetings with the Department of Wildlife to discuss safari hunting issues. Since 1992, these meetings have ceased.

6.2.1 Lack Of A Strong Professional Hunters And Safari Operators

Association. The Tanzanian Hunting Operators Association (TAHOA) is not believed in, by the majority of the safari industry. It is on paper only, but basically ineffectual as a policy body and as a professional institution that sets standards and ethics for the industry.

There also appears to be a division among racial/economic lines, the expatriate safari operators belonging to TAHOA and the smaller indigenous operators belonging to a second association.

As long as the private sector is not united and not speaking with one voice, there will be little or no chance of solving many of the following problems. They are and will have little or no effect on Government Policies as they affect the safari industry. Likewise, it will be difficult for the SCI African Chapter to make any useful interventions, until there is a united body with which it can collaborate.

6.2.2 Unethical PH's/Safari Operators Kicked Out Of Other Countries

Licensed To Operate In Tanzania/No Standards For Becoming A Professional Hunter/Operator. Things are so out of control, that people banned from other countries for unethical hunting and business practices are licensed as safari operators and professional hunters in Tanzania. There is no apprenticeship or training program for aspiring professional hunters. Former clients and booking agents from overseas can easily obtain professional hunting licenses and operate in Tanzania.

The low standards of the safari industry were recognized as a problem at the 1993 PAWM Tourist Hunting Workshop. Recommendations at that time included proof of competence for PH's (including proof of at least 3 years of experience) and safari operators, an apprenticeship program for new PH's, an examination to include written, oral and practical sessions in collaboration with the Department of Wildlife and the professional hunters/safari operators association.¹⁸ All sounds good on paper, but none of these recommendations have ever come to fruition.

The feeling, by the safari industry interviewed by the SCI African Chapter team, is that many of the larger operators, with up to 11 hunting blocks each, need up to 15 PH's or more to hunt for them. A number of the operators are near retirement, and looking to make as much as they can as quick as they can. They are not interested in slowly developing a cadre of well trained and ethical PH's. Likewise, this is a problem with

¹⁸ Department of Wildlife November 12, 1996. Internal memorandum, Planning and assessment for Wildlife management (PAWM), To Director of Wildlife From CTA/PAWM, Ref PAWM/437/93, 25 pages including attachments.

many of the smaller operators who have little or no regard for the quality of the people they are employing

A number of PH's say that things are so bad that hunting ethics has taken a major down-turn and reflects the deteriorating quality of professional hunters and safari operators. It is claimed that a large number of lion taken are shot at night from machans, and shooting out of vehicles is common place.¹⁹

6.2.3 Attempt To Create Forum Of Communication Through Council Of Tourism Rejected By Government. According to the safari industry, they tried to establish a forum of communication, Council Of Tourism, which would bring together safari operators, photographic operators and government to plan and discuss policy for the future of the tourism industry. Government quickly refused to recognize this body, making it ineffectual.

When this body confronted the Ministry of Tourism over various financial issues, they passed on the blame saying it was a problem with the Ministry of Finance. The Council of Tourism is appealing to the President of Tanzania over a number of issues. A major problem is that from 50-75% of Tanzania's foreign aid comes from the international donor community, making it easy to ignore the private sector and its concerns.

The safari industry believes that SCI, as an unbiased group of sport hunters, might be able to exert influence on the Government to begin dialogue and communication between stakeholders.

6.3 DECREASING FINANCIAL VIABILITY OF TROPHY HUNTING

The consensus was that, due to the current costs of doing business, especially the large number of government taxes, it is impossible to make money while operating ethically in Tanzania.

One of the biggest problems are smaller indigenous companies who have inside connections to people in power. Most of these are encouraged by foreign professional hunters who make small handouts of cash. Many of these companies are not paying taxes, etc. and their lower cost hunts are driving down the price of a safari. Many indigenous companies are allowed to keep their concessions even though they fail to meet their 40 % trophy quota minimum.

The net result is that Tanzania is becoming non-competitive in the market place and unprofitable. This is because the major safari operators, who pay all legally required fees, must drop their prices to compete with the illicit operators, decreasing the profit margin significantly. The Big 5 companies have been the most vocal and effective in stifling this kind of illegal activity.²⁰

¹⁹Fax from Rolf Rohwer. PH. Wildlife Biologist. SCI Contractor To Andre DeGeorges, Oct. 25, 1996
²⁰Letter to Andre DeGeorges. from Tom Schovsbo. TGT. October 8, 1996

Currently, many of the local companies are pushing for a lower fee structure than the expatriate safari companies. If they succeed, this would put the big operators out of business.

In many cases, in order to make money, the quality of camps and vehicles is allowed to deteriorate. In order to make ends meet, there is a tendency to put as much business through the hunting blocks as possible. In the past, prior to sub-division, hunting blocks were large, and a given game population was rested, as safaris rotated around the area. Today, with smaller blocks, the same populations of game are shot over and over again, resulting in over-shooting. Some people believe this is impacting not only on trophy quality, but, in combination with poaching, and habitat encroachment and degradation, the viability of specific populations on some hunting blocks.

6.3.1 Distribution of Revenue From Trophy Fees. In theory the distribution of funds from trophy hunting are as follows:²¹

- o 37% of Trophy Fee To Government of which 25% of this (equals 9% of Total Trophy Fee) should go to District Council
- o 48% of Trophy Fee to Tanzanian Wildlife Protection Fund which is supposed to run all tourist hunting areas
- o 15% to the Selous Retention Scheme, a Treasury/GTZ joint account

6.3.2 Distribution of Revenue From Concession and PH Fees

The concession fee is \$US 7,500 per block. Of this:

- o 37.5% goes to Treasury
- o 62.5 % goes to Tanzania Wildlife Protection Fund

The PH fee of \$US 2,000 is divided up between:

- o 25% to Treasury
- o 25% to Tanzania Wildlife Protection Fund
- o 50% to Selous Retention Scheme

6.4 INSECURITY IN TANZANIA'S HUNTING INDUSTRY

Due to insecurity, most safari operators no longer can afford to invest in the long-term. Even with longer leases, there are no guarantees that you can retain your leases. Many examples exist of people paying off government officials resulting in the over-night loss of leases by safari operators. In many instances, without notice, 5 year concession leases are broken and given over to other safari operators. For instance, against the

²¹ Provided by Rainer Ellis-Joseh, Safari Guide and Film Productions, PH for Wengert-Windrose Safaris

agreement with TAHOA and Government, Wengert-Windrose, for no reason, had half of their Maasailand Block given to TAWICO.²²

Most operators said they operate with a year-to-year mentality due to the insecurity in tenure. They feel that 10-20 year secure leases are needed if the safari industry, wildlife and local people are to have a future in rural Tanzania's safari areas.

6.4.1 Subdividing Hunting Blocks. The first time this idea was raised was in a PAWM (Planning and Assessment For Wildlife Management) Workshop in 1993. Expatriate Experts, participating in this workshop, believed that there were many hunting concessions that were under-utilized and that sub-dividing them would allow greater use of the resources and allow more hunting operators to enter into the business. It was also believed that this would break the monopoly of the large operators (about 6 large at the time), and drop the price of hunting (at the time the highest in Africa) helping Tanzania to be competitive in the market place.

The safari industry immediately called a meeting with the Department of Wildlife and explained that all of this was theoretical, and that Tanzania could not sustainably support such utilization pressures on its game.

Ultimately, many of the PH's and safari operators interviewed, believe that one or two big operators pushed for the break-up of hunting blocks in order to get a hold of prime areas, especially access to the unique Maasailand species.

This was also exasperated by the fact that the Department of Wildlife must be self-financing, behaving like a parastatal. The government's viewpoint was that by breaking up the hunting blocks and increasing overall quotas for a given geographical area, more money would come into the government.

6.4.2 New Concessions To Be Tendered. Most operators, including TGT, said that if they do what is necessary to properly manage their areas and to aid rural people, the profits are so low, that they will not have enough money in the bank to tender for hunting areas in the future. They are also concerned about this process becoming politicized and not necessarily going to the most qualified people as has recently happened in Zambia. They insist that there must be transparency in the allocation of these blocks.

The government says that in the past concessions were given out by the Director of Wildlife. In order to create transparency, a government body has been formed which will make these decisions.

6.4.3 Indigenization. The government is encouraging Black entrepreneurs to enter into the safari business as operators. Unfortunately, many of these indigenous hunting concession holders do not actively participate in the management of their areas, subleasing to often less than qualified and ethical people who have no long-term vested interest in sustainably managing the wildlife in their concession. This has also been observed in Zambia and Zimbabwe.

²² Letter from Franz Wengert to Director of Wildlife, Mr. Mbano, October 5, 1996

Many long-standing safari operators have lost their concessions over-night to indigenous operators, including Ministers and the former head of the Wildlife Department, with no explanation nor recourse.

There is a growing feeling of "why should foreigners be benefiting from Tanzania's wildlife." This is resulting in a lot of infighting instead of collaboration between safari operators. This conflict has resulted in the creation of two safari operators associations, the Tanzania Hunting Operators Association (TAHOA) representing mostly expatriate operators, and a second association representing indigenous safari operators. It is believed that this split is more economic than racial. No one organization is speaking to government with one voice, weakening the bargaining position of the entire safari industry.

There is also increasing friction between indigenous "meat" hunters represented by the Hunters Association of Tanzania (HAT) and TAHOA over hunting rights.

6.4.4 Feeling By Medium and Small Safari Operators That The "Big 5" Wish To Eliminate Them From The Competition. There is a feeling that the five largest safari operators are using TAHOA, and their influence on Government to set policies so that the medium and small operators will be put out of business. Currently the Big 5 have on the average about 11 hunting blocks each.

The small local safari operators tend to have from 2-3 blocks each. There is a push to go from over 40 to 20 hunting companies. Many of the smaller operators fear they will be out in the next go-around in awarding hunting concessions.

Some safari operators feel this conflict would end if minimum pricing levels for daily rates, etc. would be set which would eliminate the small operators, many of whom do not pay all their legally required fees, from undercutting the larger operators. *Also*, it is believed by some operators that if required fees were monitored, only those companies which pay fees (e.g., those that are economically viable) should be allowed to have hunting areas or to be registered as companies.

6.5 MANAGEMENT OF HUNTING CONCESSIONS

6.5.1 Wildlife Management Areas. Wildlife Management Areas can be divided as follows:

The Following is controlled by the Wildlife Department, a department under the Ministry of Natural Resources and Tourism

- o **Game Reserves**, managed exclusively for wildlife, and often for trophy hunting. All game reserves have a government "Project Manager," who is responsible for all management decisions, including trophy hunting and the recommendation of quotas.

- o **Game Control Areas and Open Areas**, where in addition to hunting, man and agricultural/livestock related activities take place. Other activities such as logging and fishing may compete with the safari industry for space, habitat and wildlife (poached for food)

The following is controlled under the government department, Tanzania National Parks Authority:

- o National Parks, destined for complete protection of wildlife, and non-consumptive uses such as photo-graphic safaris

6.5.2 Government Puts Little Back Into Managing Safari Areas. The safari industry believes that the Game Department has lost control over its ability to manage the safari areas. It is so bad that in some cases, due to inputs by the safari operator, there is less poaching in the safari area than in adjacent national parks.

The problem is that with lower and lower net profits, and little security, the safari operator is expected to invest in anti-poaching, rural development, etc. This is next to impossible for the average operator due to the high tax structure and the current marginal profitability for many. The belief is that a percentage of the money from safari hunting, currently going to Government should remain in the hunting block to employ local anti-poaching units from the community, as well as for rural development, as occurs in CAMPFIRE, ADMADE and the Botswana Programs.

6.5.3 Inability To Have A Year Round Presence. PH's and safari operators from overseas are given a 9 month work permit which must be renewed prior to each hunting season. The permit is from July 1 - to March 31 of each year. It is therefore very difficult to have a year round presence in the hunting areas to manage and carry out anti-poaching.

6.5.4 Inability To Control Resident Hunters In Game Control Areas. The safari operator has no ability to control resident hunters coming into his Game Control Areas. In theory, they can make their camp right next to the safari camp where a client pays thousands of dollars a day to hunt. It is unclear how the Resident Hunting Quota is determined in relation to the trophy quota for the safari hunting block.

6.5.5 Poaching With A License In Game Reserves. This is a problem in Game Reserves where trophy hunting takes place. Project managers are giving licenses to hunt, collect honey, fish, cut timber, etc., all of which is illegal in game reserves and is done without consulting the safari operator holding the concession. These resource users have to eat, and game is readily available.

6.5.6 Mismanagement Through Subleasing By Local Indigenous Companies. Approximately 50% of the safari companies in Tanzania are locally owned. These companies tend to have very low budgets, and rely on subleasing to expatriate professional hunters who bring in clients. Similar to subleasing in Zambia and Zimbabwe, an "absentee landlord" atmosphere is created where there is no one in the field responsible for assuring the sustainable management of the wildlife.

The risk is that the PH's coming in, with no long-term stake in the concession, will abuse their rights and over-harvest the resource, in this case trophy quality game.

6.5.7 Mis-Management Of Maasai Steppe By Government Owned Company, TAWICO. This company is undertaking what is believed by the safari industry to be random and uncontrolled cropping of game.

6.5.8 Poaching By UN Vehicles In The Burigi Game Reserve. The edge of the Burigi Game Reserve has 500,000 Rwandan Refugees. United Nations and World Food Program relief drove local beef prices from TSH/kg 200 to 1,000. Meat in general was so lucrative, that members of the safari industry working in this area saw vehicles being used to poach and sell game meat to the refugee camps. The Wildlife Department was contacted but did not respond to this concern.²³

6.5.9 Arabs And Indians Sending Out Live Game To Middle-East Under Government License. This is still being investigated, but in Arusha, arabs and indians appear to have a holding station, where game has been run down by vehicles. Game with broken legs are being live-crated and shipped overseas for consumption. The safari industry is investigating this matter. While sad, it is not believed to be significant in either quantity of wildlife, or on the over-all population of wildlife in Tanzania.²⁴

6.6 CURRENT TROPHY QUOTAS NON-SUSTAINABLE

6.6.1 Increased Quotas From Subdivision of Hunting Blocks. The feeling by all people interviewed is that current government quotas are not sustainable in many of the hunting areas. For instance the Maasailand hunting concessions were subdivided from 2 to 7 blocks. Quotas in Maasailand went from:

	Prior To Subdividing	After Subdividing	<u>Increase</u>
Lesser Kudu	9	56	6 x
Gerenuk	9	60	6.6 x
Grants Gazelle	15	200	13 x

There was no scientific basis for this level of increase in quotas. It appears to have been an economically based decision that may not be sustainable according to the safari industry present at the SCI African Chapter meeting. Everyone agrees that some increase was acceptable but not to the extremes such as noted above.²⁵

This decision is believed to be having a major negative impact on trophy quality, and in combination with other factors (e.g., human encroachment, poaching) potentially on the viability of game populations over much of Tanzania's hunting areas.

²³ Provided by Rainer Ellis-Josch. Safari Guide and Film Productions, PH for Wengert-Windrose Safaris

²⁴ Personal Communication Franz Wengert, Wengert-Windrose Safaris

²⁵ Personal Communication, Wengert Windrose Safaris

The subdivision of hunting blocks and drastic increases in trophy quotas has been a problem throughout the entire country, with the exception of the Selous area which has a strong program financed and backed by the German Government (GTZ).

6.6.2 Inability To Choose Combination of Game For Given Hunts. Certain game can only be taken on 7, 16 or 21 day hunts. For instance buffalo can be taken on any of these safaris. Lesser kudu can only be taken on a 21 day hunt. Lion can be taken on a 16 day hunt. Many clients wish to undertake specialty hunts for 1 or 2 species. The current restrictions make it impossible to market such hunts. The safari industry believes the packaging and marketing of the trophy quota should be left up to them.

Traditionally, Tanzania's safaris industry was based on about four 21 day hunts per concession of lion, leopard, buffalo and some plains game. This would keep one hunter busy for the season. Once the expense of opening a camp and keeping a staff is covered, additional income can be made by allowing various plains game and buffalo/plains game packages. Often quotas for buffalo and plains game can be sustainably increased to the economic benefit of all stakeholders.

The need for a freer system of marketing was recognized back in 1993²⁶ and yet to date no action has been taken by Government to resolve this issue.

6.6.3 Possibility For Safari Operators To Negotiate Sustainable Quotas. Each game reserve has a Project Manager from the Department of Wildlife. Hunting concession holders in game reserves have the right to negotiate changes in trophy quotas at the end of each season, prior to the Project Manager making his recommendations to Central Headquarters of the Wildlife Department in Dar es Salaam where final quotas are determined.

One of the dangers raised by the safari industry, is that due to the current insecurity over tenure of hunting blocks, the risk is that desperate or unscrupulous safari operators will take a short-term perspective and push for an increased, but non-sustainable trophy quota, shooting out their blocks, thus destroying their economic viability for 4-8 years until trophy quality recovers.

6.6.4 SCI Quota Monitoring Program In Tanzania. SCI has a grant under the African Elephant Conservation Act through the U.S. Fish and Wildlife Service to develop a game monitoring program as a basis of quota establishment.²⁷

²⁶Department of Wildlife. November 12, 1996. Internal memorandum, Planning and assessment for wildlife management (PAWM), To Director of Wildlife From CTNPAWM, Ref PAWM/437/93, 25 pages including attachments.

²⁷ Rhower Rolf D. September 1996. The field application of hand held GPS units for census and game scout anti poaching control. ECOWORLD/Johannesburg 3p.

Ibid. 1995. Information manual for Tanzania game scout monitoring program for wildlife data collection by Tanzania Wildlife Department and game scouts. Safari Club International/USFWS. 11p

While people present at the meeting agreed that some level of scientific data is needed, they found the current process too tedious and wished it to be reduced to 1-2 summary pages per safari.

Some recommended that this information be edited onto the government safari form that is filled out in triplicate for each client at the end of each safari. This is the process being used in the WWF/SCI quota monitoring program in Zimbabwe.

The need to monitor hunting success, trophy quality, and in-field observations by the safari industry and game scouts was recognized at the 1993 PAWM Tourist Hunting Workshop as critical to maintaining the economic viability of wildlife. This is one recommendation that is on the verge of being achieved.

Most people did not think that the use of a GPS was necessary, as they know their hunting blocks very well. Many wished to be more actively involved in helping to make this program successful.

6.6.5 Lack Of Incentive By Safari Industry To Sustainably Manage For Trophy Quality. Most people interviewed said that insecurity in hunting block tenure and the increased operational costs, especially government taxes, were a disincentive to negotiating more reasonable trophy quotas. In essence, many safari operators' behavior is taking a short rather than long-term management perspective.

6.7 CONFLICTS BETWEEN WILDLIFE AND PEOPLE

6.7.1 Wildlife Belongs To Government. Like many commodities in Tanzania, wildlife belongs to the State. Money from wildlife goes to the Treasury and is used to benefit Tanzania's population as a whole. Little or nothing is plowed back into the Department of Wildlife or the rural communities living among the wildlife.

6.7.2 Lion Populations On The Decline In Tanzania. Lion, along with the unique Maasailand species (e.g., Fringe eared oryx, gerenuk, Lesser Kudu, Grants and Thomsons Gazelles, Topi, Cokes Hartebeest) is the main drawing card in Tanzania. Leopard and buffalo can be hunted cheaper in Zimbabwe.

Everyone interviewed expressed concern that huntable lion are experiencing a major decline in numbers. This is believed due to:

- o Excessive Quotas from Subdivisions of Hunting Blocks
- o Human Encroachment and Habitat Loss
- o Increased Maasai/Cattle Lion Conflict

There have also been about 250 lions lost from canine distemper, but this has been restricted to the Serengeti area and is not believed to a major cause for the general decline country-wide.

6.7.3 Poaching Big Problem. Since the local community sees little value from wildlife, poaching is wide-spread and endemic to Tanzania from long-line snares to black powder muskets.

In order to change the attitudes of local people, some safari operators have taken their own initiatives (e.g., Friedkin Conservation Fund of TGT, and Cullman Project of Robin Hurt Safaris) to encourage the realization of wildlife's value. This is having a positive impact on local opinions and thus a localized decline in poaching in the areas where such programs are being carried out.

6.7.4 Elephant Poaching Up Along With Insecurity In Loliando/Maasai Mara/Serengeti Area. Elephant poaching is once again evident in Tanzania after a long respite.

There appears to be increased poaching of elephant in the Maasai Mara Complex. This is believed to be in anticipation of rumored lifting of the ivory ban by CITES. Elephant have been forced out of these photographic safari areas into the now safer Loliando Hunting Block. The Loliando Hunting Concession is controlled by wealthy arabs, Othello Business Corporation. They now have quotas like anyone else and are required to adhere to certain hunting ethics.

The increase in elephant poaching is even more severe in Central and Southern Tanzania.

The Serengeti is increasingly insecure. There have been a few incidences of tourist robbings and even killings. Most photographic companies are avoiding areas north and northwest of Lobo Lodge in the Serengeti as a result of this insecurity. People were recently shot in between Sopa and Seronera Lodges, the center of tourism in the Serengeti.

Recently, a huge haul of tusks was sized at Dar es Salaam Airport under false documents. Some people believe that downlisting the elephant at CITES would sound its death knell in Tanzania.²⁸

6.7.5 Anti-Wildlife Movement Among Maasai. It was explained that as Maasai and their livestock populations increase, there has been increased competition for grazing space, and increased predation by lion and leopard. Since the Maasai are receiving no value from wildlife, there appears to be a growing movement among them to see wildlife eliminated as a competitor.

This feeling is not new but is growing. In 1992, an interview with the famed Maasai author, Tipilit Ole Saitoti, brought out that his people gained little in benefits from Ngorogoro Crater, tourism and wildlife. Children living on the edge of the crater had to walk two days to a secondary school. The feeling then, as now, was that the White man is more interested in wildlife than the Maasai, and maybe - for the future survival of their people, who in the past lived among wildlife, it would be better to eliminate these competitors. It was also admitted that if wildlife were an economic benefit to the Maasai, they would be willing to destock livestock in favor of wildlife

²⁸ Fax From Luke Samaras Safaris, October 10, 1996 to Andre DeGeorges

One of the professional hunters at the SCI African Chapter meeting/ Arusha also conducts bird shooting and 1920 photographic safaris in Kenya just opposite of Loliando. His company has an agreement with the Maasai to destock livestock in favor of wildlife for a percentage of the revenue coming from these activities. The Maasai have made a decision based upon simple economics; in this case wildlife is more valuable to them than livestock.²⁹

Some people believe that the Maasai are more tolerant of wildlife than many tribes in Tanzania. What does this say about the conflicts between and feelings of other disadvantaged ethnic groups about wildlife in Tanzania??!

6.7.6 No Benefits To Rural Communities From Trophy Hunting. It was explained that a portion of the revenue destined for Government goes directly to the Game Department and a portion goes to the Ministry of Finance (Treasury). In theory 9% of the total trophy fee going to Treasury is to return to District Councils in and around Controlled Hunting Areas and Game Reserves.

The reality is that little or none of this money is getting out to where it is supposed to go. When it does get out, it goes to the District Councils, and there is little or no transparency of how this money is used. The money that does reach the District Councils may go for the public good such as schools, but the average rural person will never realize that this came from hunting. The little people, who should be informed that this revenue comes from hunting, so that their attitude towards wildlife and hunting changes, are not aware that any revenue from wildlife is destined for them, or doing any good for the community.

The concern of having revenue by-pass District Council and go directly to rural communities was raised as an issue as early as 1993 at the PAWM Tourist Hunting Workshop held in Dar es Salaam.

Many safari operators and PH's felt that money destined for local people should stay in the bush and go directly from the safari operator to the locally impacted communities. This would allow them to see direct ties between their future and wildlife, and help them to realize that they must partner and collaborate with safari operators. The safari industry believes that this is one of the major short-comings of the current safari system.

In general the grass roots, living among wildlife, receive no direct benefits from hunting unless a particular safari operation uses its own money for development.

Although many safari operators believe the self-funded community conservation programs by some of the larger operator are laudable, the smaller operator can not afford to invest in rural development and conservation due to the marginality of profits in today's safari industry. Only big operators, who can lose money and take it as an overseas tax right-off, can afford to invest in rural development and wildlife management. Subsidized programs such as the Cullman Award Program or the

²⁹ Personal Communication. PH Alex Walker of Kenya who hunts with George Angelides

Friedkin Conservation Fund are not affordable to the average safari operator and are not believed to be sustainable.

Safari operators said that profit margins are so slim, and that although daily rates are about what they were 10 years ago, or even lower the cost of doing business has greatly increased. The idea of a 10% conservation tax over and above all trophy fees destined for rural communities sounds good, but many feel it would make them non-competitive in the market place. Also, in theory it is illegal to charge such fees, the government having the possibility of requesting any additional surcharges being paid to them. According to the safari industry interviewed, the Government does not like such ideas, though a few of the bigger operators have negotiated such fees (e.g., Cullman Award Program).

Meat from trophy hunted game, in theory, should also be provided to rural communities. In reality, most of it is used to feed camp staff, or as lion/leopard bait. Very often, the cost of transport is too great to make it economically viable, in time and fuel, to transport meat to outlying villages. Meat could be dried for later transport.

6.7.7 Anti-Hunting Movement In Tanzania. The anti-hunting movement in Tanzania is mainly a grass-roots movement. Because people see no benefits from hunting or wildlife, they see hunters as people who are shooting out the game with no benefits to them. The Parliamentarian from Maasailand has openly stated that he will request that all hunting in his jurisdiction be closed. The message is out that "trophy hunting is destructive."³⁰

Many people are concerned that given what trophy hunting brings into Tanzania in foreign exchange, it would be simple, given the current atmosphere, for foreign animal rights/anti-hunting groups to pay local governments and the national government not to allow hunting.

6.7.8 Attempt By Government To Return Benefits To Local Communities Or Ownership Of Wildlife To Local Communities. According to the safari industry, Government realizes that this is a short-coming and has a bill before Parliament to see a percentage of revenue from trophy hunting return to rural communities. It is unclear whether this means to the actual communities living among wildlife or to the often self-serving District Councils. If District Councils are to receive revenue, a transparent and accountable system must be in place so that local community leaders can determine what is happening with money generated from wildlife in their areas. This is a similar problem faced with the CAMPFIRE program in Zimbabwe. Ideally, money from trophy hunting destined for rural communities should stay in the field and go directly from the safari operator to the rural communities.

The Wildlife Department also explained that there is a policy that Game Controlled Areas will be turned into Wildlife Management Areas (WMA's). These areas will be returned to local communities as in CAMPFIRE, and safari operators will negotiate

³⁰ Personal Communication, Franz Wengert

leases directly with local communities. This policy is fairly advanced, and must only be passed by parliament.

6.7.9 The Friedkin Conservation Fund (FCF). This program employs local people from surrounding villages in Tanzania Game Trackers (TGT) hunting concessions to protect wildlife and stem poaching. Similar to the Cullman Awards Scheme, local villagers are awarded for catching poachers, finding snares, bows, etc. Community programs include construction of schools, purchase of tractor and plow, a maize grinding machine, improving water supplies and constructing a maternity home. It is hoped that this program will change people's attitudes towards wildlife and put them in a collaborative relationship with TGT.

Maswa Game Reserve. FCF employs a full-time manager of this reserve. This reserve is a buffer zone to Serengeti National Park and is under incredible pressure from surrounding communities. Ex-poachers are employed to patrol the area. In 1995, 2,500 snares were recovered. Boundaries have also been recut. A primary school was built for Saka village. A school and teachers house have been built at Kiserian Village in Monduli. Mfereji Village's water pipeline has been repaired, and Enguiki Village's school has been electrified.³¹

Mondoli Forest Reserve. Six Tanzanian staff are employed to patrol the area. Fuel is provided and a vehicle maintained.

6.7.10 Cullman Awards Project and Robin Hurt Safaris (RBS). In East Africa, colonial game laws disregarded local cultures and their ties to wildlife. Local people were pushed out and alienated from the very wildlife with whom they co-existed. The Maasai were pushed out of the Serengeti. Poaching became a problem, since why should the people keep wildlife if they can't benefit from it? They destroy it through commercial meat poaching and only see wildlife as a short-term rather than long-term resource.

The Cullman Wildlife Project involves rural communities living in hunting concessions, by involvement directly with conservation and development programs. It brings the rural African into a partnership with the Safari Operators. The net result of this program is that it encourages stewardship of the wilderness by rural people through profit sharing. Benefactors provide RHS approximately \$US 90,000 per year to maintain the project including paying for a manager, vehicles, and anti-poaching rewards. Coca Cola Company has also given \$US 15,000/year over a three year period for this program.

If communities benefit, lots of people will support such a program (e.g., private sector donors).

The first scheme began in the Maswa hunting concession which borders the Serengeti. Bakari Mbano of the Serengeti Regional Conservation Strategy worked with Robin in developing this program

³¹ Letter To John Jackson, President SCI, from Diana Cardosa, Treasurer, Friedkin Conservation Fund, March 9, 1996.

Maswa. Robin held a meeting with the local community of Maswa. The Wasakuma people living in the area and neighbors of the Maasai, were asked what they thought of the Maasai. They said the Maasai were rich with cattle and that they were poor due to the tsetse fly which kept them from owning cattle. Wildlife had no value. Robin explained that for each animal hunted a 20% fee over the government trophy fee would go to the community, not in the form of cash but as community projects. Within 10 minutes they agreed. He also formed a village anti-poaching team. They were given no uniforms, but rewarded for bringing in poachers, snares and guns. About \$US 500 is awarded for an armed poacher. At the beginning of the Cullman Scheme, about 15,000 animals/year were being poached in long-line snares. Long-line snaring is non-selective and destructive. For instance a hundred wildebeest may be killed but they may only use 10. Long-line snares may be many kilometers long. Skins were wasted; meat was wasted. Today, such snaring is finished, and where lion were once scarce, they are seen everyday. A government quota is also given for meat to feed the villages. This averages 160 wildebeest, 50 zebra and 20 buffalo per year for Makau Village.

Robin's staff helps cull and distribute this meat. The meat and skins go to the Makau Village in Maswa, about 800 people, with three quarters under 16 years of age. Robin sells zebra skins at \$US 500/skin to his clients for the benefit of the community. This pilot scheme has now been expanded to all of Robin's hunting areas in Tanzania.

In Luganzo, Miombo woodlands in Western Tanzania, at the end of the hunting season the PH's/Safari operator pulled out and the poachers came in. Robin has now had some financial assistance by WWF/AWF to maintain a year round presence, and to pay the salary of an understudy to Brian Connors, the current manager of the Cullman Wildlife project and an ex-Peace Corps Volunteer. Brian had community development experience and speaks fluent Swahili. Robin feels the problem is social-cultural, economic and not biologic, so he chose a person like Brian over a biologist. This area is wooded and has buffalo, sable and eland with a lower off-take than Maswa. The people practice agriculture and have a nearby lake to catch fish so that their needs are different than Maswa.

Robin compared what he is doing to the Shyanga Area, where a British Colonial policy cut down trees and removed the tsetse fly. There are millions of people and cattle with the entire landscape devoid of wildlife and degraded. The people will only ever live subsistence lifestyles of poverty and will rely on remittances from relatives living in the city

Robin said that cattle are a big problem even in the Maasai area. He is trying to get them to look at adopting camel as an alternative to cattle.

Mulele, Southern Tanzania by Selous. Originally the people were against the program, but after seeing the value of wildlife they have joined up with the Cullman project.

-**Makou Village** has received a water pump, a maize machine and a tractor. A primary school has been built with 3 class rooms; all from money obtained from the sustainable use of wildlife.

-**Manduli District** has a new dam for the Maasai and their cattle paid for by wildlife which they are now seeing as an asset.

There is a new lion poaching problem emerging, from witch doctors in Rwanda and Burundi using lion parts for medicine.

Robin's Involvement With Traditional Hunting Societies. As a Kenyan, Robin is very sensitive to Westerners destroying traditional hunting and gathering cultures in trying to save Africa from the Africans. Probably, the one of the most tragic cases is the Walingulu of Kenya whose lives were linked to the harvesting of Tsavo elephants for ivory. In trying to "Save" the elephant not only were the elephant lost (die-off of up to 15,000 due to over-population, a drought and uncontrolled poaching), but the entire culture of these people was destroyed.

In Robin's Maswa Concession, there is a traditional hunter and gatherer tribe called the Hadzabe (or Watindiga) who speak a "click language" similar to the Bushmen. They hunt with bow and arrow. His anti-poaching teams kept on arresting these people. He has now obtained a special license for these traditional hunters to hunt impala, zebra, hyrax, baboon and vervet monkeys with bow and arrow. This has diffused the former conflict with them as they obtain rights over wildlife. Robin realizes that while he will be around for only a short-time in the grand scheme of life, tribal communities will be around forever and the future of wildlife will be in their hands! !

Turning Poachers Into Conservationists. Mankacoura was one of the biggest poachers in the Maswa area. Robin met with him and asked him to stop poaching and come hunting legally as a tracker with the safari company. Robin explained that poachers are not evil people. The problem is the middlemen and the market. During his first year Mankacoura had problems adjusting to hunting with others. Today, he is Robin's best gun-bearer and tracker. We need these people and they need us. His smallest tip this year was \$US 100. Where before, he may have made \$US 500/year, today he is legally making \$US 2,000/year.

6.7.11 Tazama Trust's Pilot Program In Integrating Local Communities Into Safari Hunting Concessions. The Tazama Trust, in collaboration with Tanzania Safaris (George Angelides) has begun an integrated program in one hunting block which brings together key stakeholders in the form of hunting operators, local communities (Maasai, Ndorobo hunters), photographic operators and the local game warden. Tourists pay a fee into a fund which is managed by the "Promotion and Protection Wildlife Management Committee." Three members of the Committee are signatories to the account. A land use plan is developed by stakeholders. There are 5 sub-villages in which 2 moran (Maasai warriors) from each sub-village look after each area.

Programs such as this, the Cullman Award Program and The Friedkin Conservation Fund are fine efforts by dedicated companies and individuals to give wildlife value to

rural communities through upliftment programs. The next step should be to see the best from these programs, and those from Zimbabwe (CAMPFIRE), Botswana (Chobe Enclave), and Zambia (ADMADE) developed into a workable model acceptable to the key stakeholders in Tanzania and implemented on all WMA hunting concessions. A percentage of money generated from trophy hunting should return through this program for community upliftment and wildlife management. In essence, every hunting block in Tanzania should become a sustainable rural development and conservation program based upon wildlife and trophy hunting as the basic tools.

6.7.12 SCI's Operation Bright Light. SCI has a matching grant program with Tanzania's safari operators to build schools in villages bordering or within hunting concessions as a means of demonstrating to local communities that, through collaboration with the safari industry and protection of wildlife, their quality of life can be significantly improved.

6.8 SCI AUCTIONING PROCESS NEEDS RESERVE PRICE

The safari industry said that hunt donations at SCI's annual convention are hurting Tanzania's safari industry. This same concern was raised by the Zimbabweans and Namibians. People are not buying from the floor, and hunts are auctioned for a fraction of their price. One example was given of a \$US 26,000 donation from Tanzania. Government fees were \$US 3,000 for trophy fees, \$US 6,000 for airline charter, \$US 3,000 for government conservation and other fees. The value of the hunt was \$US 26,000 and it sold at \$US 6,500. Tanzania's safari industry asked that a 50% reserve price be placed on all auctioned hunt donations.

6.9 POSITIVE TRENDS IN TANZANIA'S HUNTING INDUSTRY

It is very important to include some of the positive developments that have occurred during the compilation of this report. Probably the most noticeable positive news is that since the elections in November 1995 there have been substantial changes in the Wildlife Department and subsequent changes in the allocation of the hunting blocks.

Mr. Bakari Mbano was promoted to the post of Director of Wildlife. He is a well known and respected conservationist, and many improvements in relations between the outfitters and the Government will now be possible. There has also been a noticeable improvement in the moral of the Wildlife Department personnel since the changes outlined above have taken place.

A committee of six people, including Mr. Benson Kibonde (Head of the Selous Management Board) and Mr. Mbano, was appointed to control the allocation of the hunting blocks. This will provide the transparency so desperately required by the hunting industry. There are indications that there will not be any major reallocations of hunting blocks until 1999 unless the block holders fail to utilize the quotas or are convicted of a crime.

There have been substantial improvements in the community development area. To a large extent this is due to a new Government policy in which rural communities are being given limited control of their land. Although this will be a problem for some of the nomadic people, it can only be viewed as a positive step for the conservationists/outfitters who are truly interested in community development on a long-term basis.

SOUTHERN AFRICA

7.0 BOTSWANA

The newly formed Botswana Wildlife Management Association (**BWMA**) has evolved out of the old Botswana Professional Hunters Association (**BOPHA**). It will serve as a broad-based forum of communication to bring together government, local communities, the hunting safari and photographic safari industries to plan for the future of the tourism industry in Botswana. The following information is based upon a visit to Maun, Botswana from August 22-24, 1996 to meet with key stakeholders.

7.1 MAJOR DECLINE IN WILDLIFE POPULATIONS IN BOTSWANA AND THE OKAVANGO DELTA

In the early 19th century, explorers observed plains covered with thousands of wildebeests, zebras and hartebeests.³² However, human settlement, veterinary fences to control foot and mouth disease in cattle destined for European markets and accompanying developments have resulted in an alarming decline in wildlife over the past 20 years. The huge herds no longer have access to ancestral grazing lands, watering areas are being lost and remaining habitat reduced and/or degraded.

Access to seasonal ranges is restricted to the extent that the country has been functionally divided into two distinct functional systems: 1) Southwestern System, restricted in the north by the Kuke Veterinary Fence, 2) Northeastern District comprising Ngarniland (Okavango Delta), Chobe and Central District. Southwestern and Northwestern Botswana have become two separate and distinct functional ecosystems with respect to animal movement, and must be approached with different management and conservation prospectives.

7.1.1 Game Populations In The Northwestern System (Okavango and Chobe) On A Decline. The Chobe and Okavango areas are where the majority of Botswana's overseas trophy hunting takes place, along with photographic safaris. Movements of wildlife to and from the Okavango region is now restricted on the west and south by the buffalo "veterinary" fence. North-south movements in Ngamiland and Chobe are restricted by the buffalo fence, Kuke fence, and human settlement, and the accompanying expansion of livestock. Botswana, as a result of the Lome Convention, receives subsidized prices for its beef; about 60% above the world market price by the European Community.

Because many larger mammalian species occurring within this system migrate in search of food and water, management actions must consider requirements of these herds. If

³²DWMP. December 1994. Status of selected wildlife resources in Botswana and recommendations for conservation actions. Research Division, Department of Wildlife and National Parks. 16p.

Published second time under KCS and CWT. 1995. The present status of wildlife and its future in Botswana. (Same title as above DWNP Publication). Proceedings of a symposium/workshop organized by the Kalahari Conservation Society and the Chobe Wildlife Trust, pp 11-30.

seasonal ranges are blocked by human development and wildlife, the dynamic processes necessary to sustain these populations will not take place. This will result in numerical declines and extinction. With the exception of elephants (1/sqkm density), wildlife populations are becoming increasingly restricted to parks and protected areas as human/livestock densities proliferate. The parks and protected areas alone can not maintain this resource in its present abundance. Declines of key indicator species have occurred over the past decade in the Northwestern System:

	1987	1994
Elephant	45,449	78,304
Buffalo	72,290	29,000
Zebra	64,808	47,000

Other animals on the decline are roan antelope, sable, waterbuck and tsessebe. Lechwe populations are on an increase. These declines are attributable to the shifting ratio of elephant versus other mammalian biomass, declining floods in the Okavango Delta (major declines in flooding 1994,95,96), uncontrolled citizen hunting and inaccessibility to traditional ranges.

Concern exists that the increase in biomass of the elephant will be at the expense of other wildlife, their habitat and thus biodiversity. In 1991, it is estimated that elephant made up 51% of the total wildlife biomass in Chobe and Ngamiland Districts, which increased to 60% by 1994. Increased elephant populations are resulting in increased human conflict.

Some people say that if the biomass of animals for Botswana as a whole is compared, there has been no change, except that livestock is rapidly replacing wildlife as the dominant animal in this biomass.

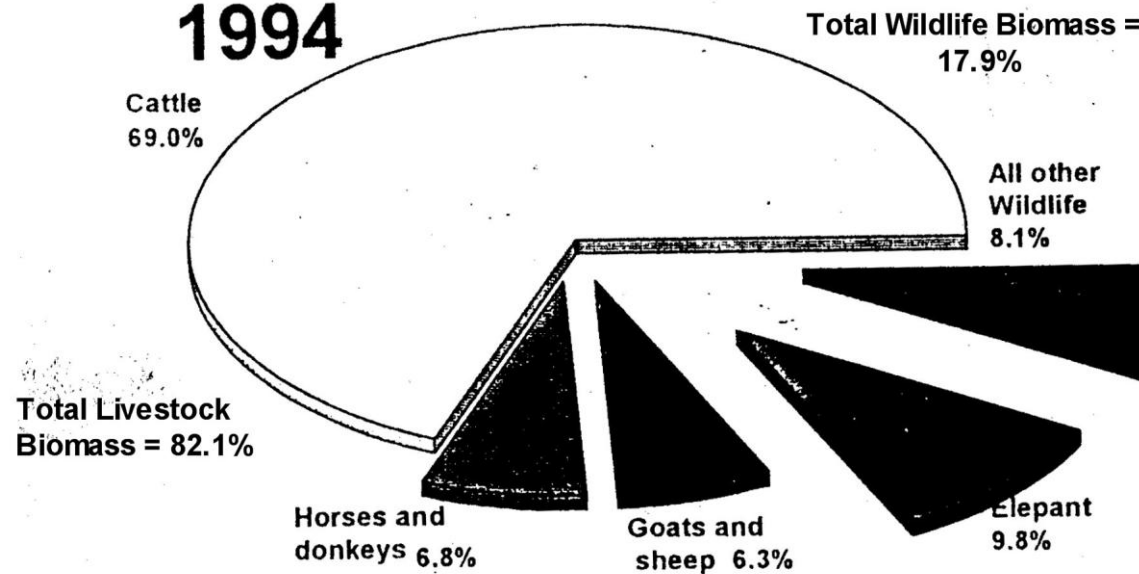
Buffalo declines are believed to be linked to declining range as a result of veterinary fences, competition with elephant for forage, and what many safari operators believe in the past was over-hunting by citizen hunters. The annual trophy off:ake of buffalo for 1996 in the Northwestern District System is 199 or about 0.7 % of the estimated 1994 population. This is extremely low; buffalo populations supporting a trophy off:ake of 2% of their estimated numbers. The CAMPFIRE Quota Manual estimates that up to 4% of the annual population can be taken in bulls (2% as trophies and 2% as meat), and an additional 5% of the total population can be harvested as cows³³ This leaves plenty of room for conservative off:akes by citizen hunters and as meat for villages. Under normal conditions buffalo populations have an annual growth rate of about 10%.

Trophy hunting, if nothing else, has been a victim of the above management decisions. In fact, a technical advisor to DWNP (Department of Wildlife and National Parks) categorically states, "The Buffalo decline can not be explained by hunting off:ake...(See Footnote 4 - Symposium)."

³³ Martin, Rowan and Steve Thomas. 1991. Quotas for sustainable utilization in communal lands. Published by Zimbabwe Trust. 12 1p.

ANIMAL BIOMASS

1994



Source: provided by Botswana Wildlife Management Association

Migration corridors may be needed between wet and dry season ranges if these declines are to be reversed.

Proposed Namibian Pipeline/Canal Could Impact Okavango Delta And Its Wildlife. The 1996 rainy season was excellent, but from 1994 -1996, the annual Okavango Flood has diminished to the point where in 1996, there may not be a flood. Rains in the Okavango are from November to February. The flood waters originate in Angola about February/March, and arrive at the bottom end of the Okavango Delta at the end of June to the end of July. As of August 1996, hardly any water had arrived; already it was dropping. This can not help but be harmful to many of the game, as the dry season grazing areas will be greatly reduced, and aquatic game like the sitatunga will see additional loss of habitat.

There is also growing concern that Namibia plans a pipeline or canal from the Okavango "Kavango" River to Grootfontein, on to Windhoek and then to Swakopmund.³⁴ Many people believe there is already a pipeline and the canal will draw even more water, destined for the Okavango Delta. In September 1994, Angola, Botswana and Namibia joined the Okavango River Basin Commission (OKACOM), agreeing to a fair sharing of water. To date, the issue of a canal/pipeline has not been discussed in a formal meeting of the OKACOM. The Namibian Government is currently undertaking an environmental impact statement for this pipeline. It is not clear if this includes looking at the impact on the Okavango Delta.

This is not the first time that water destined for the Delta has been in jeopardy. In the early 1990's a proposal was made to construct a canal from the southern end of the Delta to a mining operation along the Botswana/South African border. Both the photographic and hunting community teamed up along with the international conservation NGO's to halt this activity.

Tsetse Fly Eradication In The Okavango Delta. Tsetse Fly in Africa have been the savior of wildlife. Programs to eradicate tsetse fly, carriers of sleeping sickness, have generally resulted in the elimination of wildlife and wildlife habitat in favor of man, livestock and farms. This has generally occurred on marginal agricultural land that would have been best managed for wildlife as a preferred land use, both ecologically and economically. There is a major eradication program going on in the Okavango Delta, and someone should ask why?

³ Okavango Observer. August 9, 1996. Hands off the Delta! p 1-2.

7.1.2 Game Populations In The Southwestern System. There has been a major decline in wildlife populations in this system over the last 15 years:

	1979 ³⁵	1994 ³⁶
Wildebeest	260,000	14,948
Hartebeest	270,000	45,692
Eland	24,767	12,784

Much of this decline is linked to veterinary fences, and the loss of seasonal corridors between wet and dry season ranges. Similar declines have occurred with giraffe, ostrich, and gemsbok. Migration corridors may be needed if these declines are to be reversed.

Hunting in this system by overseas trophy hunters occurs mainly on private game ranches. This is where the majority of the public areas set aside exclusively for citizen hunting occur.

7.2 ANTI-HUNTING MOVEMENT NEAR CRISIS SITUATION IN BOTSWANA

7.2.1 Anti-Hunting In Botswana. There is a growing anti-hunting movement in Botswana. The major anti-hunting NGO's are:

- o **Chobe Wildlife Trust associated with film maker Derek Joubert**
- o **Conservation International (Office in Maun, headquarters Washington, D.C.)**
- o **Okavango People's Wildlife Trust (OPWT) headed by Chief Tawana, Chief of Nagamiland (Batawana) and backed by Vessel DuPlessis**

The only pro-hunting body besides BWMA is the Kalahari Conservation Society, which is only now beginning to change its attitude favorably towards the sustainable use of wildlife.

The OPWT is putting out articles claiming that trophy hunting is the cause of the wildlife decline in the Okavango Delta. It is of great concern that the Chief, who oversees one of the major hunting areas in Botswana, the Okavango Delta, is anti-hunting. Conservation International (CI) wants hunting closed for 5 years; after which it will never reopen. Derek Joubert is also calling for a five year ban on hunting.

Ian Khama, eldest son of the former Botswanan President and Paramount Chief, Seretsi Kama, is head of the Botswana Defense Force and a friend of Derek Joubert,

³⁵ Kafalagadi and Ghanzi Districts alone

³⁶ Entire Southwestern System

one of the main players in the anti-hunting Chobe Wildlife Trust. Mr. Kama oversees the country's anti-poaching team. Some people say Mr. Kama is anti-hunting. Others say he is a reasonable person who would listen and be open to discussions of what BWMA is trying to do with regard to wildlife management and community development.

Mr. Kama appeared in Joubert's latest film, "Wildlife Warriors," released in early 1996. This documentary, about elephant in Botswana is well made. However, it puts out misinformation, claiming that trophy hunting could be bad for the future of elephant populations in Botswana, and that shooting poachers may be the only solution for saving Botswana's elephants. The documentary never mentions that there may too many elephants, or that poverty and social disenfranchisement may be the problem. It does not admit that anti-poaching treats the symptoms, not the cause of the problem; solving little and alienating local people from developing an alliance with the private sector and government.

There is also strong evidence to indicate that high level people within DWNP are anti-hunting and wish to phase trophy hunting out over 20 years in favor of photographic tourism. In a 1995 wildlife symposium (See Footnote 22, Symposium, p.41), the EEC Delegate recommended a moratorium on hunting in Botswana.

7.2.2 President of Botswana, Ketumile Masire, Supports Hunting and The Sustainable Use Of Wildlife. On the positive side, the current President of Botswana, Ketumile Masire, has stated that trophy hunting will always be an official government policy.

President Masire also spoke recently at the Carnegie Endowment for International Peace. The following is extracted from his speech and appears in a memo recording this speech by an SCI/Washington staff member. Past President Masire explained that Wildlife Management Areas (WMA's) were established to protect wildlife and to benefit local people. Elephant are a big problem, with a herd size estimated at 79,000. Their cropping and utilization has been resisted by Westerners. They are doing terrible damage to the ecosystem. The success of Botswana's wildlife management will depend upon the development of functional markets. The USA is the largest market for wildlife.

This market is affected by the Convention for the International Trade in Endangered Species (CITES) and by the U.S. Endangered Species Act (ESA). The 79,000 elephants impose a hardship on Botswana in that they damage crops. Elephant have exceeded the carrying capacity of the space given to them. Every population must be controlled, including humans. The Government has 33 tons of ivory stored worth \$US 12 million and yet can not sell it under current conditions. The majority of the ivory has been picked up by their biologists from dead elephants. They were not shot. This ivory stock could do something positive for wildlife if it could be given value and turned into currency. Currently the future of all elephant outside protected areas is in jeopardy.

The Government is committed to ensuring the ecological integrity of the Okavango Delta. Even tribal groupings, when they feel a species is endangered, impose

prohibitions on hunting the animal until it can recover. The abundance of wildlife and its performance is a good indicator to those who have imperialistic plans. Developed countries who have destroyed their wildlife by putting economic development above environmental protection in earlier times, now seem to have a double standard by harping on developing countries and requiring them to play by different rules. They treat us like innocent children and try and force us, by international standards, to conform. They do not acknowledge our human capacity to manage and learn from and about our own resources. It is better to offer gentle and kind advice rather than rigorous prohibitions. We are a democratic society. If we take orders from outsiders, then our voters will get rid of us. Then those who wish to get rid of elephant will get elected. They will kill off all our elephants and only then find that they can't sell the ivory³⁷

7.2.3 BWMA Response To The Anti-Hunting Movement. BWMA is preparing a paper to demonstrate the economics of hunting to Botswana. They may also prepare a second paper comparing photographic safaris to hunting. Both these quantitative documents will be very useful in counter-attacking the onslaught of the anti-hunting animal rights movement. BWMA believes if the young Chief Tawana is provided with the facts, and more WMA's are turned into community benefit schemes, that local opposition to hunting will be diffused. BWMA also believes that very few of the anti-hunting lobby understands that the Botswana Wildlife Management Plan is well structured and addresses many of their concerns from community benefits to appropriate wildlife monitoring for the estimation of trophy offtake.

7.3 CITES 1997 AND THE BWMA

The BWMA is prepared to identify a key spokesman from the rural community and help him/her attend the CITES convention to speak out on the role of wildlife and trophy hunting to development of rural areas in Botswana. This could be enhanced, if photographs could be taken of development in these rural areas (Schools, Clinics, Boreholes, handout of meat, community trust meetings, etc.) and then become part of a display booth.

As an NGO, BWMA might consider trying to become a part of its country's delegation to CITES in order to influence voting.

BWMA has a small problem. They assumed that each elephant taken and its by-products being shipped overseas needed one CITES Tag. Every part (e.g., each ear, each foot, tail, piece of skin, not tusks which are marked with CITES quota number) must be tagged and they do not have enough tags. Attempts are being made to obtain adequate tags.

7.4 PHOTOGRAPHIC SAFARIS COMPARED TO TROPHY HUNTING

BWMA has an independent financial consultant who has hunting and photographic safari experience. The Government's official policy is Low Volume High Income

³⁷ Extracted from report provided by SCI Director of Research and Community Development, Dr. Stuart Marks

Tourism. He has strong evidence that 1) Trophy hunting, is the Lowest Volume Highest Income form of tourism and is much more lucrative than the photographic safaris, 2) Trophy Hunting has lower ecological and sociological impacts than photographic safaris, 3) Low Volume High Income Tourism is not economically viable in most instances, forcing photographic safari businesses into ecologically and sociologically consumptive High Volume Low/Medium Income Tourism.

7.4.1 Photographic Camps. The current politics of Botswana is Low Density High Income Tourism. Strong evidence exists that these high end market luxury lodges actually lose money, due to the logistics of assuring a certain life style in this environment, especially supplying food and drink.

Initial findings by the consultant are that most companies with luxury lodges are using this loss as a tax write-off, or as a means of moving Forex into and out of the Continent.³⁸

Of the 5 largest luxury photographic safari operators, it appears that only one is making any significant profit. In order to cut losses the former largest photographic operator has cut back from 6 to 3 luxury lodges. The one successful operation has a two tier structure also operating medium cost medium volume mobile safaris. Of the others, the independently owned smaller operators, 2 are clearly profitable, however this appears mainly due to the fact that they are trading on a high volume low cost tourism which subsidizes their one luxury lodge that keeps them legal.

However, this type of tourism is not non-consumptive as professed by many environmentalists and the anti-hunting movement. High volume tourism results in high environmental costs from solid and liquid waste pollution, and often habitat destruction by too many tourist, mokoros (dugout canoe) and vehicular traffic. High social costs may also be entailed, through negative impacts on local cultures (e.g., drugs, prostitution, etc.).³⁹

7.4.2 Multiple Use WMA's, "Trophy Hunting Areas. The tenders let for trophy hunting in 1994, have turned Wildlife Management Areas into both hunting and photographic areas. Except for one company not hunting out of choice, all recently leased WMA's have both safari hunting and photographic camps. BWMA sees multiple use as compatible, based upon land use planning where WMA's are divided into both hunting and photographic areas.

Now a significant number of luxury lodges are making an appearance on the WMA's. Concern exists that this will serve to place further stress on an already struggling photographic safari industry. This will result in another 6-7 lodges over the next 2 years coming on board within the WMA's.

³⁸ The parent company may exist in a second country, and a tourism booking agent in a third country. As an example. the booking agent may charge a client \$US 500, while the luxury lodge may operate at a calculated loss charging \$US 250/day which the booking agent pays. About \$US 250/day stays hidden offshore. and the parent country takes a tax write-off since its luxury lodge is losing money.

³⁹ Personal Communication. Rohan Mail, BWMA Tourism Consultant

The number of exclusive lodges in Botswana and Southern Africa as a whole is going up, but the size of the client market (the cake) for Botswana is believed to be remaining about the same, resulting in a decline in bed nights in luxury lodges in Botswana (smaller slice of the cake/lodge). An average 56% year round occupancy in luxury lodges is needed to break even.

Furthermore Photographic Areas are up for retender in 1996. Photographic areas will not be given out, just campsites within an area. This opens the possibility that Government will have more than one photographic operator within a given area, compounding the number of luxury lodges on what appears to be a limited clientele market. Free market economics will sort this out, many of the photographic lodges failing or reverting to high volume high environmental impact tourism in order to survive.⁴⁰

7.5 TROPHY HUNTING IN BOTSWANA

7.5.1 Former Botswana Professional Hunters Association (BOPHA) Expands Its Horizons As The Botswana Wildlife Management Association (BWMA).⁴¹ The Botswana Outfitters and Professional Hunters' Association has been changed to "BOTSWANA WILDLIFE MANAGEMENT ASSOCIATION." It will serve as a forum of communication for key stakeholders involved in Botswana's Tourism Industry, including:

- | | |
|--------------------------------|---|
| -Professional Hunters | -Safari Operators |
| -Photographic Safari Operators | -Representatives From Local Communities |

The feeling is that if this group speaks with one voice they will become a political force in policy and planning for the safari industry, and the government will listen. The government is encouraging movement in this direction. It has applied for and is awaiting official recognition by the Government. This is not seen as a problem, but a matter of cycling this request through the bureaucracy.

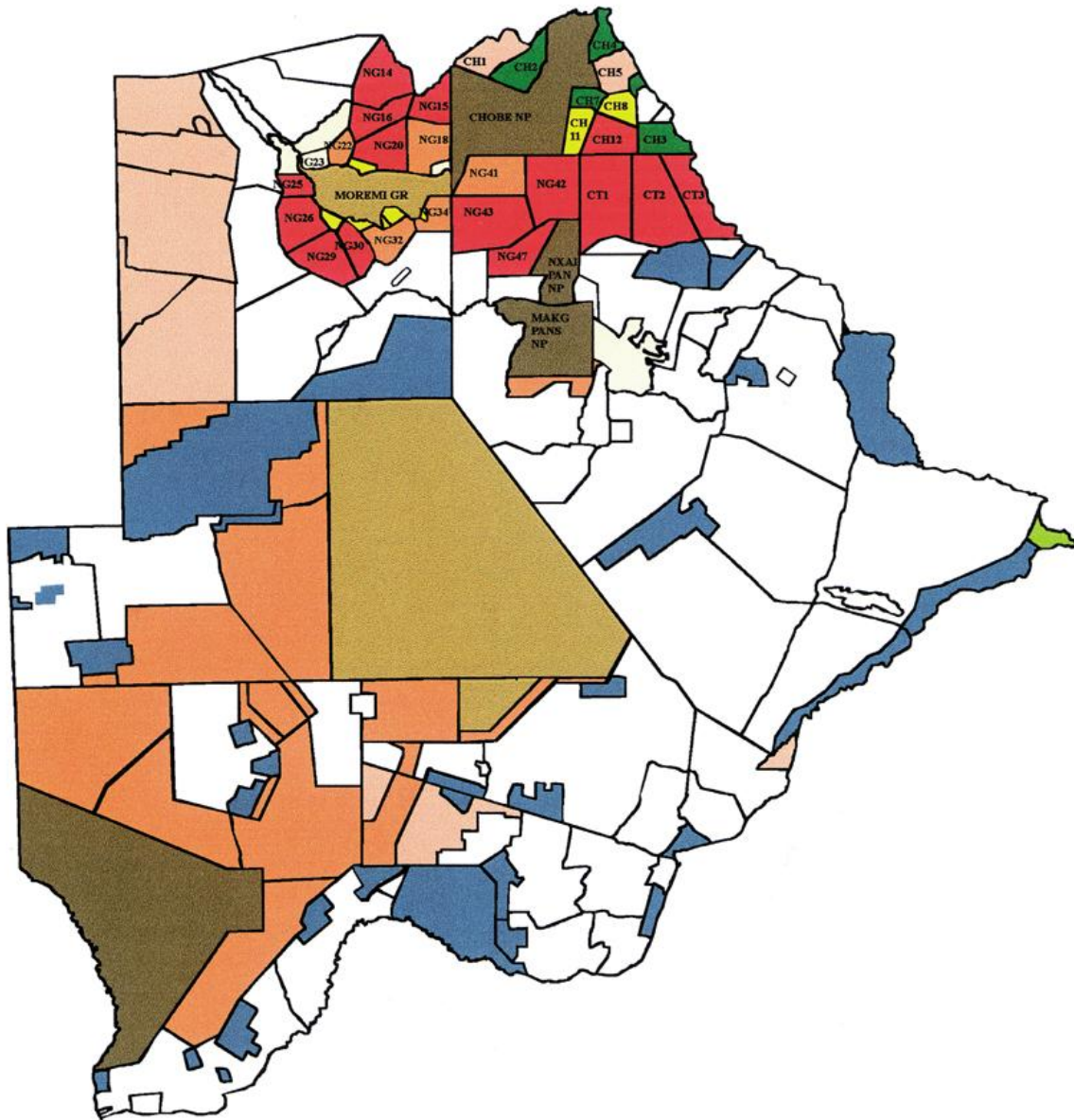
7.5.2 Botswana's Public Safari Concessions. There are three basic types of safari concession leases under the Tawana and Chobe Land Boards which oversee Tribal Lands where the hunting concessions are found:

- **Multiple Use Areas = Wildlife Management Areas (WMA's),** just leased for hunting and photographic safaris. As WMA's come up for retendering they will all be put out as multiple use areas
- **Photographic Areas**
- **Community Management Areas (also for trophy hunting)**

⁴⁰ Personal Communication. Rohan Mail, BWMA Tourism Consultant

⁴¹ African Chapter Field Report No.2, AGM 1995, Botswana Outfitters & Professional Hunters Association (BOPHA), October 30-31, 1995.

CONTROLLED HUNTING AREAS BY LAND USE CATEGORY



Conservation zonation, Botswana

Source: African Sporting Gazette

Concessions are tendered. Tenders are given numbers so that no one can associate a particular proposal to any one safari operator. Candidates have to pre-qualify showing, both experience in the safari industry and financial capabilities. All bids are closed bids. A government review committee is formed - No one knows who will be on the committee until the last minute. Proposals are reviewed for technical quality and then ranked. The top technical proposer is interviewed; if his monetary bid is too low a request is made to adjust the bid. This system might be considered as a model for other countries to use in assuring impartial allocation of hunting blocks.

7.5.3 Innovative Government Policies Change Private Sector Attitudes Towards In Botswana's Wildlife Management Areas (WMA's). Wildlife Management Areas (WMA's) in Botswana consist of State owned trophy hunting concessions put out on tender to private sector safari operators. Recent changes in Government policy have broken up formerly large concessions into smaller areas and redistributed them so that more operators may become involved.

BWMA has negotiated with the Department of Wildlife and National Parks (DWNP) to award hunting concessions in Wildlife Management Areas on 15 years leases. This one action is probably the greatest single factor contributing to a feeling of stability and a willingness by the safari industry to come together as a group to work for the betterment of the industry. In the past, due to insecure tenure, safari operators were at odds with each other, either trying to protect what they had, or get what they didn't have. This very simple policy, in essence has had the same effect on public lands as a game farmer owning his land in South Africa, Namibia or Zimbabwe. The safari operators are now willing to invest in the long-term, become stewards over their wildlife, collaborate with rural communities and begin speaking with one voice to Government. There are currently eight long-term multiple-use WMA concessions tendered in 1994 including:

Area	Safari Company	Safari Operator
NG14	Hunters Africa	Louis Mynhardt
NG15	Sable Safaris/Linyanti Investments	Keeley
NG16	Linyanti Explorations	Brian Graham
NG20	Bird Safaris	Mark Kyriacou
NG25	Jao Safaris/Vira Safaris	Allistair and Ronnie Mcf arlane
NG28	Elephant Back Safaris	Randall Moore
NG29	Safari South	Tommie Friedkin
NG30	Rann Hunting Safaris	Jeff Rann

In 1996, seven new areas are up for tender.

7.5.4 Community Management Areas (CMA's). A number of Former Rural Area Dweller (RAD's) areas have been turned into community management areas:

- o 5 Community Managed Wildlife Utilization in Livestock Areas
- o 6 Community Managed Wildlife Utilization in WMA's

These areas have been put up for tender to safari operators. Both a financial and technical proposal are prepared. The local community organizes a "Community Trust" fund with a representative committee to manage this fund. Money goes from the safari operator into this fund. BWMA is seeing a major change in attitudes towards wildlife in the areas where communities are seeing benefits. Currently, these areas are tendered for three years periods. As with the other WMA's, there is a need to see these areas also tendered as 15 year leases so that safari operators have an incentive to invest in the long-term with respect to wildlife/habitat management and community relations.

There are 8 WMA's which do not currently have community programs ;

NG30, Rann Safaris	NG29, Safari South	NG25, Vira Safaris
NG26, Elephant Back	NG14, Hunters Africa	NG 15, Sable Safaris
NG 16, Linyanti Exploration	NG 20, Bird Safaris	

Money from these areas currently goes from the safari operator to the Land Board and then to Central Government. BWMA would like to see these last remaining WMA's be converted into community programs where money would go to the tribal authority through a trust represented by the Land Board, District Council, and District Commissioner to review proposals made by villages.

A concern has been raised that the 5 Community Managed Wildlife Utilization in Livestock Areas have elephant quotas of only 6 animals/area and this may not generate enough wealth to change community attitudes towards wildlife. There are no quotas for other animals, as these areas are relatively depleted.

NG30, operated by Rann Safaris uses the basic components as in his Chobe Enclave Program, with the exception that no money goes to the community directly from trophy hunting. However : 1) Community escort guards are hired that accompany all safaris and citizen hunters, 2) 50% of the meat goes to the community and is sold to generate money for community development, 3) One third of the concession has been set aside for citizen hunters, 4) The community is starting a butchery as a micro-enterprise project.

7.5.5 Chobe Enclave Conservation Trust Linked To Trophy Hunting. Rann Safaris has a three year contract with the Chobe Enclave Community consisting of 5 villages. Each community elects its leaders. Two leaders from each village are for the Executive Committee of the Chobe Enclave Conservation Trust. Each village has its own bank account in Kasane, Botswana. The Government has given a trophy quota to the community which they can use as they wish (e.g., trophy hunting, citizen hunting, etc.). They have opted to contract this quota to a safari operator.

The first community-based program linked to trophy hunting began with the Chobe Enclave Community consisting of 5 villages. Each community elects its leaders to form a Village Development Committee (VDC). The VDC's are elected from the village but have been sanctioned by the local chiefs, who often attend meetings. Two leaders from each village are selected to serve on the Executive Committee of the Chobe Enclave Conservation Trust. Currently, the elected Chairperson of the Trust is a grandmother. Currently, there are about 5 men and 5 women on the Trust.

Each village has its own bank account in Kasane, Botswana. The Government has given a trophy quota to the community which they can use as they wish (e.g., trophy hunting, citizen hunting, etc.). They have opted to contract this quota to a safari operator which currently generates for them about 200,000 Pula/year plus Pula 22,000/elephant (6 on quota for 1996) over the three year period of the contract (Pula 332,000/\$US 110,667).

At the end of each hunting season, money is given to the Trust which subdivides the money for each village. The Village Development Committee (VDC) of each of the 5 villages then determines how its money will be spent. The money due the Trust goes directly from Rann Safaris to them.

This is truly a grass-roots bottom-up program that should be closely examined as a possible model. It bypasses local government (a problem in CAMPFIRE), avoids centralized control of funds (a problem in ADMADE), while acknowledging the role of the traditional chiefs has set up a democratic system of decision making to assure equity of distribution (a problem in ADMADE), and it permits traditional hunting.⁴²

7.5.6 Conflicts Between Citizen Hunting and Trophy Hunting. In Botswana, Citizen Hunting, rightly so, is considered an inalienable right. All commercial safari concessions have citizen quotas. Until recently, safari operators could not control citizen hunters coming into their area. There are two laws controlling access to WMA's by citizen hunters: 1) Unified Hunting Legislation under DWMP and 2) Lease Legislation under Tawana Land Board. There appears to be some conflict in these laws; the Unified Hunting Legislation giving uncontrolled access to a Citizen Hunter with a license to a particular concession, and the Lease Legislation which gives control of access over to the leasee, hunting license or not.

There will be a move to rectify the Unified Hunting Legislation so that it is in agreement with the lease legislation. Also, under this new legislation, safari operators and PH's will be made honorary game wardens, with the right of search, detention and to call in arresting authorities.

Currently, the safari operator issues the Controlled Hunting Permit to Citizen hunters, and then assigns a staff member to accompany the Citizen Hunter in the field. The citizen hunting license is and has always been for a single animal. Once shot, the citizen hunter is to sign and turn in this license to DWNP.

BWMA recommends that the Lease holder should issue permission to hunt to a Citizen Hunter, after which it should be the role of the Government to issue the Controlled Hunting Permit for the specific concession. Also, BWMA is requesting stricter regulations on how a license may be transferred.

⁴² Personal Communication Salvation K. Neo, Chairperson and Collet B. Modimoosi, Secretary of the Chobe Enclave Trust Chandida Monyadzwc, Department of Wildlife and National Parks. Khulckani Mpofu, PACT/Institutional Reinforcement for Community Empowerment.

The above control has virtually eliminated 90% of the citizen hunters coming into the WMA's, most of whom in the past were involved in commercial activities such as meat poaching, hunting a number of times on a single license that should have been turned in after the first kill, selling the license to other citizens, and taking overseas clients in on Citizen Hunting Permits.

Today, the majority of the Citizen hunters in Botswana come from Gaborone and hunt in designated citizen controlled hunting areas (CHA's) in the Southwestern Kalahari.

Neither the Citizen Hunting Quota in the WMA's nor the Citizen Controlled Hunting Licenses specify if their quota is for a trophy or non-trophy animal. If the trophy quota is entirely in the non-resident quota (overseas trophy hunters), then in order to conserve the economics and thus trophy quality, BWMA might ask the DWNP to specify that Citizen hunting licenses are for non-trophy animals!

7.5.7 Wildlife Offtake Quotas In Botswana's Wildlife Management Areas (WMA's). Quotas are designated for the following areas:

- o Citizens (residents)
- o Non-Resident - Overseas Trophy Hunters
- o Culling "Unallocated"

Trophy quotas have been greatly reduced in recent years due to declining wildlife populations.

7.5.8 Unallocated Or Cull Quotas On WMA's. Safari operators plan for the culling or formerly "unallocated quota" to be used by most WMA's as a source of meat for rural communities. The new director of DWNP says that there is no such things as an "unallocated" quota and is dropping this terminology. In 1995 and 1996, these quotas were not allocated, and therefore local communities did not obtain meat rations. BWMA is concerned that the cull quotas may be too high for certain species and wishes to work with DWNP to assess the situation. BWMA feels cull quotas are important in that by being able to provide suitable quantities of meat to rural communities, this will be an additional incentive to collaborate with them in maintaining these natural areas for the sustainable use of wildlife.

7.6 BOTSWANA'S WILDLIFE QUOTA SYSTEM

The Research Division of the DWNP first establishes a recommended allowable offtake (RAO) for each species in a prescribed area, based upon estimates of the sustainable use offtake that the resource can support. Once established for 1996, the RAO will remain constant from year to year unless statistically significant trends in a population are detected, or other quantitative or scientifically acceptable information justifies modifying the RAO. The RAO is then broken down into various quotas (e.g., citizen, non-citizen, or by type of removal (e.g., capture, hunting, culling, etc.)). There is a CITES sport hunting quota of 80 elephants for the 1996 season. Allocation was based

upon politics. There are:

- 3/WMA - Wildlife Management Area (8 areas)
- 6/CMA - Community Management Area.

Trophy hunting for elephant in Botswana had been closed since 1983. With an estimated population of 79,000 elephants, this is only 0.1 % of the population. In theory, up to 0.7 % or 553 elephant could be sustainably harvested each year by trophy hunters.

7.6.1 Joint Responsibility Between The Private Sector and Government To Collect Management Data Needed To Establish Sustainable Trophy Offtake.

Over the last two years substantial changes in the Botswana Department of Wildlife and National Parks (DWNP) has changed their approach to wildlife management. DWNP and safari concessionaires share the responsibility of determining the status of wildlife in their areas and in recommending trophy offtake quotas.

To date, wildlife data collection has been piecemeal and uncoordinated, with a lack of standardized methodologies; many of the results being statistically incomparable. The Botswana Wildlife Management Association (BWMA) and DWNP are in the process of developing standardized methodologies for both aerial surveys and ground-truthing counts. They feel in order to have valid and comparable data over a number of years so that trends in wildlife populations can be seen, data at a high intensity, of a uniform type, at a consistent time and for the whole area is essential and currently lacking for the purpose of making management decisions about the Okavango region.

7.6.2 Aerial Surveys⁴³. The BWMA believes wildlife are so mobile in the Okavango Delta Complex, many concessions share the same populations, movement of wildlife varies greatly from year to year, and anti-hunting pressures are so great that the only way to prove that the trophy quotas for certain animals are acceptable is to undertake a wet season and dry season aerial survey of the area.

The aerial survey will be carried out for elephant, buffalo, zebra, sitatunga and maybe sable. Lechwe and impala will not be counted as they are over-abundant and not an issue with regard to quotas. Cryptic species such as lion, reedbuck, sable (could be difficult to count as it prefers wooded environment) populations will be estimated through ground-truthing surveys.

Two young researchers, studying elephant and hippo, have devised an aerial survey methodology for BWMA.⁴⁴

The aerial survey of the Okavango Delta and adjacent hunting concessions will cover 15-20% of the area, more than double the count of previous DWNP surveys of the Delta which were at an intensity of 8.2%. Pilot transects will be flown to establish the

⁴³ Extracted from: Torr, Allistair and Struan Andrews. 1996. Proposed aerial surveys of the Okavango Delta and bordering concessions. Ecosurv Environmental Consultants, Private Bag 30, Maun Botswana, Tel/Fax 267-661255. 6p.

⁴⁴ Tragically, these two researchers and a girl friend died soon after being met when their plane went down during a routine elephant count.

current distribution trend of key wildlife species in the Delta. This will then be extrapolated to estimate total numbers. A wet and dry season survey will be undertaken.

The regional approach of counting across the whole of the Okavango, including the Moremi Game Reserve, wildlife management areas and community areas was adopted for the following reasons:

- o The need for a regional count for the Okavango Elephant Research Project
- o DWNP approaches wildlife population statistics in northern Botswana on a regional basis: 1) Chobe Region, 2) Linyanti/Kwando Region, 3) Okavango Region
- o Surveys of each hunting concession are possible on an individual scale, but the areas being relatively small leads to poor survey precision (e.g., 1993 country-wide survey had a precision of +/- 17% overall but only +/- 45% for elephants in Moremi.
- o Wildlife does not observe concession boundaries and the seasonal movements and variation in distribution in the semi-arid environment of northern Botswana is well documented. Wildlife distributions vary from wet to dry season and from year to year depending on prevailing environmental conditions. Therefore a survey on a regional scale is far more useful in estimating how many animals happen to be in a specific concession at a specific time or season, and will give a better idea over time of population trends.

The aerial survey program and its methodology have been agreed upon by the Department of Wildlife and National Parks and BWMA, the first time ever that the Government has agreed upon a methodology by which the safari industry conducts its own surveys. Plus the majority of the BWMA members appear to support this effort. This will be a joint effort, half the cost paid for by the BWMA and half paid for by DWNP. If changes are to be made in the planned monitoring strategy, then the DWNP must be convinced.

7.6.3 Ground Counts. A standardized methodology is also being developed for ground counts. Ground counts will be coordinated so that safari concessionaires are in the field making counts all at the same time in order to assure that game that moves between concessions is not double counted. This methodology will be presented to DWNP by BWMA for approval.

In 1995 all of the safari concessionaires made their own counts. Everyone used a different methodology. Most methodologies were rejected by DWNP, except that used by Mark Kyriacou, of Bird Safaris and acting director of the BWMA. He spent 7 days in his concession making actual counts of lion (used lion call and baiting to call them in), sable and zebra. There was no attempt to extrapolate numbers and quotas

were requested based upon a percentage of actual numbers only. Mark estimates an under-count of 50% for most of this game.

A number of safari operators, who used qualified South African wildlife managers to undertake their surveys believe that expatriate members of the wildlife department felt threatened by the use of qualified outsiders. They believe the rejection of their results was more over this than over the quality of the work.

7.6.4 Trophy Monitoring. This is being debated within BWMA. Some safari operators feel that trophy quality in Botswana does not reflect what is happening to game populations since a large number of clients are not going for a large trophy but a representative species, even though an estimated 60-70 % of the clients are SCI members.

Debbie Peake who operates the trophy dipping and packing for the entire country plans on becoming an SCI Official Measurer and she and her staff will begin collecting this data to see if, over time, such information can be used in making management decisions.

7.6.5 Appropriate Level Of Effort Needed To Determine Trophy Quotas.

Some people would argue that the cost, time and effort put into estimating total populations numbers through aerial surveys for a trophy hunted species is not necessary, given the low off:ake. Monitoring trophy quality, hunter success, and regular observations in the field by PH's/safari operators of game populations (e.g., number of herds and sizes, recruitment, mortality, movement, poaching, etc.) is believed by many wildlife managers to provide more than adequate information for the purpose of estimating the 2% or less off:ake of most trophy animals.

It should be clearly stated that raising or lowering quotas for trophy hunting has to do with maintaining the economic viability of a population, as low off:ake trophy hunting has no impact on the biological viability of a wildlife population. Well before the biological viability of a population is reached, trophy quality will be down and hunters will stop coming until suitable time has been allowed for trophy quality to return. Total game counts are not needed to establish such quotas.

For instance, the current trophy off:ake of buffalo in Botswana is about 200/year or about 0.6 % of the currently estimated population. Even if you doubled the quota it would be insignificant with regard to impacting the biological integrity of Botswana's buffalo population. As stated earlier, up to 4 % (2% for trophies) of the annual populations of male buffalo and 5% of the female population can be harvested annually with little or no impact on the buffalo population. This leaves plenty of room for conservative culling as a source of meat, and citizen hunting.

On the other hand, if culling to near carrying capacity is a goal (e.g., if the goal was to significantly reduce elephant populations), then more accurate estimates may be needed with statistically valid confidence limits. Once again, this level of rigor for trophy hunting is not believed to be necessary.

If other factors such as drought, decreased flooding and fencing, begin to result in a decline in the buffalo population, it should be very noticeable in the decline in hunter success and trophy quality over time. This would require a cut back in quotas (as has already happened) to maintain the economic viability of the population. Once again, this is an economic and not a biological decision. Fencing, on the other hand, while having been based on an economic decision (increase livestock in favor of buffalo and other game), has had a biological impact, resulting in reduced numbers of many important game species. Once again, trophy hunting is a victim of these decisions and should not be required to carry the burden - overly rigorous and overly-expensive monitoring of declining game populations for which it is not responsible.

It might also be argued that a survey represents a window in time and may not reflect what happens in an area before and after the survey.

7.6.6 Economic Sustainability Of The Proposed Monitoring Program. It is estimated that each aerial survey will cost about Pula 90,000 (\$US 30,000), require 15 days of flying and from 4-6 weeks of analysis. This would appear to be a major economic burden to both DWNP and BWMA. BWMA is searching funding. The first aerial survey is scheduled for September.⁴⁵ While it can be argued that a periodic aerial survey might provide a big picture over-view of wildlife populations and trends in the Okavango Delta, one might question the economical sustainability of these surveys if they are to be undertaken 2x/year? Maybe such surveys should be once every 3-5 years, with ground surveys and trophy monitoring in between?

If they are felt to be necessary, then the costs of these surveys should also be shared by the photographic industry, since they and the safari industry share the same resources/areas and both are being impacted by natural and man-made management decisions which are out of their control.

7.6.7 Need To Put Decision-Making In The Hands Of The Landholders and Managers. Another important point to be made is that the general trend in wildlife management today is to put decision making in the hand of the landholders/resource users. For instance, SCI is working with WWF/Zimbabwe, to develop quota manuals in which safari operators/PH's and local communities make their own management decisions in CAMPFIRE areas. SCI has a similar program in Tanzania in which accompanying game scouts collect such data. Of course, this decision making process has already been taking place on private farms/ranches in Southern Africa for years and game populations seem to be flourishing without the need for expensive surveys.

BWMA believes that this will happen with time, but first mutual trust must be built between themselves and DWNP. In the past, due to short-term concession leases, and unethical safari operators/PH's, the safari industry developed a very bad reputation for having abused and over-shot wildlife resources. They believe that with the establishment of 15 year leases, that a private ownership mentality has been developed on public lands, giving safari operators/PH's an incentive not only to manage wildlife for long-term trophy quality, but to begin integrating communities into the over-all

⁴⁵ This did not take place due to the tragic death of the two researchers in a plane crash

management process. The creation of BWMA, provides a forum of communication to encourage the hastening of this mutual trust

7.6.8 One Possible Scenario For Both Cost-Effective and Appropriate Monitoring As A Means Of Establishing Sustainable and Economic Viable Quotas.

Regular monitoring (e.g., a "Safari Report" made at the end of each safari which could be compiled into a WMA Report at the end of each season) by people in the field may be more cost effective and provide more detailed information on game movements in the area, especially if coordinated and shared between adjacent concessions. As an example a "Safari Report" might be filed at the end of each client's hunt. It would contain information on what animals were spotted, herd structure, condition of animals, location, movements, hunter success (days to find trophy), trophy size, signs of poaching, dead or dying animals. Unique opportunities would exist, to identify local traditional hunters and employ them to undertake regular scouting surveys, to help locate game for the client, and to provide scientific data for these surveys.⁴⁶ A GPS could be used to pin-point key game/herds and monitor their movement over time. At the end of the season, this information would be compiled into a "Safari Report" by the safari operator/concessionaire which would summarize findings and recommend quotas for the upcoming season.

The company, Safari South has a biologist working with their professional hunters to collect such information. Data collection sheets are being devised and incidental data is being recorded.⁴⁷ The beauty of such a program is that people in the field (professional hunters and their staff (e.g., ex-poachers employed as trackers, skinners and gunbearers) are already collecting scientific data, costs being covered by the trophy hunting client, as daily reconnaissance missions indicate the location and movements of game animals. Most of this information, to date, has been kept in the PH's head. It is now a matter of recording this data on paper and using it in an analytical form to make management decisions. The SCI/WWF Zimbabwe game monitoring program in CAMPFIRE Areas is using a similar approach.

This information combined with trophy quality, and in certain cases age estimates from lower jaws (e.g., elephant) can provide very important information needed to maintain the economic viability of trophy hunted species.

7.6.9 Need For A Two Day Workshop To Discuss Appropriate Wildlife Monitoring As A Means Of Establishing Sustainable Trophy Offtakes.

Dr. Richard Bell, who is a Park Planner with DWNP, has years of experience in these matters and might be consulted as to how to devise a wildlife monitoring program that is technically sound and economically sustainable, and capable of being carried out by the concessionaire and his staff

⁴⁶This idea is not new, wildlife biologist/anthropologist Stuart Marks having used traditional Bisa hunters to monitor game populations for years in the Luangwa Valley of Zambia. Stuart is currently a staff member of SCI and could be used as a resource person to help design cost effective and practical surveys.

⁴⁷John Davies, Managing Director, Safari South

Possibly a 2 day workshop of stakeholders to discuss various options might be desirable. It is possible that SCI's Washington based wildlife biologist and anthropologist/wildlife biologist might considering participating in such an exercise. Dr. Russel Taylor, the WWF/Zimbabwe biologist might be invited to discuss the game monitoring/trophy quota process that they are establishing within the CAMPFIRE Program.⁴⁸ Rolf Rohwer, the SCI consultant developing a similar program in Tanzania, might also be invited.⁴⁹

7.6.10 Possible Funding From Dedicated Hunt To SCI African Chapter.

BWMA discussed the possibility of SCI funding the cost of the aerial surveys. A discussion took place of the safari operators putting together a dedicated hunt to cover the expenses of this undertaking. This money might also be used to help fund this seminar.

7.7 PROFESSIONAL HUNTING AND GUIDES LICENSE

7.7.1 Current PH Licensing System. Currently, only a Botswanan registered PH can take an overseas or non-resident client trophy hunting in Botswana. As in Zimbabwe, a PH from another country can arrange for his client to hunt in Botswana, but the foreign PH will be only an observer.

BWMA is working towards the day where all practicing PH's and safari operators will be required to become a member of this organization so that it can serve as the policy and ethics body for this profession.

To get a PH license, it is necessary to serve a 2-3 year apprenticeship. The BWMA tests and recommends licensing to the Government. Though never a problem with PH's, the past Director of DWNP licensed what BWMA believe to be inexperienced photo-safari guides.

7.7.2 Review Of Current Professional Hunters And Issuance Of Examinations. This year a review board will require that all PH's come before them for an interview concerning their licenses. All PH License are being reviewed by the Licensing Committee to find out:

- When PH qualified
- Who PH Trained Under
- How Long has he been a PH
- How many hunts over the last 2 years
- If no dangerous game over last 2 years will have restriction until 2 dangerous game hunts with seasoned PH

Only current PH's will be allowed to take out clients

A Citizen can hunt with anyone or by himself A Non-Citizen can only hunt with a specific PH/Safari Operator. In theory he/she can not change PH's. This is a problem, since in a 21 day hunt an expatriate sporthunter may need to go to other concessions

⁴⁸ Dr. Russell Taylor, WWF/Zimbabwe, Tel/Fax:263-4-730-599

⁴⁹ Rolf Rohwer, Tel:44-147-861-2048, Fax:44-147-861-3394, Scotland

or hunt with different PH's. There is a need to discuss this with the Department of Labor and the Wildlife Department.

If people are unethical the executive board can throw them out. A person thrown out can be voted back in at the next AGM.

7.7.3 Apprenticing For Hunting Elephant. One problem in 1996, is that at the BWMA 1995 AGM, it was agreed that with the reopening of elephant hunting, the younger PH's who had never hunted elephant were to have hunted 2-3 times in the company of an older hunter who had elephant hunting experience. This did not happen.

SCI African Chapter EXCOM member Jeff Rann of Rann Safaris explained that with the opening of elephant hunting in Botswana, not only are there not enough qualified professional hunters with elephant experience, there are just not enough professional hunters. He is interested in negotiating with Zimbabwe, to allow PH's with elephant hunting experience in Zimbabwe to work under Botswana safari operators.

7.7.4 Areas Where SCI Can Provide Support. BWMA would like to see SCI print a list of PH's/Safari Operators from each country and make it available to SCI Chapters, or print this list in Safari Times, encouraging people to only hunt with PH's licensed in Botswana. BWMA would provide a list, as would each PH association in each country. The only need is to have everyone use a common database. This needs to be discussed in November at the Vic Falls Meeting..

7.8 ETHICS AND SCI

BWMA wishes support from SCI in establishing an Ethics Process associated with the BWMA. Unlike many African countries in public hunting areas, safari operators have 15 year leases and currently have no problems with unjustified lease confiscation's. However, they would like to link into the SCI Ethics Committee to deal with unqualified PH's taking overseas clients hunting in Botswana. They would also like to create a transparent ethics process that will counteract unfounded and often false accusations made by the anti-hunting movement against the safari industry.

They would like to know if Larry Katz from the SCI Ethics Committee can attend their AGM at the end of October to discuss the Ethics Process with them.

7.9 PROPOSAL TO STUDY ALARM SIGNALS OF ELEPHANTS FROM HUNTING AS AN ANTI-POACHING TOOL

7.9.1 Applied Research As An Anti-Poaching Tool. Cathy Ciockford of the University Sussex has made a proposal to the BWMA to study the alarm signals of elephants in response to gun fire. She would accompany trophy elephant hunters and record the herd's response to gunfire. If specific signals could be identified, herd elephants would eventually be radio collared and GPS'ed. Mobile anti-poaching crews would be hooked into these elephants and if a distress signal was observed, they could head into the field to stop poaching. Some talk took place of also playing these sounds in crop fields raided by elephant, as a means of scaring the elephant away.

One problem is that most trophy elephants are taken as solitary bulls or in small bachelor groups which may not lend itself to such studies.

7.9.2 Possible Funding Through SCI Hunt Donation. She is seeking about Pula 108,500 (\$US 36,000) over a two year period. One possibility would for this to be funded by a combined hunt donation from a number of safari operators pooling their trophy quotas.

8.0 NAMIBIA

8.1 WILDLIFE POLICY IN NAMIBIA

8.1.1 Sustainable Use. Namibia has a policy of sustainable use of its wildlife. The wildlife is for the benefit of the people. The people are not for the benefit of the wildlife. This is especially true for the Communal areas of Namibia.

8.1.2 Land Classifications As They Apply To Wildlife Utilization. There are two major land classifications in Namibia that date back to the period of Apartheid: Communal Areas and Commercial Areas. The native Namibians were settled into the reserves or Communal areas. The white farmers still dominate the Commercial Areas controlling 85% of the private ranches. Only a few communal areas still have abundant populations of wildlife.

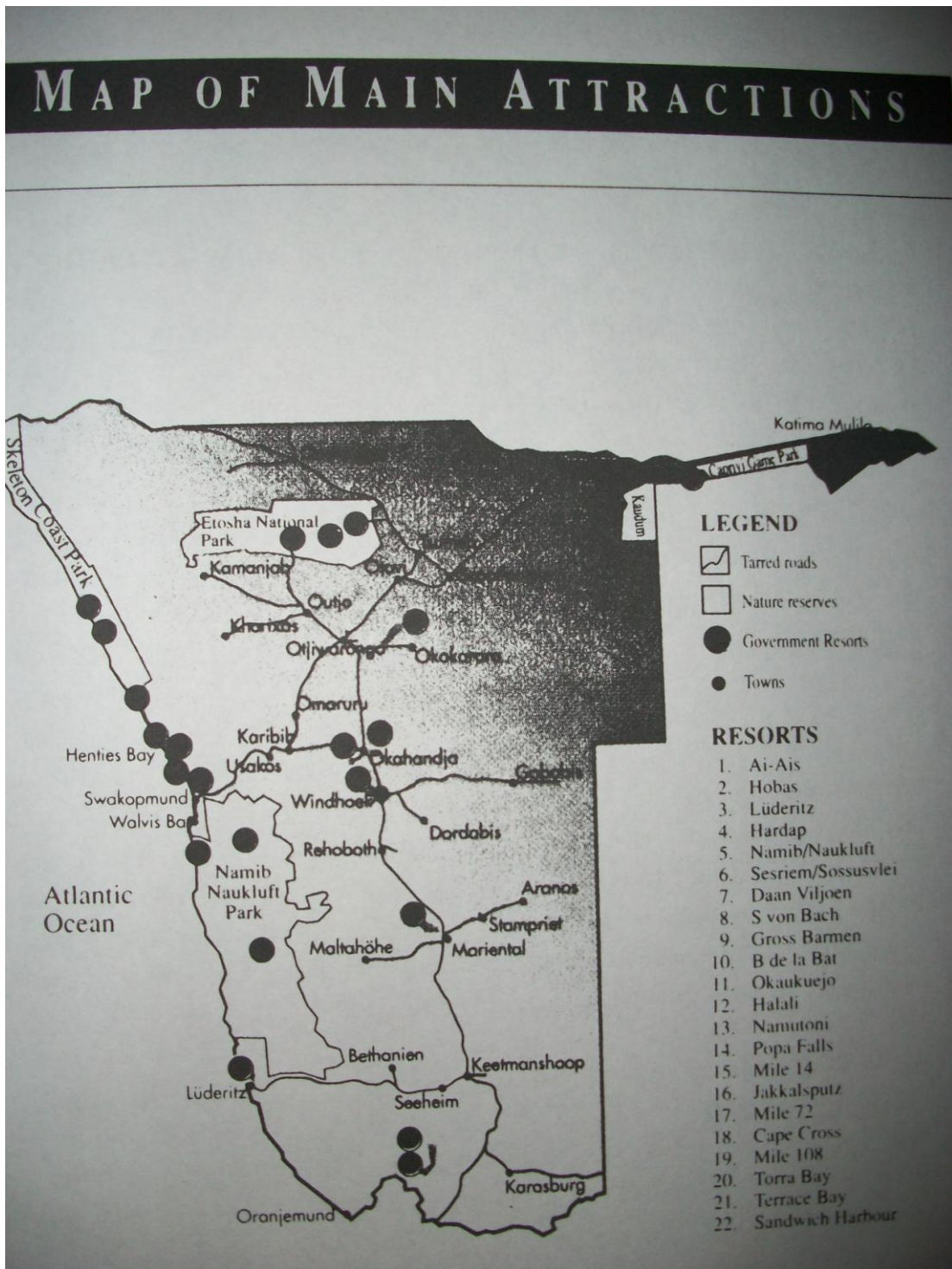
8.1.3 Namibia Policy of Wildlife Ownership On Private Farms. This policy has resulted in a major increase in wildlife. Prior to 1975, ranches were advertised for sale with a guarantee of no wildlife. Today one could not buy a ranch unless it had wildlife. There is more wildlife in Namibia today than at anytime during or before the 20th century.

8.1.4 Namibia Policy For Wildlife On Communal Lands. Up until now wildlife on Communal lands belonged to the State. All revenue went to the Ministry of Finance. The Government is in the process of returning ownership of wildlife to the communal areas. Wildlife in the communal areas will be managed through the formation of conservancies which will bring the communities and private sector together in a joint venture relationship to sustainably use wildlife as a tool in management, economic and rural development.

The Conservancy concept will allow communities to constitute and register themselves as managers and owners of wildlife in defined areas. This will enable them to retain the revenues from tourist hunting based activities in these areas, and to benefit from other consumptive and non-consumptive uses of wildlife.

By implementing this policy it is hoped that poaching will decrease. For this to happen, wildlife must have value to the local people. Namibia can not ask the people to stop poaching because of Washington, D.C. wants elephant conserved. If elephant and other wildlife have value, the higher the price - the higher the benefit - then people will change their attitudes. Namibia fails to understand why this simple message is not understood by the Western Nations.

8.1.5 Conservancies On Private Lands. Conservancies will also be formed on private commercial ranches. Commercial land conservancies will be formed by a number of private ranches coming together and pulling down the internal fences, allowing small farmers to overcome economies of scale (e.g. 5-10,000 ha ranches that can only support 4-5 trophy hunters/year) and permitting the introduction of Big Game. Overcoming economy of scale would be a major step in overcoming the limitation on the small holder in being able to cost effectively go after the SCI Market.



NAMIBIA

Alone the small holder would not have the resources or finances, but marketed as a conservancy where costs could be split among members, this would be affordable.

8.1.6 Wildlife Becoming A Preferred Land Use In Namibia. Namibia is in the third year of a major drought. One more year and it could be catastrophic to both game and livestock. The number of cattle are down 25% over 1995, but meat prices are up 30%. Many NAPHA members expressed the opinion that in the long-run, wildlife will likely take over. South Africa has just been given a special veterinary status allowing beef to be exported to European countries, and embryos to the USA. Unless Namibia can obtain a similar status, cattle will slowly disappear.

8.2 TROPHY HUNTING PROFILE IN NAMIBIA

Only 30-40 big game trophy hunts per year, mainly for elephant, are conducted in Communal Areas. About 2,000 trophy hunters come to Namibia each year, mainly for plains game; second only to South Africa with about 3,500-4,000 trophy hunters/year. Zimbabwe has about 800 trophy hunters/year. About 90 % of the trophy hunters to Namibia are Austrian/German who take an average of 3-6 trophies/hunt. Trophy hunters from USA, Spain and Italy average 5-10 trophies/hunt.

8.2.1 Profile Of Hunters Coming To Namibia. Of Namibia's hunters US, Spanish and Italians are inch conscious and like the SCI measuring system. German Hunters tend towards older animals, but a number also go for trophy size, the Namibian Medal system works very well, and is based on the SCI System. NAPHA believes there are a number of types of hunters that can be marketed :

- o **Overseas Trophy Hunter** - Yields Maximum Profit
- o **Local Biltong Hunter** from Namibia and South Africa
- o **European Non-Trophy Hunter**, in which a large numbers of animals are killed which are non-trophy of which one for each species can be taken home as a trophy. This yields more money than a cull animal or sale to a local biltong hunter.

8.3 TROPHY HUNTING OF ENDANGERED SPECIES IN NAMIBIA

8.3.1 Elephant

8.3.1.1 Trophy Hunted Elephant. Currently the exporting country must inform the CITES Secretariat over its annual export quota of trophy hunted elephant. Strictly speaking, this is not part of CITES. Namibia will push for a formal export quota. Namibia believes that trophy hunting is the only way elephant can provide immediate benefits to government and local communities. Ecotourism is not the panacea it was made out to be. There are many problems with mass tourism such as habitat degradation, pollution and impacts on local cultures. Only the benefits of ecotourism have been brought out, never the costs. The Western environmental community has, with trophy hunting, only highlighted the costs, not the benefits.⁵⁰

⁵⁰ Personal Communication, Malan Lindique, Deputy Director, Special Support Services, Ministry of Environment and Tourism, Namibia

8.3.1.2 Elephant CITES Quotas. Currently, Namibia has a quota of 30 elephant per year. Namibia informs the CITES Secretariat. Namibia has a 1995 population census which can be used to defend its quota. Quotas for most animals are estimated by the number hunted in a year times 2, in order to account for trophies that might go out of the country a year later as a result of local taxidermy.

8.3.2 Cheetah. Namibia has an estimated population of about 3,000 cheetah. The cheetah kills on a regular, if not daily basis, not coming back to its kill. This results in a heavy livestock/wildlife predation rate compared to leopard, hyena and lion. Since the cheetah has no value, many farmers shoot them, dig a hole and bury them. Hundreds are shot clandestinely every year in this manner. Also, it is believed that large numbers are being live trapped and sold out of the country. As with any rural African who must compete with this predator without reeking economic benefits, rather than an asset, the cheetah is seen as a deficit creating livestock pest that is resulting in a net loss of income. Any good businessman would do just what the game ranchers of Namibia are doing, take actions to reduce the deficit and increase their profit margin. Until the cheetah has an economic value, it will be doomed in Namibia. The Namibian Professional Hunters Association (NAPHA) is developing a program to overcome this problem.

8.3.2.1 Cheetah CITES Quota. Namibia has a cheetah quota of 150/year. Currently they only shoot about 20/year. The Namibia Cheetah quota was not a formal resolution but had to be negotiated during a plenary debate. USFWS doesn't have to recognize this. Namibia has a Draft Cheetah Conservation Strategy to defend its desired quota.

8.3.2.2 Downlisting The Cheetah In Namibia On The US Endangered Species Act. The Ministry of Environment and Tourism is working with SCI to downlist the cheetah from Namibia from Endangered to Threatened. A ruling has been made by the US Fish and Wildlife Service that this warrants investigation. However, it is believed they will take their full 3 year time period to stretch out the need to make a decision. There is strong resistance from the US Conservation Community to this downlisting. HSUS would contest and there is concern by the Ministry of Environment and Tourism that the USFWS will find an excuse to make a negative finding.

8.3.2.3 Namibia/SCI File Trophy Hunted Cheetah Import Permits With The USFWS. These requests were turned down in early August 1996.

USFWS claimed that granting import permits for trophy hunted cheetah could not demonstrate

benefits this species. August 14, 1996 was the last day that an appeal could be made to USFWS. USFWS has accepted the Namibian Cheetah Management Plan. It appears that if USFWS agrees to this plan, only farmers that are signatories to the NAPHNSCI Cheetah Conservation Compact will be allowed to have sport hunted cheetah trophies from their farms exported to the USA.

The biggest problem is that USFWS has never granted trophy hunted permits for an "endangered species" on the ESA Endangered List. This would be a "Special Ruling." USFWS is hinting that if Namibia drops the downlisting request, they may make a

special ruling for a limited number of trophy imports. Namibia has a population of about 3,000 cheetah. The ESA has a clause that says landowners can begin hunting once an endangered population reaches 100 animals.

8.3.2.4 Namibia's Cheetah Conservation Program. In 1994, NAPHA established the Rare Species Committee (RASPECO). The purpose of this RASPECO is to develop guidelines and programs which will support the sustainable utilization of rare species. To date, two Sub-Committees under RASPECO have been established, one for the cheetah and one for the black-faced impala.

In collaboration with NAPHA and SCI, a pact has been signed by over 100 farmers. NAPHA's president, Johann Vaatz explained that the current plan is to charge about \$ND 6,000/cheetah as a trophy fee. Of this, \$ND 1,000 will go into a trust fund, to be administered through grant letting by the Namibian Nature Foundation (NNF) for the purpose of cheetah monitoring and research. Currently the CITES quota for cheetah is 150, so substantial sums of money can be raised for this purpose.

The NNF would set up a Cheetah Conservation Committee composed of NNF, NAPHA and Nature Conservation. This committee would determine to whom grants would be awarded. Currently, the Cheetah Conservation Foundation is the only body undertaking valuable research.

As a signatory to the "Compact For Management of Cheetah In Namibia, the signatory agrees to the following ethical and unethical hunting guidelines. These guidelines were determined in a democratic process through a questionnaire submitted to farmers by NAPHA in collaboration with the Cheetah Conservation Foundation. Based upon the majority of their responses as to what was ethical or unethical, the following recommendations were made:

Ethical Ways of Hunting a Cheetah

1. Stalking/Tracking
2. Waiting at an area where Cheetah pass (e.g., play tree, walkways, waterholes)
3. Using a predator call, (no 24 hour calling)
4. Baiting a trap with sheep or goat

Non-Ethical Ways of Hunting Cheetah

1. Shooting of cheetah in traps or small game proof camps (legal minimum camp size is 1,000 ha game-fenced)
2. Using artificial lights for hunting at night
3. Using pre-conditioned or "set-up" hunts (e.g., partially tranquilizing the cheetah or catching cheetah to be released at time of hunt)
4. Using a live-trapped cheetah as a bait to attract other cheetah
5. Using dogs to hunt cheetah

Additionally, hunters must have a cheetah hunting permit prior to the hunt. Females that have cubs should not be shot, as orphaned cubs can become problem animals. Cubs should not be shot. Cubs 18 months or less may be as large as their mother and therefore hard to distinguish. All trophies must be properly documented.

Though ethical, hunting by chance or by tracking, tends to have a low hunter success. Cheetah are constantly on the-move and difficult to overtake via these two methods.

Hunting with dogs was considered unethical because as sprinters, cheetah have very low endurance. After a short chase of a few hundred meters by dogs, they literally come to a standstill or walk.

A senior NAPHA Executive Committee member on the SCI African Chapter Board of Directors, feels that one of the ethical prohibitions, baiting with live trapped cheetah from a group, usually around a "play tree to attract other cheetah, should be considered ethical. "Play Trees" are trees where mainly male cheetahs mark their territory. Hunting at Play Trees has been one of the best means of selecting out male cheetahs; the only sex which is harvested by sport hunting. This method tends to attract the associated group of males where one can be culled out of the group. This method is the most successful, generally making it a viable trophy hunted game animal, given the limited amount of time that a sport hunter has to harvest his trophy (normally about 2 weeks). However, the Cheetah Committee felt that this method could be used against hunting by the Animal Rights Movement, and that it was unsporting.

8.3.3 Leopard CITES Quota Negotiated Once For All Southern African

Countries As A Block. Namibia has a leopard quota of 150/year. This poses a problem, since if one country wishes to change its quota, this opens the debate for quotas in all of these countries. Namibia has no information on its leopard populations, but the current quota is low, acceptable and never fully used.

In the future, it appears that if countries wish to go the quota route for trophy hunted animals in Appendix I, there will have to be justification. This may require the safari industry to work closely with government to collect the appropriate data to justify these quotas. Once a quota is accepted by CITES, the Namibian Resolution (211) becomes important since it forces the importing countries to respect the CITES quotas of the exporting countries.

8.3.4 Black-faced Impala. The Black-faced Impala (BFI) is currently classified as Endangered on the US Endangered Species List. This is not a problem with CITES. The USFWS has asked the Ministry of Environment and Tourism, who in turn asked SCI to write a letter saying how many of our hunters would be willing to hunt this impala. Since it is almost captive bred like the bontebok, it should be easy to work with USFWS to manage these populations sustainably.

It is suggested to get a forum of communication going on a regular basis between NAPHA and Nature Conservation, along the lines of the South Africa Professional Hunters Committee (SAPHCOM), BWMA in Botswana or the old Namibian National Game Committee. Then nature conservation could work with game farmers to build them into a data collection program.

Currently, estimated numbers of Black-faced impala are:

Location	Number
Kaokoveld	+/- 500
19 Farms, Thoroughbred	+/- 900
Etosha National Park	1,500
Hybrids on 10 Commercial Farms	300

There are about 7,000 Southern Impala found on 102 farms in Namibia. Some of these farms are neighboring Black-faced impala farms and hybridization is of great concern, especially since the Southern Impala appear more agile and mobile in crossing fences and game fences.⁵¹

The majority of Namibians, including game ranchers, are not fully aware that the country is on the verge of losing an indigenous and foremost endemic species. Reports from Angola are not very encouraging and it is believed that they may be already extinct in that country. Poaching on the home range is on the increase. Reintroduction from South to North has not been successful and risks introducing hybrids. The Black-faced Impala is an important revenue generator for game farmers.

Key issues which must be addressed include: 1) Total Protection of the home range population, 2) Continuous monitoring and scientific investigation, 3) Establish policies regarding Namibian BFI Populations in order to assure purity and viability of the population, 4) Establish and monitor clean herds, 5) Prevention of inter-breeding, 6) Legalize importation into market countries (e.g., USA, Europe) of commercial ranch hunted BFI trophies, 7) Establish NAPHA BFI Committee to liaise with existing Namibian BFI breeders.

8.4 NAMIBIA'S CONCERN OVER THE ESA

Attempts are being made in the United States to say that the Endangered Species Act is fine as it is, but the problem is how it is administered. Namibia feels that it must be rewritten clear and concise so that regardless of who is in power, it can not be "interpreted" differently as it applies to wildlife outside the boundaries of the USA. Currently, there is a lot of room for interpretation and thus politics to come into the application of this important legislation

8.5 BOW HUNTING

This will be in place by 1997. Draft Final Regulations are about finished. For the moment there will be no hunting of the Big 5, only plains game. This is due to the controversial rhino hunt in South Africa which brought on bad publicity. NAPHA hopes bow hunting to be legal by the SCI Convention in January 1997. This will help them compete with other countries.

⁵¹ Memorandum. Volker Grellmann, Designated Director BFI Initiative. Re: Namibia Black-faced Impala (BFI) Update - 24-9-1996

8.6 HANDGUN HUNTING

Just after independence, the country was worried about handguns coming in, but things are calm and handgun hunting guns are often single shot and not really usable for committing crimes. This would also be worthwhile investigating. Hunting legislation is being rewritten and NAPHA will see if it is possible to put in a clause that would allow access to this market. The SCI African Chapter will provide NAPHA with Mohamed Tobah's report he is putting together on handgun hunting in the African context.

8.7 MARKETING SCI

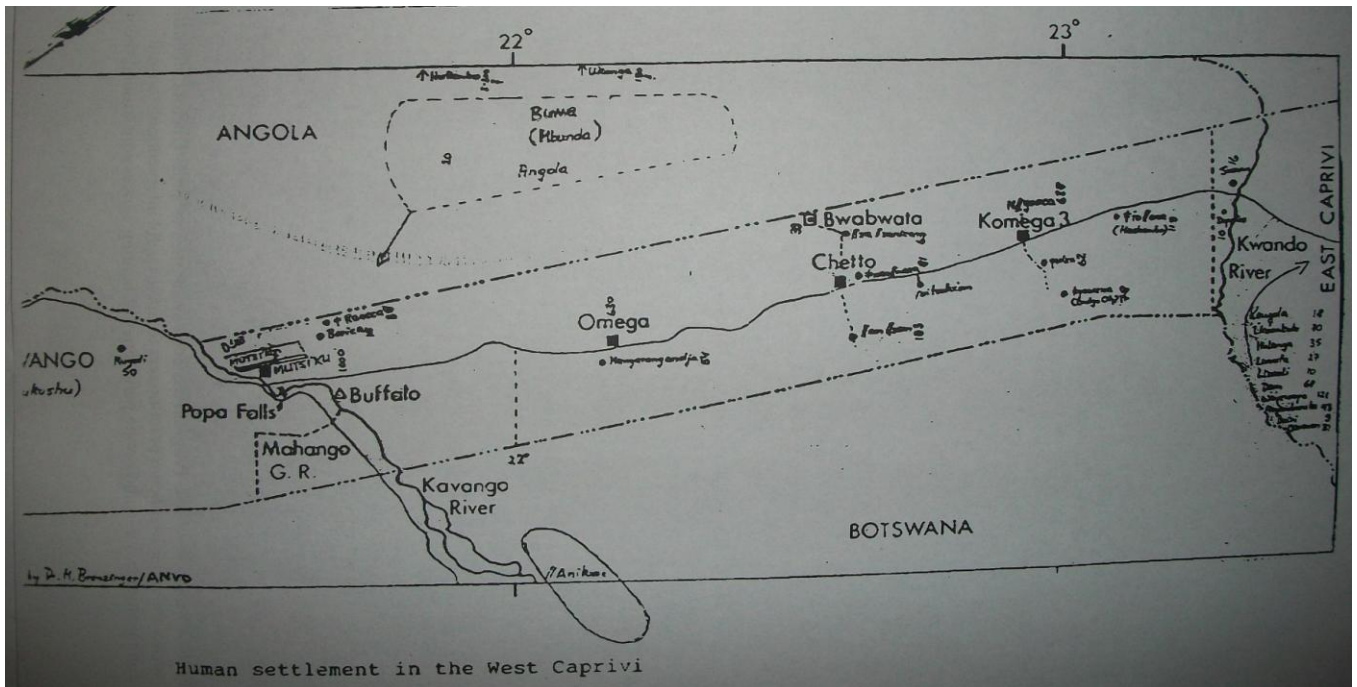
Namibia's SCI market has gone from 145 hunters in 1994 to just over 82 in 1995; a drop from roughly 3% to 1.5% of their total market. There seems to be an unbalanced relationship between NAPHA's access to the American market and the inordinate effort put forth by the Namibian Government in working with SCI to keep this market open. Nature Conservation has been SCI's biggest ally in working to overcome restrictions with ESA and CITES in assuring that the U.S. market remains open to Africa.

The SCI African Chapter/Trust is working with NAPHA to overcome this imbalance by:

- o **Providing Complimentary Booth To NAPHA**, which for the 1997 SCI Convention, they have opted for three paid booths in collaboration with Air Namibia
- o **Seminar On Namibia.** NAPHA will be provided with a complimentary room and time slot at the 1997 SCI Las Vegas Convention to provide SCI members an overview of hunting and conservation in Namibia.
- o **Providing Namibia A Feature Story In One Of The 1996 Safari Magazines.** This is already happening through one of the NAPHA members who refuses to let NAPHA review the article.

The idea of a NAPHA booth is to find an inexpensive way for game farmers to visit the SCI Convention. As with the German hunting show, as enough of the members start booths on their own, the NAPHA booth will be gradually phased out in favor of private commercial booths. Air Namibia, which is considering a flight to the USA, is working with NAPHA to obtain three combined booths so as to mount a major marketing campaign.

Many of the small 5-10,000 ha ranches support 4-5 overseas hunters a year. About 70% of NAPHA members are small ranchers; the majority being mixed cattle/wildlife ranches. They explained that alone, they could not afford to go to the SCI Convention; the average trip to the USA for marketing costing ND 40,000 (\$US 10,000) Johan Vaatz, NAPHA Chairman believes before you can afford to go after



the SCI market, a game farm must be able to support 12-15 overseas hunters/year. Mr. Vaatz suggested that as a conservancy, they could overcome economies of scale and market as a conservancy instead of an individual farmer, thus pooling resources and finances to market SCI members.

8.7.1 Hunt Donations. A number of people complained that donated hunts to SCI undersold, the same concern raised by the Zimbabwe Association of Tour and Safari Operators (ZATSO) who proposed cash donations as an alternative. The Tanzanian Safari Industry raised similar concerns. For instance, a \$US 3,000 hunt sold for only \$US 600 from Namibia. The small guy can't afford to take such losses. Much of this problem is believed to be in how hunts are packaged. However, until this is resolved it is a loss not only for the safari operator, but for SCI, Conservation efforts, and hunting in general.

One option recommended was the model used by Coenraad Vermaak of South Africa. He donates \$US 5,000 off any hunt that someone takes with him and this seems to sell very well.

The problem is the average new person wishing to get a booth at SCI, would have to donate a hunt valued at \$US 10,000 or an equivalent cash pledge (e.g., \$US 7,000 cash equivalent to a 70/30 hunt donation valued at \$US 10,000) in order to break into the Market. As stated earlier, marketing as a conservancy may be the only way of overcoming the economy of scale.

8.7.2 New Member Recruitment. A number of safari operators have American clients who are not SCI members. The majority of their European clients know nothing about SCI. They recommended :

- o SCI African Chapter Brochure in German, that NAPHA could hand out to Game Farmers who are SCI members to recruit European Clients
- o Take Old African Record Books and Give them out to key Game farmers so they can have them in lodges to induce clients to join .

There are 30 SCI Master Measurers in Namibia. Also Dirk De Bod of The Gun Shop has record books, video tapes and home study tests to become an SCI Official Measurer. You can't convince the overseas hunter to join just like that. They feel SCI needs to start educating Europeans about SCI.

There was no enthusiasm among either professional or sport hunters to create a SCI African Sub-Chapter. In fact, NAPHA saw this concept as being in conflict with NAPHA which is supposed to be the SCI African Chapter representative in Namibia.

8.8 SAFARICARE AND NAMIBIA'S KXOE BUSHMEN OF THE WESTERN CAPRIVI

The SCI SAFARICARE Program has been established to allow Doctors, dentists, nurses and other healthcare practitioners to make useful interventions to rural communities living in and on the peripheries of hunting concessions around the world.

One of SCI's first pilot programs will be with the Kxoe Bushmen of the Western Caprivi, Namibia. This program is coordinated by the hunting concessionaire in the area, a NAPHA member and on the SCI Board of Directors. This program is being undertaken in collaboration with NAPHA and the Ministry of Health. It appears that the first visit by a team of SAFARICARE doctors will be in early December 1996 to participate in an immunization program, and to undertake a medical needs assessment.⁵²

8.8.1 Namibia's Bushmen. There are about 24,000 Bushmen in Namibia :

- o 4-6,000 in the Western Caprivi
- o 3-4,000 in Bushmanland
- o The remainder scattered around the country and on private farms

There are about 4,000 Bushmen in South Africa who returned with the SA Defenses Forces at the end of the war and who wish to be resettled back to Namibia but can not since they have no birth certificates indicating they are citizens.

A German medical team just visited Western Caprivi to undertake a health needs assessment of the Kxoe Bushmen Community who live in this area. This was followed by the visit of SCI SAFARICARE Member Dr. Cravens, who is preparing a report over how SCI can make meaningful interventions to improve the health status of Namibia's Kxoe Bushmen.

8.8.2 The Kxoe Bushmen Of The Western Caprivi. Bushmen were the original descendants of the Caprivi Strip. Bushmen are descendants of hunters and gatherers. They do not have a communal name. The name "San" has been derived from the Nama Language. The word Kxoe is Nama for "human being." The Kxoe live in the Eastern Okavango and Western Caprivi. At one time they lived in SE Angola (5³).

8.8.3 Clean Water, Western Caprivi's Biggest Health Problem. The number one problem identified by a German medical team in the Western Caprivi, home to about 4,000 Kxoe Bushmen, is clean water. About 20 boreholes are needed to overcome this. If clean water, malnutrition and basic hygiene can be overcome, most of the serious illnesses will be greatly reduced. This is not unusual, infant mortality from diarrhea due to contaminated water is one of Africa's biggest health problems. In the Western Caprivi, 15 % of the children die from disease before the age of four. It is rumored that after a recent investigation by the Namibian Society For Human Rights, boreholes will be put in place by the Government.

8.8.4 Pit Latrines. Pit latrines are also needed to control disease. Currently most people go into the bush surrounding their villages.

* Memorandum From Volker Grellmann, ANYO Hunting Safaris To Dr. Jim Shubert, Chairman SCI Human Services Committee, "Potential SAFARICARE PROJECT as per Western Caprivi. October L 1996. 7p.

" Translation, Professor Dr. O Kohler's Expert Opinion To The Namibian Scientific Society, 1994.

8.8.5 Other Diseases. Sexually Transmitted Disease (STD) and AIDS are big problems and will require major educational efforts. During the months of January, February and March, the rainy season, the Western Caprivi has one of the highest incidences of Malaria in the Country. Spraying their huts with DDT has not worked since it has resulted in insects living within the walls of the huts to invade the homes forcing the Bushmen to live outside their homes. Controlling the malaria vector, the anopheles mosquito and its habitat has been abandoned by the World Health Organization as a viable solution world wide. Mosquito nets, especially those dipped in the natural and low toxicity insecticide, pyrethrum, and the availability of a prophylactic are believed to be the best solutions to this problem.

8.8.6 Health Stations. There are two clinics and three health stations in the area. These serve smaller areas with populations of up to 1,000 people. In principal they have a nurse, and a doctor visits once per month. In the Western Caprivi, nurses are often not paid for three months and the doctor often comes only once every three months. This also applies to teachers. Some nurses have abandoned their posts due to a lack support from the Ministry of Health. Drugs do not appear to be a problem in Namibia. The Government has a list of drugs which are allowed into the country. It is the distribution of the drugs that is a problem.

8.8.7 Human Rights and The Bushman. Due to the apparent lack of government interventions in support of health and education of the Bushman, the Namibian Society For Human Rights has mounted a media campaign over the plight of the Bushman. In addition, Bushmen are not issued birth certificates nor identity cards and thus are officially not citizens, can not vote and in theory could be expelled from the country at any time. This has put the Government on the defensive.

Any intervention by SCI must be undertaken in collaboration with the Government Health Department as part of the National Health Plan. One concern is in the administration of drugs. Caution has been recommended in how drugs are dispensed in order to not breakdown any natural resistance towards diseases built up by the Bushmen.

8.8.8 Elephant In The Western Caprivi And The Need For Development Of A Kxoe Bushmen Conservancy. Trophy hunting of elephant is one of the most important sources of income in the Western Caprivi, which could be used to help develop this area if the Ministry of the Environment and Tourism de-proclaims the Western Caprivi as a park and returns it to the Bushmen in the form of a Conservancy. Volker Grellmann, who is an advisor to the Bushmen, is working with them to have the area classified as a conservancy and would like the Namibian Professional Hunters Association (NAPHA) as a partner to the conservancy. Poaching for ivory in the Western Caprivi has never been a major problem. Most elephant are poached for meat.

9.0 MALAWI

The following information is very preliminary in nature and was provided in brief conversations by Garry Garnet (met on airplane), an ex-Peace Corps Volunteer working in the Parks Department, and Mathew Matemba (at SADC.ART CBNRM Workshop, Sept. 1996/Joburg), Director of Wildlife. A field visit is needed to obtain a more thorough understanding of the situation.

9.1 MALAWI PARKS

There are three types of land in Malawi; Customary controlled by a tribal authority, Usury or private land, and Government land. The Malawi land area makes up about 45,000 sqkm with 11% of its land mass in government owned parks, game reserves and forest reserves. The following natural areas in Malawi are dominated by the following huntable game:

- o Kasungu National Park, 1,500 elephant and buffalo
- o Nkotakota Game Reserve, 25 lions, elephant and leopard
- o Nyika, Roan antelope, Reedbuck, Bushbuck
- o Liwonde, sable, kudu and hippo
- o Lengwe, Nyala and Eland
- o Majete Game Reserve
- o Mabui Game Reserve
- o Wvaza Marsh, elephant, buffalo and hippo
- o Forest Reserves, a number containing huntable populations of elephant and other game

Most of these parks are not generating any amount of significant revenue. Some people believe that the only way Kasungu National park and Nkotakota Game Reserve may survive is through generating revenue from trophy hunting. Omar Shariff Industries, from South Africa, has attempted to invest in ecotourism infrastructure in one of the parks. They have been there for three years and are still not operational. They were to have put up a percentage of the financing and the Government the rest. To date the Government has not come up with its share. Photographic safaris require large investments in infrastructure, while safari hunting can result in large profits with a minimal investment in infrastructure.

The Malawi Parks Department will become a parastatal in the near future. The park system and the Department of Parks will no longer be subsidized and must be self-sufficient. It is believed that any reasonable economically viable proposition by an entrepreneur will be considered.

With regard to trophy hunting, a major obstacle may be the international donor community who makes up about 80% of the Malawi's economy. They could try and halt such a program. Likewise, if these parks are registered under the IUCN classification system of National Parks, under international agreement trophy hunting, or for that matter any use, would be excluded. There has been rumor for some time

that Malawi intends to reclassify all of its National Parks as game reserves where trophy hunting and other multiple use activities can take place.

9.2 PEOPLE AND PARKS IN MALAWI

Malawi is dominated by the Timbuka people in the North, the Chichewa people in the center of the country, and the Chichewa, Yao and Ngoni in the South.

As in many African countries, the history of parks in Malawi has been one of alienation, repression and disenfranchisement towards the indigenous people living in the vicinity of these natural systems. This began in the colonial past and extends to today. Local communities were removed from these areas and promised a percentage of the revenue generated from them as a form of compensation. This never occurred.

Outside of its parks and reserves, Malawi is densely populated. The people are poor with a per capita income of about \$US 213. Most parks are "hard-edged" with communities living right up to the borders of the parks. Human/animal conflicts are a big problem, especially crop-raiding by elephant, monkeys, etc. In a recent survey on people's attitudes towards wildlife, the most repeated response was "kill the monkeys." Until local people see the potential economic benefits from wildlife and these natural areas, their attitudes will not change and risk to worsen as increasing populations seek out new areas to cultivate. This problem is not unique to Malawi, but is happening all over Africa.

Poaching for elephant, buffalo and other animals is a major problem. Elephant ivory sells for about \$US 10/kg. Cutting of trees for firewood also takes place. Unlike, Zimbabwe, there is no shoot to kill policy when poachers are found within the parks. However, repression is often used to dissuade them from returning

The Parks Department has tried to overcome this conflict, by organizing community groups which are allowed into the parks to collect certain products such as honey, thatch, dead wood, etc.

The Price Waterhouse Study of the hunting potential in Malawi has just be completed. Plans exist for 10% of net profits to go to local communities and 80% to the Parks Department for management of these areas.

9.3 POSSIBLE INVOLVEMENT OF SCI AFRICAN CHAPTER IN REOPENING TROPHY HUNTING IN MALAWI

The SCI African Chapter has been in contact with the Director of Parks and is beginning dialogue to determine how SCI can collaborate with Malawi in planning for an orderly and controlled reopening of hunting with a strong wildlife monitoring and community development component.

It is believed that Malawi could support about two-three safari operators. Hunting would be similar to that in South Africa. Malawi law allows for hunting in parks, game reserves and forest reserves. In Malawi these areas are wide-spread, each containing viable populations of select species. The hunting areas are relatively small, and each

hunting area would offer only a few species of game. Hunting would be similar to ranch hunting in South Africa where 3-4 areas might be hunted in order to collect Malawi's diverse species such as roan, nyala, elephant, buffalo, etc. The beauty of trophy hunting compared to the current ecotourism plan, is that trophy hunting can be established with a minimum of investment in infrastructure.

Malawi has tried twice before to open hunting and failed because of unscrupulous safari operators. This program will have to be carefully designed along the lines of CAMPFIRE. Establishment of a professional hunters association and a committee of stakeholders such as the South African Professional Hunters Committee (Safari Industry and Government) or Botswana Wildlife Management Association (Safari Industry, Photographic Safari Operators, Government, Local Communities), would be necessary to establish and control ethics, set standards, screen prospective safari operators/PH's, deal with policy issues and plan for the controlled expansion of this industry). There is a local sporthunting club which should also be integrated into this program.

10.0 SOUTH AFRICA

10.1 South Africa's Management Of Its Natural Areas

The management of South Africa's natural areas is decentralized into 10 administered systems composed of the national parks system, and 9 provincial nature conservation agencies. The provincial nature conservation agencies may be a classical state run and subsidized system (8 provinces), parastatal (semi-private), or park boards (2 provinces) who generate their own operational revenue. More and more, the provincial nature conservation bodies are looking to become park boards. In some cases (Northwest Parks Board), park management falls under the parks board, and conservation and hunting outside the parks falls under the jurisdiction of the Department of the Environment, whose mandate also includes pollution control, etc. The approach to management is decentralized and varies from province to province. South Africa is going through rapid political change and its protected area system reflects this state of flux. The most important hunting areas in South Africa fall within the Kwazulu-Natal Province, Northwest Province, Northern Province, The Free State, Mpumalanga and Eastern Cape.

The South African Professional Hunters Committee SAPHCOM, formerly NAPHCOM (National Professional Hunters Committee), brings together nature conservation officials from the 9 provinces and the Professional Hunters Association of South Africa (PHASA) to discuss policies, control ethics and plan for the development of hunting and conservation in South Africa.

One shortcoming of PHASA is that one does not have to belong to this organization to be a professional hunter. SCI needs to encourage its members to hunt with PHASA members. The majority of problems experienced by SCI members are with non-PHASA members.

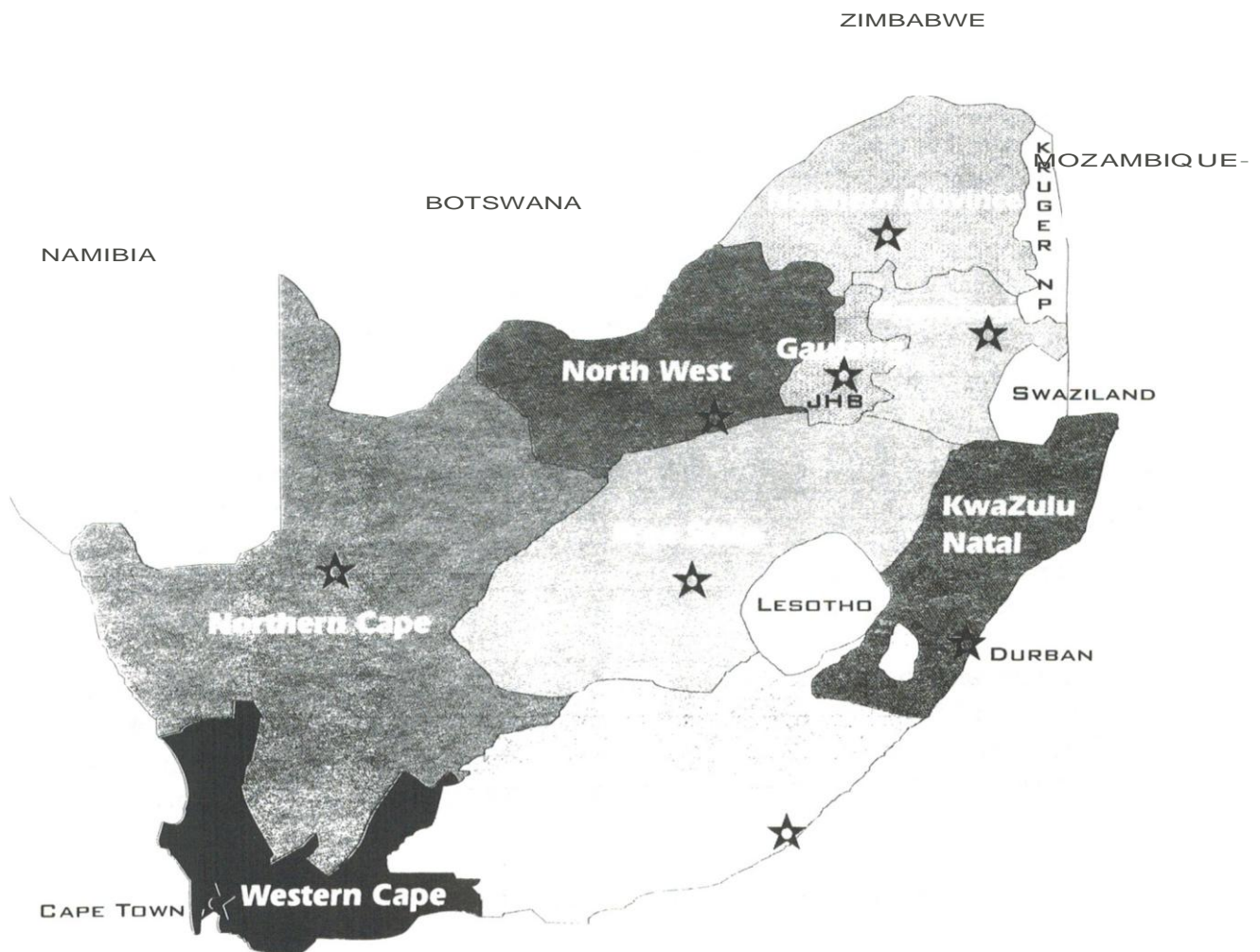
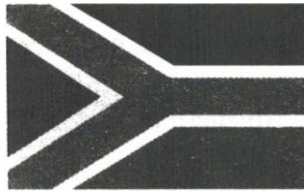
Game fenced or "Exempted" Farms own their wildlife and make their own management decisions as to when and what they hunt. Non-game fenced farms fall under the hunting seasons of the local province. Most of the provinces have adopted the Old Transvaal Nature Conservation hunting regulations, especially with regard to hunting with rifles, handguns and bows.

PHASA estimates that 3,500-4,000 overseas trophy hunters visit South Africa each year, generating 320-400 million Rand (\$US 90 million) in foreign exchange. About 80% of these hunters are believed to be SCI members. Local amateur hunting clubs estimate at least 2x this in internal circulation of Rand currency amateur hunting in South Africa. South Africa is so important extremely important to trophy hunting.

It is estimated that trophies exported from the African Continent, out of South Africa rose, from 5 % in 1976 to 87 % of the total number leaving the Continent in 1984.⁵⁴ This along with the stability of game on private farms makes South Africa a popular destination for SCI members, especially those wanting their first African experience

⁵⁴Personal Communication Ken DuPlessis, PHASA EXCOM

Provincial Boundaries Of The New South Africa



With regard to overseas trophy hunting, the importance of the different provinces is as follows⁵⁵:

Province	<u>Number of Exempted Game Farms</u>	<u>Percentage Of Overseas Hunters</u>
Northern	+3,000	60
Mpumalanga	65	15
KwaZulu-Natal	65	15
Eastern Cape	?	5
All Other Provinces	?	5
		100

Exempted game farms are fenced and given year round access to wildlife for commercial purposes. There are many non-game fenced farms with wildlife on which hunting takes place. Non-exempted farms must follow the laws and seasons of the provinces in which they occur.

10.2 HUNTING AS THE EMBRYO OF CONSERVATION IN SOUTH AFRICA

Hunting is the embryo of conservation in South Africa. While early on in the history of South Africa, hunters were responsible for over-harvesting and the extermination of wildlife, in recent times hunters have been the first to give wildlife value and to bring game back onto former natural areas rich in wildlife that had been converted into livestock farms. Twenty years ago in South Africa there were only 1.7 million hectares of private land devoted to wildlife. Today, 15 million hectares of South Africa's territory is devoted to conservation on private lands and 95% of this land is in hunting as the most economical and ecologically viable landuse. This is 3x the areas of South Africa's national parks.

Non-consumptive photographic safaris will not survive without hunting. In the future, the needs must be met of indigenous Africans bordering these reserves. Trophy hunting will be an important source of both revenue and protein for rural people.

The time has come for the non-consumptive and consumptive tourism industries to team up since they both need each other to survive, and to combat the onslaught of the Western-based animal rights movement, whose approach towards wildlife is based upon emotion and not the harsh reality of Africa; if it pays it stays. The tourism industry, both trophy hunting and photographic, must begin speaking with one voice.

55 Personal Communication, Gary Davies, SAPHCOM

10.3 THE IMPORTANCE OF AMATEUR HUNTERS TO CONSERVATION IN SOUTH AFRICA

About 1/3rd to 1/2 of the SCI African Chapter members are amateur hunters/trophy hunters, the majority from South Africa. In any program in which the SCI African Chapter is involved in South Africa, Zimbabwe and Namibia, the amateur hunter should not be forgotten. It is estimated that there are 100-200,000 amateur hunters in South Africa. They will eventually be the backbone of the SCI African Chapter. In addition to the SCI African Chapter, there are 14 active amateur hunting associations in South Africa comprised of about 6,000 members. There are 6 active game ranching associations.

Amateur hunters will always have a role to play in South Africa's game management, since, while only 2% of the annual population of most plains game is harvested for trophies, another 10-25 % can be harvested for protein. Giving amateur hunters access to this game gives an added value over being just a cull animal. It is estimated that while overseas trophy hunters bring in R 400 million in foreign exchange each year, amateur hunters circulate 2x this much in local currency. They are a stop gap against the possibility of a downturn in overseas hunters from recessions, political problems, etc. and can be counted on to keep the game industry going.

10.4 SOUTH AFRICAN PROFESSIONAL HUNTERS COMMITTEE (SAPHCOM)

This is the old NAPHCOM. This is an advisory liaison committee between the safari industry through the Professional Hunters Association of South Africa (PHASA) and the 9 provinces.

In the 1970's there were many problems with overseas clients being ripped off by unethical professional hunters. There were four provinces at the time and they joined with PHASA to protect the PH from the client and the client from the PH. This organization became known as the National Professional Hunters Committee (NAPHCOM). This body established:

- o PH Licensing System
- o Outfitter Registration - only an outfitter with a farm (s) can market

It is a national policy of SAPHCOM that all overseas hunters must be accompanied by a registered professional hunter.

10.5 WILDLIFE UTILIZATION FORUM OF SOUTH AFRICA (WUFSA)

This group has been trying to get off the ground for the last 5 years. The goal is to hire a PHASA General Manager and let him develop this forum. This forum includes the safari industry, game ranch associations, sealers, fishermen's associations, furrier associations, etc.

10.6 THE NEED TO INVOLVE RURAL COMMUNITIES IN SOUTH AFRICA'S TOURISM SCHEMES

All provinces are moving in this direction. KwaZulu-Natal Province has been one of the more progressive provinces, beginning such programs in the mid-1980's.

In the past, the creation of parks and reserves disenfranchised and alienated rural Africans from wildlife and natural systems. Fences were placed between them and the wildlife, these areas were out of bounds for them, and they received little or no benefits from these areas.

The future of South Africa's private game reserves will depend upon local communities becoming part of the greater reserve and in their seeing the value of these private reserves through receiving employment, a percentage of the profits being plowed into rural development, and eventually, through the development of conservancies/biosphere reserves - making the community an integral part of the greater reserve complex. As fences come down and rural people see the importance of living off of natural systems, rural communities will turn more and more of their lands back into natural areas for wildlife, much as the private white farms in Southern Africa have already proven is feasible.

10.7 AFRICA RESOURCES TRUST (ART)/SOUTH AFRICA AN ALLY OF THE HUNTER/CONSERVATIONIST AND LOCAL COMMUNITIES

ART is an international NGO with headquarters in the United Kingdom and offices in Johannesburg, South Africa; Harare, Zimbabwe; Lilongwe, Malawi; Brussels, Belgium; Washington, D.C., USA

Their mandate is to assure that markets for sustainable utilization of natural resources, especially wildlife, are kept open; with special emphasis on benefits accruing to rural Black communities. They see hunting as a conservation tool. The difficulty is how to promote development at the same time, on tribal lands and in peripheral communities bordering game reserves.

10.7.1 CAMPFIRE Type Community Based Programs. The prerequisite to start a "CAMPFIRE" type program is a clearly designated wildlife management area. In the case of Zimbabwe, there are 56 district councils (tribal land areas). CAMPFIRE can be initiated at the request of a village or District Council which applies to National Parks for permission to establish a CAMPFIRE area where revenue from trophy hunting (90 % of revenue), game viewing, live capture and sale, or culling generates income for the local community. A formal proposal is submitted which is vetted and approved by the Department.

The experience is that local communities have few hospitality skills and do best when integrated into a trophy hunting program as compared to photographic safaris.

The formula is to create a CAMPFIRE type environment in South Africa.

10.7.2 Community Conservation And Development Programs, Free Market

Driven. The professional hunting system in South Africa must be respected and any conservation and development program linked to trophy hunting should integrate, not compete with private enterprise; the safari industry. These areas should be put out for auction and/or tender to the safari industry. Long-term leases of 10-15 years are needed in order to encourage the entrepreneur to invest in the long-term including community relations and development, and trophy quality.

As part of the tender, the community must clearly understand benefits quantitatively, in the form of revenue, employment and protein, as well as obligations (e.g., no poaching, hunting only in designated traditional hunting areas, using only agreed upon hunting implements, no encroachment by cultivators or livestock, maintenance and respect for game fencing, etc.).

10.7.3 Need For A Community Development Forum Or Oversight Body. This issue is much broader than SAPHCOM and would involve a larger number of stakeholders than provincial nature conservation agencies and PHASA. This would likely include:

- o Local Communities - beneficiaries
- o Provincial Nature Conservation Agencies - set the rules and monitor
- o Private Sector - Safari Industry - PHASA
- o Market Place - Safari Club International
- o Community Conservation NGO's - Africa Resource Trust, Endangered Wildlife Trust, etc.

An excellent model for this may be the 22 year old Natal Hunters Liaison Committee.

10.7.4 Need For A Community Body Such As CAMPFIRE In South Africa.

ART is attempting to create a national body such as CAMPFIRE which would represent rural communities and train them in negotiating financial arrangements with the private sector. While there are trade unions and political parties, the rural communities of South Africa are voiceless. ART is giving this a three year horizon.

10.7.5 Possible Pilot Community Development Programs Linked To Trophy

Hunting. The key in each province is to pick a pilot program as a model and one that has a good chance to be a winner. Learn from mistakes, improve and expand upon this. Zimbabwe calls this process Adaptive Management.

For instance, the ADMADE experience has shown that if benefits are given only to the chief, he will tend to distribute them only to his immediate surroundings. Creation of a community committee, representative of key stakeholders, assures a greater likelihood for the equitable distribution of benefits. Also, these programs work best when the human population size, relative to the benefits is small enough to permit, not only community development projects, but cash rewards to the heads of households

Once other nearby communities learn of this success there will be a cascade or snowball effect and they will request expansion of this program into their area. Also, local people from one successful area can be used to train people from another area

which desires to develop such a program. The biggest problem is that many of these communities are isolated and vulnerable to unscrupulous businessmen who might take advantage of them. The success of these programs can be used as ammunition against the animal rights groups.

SCI has asked that an errata sheet be prepared for each pilot program, indicating game, facilities, community needs, etc. so that SCI Chapters in the USA can consider adopting or buying in to one of these programs.

10.8 KWAZULU-NATAL PROVINCE

The Natal Parks Board is one of the most progressive provincial nature conservation agencies in South Africa. It is internationally famous for having brought back the white rhino from near extinction. At the turn of the century, only 20 Southern white rhino existed, in KwaZulu-Natal South Africa. According to figures compiled at the IUCN African Rhino Specialist Group, there are 7,095 in South Africa (4,500 In KwaZulu-Natal Province) and another 450 scattered in another seven African countries. The population trend is up. This is because the white rhino has an economic and social value. Safari hunting of about 80 white rhino/year in South Africa brings in nearly \$US 2 million in revenue from trophy fees alone, not counting daily rates, etc., and is the major incentive for recovery on private land. As a result CITES parties, in 1994, approved the downlisting of the White Rhino to Appendix II for trade in trophies and live specimens.

The KwaZulu Department of Nature Conservation, which managed natural areas in the old communal areas, also has two active conservation and development areas linked to trophy hunting with another seven areas scheduled to come on-line. The KwaZulu Department of Nature Conservation and the Natal Parks Board are being merged into one body.

10.8.1 SCI Africa Trust/Chapter Invited To Sit On KwaZulu-Natal Hunting Liaison Committee. This committee has been in existence for 22 years. It meets twice a year and discusses issues related to hunting in the KwaZulu-Natal Province. Key stakeholders include PHASA, amateur hunters associations, commercial game ranch associations and conservancies. This will be confirmed after presenting this to the Committee.

10.8.2 Natal Parks Board And Its Philosophy Towards Parks And Hunting. The Natal Parks Board is often pressured by amateur hunters to open up hunting in KwaZulu-Natal Parks. The Board's position is that parks have been set aside to maintain biodiversity, and to disperse genetic material out to private farms for the purpose of hunting. There is no hunting in Natal's parks!

The Natal Parks Board has the largest game auction in the world. Historically The Natal Parks Board has been instrumental in the establishment of the safari industry in South Africa, by distributing excess wildlife to game farms where trophy and biltong hunting take place.

10.8.3 Controlled Hunting Areas. Controlled Hunting Areas are found bordering on parks, and around many of the dams that are managed by the Natal Parks Board. Trophy and amateur hunting takes place on a limited scale in these areas. Some options exist to convert portions of tribal areas which border parks to controlled hunting areas. Existing park game fences would be extended and incorporating these areas into an over-all management scheme with hunting of game which over-flows onto the tribal lands.

10.8.4 Cooperative Conservation. The Natal Parks Board also has programs which work with conservation programs outside of parks, especially:

- o Community Conservation Areas such as Makhasa Game Reserve
- o Conservancies
- o Biosphere Reserves

Their community conservation program is called the "Voluntary Cooperative Conservation Effort."

10.8.5 Conservancies. This program began in the mid-1970's. The initial effort was with a group of landowners. The first conservancy was born in 1978, the Balgowan Conservancy. Today there are 208 conservancies in KwaZulu-Natal Province, 2x the size of Provincial Protected Areas; conservancies making up 20 % of the province's land mass, while Natal Parks Board lands make up 17.4 % of the province's land mass. A number of conservancies have hunting areas and programs.

Today, about half the conservancies are involving black communities living along their borders. They are moving from previously relying entirely on anti-poaching game guards to dealing with peripheral communities through involvement and reconciliation. In the New South Africa, rural development programs by conservancies include community upliftment such as farm schools, water supplies, basic sanitation, and security.

10.8.6 Community Resource "Conservation" Areas. There are 19 such areas in the KwaZulu-Natal Province. The Makhasa Game Reserve, which SCI visited, is one of these areas. These groups go into partnership with Natal Parks Board who helps fence and restock these areas. The Kwazulu KwaZulu-Natal Hunting and Conservation Association (amateur hunters) is involved in 5-6 of these community conservation areas. There are also traditional hunting areas for indigenous people in these community conservation areas. The development of a management plan is critical.

10.8.7 Community Outreach Programs. Natal Parks Board has one of the largest community outreach programs in the World. They have created a Conservation Trust to deal with moneys raised from conservation for community development. By 1997, there will be a surcharge levied on all visitors to Natal Parks Board facilities, for community development and conservation.

Dr. Hughes explained, that much of KwaZulu-Natal Province, outside of the parks has already been converted into agricultural lands. The CAMPFIRE Program, which takes place in the communal areas of Zimbabwe, which are rich in wildlife with low human

populations, contrasts with the hard-edged parks of KwaZulu-Natal where human settlement abuts up against the parks. As a result, the Natal Parks Board has taken a different approach in developing one of the largest outreach programs in the World, where donor funds are sought for community development and assistance provided by the Natal Parks Board staff in partnership with the Rural Foundation, a community development NGO. In the future, a conservation "gate levy" is envisaged to accelerate development of communities. Local park boards associated with either single parks or portions of very large parks and representing a cross-section of the society living around the park, from private businessmen, traditional leaders, the Natal Parks Board, NGO's etc., will decide how the Neighborhood Trust funds from this levy will be employed.

10.8.8 Makhasa Game Reserve. The local Zulu Chief "Nkosi" Simon Gumede of the Mduku Tribal Area negotiated with the Natal Parks Board to return 2,000 ha of State Land to what was formerly Zulu land. This area will be managed based upon a business approach. There are a number of options for this land bordering Phinda Nature Reserve: 1) Trophy Hunting, 2) Trophy Hunting and Game Viewing, 3) Game Viewing only. Phinda has helped them fence this area off. Depending upon the land use option selected, Phinda may be willing to pull down the fence between Phinda and Makhasa, incorporating them into the beginning of a biosphere reserve.

The reserve has been stocked with white rhino, buffalo, giraffe, etc. The game populations are not yet up to carrying capacity, but they are working with Phinda and the Natal Parks Board to quickly stock up to capacity so that trophy hunting can begin and local communities can quickly see the benefits of wildlife; both economic and protein.

10.8.8.1 Collaboration Between Phinda And The Mduku Tribal Area.

Nkosi Gumede believes that the future for most of today's youth in the Mduku Tribal Area will be in the tourism industry. This tribal area is in its embryonic stages of conservation.

The Mduku Tribal Area is very isolated, an island of humanity surrounded by a sea of nature reserves. Nkosi Gumede was part of the Kwa-Zulu Government in charge of development, and a former member of the Natal Parks Board. Development in KwaZulu-Natal Province has mainly emphasized the urban areas - where the voters are; passing by rural areas such as the Mduku Tribal Area. Most people live on remittances from family who have left to work in the big city or mines.

Phinda, in collaboration with IDT, a non-governmental organization set up by the old government for community development, and money from a Swiss trust fund, built a clinic for the Mduku Tribal Area. This is a very modern clinic run by two sisters (nurses). It provides health education programs on AIDS, family planning and diarrhea control. Basic drugs are dispensed and a missionary doctor flies in once per week; 25 minutes by plane and 1 & 1/2 hours by road from Mseleni Hospital. Phinda has also funded the construction of three rooms for the local high school and just finished construction of a library/science laboratory with basic microscopes and chemistry

materials. The local high school has 800 students. The local primary school has 1,100 students.

Phinda has also worked with the South African Foundation to develop educational curriculum for all levels of school children in South Africa that begins sensitizing them to environmental issues and the importance of wildlife in the rural economies of Africa.

10.8.8.2 The SCI Approach. SCI African Chairman, Trevor Shaw explained to Nkosi Gumedi that SCI was taking a 180 degree approach to conservation. We must look after the people living among wildlife and they will in turn look after the game once they see its advantages.

10.8.8.3 Possible Collaboration Between SCI and the Mduku Tribal Area. Discussions with Nkosi Gumede indicated possible collaboration with SCI could take place in the form of:

- o Expanding the SCI SAFARICARE Program into the Mduku Tribal Area as the first pilot program in South Africa
- o Construction of a Creche "Pre-school" next to the clinic linked to maternal health care and education. This creche would also be used as an inter-denominational church on the weekend. This would be a 8 x 12 meter building and would cost about R 100,000 (\$US 23,000).

Vern Edewaard provided Nkosi Gumede with some basic medical supplies as an example of what could be provided with an SCI SAFARICARE Program. The Nkosi expressed his heart felt thanks. Vern Edewaard will approach Dr. Jim Shubert over the issue of SAFARICARE. This program would be coordinated through the Department of Health and the missionary doctor.

It was explained to Nkosi Gumede that SCI is not a donor and must find money to undertake conservation and development program. The Makhasa Game Reserve has wildlife which is a marketable product that our members will buy in the form of a trophy hunting package. SCI can market a donated hunt dedicated to rural development of the Mduku Tribal Area which would be auctioned off at the 1997 SCI Las Vegas Convention.

10.8.8.4 Possible Involvement of Nkosi Gumede at CITES 1997. The Chief explained that he would be glad to represent his people and speak out on the importance of wildlife to the Zulu people. Les Carlise, the manager of Phinda, who also is a fantastic speaker with a real grip on the issues, would also be interested in participating.

10.8.9 Possibility of Developing A Community Conservation and Development Program Linked To Hunting In Tribal Area Adjacent To Hluhluwe-Umfolozi Park. The Hluhluwe-Umfolozi Park is about 100,000 hectares, contains the Big 5, and is required to cull 40-60 buffalo per year. Local amateur hunters are anxious to be involved in helping to harvest buffalo and other game from this park; a management tool forbidden in Natal Parks.

However, a possible solution is in order which will result in a win/win situation for everyone. Bordering the southwest corner of the Park along its wilderness area is the 4-5,000 hectare tribal area of Nkosi Biyala. Natal Parks Board is currently negotiating with the Nkosi to extend the park's fences onto this area, and to use the area as an over-flow area where trophy hunting would be one of the major income generating activities for the local Zulu community. This is a program in which the SCI African Chapter should consider becoming involved, as a way of showing that we wish to collaborate with key stakeholders, including the amateur hunting associations to the benefit of all concerned. It is estimated that if this pilot program works, a buffer zone of up 100,000 hectares surrounding the park could be created, upon agreement with local communities, in which wildlife and hunting would be a major part of the local economy.⁵⁶

10.8.10 The IUCN Biosphere Approach In KwaZulu-Natal. Natal Parks Board, Phinda Game Reserve, adjacent landholders and rural communities have created a biosphere reserve. This biosphere reserve was proposed by the Natal Parks Board, whose representative serves as the current chairman. As fences are pulled down on neighboring farms or Zulu communal areas, excess wildlife will disperse where it can be hunted for both trophies and meat to the advantage of the community. The International Union For the Conservation of Nature (IUCN) Biosphere Approach puts people first and supports the above concept. It is envisioned that this biosphere reserve will encompass 230,000 ha. It will contain 10 communities and 400,000 people.

There are currently four cattle farmers within the planned biosphere reserve. Les explained that the income from these farms is only R 80-100,000/year/farm, and that they could obtain substantially better income from wildlife. One farmer has Drakensberg cattle, the majority of which are suffering from Nagana Disease, passed on by the tsetse fly. Men like these are farming against nature and are not using the optimal landuse, economically, nor ecologically for their area. This farmer plans to destock over the next few years and build up wildlife populations.

10.8.11 KwaZulu-Natal Hunting & Conservation Association. The KwaZulu-Natal Hunting and Conservation Association has 1,000 members and have been in existence since 1959. This club of amateur hunters organized their own publishing company, and was instrumental in publishing Ron Thomson's book, "The Wildlife Game," when no one else would publish it. They use a modified Rowland and Wards System and keep a club record book.

They are mostly "Amateur Hunters" as opposed to "Trophy Hunters." They hunt for meat "biltong" primarily and trophies secondarily.

They are currently leasing two hunting areas from local communities involved in a program established by the KwaZulu Department of Nature Conservation.

⁵⁶ Personal Communication. Gary Davies, Natal Parks Board

One issue which must be addressed is that a number of Executive Committee members of the KwaZulu-Natal Hunters and Conservation Association are wary that the SCI African Chapter will try and compromise their importance, and shut off amateur hunters from hunting. This concern has also been voiced by CHASA, (Confederation of Hunting Associations of South Africa).⁵⁷

It should not be forgotten that the overseas market only hunts about the 2% of the game population which is trophy quality. Depending on the species there may be another 10-25% of the population that can be harvested annually as non-trophy/biltong. The majority of South Africa's amateur hunters are much like our deer hunters; they hunt first for the experience, then the meat, and lastly a trophy if they are lucky. It can be argued that with the overseas market - there is more game in South Africa than ever before.

At the October 1996 AGM of the KwaZulu-Natal Hunters and Conservation Association AGM, guest speaker Rudi Heine, Chairman of the Natal Parks Board Hunters Liaison Committee, explained that the overseas market will be the driving economic force which funds conservation in South Africa and helps to uplift the impoverished masses. While SCI as the overseas market will be indispensable, the local amateur hunters are likewise indispensable to the mystique and culture of hunting in South Africa.

It is believed that joint conservation programs which involve all stakeholders (professional hunters associations, African Chapter, amateur sport hunting associations, governments, key conservation NGO's and local communities) in a win/win situation should help to overcome these unfounded fears.

Similar to South Africa, the Americans are a pioneer culture in which hunting and guns have been a traditional way of life. The overseas market is no more interested in destroying this local hunting culture in South Africa than traditional hunting cultures (e.g., Bushmen, Pygmy, Bisa, Shangan, Ndorobo, Mandingo, Fulani) in Black Africa. The SCI African Chapter is made up of Africans, and its goal is to see African hunting cultures become the foundation for conservation just as they are in the USA. There is room for everyone in this effort.

10.8.12 Centenary Game Capture Center. Dr. Hughes explained that they are in the process of upgrading their game capture center for the purpose of auctioning game from KwaZulu-Natal parks to private game farms. Natal Parks Board has the largest game auction in the world. In 1996, alone they sold game animals, including 139 white rhino at the KwaZulu-Natal Game Auction. Any support from SCI would be appreciated.

⁵⁷ Personal Communication. Charles Norris, EXCOM, KwaZulu-Natal Hunters and Conservation Association

10.9 FREE STATE

10.9.1 Sustainable Use In The Free State. The Free State is one of the first provinces to open up game reserves to trophy and biltong hunting as a management and economic tool.

10.9.2 Wildlife Survey. There is a need to obtain an idea of the available game and trophies in the Free State. A 1980/81 census estimated that 45,000 game animals exist in the Free State (450 game farms with at least 100 head of game). This number is believed to have grown. The belief is that some farms, where the best game trophies exist, are a mixed cattle/game system and may not have the appropriate facilities or ambiance for overseas trophy hunters. Large trophy game may exist on these farms since they are not heavily hunted. One option is to hunt these farms, or to live capture game and relocate it to properly outfitted trophy hunting farms. This is especially relevant to open plains game such as hartebeest, springbok and blesbok.

10.9.3 Provincial Reserves. There are 9 provincial game reserves in the Free State. The Free State annually live auctions about 1,000 game animals and culls about 2,000 game animals on these reserves. Local amateur hunters are used to harvest some of this game. Unlike the Natal Parks Board, the Free State has no problems with hunting in their reserves.

10.9.4 Biggest Obstacle, Department of Environmental Affairs and Tourism Needs To Become a Parastatal Parks Board. They would like to become independent of Government. Currently, revenue from Nature Conservation returns to the Central Treasury, and can not be earmarked for specific programs such as an auction dedicated to community development. They would like to privatize their game capture/ecological unit and save the Government a couple million rands per year.

10.9.5 Community Conservation and Development. Discussions took place with the idea of Free State game reserves being turned into rural enterprises for peripheral communities. Previously disenfranchised rural indigenous communities were alienated from wildlife, receiving no advantages from its use.

All parties would like to see local communities placed in long-term business relations with safari operators. They will be empowered to begin developing schools, clinics, boreholes, etc., from hunting revenue, as a means of improving their quality of life. In addition to direct revenue to the community from trophy hunting, a number of spin-offs can take place with the development of rural micro-enterprises. The skills of traditional hunters, "poachers," can be used as an asset, co-opting them into becoming conservationists. They can be hired as trackers, skimmers and gun-bearers, or trained as community game guards - working with Nature Conservation to collect wildlife management data. The community might even run the hunting camp including local catering. Local gardens can supply vegetables. Handy-craft shops can be created. Local troupes can provide entertainment with traditional music and dance. Local transport services can be developed such as picking up and delivering hunting clients to and from the airport.

Free State's game reserves can serve as a catalyst to begin taking the successful experience of South Africa's private game farms and moving it onto indigenous farming areas. It is hoped once rural communities see the value of wildlife, slowly the fences of these game reserves will be moved out as more and more land is allowed to return to the bush and wildlife becomes a major land use for the Free State.

10.9.6 Environmental Education. Entrepreneur, Bobby Hartsliel has just opened a primary school in his nature reserve for local people, including his children. A major goal will be to use this school and a nearby lodging complex to teach school children about the importance of wildlife in Africa. The Free State already puts about 35,000 children per year through its game reserves. These programs can be reinforced and expanded by the Free State Sub-Chapter.

10.9.7 SCI African Free State Sub-Chapter. Entrepreneur Bobby Hartsliel believes that many game farm owners, who have major marketing needs, can be attracted to join. The Free State Sub-Chapter will serve as a catalyst to bring key stakeholders to the table including amateur hunters, PH's/Safari Operators, Game Farmers, Nature Conservation and Local Communities to plan for conservation and development linked to trophy hunting in the Free State.

The key instigators of this Sub-Chapter, businessman Bobby Hartsliel (owner Savannah Game Lodge) and Nature Conservation Scientist, Reuben Saaymen, will be provided with a manual of how to start a Chapter.

10.10 NORTHWEST PROVINCE

The Bophuthatswana Parks Board, part of the Old South African Homeland, had a trophy and biltong hunting program. Local communities were promised many benefits, but never received anything and thus are alienated from and wary of any proposals linking rural communities to conservation activities and trophy hunting. Over-coming this wariness is the biggest obstacle to getting a program off the ground. The Big 5 can be hunted in the province.

The head of hunting for Nature Conservation is interested in establishing some CNvPFIRE like programs on the former tribal areas of this Province. Plans exist to invite key stakeholders, including the SCI African Chapter/Trust to a meeting in Rustenberg with the three regional wardens responsible for areas where wildlife is still relatively abundant. Possible pilot areas include:

Lehurthutze. Warden Augustine Monau covers the Lehurthutze area between Zeerust and Gabarone. Lehurthutze west of the Zeerust/Gabarone Road to the Botswana Border has been identified by SCI African Chapter member John Finch, who has developed a good rapport with the local community while helping them to sort out problem animals. Chief Lenchwe oversees this ethnically homogeneous area. It already has two hunting camps that can be renovated. There are no schools or clinics in the immediate area. The Chief is an Oxford graduate.

Pilanesberg/Mogwase/Madikwe area covered by Warden David Mothangle

Borakalala area covered by Warden Joe Makhoepale

Nature Conservation would like discussions to take place with them, and then for the wardens to return to their areas and have follow-up meetings with the local communities to find out what they wish and how they would perceive such a program. This would result in a bottom-up process in which a program is developed that fulfills the needs of local people. The above wardens are former school teachers and very good at community relations. This program could either be driven by the private sector or local sporthunting clubs.

10.11 NORTHERN PROVINCE

The following section is one of the better organized ones due to the fact it was written by an expert in his field, Mr. Fanie Coetzee, The Chief Nature Conservator, Trophy Hunting and Special Investigations, Department of Environmental Affairs, Northern Province. The following is written in his words.

10.11.1 Background. Corning from the previous dispensation which prevailed for decades in South Africa the Northern Province is still divided into four areas where different situations regarding ownership of land prevail. Although all these areas fall under the same government currently the situation will persist for many years to come. All these areas had their own sets of legislation and policies. It is therefore the priority of conservation officials to integrate all four areas into one entity and establish one set of legislation and policies which will address the needs of the people living in the province.

In the two former self governing states and the independent Venda all the land belonged to the state who gave the usufruct to the chiefs of the different areas who on their part allocated small pieces of this land to his people for farming etc. Some trophy hunting was done on provincial reserves like Letaba Ranch in the self-governing Gazakulu - a self-governing homeland in the old regime and Makuya Park in Venda, both of which are prime hunting areas.

In the former Transvaal area almost all the land belongs to private land owners. Most of this land is used for a variety of farming practices. Most of the hunting takes place on these farms and very little hunting was done in the community land in the previously mentioned areas. No trophy hunting was done on provincial nature reserves in the former Transvaal due to the policy viewpoints that prevailed at the time. Most game was either captured and sold on auction to private landowners or culled in many areas.

In the former Transvaal area game farming started gaining impetus some 20 odd years ago due to hunting and the fact that a landowner could get exemption from the Ordinance regarding hunting and catching of game. This gave landowners more freedom to decide upon their game and the growing demand for trophy animals also brought about a monetary value to game animals. It can be stated without fear that there is a great percentage more game in the province than 20 years ago. In general hunting was the driving force behind the growth in the game industry.

10.11.2 Goals. During a recent work session the following goals were set for the section Trophy Hunting for the province.

- To ensure effective control over the trophy hunting industry in order to keep it stable so that the flow of foreign currency to the province persists and grows. This will be to the benefit of all people of the province because it stimulates the economy.
- To develop communities for trophy hunting on provincial nature reserves.
- To enhance the image of Trophy Hunting in the eyes of the general public as a way of sustainable use of the wealth of natural resources of the province.
- To establish and maintain a comprehensive information system on trophy hunting in the province.

It is a well known fact that the Northern Province has a wealth of natural resources to the disposal of the people in the province. It is up to us to use these resources to create jobs and to generate income for the people in such a way that it is not over-exploited. A great responsibility lies upon us to ensure this. We have to use everything to our disposal and get all stakeholders involved to ensure that the opportunities are used optimally.

10.11.3 Present Day Situation. Due to the growing demand for game, both for trophy and biltong hunting, more and more farmers are switching from stock farming to either mixed or pure game farming. This had the effect that today more than 3 000 exemption farms (game fenced farms with year round hunting) exist on which most hunting takes place. Some hunting, mostly biltong hunting, also takes place on open farms during the proclaimed open season. The hunting of leopard mostly takes place on open farms due to the conflict between these animals and the stock farmers, although some are hunted on game farms as well. The average size of exempted farms are approximately 1600 hectares which amounts to some 4,8 million hectares available for hunting. This total is growing by the day.

It will not be possible to estimate the number of animals running around on these farms but the species range from common species to protected species like rhino and elephant in some cases. Landowners can also get exemption for bow-hunting on most species excluding the dangerous six.

Trophy hunting on provincial nature reserves does not take place at this stage but was done on a fair scale on Letaba Ranch before 1995 but was suspended during 1996 in order to do some planning for the future. This reserve is very well suited for trophy hunting and will be developed for that purpose in the future.

We are also currently writing a new Act for the province which will make provision for certain kinds of reserves which ranges from Provincial Nature Reserves where very little consumptive use activities will be allowed to Protected Natural Areas and Collaborate Nature Reserves where these activities will be allowed on a sustainable basis. Hunting will surely be one of the activities which will be allowed. In the Act we also incorporate a Nature Reserve Development Fund where all money that is generated on reserves will be deposited for development of nature reserves. This will be an incentive for the Chief Directorate to go for maximum profits and it is needless

to say that trophy hunting is one of those. So in general we can say that trophy hunting will be allowed more on Provincial Nature Reserves in future.

10.11.3.1 Sport Hunting In Community Areas. The province also has some viable areas bordering onto the Kruger National Park where animals, escaping from the park, cause damage to crops and livestock. These animals are currently either chased back to the park by officials or destroyed and the carcass given to the chief of the community for use. I strongly believe that this is a gross waste of resources in the sense that these animals can be hunted by clients and the income that is generated to distributed to the community. In the former Gazankulu area, there is a "Campfire" project in the planning stage which will address this situation. Mr Phixon Hlungwane, of Northern Province Nature Conservation is heading this program. There are also some other areas in the former self-governing states that needs to be investigated. Other than these areas very little hunting takes place in tribal areas because of the lack of game.

In the former Lebowa area some conservation areas were established where the state on the one hand and the community on the other hand came together and developed small reserves which are jointly managed for the purpose of hunting and tourism. The income is then divided percentage wise between the state and community. This concept seems to work very well but needs to be developed more. Some of these reserves lack trophy animals of some species which needs to be addressed. These hunts usually are put on a tender after which an outfitter is contacted to conduct the hunts. These areas are to some extent under-developed and on most of them very little facilities exist. They were also used for local hunters. I believe that more needs to be done to enable these areas to accommodate some foreign clients as well.

10.11.3.2 Big Five. The scope for big five hunts are currently not very good due to the absence of these animals on most privately owned land. It is also because buffalo are carriers of bovine disease which can kill cattle. Certain areas are closed off to prevent buffalo from spreading to areas where farmers are farming with cattle. In the lowveld area of the province there is currently a pressure group working towards opening up the relocation of buffalo which had been prohibited by Veterinary Services up till now. It simply means that the game farmers are putting their foot down and demanding the right to be unrestricted because they are currently the majority in the area.

In general the big five is not as readily available as one would like it to be. This needs to be addressed in future but it is seen as a long term project.

10.11.1.4 SCI African Chapter. For us SCI means clients with a lot of money to enjoy the sport they love. But there is much more to these hunters than meets the eye and we also strongly believe that hunters pay for many conservation efforts as has been proven in the past. The presence of SCI in Africa is thus to us very important and I strongly believe that SCI can play a big role in achieving our objectives in the Northern Province.

- SCI can help in the developing of some community areas for hunting by giving valuable input and maybe funding where needed.

- SCI can play a major role in enhancing the image of hunting in general especially in the light of the many animal rights groups who will be targeting sport hunting to brand mark it as cruel.

I also see SCI as an International renowned NGO as the catalyst to get all countries in Africa on a par regarding effective control over the hunting industry in Africa. We all know that good control is needed and SCI could establish links between all countries in Africa as they already had done.

Some talk between some of the local outfitters already indicated that there is a need for a forum through which government and the industry can talk to each other on local issues. There is a need on provincial level where issues of importance can be addressed. I see SCI to be an integral part of such a forum if it gets established. It must be clear that this forum should not take the place of SAPHCOM at all because it will only address provincial issues which never or seldom get to national level.

10.11.5 Conclusion. In the new South Africa it is becoming common practice that government does not formulate legislation, policy, or take management decisions which concern the people of the province. All stakeholders usually get a chance to give some input into the process. With the role that SCI African Chapter will be playing in future they will be regarded as a stakeholder who needs to be consulted.

10.12 MPUMALANGA PROVINCE

The following is very general information extracted from documents provided by the Mpumalanga Parks Board. More detailed discussions will take place at a later date.

Since elections, two years ago, three pre-existing conservation agencies have been amalgamated to form the Mpumalanga Parks Board which was created on September 28, 1995. This parastatal body must be self-sufficient within 5 years.

10.12.1 Mission Statement. The mission of the Mpumalanga Parks Board is to ensure the optimal utilization of the natural resources of the Province for the perpetual benefit of all the people of the Province.

10.12.2 Trophy Hunting Administered By The Division Of Resource Management.

10.12.3 Commercialization Policy. The nature reserves of the Mpumalanga Parks Board will be developed to preserve biological diversity, but must be economically self-sufficient and contribute towards the economic upliftment of surrounding communities. The mission statement of the Board with regard to commercialization is "...to maximize direct and indirect socio-economic benefits through sustainable consumptive and non-consumptive development and utilization of resources and potential within areas and resources under control and management of the Board"⁵⁸

⁵⁸ Sigubher. Sept. 1996. Commercialization: there's no way of avoiding it. Publication of the Division of Interpretation and Media, Mpumalanga Parks Board. Page 4, Vol. 1, Edition 1.

10.13 EAST CAPE PROVINCE

To be filled-in at a later date

10.14 GAUTENG PROVINCE

Gauteng Nature Conservation is initiating a large collaborative reserve in the Walmanstal and Rust de Winter areas. The people in the area are a combination of White and Black landowners, with a large portion of the +/- 25,000 ha government land set aside for land reform. The predominant people are Ndebele. The biggest issue at this point is land distribution and land claims. The conservation community is keen on establishing an economy based on ecotourism and hunting. There is great interest among all communities involved in this concept. The authority has done much work to establish various forums with the community to identify key issues.

10.15 ANIMAL RIGHTS MOVEMENT AND HUNTING IN SOUTH AFRICA

Sustainable Use is an official policy of South Africa. The animal rights movement is not currently a serious threat to hunting in South Africa. The New South African Government stands behind hunting. The one weak link is believed to be the Minister of Forestry and Water Affairs, who is Western Urban Educated and easily influenced by the animal rights movement.

Already the Humane Society of the United States (HSUS) and the International Fund For Animal Welfare (IFAW) have given \$US 2.5-5 million to National Parks with various conditions. The problem with National Parks exists in areas where currently no hunting takes place (e.g., no culling of elephants in Kruger National Park). However, it does give the Western animal rights movement a foothold on the Continent. This in itself is dangerous.

10.16 ANIMAL RIGHTS AND SUSTAINABLE USE IN SOUTH AFRICA

10.16.1 Elephants and Kruger Park. South Africa's National Parks, where the majority of elephants reside, is the branch of the government which produces CITES proposals for elephants. The Natal Parks Board produces proposals for CITES regarding rhino. This has always been a gentlemen's agreement.

IFAW/HSUS have given National Parks \$US 2.5-5 million for research in elephant contraception, and to buy land for the translocation of elephant from Kruger National Park and on which elephant may not be culled. The first 25 elephants have just been put on contraception; which some veterinarians believe will work. IFAW is a very powerful international animal rights, anti-hunting group based in England. It appears that once the IFAW grant is signed, the Humane Society of the United States (HSUS) will move in with their terms and conditions of funding. HSUS is currently trying to end black bear hunting and mountain lion hunting in the U.S. Similar groups are trying to end grizzly bear hunting in British Columbia, Canada.

Based upon a paper prepared by ART,⁵⁹ the National Parks Board acceptance of the IFAW/HSUS deal would: 1) Purchase more land for elephants, 2) No CITES proposals to resume trade in elephant products for five years nor join the Southern African Committee on Ivory Marketing (SACIM), 3) No culling or hunting of elephants or other species on IFAW purchased lands, 4) Conduct research into elephant contraception. A recent National Parks news release indicates this would not affect culling in Kruger. Most importantly, this deal will preclude money-generating options for National parks that face subsidy cuts.

ART's analysis concludes that given current elephant populations and projected growth rates, 300-400 elephants would have to be translocated yearly or 450-600 sq. km (45,000-60,000 ha) of new land per year just to overcome the growth rate in Kruger National Park, not even accounting for growth rates of translocated elephants. Even with IFAW's grant, current land prices would not allow such an action to be sustainable. They believe that the carrying capacity of lands will rapidly be exceeded and that the result will be rapid vegetation/habitat destruction, as well as a loss in biodiversity.

It should be noted that in a recent WWF/Zimbabwe study, a greater biodiversity was found in community managed areas (CAMPFIRE) where the sustainable use of wildlife occurs from sport hunting in comparison to Zimbabwe's national parks. Outside pressure and a lack of skilled technicians has forced a no cull policy in Zimbabwe which has resulted in habitat destruction, a decrease in biodiversity and about 15,000 elephants in excess of carrying capacity.

ART believes that the IFAW/HSUS proposal threatens to undermine the development of communal management of ecotourism, including tourist safari hunting, in park buffer zones. They feel that National Parks, in determining South African policies, are not taking into account people on the land, including provincial nature conservation agencies, local people, etc. ART believes that stakeholders should determine policy, not isolated bureaucrats in a board room.

The voices of the people are not being heard by National Parks. National Parks is taking policy towards non-utilization. At a recent IUCN Elephant Specialist Group meeting held in Kruger National Park in February 1996, Anthony Hall Martin presented Barbara Moss of IFAW as an ally of National Parks.

More importantly, interventions by Western animal rights groups are taking away key management options from South Africa's national parks and their periphery, mainly trophy hunting and culling. They are also using money to buy off the sovereignty of South Africa with respect to national and international policies. This risks to destabilize the Southern Africa region's ability to speak with one voice over international issues, such as during CITES. It also gives a foothold to the animal rights movement on the continent and provides them a platform from which to promote misinformation and propaganda to the urbanized society of South Africa, the

⁵⁹ Sturgeon, Julian P February 23, 1996. Presentation to National Parks Directorate.
Discussion paper: Policy options for the management of the elephant
populations in South Africa. Africa Resources Trust. 7p

majority of whom do not understand the role of wildlife in rural Africa, and yet who control the vote to potentially stop all sustainable use of wildlife, including hunting.

One feeling is that the present National Parks Board of 18 members is fragmented and lacks cohesiveness, never spending more than 1-2 days together. They have no understanding of sustainable use and community based conservation and development programs. Being fragmented, certain people within National Parks, who are siding with the animal rights movement, influenced individual Board Members to obtain their backing. The feeling is if the National Parks Board could be educated on these issues, they might change their minds. The SCI Africa Chapter Chairman offered the conference room of his Guest House for such a workshop.

10.16.2 Species Survival Network Produces "Animal Detectives"⁶⁰. The Species Survival Network is an animal rights organization. It has just produced a documentary in which many of the South African Nature Conservation people are interviewed and then made to look like they are mismanaging wildlife resources and corrupt. It will be released in 1997, enough in advance that it could tarnish South Africa's reputation and thus effectiveness at the CITES COP 10 meeting..

10.17 CAMPAIGN AGAINST THE ANIMAL RIGHTS MOVEMENT

The KwaZulu-Natal Hunting and Conservation Association, a South African amateur hunters association, was encouraged by Dr. George Hughes, Director of the Natal Parks Board, at their 1995 AGM to begin mounting a campaign against the animal rights movement. This was based on what Dr. Hughes saw in Wisconsin with "AWARE" - dedicated to the preservation and promotion of hunting, fishing and trapping in Wisconsin.

Letters were sent out to "Like-Minded Groups" in South Africa.⁶¹ The KwaZulu KwaZulu-Natal Hunter and Conservation Association wishes to form an organization of like-minded groups to serve as a watch dog to counteract the mis-information fed to the public by the animal rights movement

To date there have been very few responses, especially from the industry; CHASA, PHASA, TASA, and the game ranching associations. Denell, the powder, bullet and gun manufacturing company contacted him as did the furriers and Africa Resources Trust (ART). The Association believes that this group should have the following priorities:

- o Youth Education in schools
- o Adult education through TV
- o Watch Dog over misinformation put out by the animal rights movement
- o Protect the rights of hunters

Other than Kruger National Park where HSUS/IFAW has paid them (\$US 2.5-5 million over 5 years) to control their elephant management policy, no one has yet gone

⁶⁰ Personal Communications, Victoria Hylton, ART/South Africa

⁶¹ Charles Norris. Gun Maker. EXCOM KwaZulu-Natal Hunters and Conservation Assoc.

after hunting. The animal rights movement has gone after the furriers and Kentucky Fried Chicken. The press tends to side with the animal rights people.

The KwaZulu-Natal Hunting and Conservation Association was informed that ART will have an NGO meeting in November to discuss strategies for CITES and that this club should consider attending.

10.18 ETHICS AND HUNTING IN SOUTH AFRICA

The South African Nature Conservation Officials are concerned about business ethics as it relates to the SCI Convention. Nature Conservation Officials from South Africa attend each and every SCI Convention.

Most of the problems that South Africa's nature conservation agencies deal with come from PH's and outfitters who are not members of PHASA, hunts obtained through booking agents, or donated hunts which under-sell and then the PH/Outfitter doesn't want to fulfill his agreement, or from donated hunts with hidden costs (e.g., they gave an example of a buffalo being listed, but when the client arrives he is told that he will have to go to another country at an additional cost to hunt).

10.18.1 Only Licensed Safari Operators Can Market At The Annual SCI Convention. In theory, only licensed safari outfitters can market at the SCI Convention, not professional hunters. Each outfitter must have a Nature Conservation pre-approved advertisement which lists available animals. Nature Conservation officials spend the first two days of the Convention verifying this. They warned SCI that many unethical outfitters and PH's are misrepresenting themselves to SCI members, who are hurt by these unethical practices.

10.18.2 Misrepresentation of Available Elephants to Hunt. Many South African booths at the annual SCI Convention sell elephants they don't have and then return to South Africa and try to find one through the nature conservation agencies, when there are none left. The client has paid his deposit and now problems arise.

10.18.3 Booking Agents. There are two problems here:

- o Booking agents who have never visited a hunting facility and misrepresent what is available with regard to animals and lodging to a client. One under-cover Nature Conservation Official bought a Big 5 Hunt in the East Cape where there are no Big 5 animals.
- o No foreigners can become hunting outfitters, but many booking agents behave as an outfitter, coming to South Africa and obtaining animals directly from farms and then selling them in packages to clients; in essence becoming a hunting outfitter.

10.18.4 Ways SCI Can Help.

- o Don't allocate booth unless the person can prove he is a licensed outfitter and has an advertisement approved by the authorities
- o Find a way of controlling who gets a "Business Registration" where they can sell from the floor without a booth. Often people sign up on the day of the Convention. They should also be asked to prove they are a licensed outfitter from South Africa and have a pre-approved advertisement. These people are the hardest to control and SCI could go a long way in helping out.
- o SCI African Chapter should prepare a country by country list of PH's and Outfitters and encourage SCI members to only hunt with members of the local PH/outfitters associations who can help out in the case of a client dispute, etc.
- o SAPHCOM has little or no money, and requests a free booth where they can operate in order to provide the above services to SCI members at the Convention.
- o SAPHCOM officials have requested that professional hunter associations and country booths be organized at the SCI Convention in one area so that they can interact with each other over ethics and other issues. They believe that for Southern Africa, 2-3 booths would suffice for all government game department personnel from Southern Africa. This is especially important when SCI clients come with the increasing number of complaints over cross-border incidents.

10.19 COLLABORATION WITH THE WILDLIFE BREEDING RESEARCH CENTRE, PELENDABA, SOUTH AFRICA

SCI met with Dr. Paul Bartels and Frank Molteno of the Wildlife Breeding Research Centre, based at the Atomic Energy Corporation at Pelendaba.⁶² They are linked to Endangered Wildlife Trust (EWT) and are pro-sustainable use.

They collect sperm and eggs from wild game using the basic techniques developed for livestock, artificially inseminate and then breed-up endangered species. Currently they are working with:

- o Disease Free Buffalo
- o Black Rhino
- o They are the regional IUCN Sperm/Egg Bank for Wildlife

Ultrasound is used to obtain eggs. They have a full laboratory and will be applied in

⁶² Paul Bartels, The Wildlife Breeding Research Institute, Tel/Fax :27-12-31 6-5840

nature. Areas where they wish collaboration with the SCI Africa Trust/Chapter are:

- o **Collecting Sperm From Trophy Harvested Game** such as elephant, buffalo, derby eland, cheetah, etc. on game farms and hunting concessions.
- o **Upgrade Trophy Quality Of Disease-Free Buffalo.** The foot and mouth disease free buffalo also have poor horn quality - They would like to take trophy bull sperm and build up trophy quality before reintroducing these buffalo to the wild .
- o **Collection Of Eggs.** Going onto game farms and hunting concessions to dart and collect eggs through ultra sound
- o **Use Of Surrogate Mothers Such As Cows For Buffalo** embryos to build up wild stock and slowly take off domestic stock
- o **Building Up Trophy Quality On Fenced Ranches** with a limited gene pool

In Africa's wild areas, by collecting sperm from trophy males and storing it - with the potential to artificially inseminate - where necessary - they feel that they will provide one more counter-argument to eliminate the protectionists rhetoric that negative impacts on wildlife populations occur from shooting out trophy males.

They would also give us major credibility since these people are veterinarians and associated with the much respected EWT of South Africa. It is unusual for scientists to be working in applied genetics, with a big picture holistic approach with the end goal of increasing the value of game by maintaining or selecting for improved trophy quality .

10.20 SCI AFRICA TRUST AND CHAPTER POSSIBLE COLLABORATION WITH DR. RONNIE DE LA REY OF BRITS, WORLD RENOWN EXPERT IN EMBRYO TRANSPLANTS

SCI met with embryo transplant expert and veterinarian Ronnie de la Rey. Dr. de la Rey is head of the South African Embryo Committee . Dr. de la Rey has his own private business which does invivo fertilization of cattle and embryo transplants . He is quietly working towards applying this same procedure to buffalo. With current technology , he believes that invivo (within the womb) fertilization of cattle and buffalo is more feasible than invitro (in a laboratory, outside of the womb) . There are only one or two places in the World that have successfully undertaken invitro fertilization in a research , not a commercial environment. Dr. de la Rey has developed a technique using Folic Stimulating Hormones (FSH) to invivo fertilize a number of eggs at once (super ovulation) and then to flush them out to be transplanted into surrogate mothers . He does this on a commercial scale with cattle. To his knowledge , he is the only person to have successfully done this with buffalo .

With regard to buffalo and using cattle as surrogate mothers, there are two problems :

- o They have experienced rejection of the buffalo embryo in surrogate cattle after 42-56 days, which coincides with blood being transferred from the surrogate mother to the placenta. They believe this is an immune reaction due to different antibodies between the buffalo and cow.
- o The buffalo has a longer gestation time than the cow; about 285 days for a cow and 320 days for a buffalo

He believes that he will overcome the first problem, using micro-dissection techniques in which the embryo is surgically mated to part of the cow embryo to avoid rejection. This technique is referred to as "Inner Cell Mass Transfer." These techniques have already proven successful when using horses as surrogate mothers for zebra. Basically, the embryo consists of a capsule called the Zona Pelucida. Within the Zona lies a inner mass of undifferentiated cells called the blastocystic disc. Between the Zona and Blastocyst lies a layer of cells called the trophoblast. The trophoblast develops into the placenta or after-birth.

The lymphocytes from a buffalo are injected into a rabbit which develops anti-bodies to the buffalo blood. Fluid from the rabbit is injected into the buffalo embryo. This fluid dissolves the trophoblast, and the inner cell mass is sucked up with a syringe. Then the inner cell mass of a cow embryo is mechanically removed through microsurgery, and the inner cell mass of the buffalo is injected into the Zona of the calf embryo.

The immune rejection is against the placenta of the surrogate mother to the placenta of the buffalo. Blood between the fetus and surrogate mother is never exchanged. Thus by having a buffalo blastocyst within the placenta of a calf, the buffalo fetus should be able to develop fully without being rejected by the surrogate mother cow.

In cattle and buffalo, normally it is fetal cortisone released from the developing fetus that induces labor in the mother. Dr. de la Rey, believes that if the rejection problem can be overcome, this will take care of itself, and the buffalo fetus will tell the surrogate mother when it is time to deliver. Thus the difference in gestation periods becomes insignificant.

Dr. de la Rey, believes that he will be able to produce juvenile buffalo for about R 2,000 -5,000 each compared to about R 65,000 for disease free buffalo today in South Africa. This has major implications for both the economics of sport hunting, as well as the local ecology - since the ready availability of buffalo would likely hasten the offtake and displacement of livestock on many Southern African farms.

Dr. de la Rey is collaborating with Tilman Ludin, entrepreneur, sporthunter, owner of safari operations and game rancher with some of the largest herds of buffalo, white and black rhino on private lands in Africa. Tilman Ludin is good friends with SCI African Chapter EXCOM member Eric Stockenstroom, who invited Mr. Ludin to African Chapter meetings on a number of occasions, with hopes of getting him involved in addressing hunting ethics. The fact that the SCI African Chapter has contacts with

both Dr. de la Rey and Mr. Ludin, may offer a unique opportunity to have an SCI African Chapter Program .

Dr. de la Rey explained that limited funding out of his own pocket is the factor which is slowing up the successful culmination of commercializing the rapid spread of buffalo on private farms in Southern Africa using cows as surrogate mothers . One shortcoming of Dr. de la Rey's invivo fertilization method is that it only works on game that has been tamed down. He has only experienced success on partially tamed buffalo .

This is where invitro fertilization may come into play once this technique is perfected , however he believes this may be a number of years away. Invitro fertilization will still require the "Inner Cell Mass Transfer" technique being developed by Dr. de la Rey if surrogate mothers are to be used . In the mean time, he hopes his method can come on line in the near future and contribute to the expansion of the game industry .

The SCI African Chapter may obtain the loan of three buffalo females from Zulu Nyala Lodge, which will permit Dr. de la Rey to move forward with his research.⁶³

⁶³ Dr. de la Rey can be contacted at Tel:012-11-502359, Fax:012 11-502299, P.O. Box 2644, Brits 0925, RSA.

11.0 ZAMBIA

Zambia is well known for its free chase multi-bag hunting, record book roan, and unique species such as Kafue and Black Lechwe. Its community conservation program, ADMARE, is also much publicized for its attempt to bring about attitudinal changes of local communities towards wildlife through revenue sharing from trophy hunting.

However, Zambia is faced with many issues, most of which the safari industry and government must resolve internally. SCI can be there to encourage and facilitate this dialogue and to give the Market's view point on these issues. Key issues that must be addressed include: 1) Transparency in awarding hunting concessions, 2) Transparency in the distribution of money generated from hunting, especially that which is destined for local communities through the Revolving Fund, and 3) A feeling of insecurity over tenure in hunting concessions by both safari operators and professional hunters 4) A more active involvement of a representative cross section of the community, especially traditional hunters, in decision making related to hunting within the game management areas (GMA's) in which they reside. If these issues are not properly addressed, the risk is that game in hunting concessions will be depleted over the next 5 years by both the safari industry and traditional hunters. Worse, the animal rights movement may try and discredit conservation and development linked to hunting in Zambia through international forums such as CITES and the U.S. Endangered Species Act (ESA). Such an action would prevent the importation of sport hunted trophies from Zambia into the USA and Europe. In essence, trophy hunting would be closed down in Zambia.

The following provides a historical and current overview of the situation in Zambia, and indicates a few areas where SCI might get involved.

11.1 HISTORY OF THE SAFARI INDUSTRY IN ZAMBIA

Prior to 1952, safari hunting in Zambia was undertaken on a self-guided basis, through arrangements with government.

Starting in 1952, professional hunting in Zambia began as a government controlled operation. Overseas hunters were taken out by a government professional hunter, who was a "Game Ranger" employed by the Game Department. Money generated from hunting was divided between the Central Treasury and the Native Treasury. Money destined to the native treasury went to the district commissioner in the area from which the animals were taken. This money was used to supplement regular government budgets for developing these rural areas.

In 1962, the first private safari hunting company was started with the formation of Luangwa Safaris, owned and operated by Norman Carr and Peter Hanken. A peaceful transition to independence from British colonial rule came in 1964. In 1970 Luangwa Safaris merged with another company into Zambia Safaris. This was the hey day of hunting in Zambia. Game was plentiful, and economic pressures on wildlife were minimum; copper carrying the economy. In addition areas to the south including

Rhodesia, Southwest Africa, Mozambique and Angola, had internal problems and therefore limited safari hunting.

In 1975, three new safari companies were formed. Zambia Safaris and these three companies ran hunting for the next 10 years. There was an abundance of game, and little or no need for safari operators to violate game laws. Quotas were more than abundant.

Slowly over time, the economic base of Zambia has eroded. Mining companies were nationalized in the early 1970's. In the early 1980's, the basis of the economy, copper had a fallout in market prices. At the same time copper production began to decline. The pressure on wildlife at all levels began to increase:

- FOREX was badly needed to pay off debts and for imported products
- Rural areas who had depended on remittances from family working in the mines began to rely more on wildlife as a source of food

During all of this time ivory and rhino horn were legally marketed items. By the early 1980's licenses for hunting elephant and rhino were stopped to protect the legal slaughter of these animals for the international horn and ivory market. Things got completely out of control, until most of the rhino and elephant in Zambia were exterminated. The international ban on ivory in the early 1990's provided a short-term stop gap to protect elephant.

<u>ELEPHANT NUMBERS</u>		LOCATION
1973	100,000	Luangwa Valley
1978	45,000	"
1983	25,000	"
1990	15,000	"

Elephant are beginning to recover .

The exact change in the Black Rhino population over time is difficult to determine due to conflicting numbers given by various surveys. There were most properly about 2,000 rhinos in Zambia, with estimates ranging from 1,000 to 7,000. What we do know is that the black rhino is about gone, though remnant individuals have been recorded in the dissected and difficult to traverse area south of South Luangwa National Park.

Uncontrolled hunting areas (open for resident hunters), were rapidly depleted. Likewise, there has been a gradual deterioration of wildlife in game management areas (GMA's).

There are only 4-5 GMA's which still offer superlative quality big game hunting, including lion, leopard and buffalo. It is said that these areas are in their present state, due to protection and good management practices by the better safari operators.

11.2 SAFARI HUNTING IN ZAMBIA TODAY

Safari hunting in Zambia, makes up less than 1% of the economy. Zambia's economy is 40-50% donor money, including alleviation of the debt burden under the structural adjustment program of International Monetary Fund (IMF). This is followed by copper/cobalt production and agriculture.

Although relatively unimportant to the national economy, trophy hunting is important to the operation of the National Parks and Wildlife Service, and to rural communities over a vast and isolated interior of Zambia, where wildlife is the best land use ecologically and economically through trophy hunting.

There are approximately 150 classical 14 day hunts each year (lion, leopard, buffalo and plains game), with little room for expansion. The United States makes up 50-60% of the market. Annual earnings to Government from license and area fees is about \$US 2.5 million. This money goes directly to NPWS (National Parks and Wildlife Service) for operational and management purposes, as well as for community upliftment.

Zambia may be the most urbanized country in Africa, with about 50% of its population residing in urban centers, mainly around the capital - Lusaka and the northern copper belt. The interior of the country, where wildlife and the remainder of the population resides, is isolated and sparsely populated, and with proper incentives offers an excellent opportunity to organize conservation and development programs revolving around wildlife. There are two programs attempting this; ADMADE (Administrative Management Design) and LIRD (Luangwa Integrated Rural Development Project). ADMADE is the largest geographically and the best known program.

11.3 LOCATION AND MAKEUP OF HUNTING CONCESSIONS

The attached map identifies the location of key hunting areas in Zambia. Zambia offers the Big Four (excepting rhino), plus hippo, excellent roan, and specialty animals such as the Kafue Lechwe and the Black Lechwe. The makeup of current safari operators, of which there are 22, includes:

	Number
Foreign	6
Zambians	<u>16</u>
	22

The following trophy hunting concession areas, which have been leased, can be ranked as to their potential for quality trophies and a diversity of game, with Grade A having

the best game populations (See Attached map):⁶⁴

Grade A	Grade B	Grade C	Depleted
Nyampala	Chanjuzi	Bilili/Nkala	West Zambezi
Sichifula	Lower Luano	Busanga	Lunga Luswishi
Luawato	Chifunda	Mumbwa East	
Mulobezi	Kasonso	West Petuake	
	Mumbwa West	Rufunsa	
	Mwanya	Sandwe	
	Lower Lupande	West Zambezi Lower	
		Upper Lupande	
		West Musalangu	

There are many other depleted areas; those on the map which do not show in the above list and were therefore not leased. Consideration on the future of these depleted areas is currently under review.

11.4 HUNTING SEASONS

The hunting season is divided as follows:

Period	Hunting
June/July/August	Safari Hunting Only
September-December	Safari Hunting and Resident Hunting

Safari hunting usually ends by mid-October.

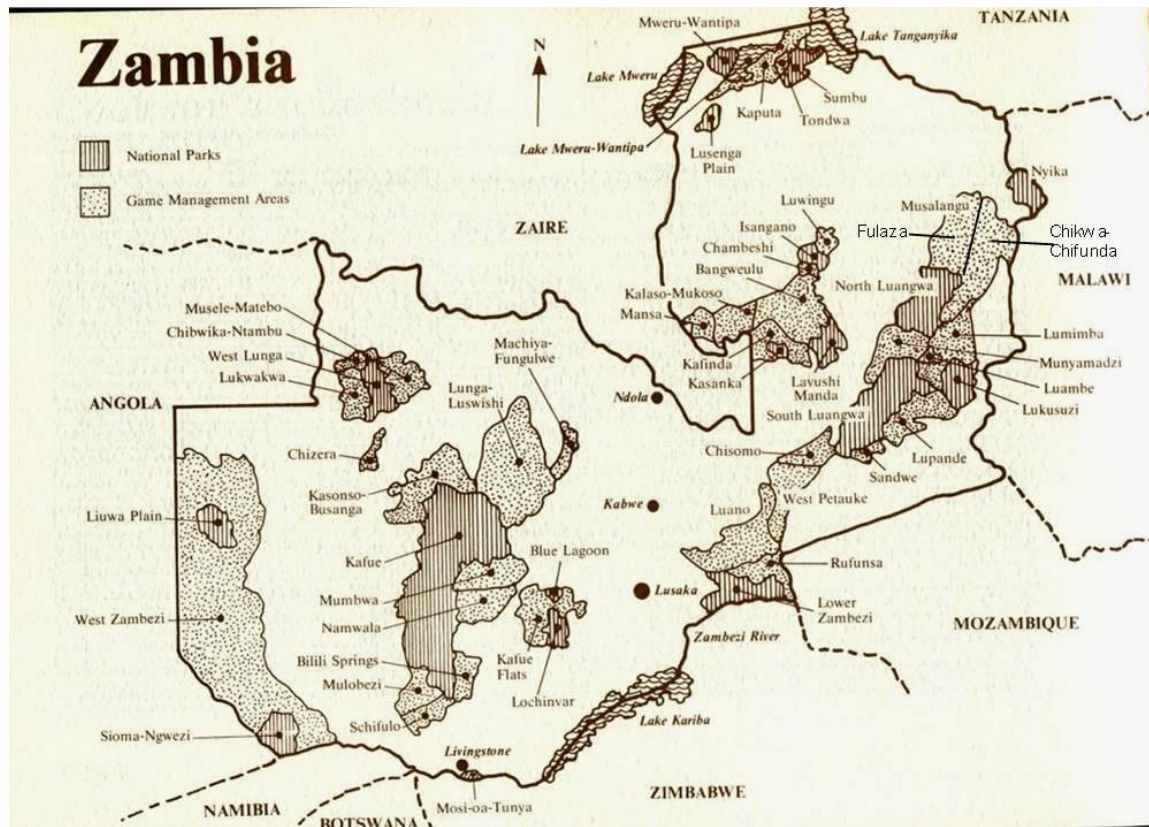
11.5 TENDERING CONCESSIONS

Concessions were tendered in late 1995. A Technical Committee was established and met at Nyamaluma to review and rank bids. The Technical Committee consisted of representatives from PHAZ, NPWS, local chiefs, ADMADE, Anti Corruption Commission and the Tender Board. Mike Faddy of PHAZ was not available but reviewed analyses at the request of Ministry of Tourism and agreed with the Committee's conclusions.

Each tender was ranked as to the quality of its: 1) Business Plan, 2) Plan for Community Support - including employment and training, 3) Experience of company and staff, and 4) Wildlife Management plan and support to law enforcement. On paper everything looked good and the Technical Committee went about its business.

The Technical Committee's recommendations were passed on to the National Parks and Wildlife Service at Chilanga. The Minister, Permanent Secretary and Director of National Parks reviewed the Technical Committee's analysis and made some minor modifications.

⁶⁴ Personal Communication Mike Faddy and Ken Barron, PHAZ EXCOM



Source: PHAZ (1990). Note: Lumimba divided into Chanjuzi (north) and Mwayna (south), Munyamadzi = Nyampala, Lupande divided into: Upper and Lower Lupande, Mumbwa divided into East and West Mumbwa, West Zambezi divided into Upper and Lower West Zambezi game management areas (GMAs).

This information then passed on to the Government Tender Board. This is a Board that reviews all tenders, and normally rubber stamps the recommendations from a particular ministry. In this case, it appears that the word got out on who would be getting what concession area, and there was a mad scramble behind the scenes to arrange for political favors. This was so important that the Ministerial Board met to make a final decision on granting leases.

At the end of the day, the Technical Committee's recommendations were ignored and the following happened⁶⁵:

- o Concessions were awarded to safari operators who tendered for another area,
- o 22 concessionaires were given 1 concession each, against the wishes of the Technical Committee which recommended 11 safari operators be given 2 concessions each in order to assure that a concessionaire could make an honest living.
- o Most of the concessionaires are Lusaka Businessmen, who rarely visit the area. Seven of the companies have no previous track record in hunting.
- o The majority of these businessmen/safari operators have no interest in hunting, but in making a quick buck off of wildlife.
- o An NPWS civil servant, the Acting Chief Game Warden, responsible for quotas, licensing of PH's, was awarded a concession which is subleased.⁶⁶

The concern is that :

- o With only one concession per safari operator, it will be very difficult to make a profit and concern exists that there may be a lot of over-shooting of quotas in order to compensate for this. PHAZ will request the NPW13 booklets (Each PH must keep a record of all game taken) and compare what has been recorded in the booklet to export papers to verify if over-shooting has occurred.
- o Formal subleasing, is illegal based upon all hunting concession contracts. PHAZ is concerned that, the subleasees, who have no long-term tender guarantees will make as much money as they can, not respecting quotas and also-overshoot the area.

⁶⁵ Profit. February 1996. Hunting - the predators move in. Business magazine - Profit, printed in Lusaka. pp 22-24.

⁶⁶ Muluzi Kali. July 1996. Safari concession run by wildlife officials selling out to South Africans in speculative deal. The Zambian Farmer. p7. Vol I, No. 8.

- o There is a conflict of interest in giving a line civil servant a hunting concession, who has management and regulatory responsibilities.

The only country to put in an official protest over the government's abuse of the tendering process was the United States.

11.6 MANAGEMENT OF HUNTING CONCESSIONS

The Professional Hunters Association of Zambia (PHAZ) Executive Committee, professional hunters and safari operators interviewed, feel like management of habitat and game is not adequately taking place on GMA's. While the Government and ADMADE are placing emphasis on renovating depleted areas, people within the safari industry believe that many of the current safari concession areas will be depleted of game by the time the first 5 year roll over of leases, (awarded in early 1996), comes to an end in 2001.

The risk is that the animal rights movement will use what is happening to shut down hunting in Zambia, unless major changes take place. The anti-hunting/animal rights movement will not go directly at ADMADE, PHAZ or NPWS, but will gather information which will be used at international gatherings such as CITES 1997 in Harare, or given to the U.S. Fish and Wildlife Service to discredit the will of the private sector to sustainably manage wildlife, the ability of NPWS to regulate and control what is going on, and the inability of ADMADE, as structured, to reach out to local people and change their attitudes towards wildlife. The net result would not be a direct attempt to close hunting. European Union countries and the USA would disallow their citizens to import trophies; in essence closing hunting through cutting off access to the market place (e.g., as is happening in Cameroon with trophy hunted elephant).

11.6.1 Concessions Taken Over By Businessmen Looking To Make A Quick Buck, With Little Regard For Sustainable Wildlife Utilization Or Communities. The feeling by most people interviewed is that the majority of the people recently awarded leases by the Government are businessmen, with no vested stake in the long-term. Most are looking to make a quick buck, and care little or nothing about wildlife.

Most of the safari operators are absentee landlords, who shuffle PH's in and out with their clients. The vast majority of the concessionaires do little marketing, and rely entirely on PH's to bring the clients. They make money, purely from having exclusive rights to control who comes into their areas to conduct trophy hunting. However, they have no control over citizen hunting.

This is quite unusual when compared to most other key safari countries, where on public concessions the majority of the safari operators are also professional hunters and split their time between making sure things are well managed in the field, and in the office where they must look after business. On the private farms of Southern Africa, the safari operator usually owns his own land and actively manages his wildlife and controls his PH's.

Many of the businessmen in Zambia started moving into the safari industry in the late 1980's, when there were foreign exchange restrictions. They could take foreign currency, generated from trophy hunting, and exchange it on the black market for 4x its official value. Also, it was a way of getting FOREX out of the country as a nest egg in case of political or economic problems.

11.6.2 SubLeasing Safari Concessions. According to the safari concession contract, it is illegal to sublease a hunting concession under penalty of losing the area. However, many of the businessmen/safari operators, neither have the capital nor know-how to setup or operate a safari camp, conduct hunts or market to the overseas trophy hunter. They sublease to others. At least 8 subleases exist among the 22 concessions. If the 3 concessions which have been allocated but are not operable at this time are included, then nearly half of the working concessions are run by someone without direct responsibility for the safeguard of the wildlife. Companies will claim only marketing arrangements.

The real questions that must be asked here, is the subleasee going to have the incentive to steward the wildlife in his subleased concession, when he is not held responsible for its management, and the people who are responsible remain isolated in Lusaka as absentee landlords? It's not too hard to guess the outcome.

11.6.3 Relations With National Park. There appears to be a lack of communication between the National Parks and Wildlife Service (NPWS) and safari concession lease holders. Many people complained that National Parks makes key management decisions about the concessions without consulting the lease holder:

- o Staff are transferred
- o Concessionaires are not consulted on quotas
- o Culling decisions are made without consultation
- o Annual Quotas
- o Citizen Hunting Licenses

Most people in the safari industry have lost complete faith in National Parks. The authority of National Parks has been compromised when their attempt to hold an honest tender was overridden by politicians. This certainly has demoralized the staff

Authority to control what is going on with wildlife has been taken away from NPWS, and there is a certain level of apathy among staff. There is a need to have a self-regulating industry, which is what PHAZ is slowly attempting, in collaboration with NPWS.

A number of incidences within NPWS reflect the lack of discipline and need for reform within NPWS if wildlife and the safari industry are to have a future in Zambia. In one incident, honorary game rangers put up a roadblock to monitor the trafficking in game products. A military landcruiser did a U-turn upon encountering the roadblock. It was hotly pursued and the rear tires shot out. Two hundred and twenty-eight elephant tusks were found inside. The truck had passed through 2 NPWS check points prior to being halted. No known disciplinary action was taken by NPWS on the game scouts manning these check points.

In another incident, a Zimbabwean PH was reported with 3 Austrians and 3 Wildlife Scouts, hunting with Citizen Licenses. No satisfactory action was taken.

The European Union is placing advisors in NPWS to undertake management restructuring of the agency.

There are some positive indications that some of these problems could be turned around. Three years ago, there was little or no dialogue between PHAZ and NPWS, but today they are collaborating and generally speaking with one voice. Three years ago, when the current Manager of the SCI African Trust evaluated ADMADE for the U.S. Government, he was told not to talk to professional hunters (only there to make money), nor to traditional hunters in the villages. During this visit, all groups: 1) Government which regulates, 2) PHAZ - the private sector, 2) ADMADE - representing the community, and 4) SCI - the market, sat around the table and had frank and open discussions. This is a very positive sign. The establishment of a long-term communication process will be the secret of solving many of the problems stated in this analysis. If this group, as family, can not overcome distrust and begin finding workable solutions to the problems which they face; the risk is great that the animal rights movement will use this against them. Together they can succeed, but alone - not one of the stakeholders has a chance of achieving the goal that we all have in common - the sustainable use of wildlife to the betterment of Zambia and its people.

11.6.4 **Failure To Have A Year Round Presence By Safari**

Concessionaire. All leases state that the safari operator has the responsibility to assure year round protection of the area. However, by mid-October, the safari season comes to an end and camps close down. Resident hunters continue hunting until December under questionable supervision. Once the safari camps close down the poachers move in and hunt undisturbed throughout the rainy season. None of the safari companies respect the requirement of having a year round presence as stated in their leases. NPWS does not insist on this requirement. The private sector has no faith in the village scout/game guard system. Maybe this needs to be privatized, and the responsibility of each concessionaire, working with the local community.

This situation reflects the current state of affairs, with safari operators who have only short-term goals; to make a quick buck. Unless the environment in which the safari industry works stabilizes, and the kind of people involved changes, the future of hunting in Zambia must be considered bleak!!

11.6.5 **Lack Of Anyone On-Site Responsible For Control Over Safari Hunting Areas.**

The PH's explained that they had no incentive to manage anything, as most were transients who did not know from one year to the next where they might be.

PHAZ is concerned that a lot of wildlife abuse takes place including over-shooting for bait, excessive wounding of animals, or shooting second animals if the first trophy is no good. There is little or no incentive, or interest in long-term management of the area, nor anyone in the field who is held responsible for the area.

The type of people given leases are businessmen who have this as a 2nd, 3rd or 4th investment, instead of safari operators/hunters who have this as their full time career and who are actively involved in what is happening in the field.

A PH is licensed to a company. But with a letter from the company, he can be released to go to another company to hunt. The majority stay with one company, but if the company has insufficient quota, they will move around. Most stay with one company from one year to the next. However, there is no guarantee that they will be with the company the following year.

Also, many non-Zambian PH's, mostly from South Africa, bring in clients to these subleased areas. They are supposed to be observers, but PHAZ believes many actually hunt in an uncontrolled manner without any regard for the long-term, as they are transients, moving in and out, from one area to another.

It was explained that in the past, each hunting concession had a Senior Professional Hunter, whose job it was to be on site permanently, to manage the area, to make sure other PH's did not abuse the quota or law, and to work with local communities and government.

It would seem that both PHAZ and NWPS should negotiate that at least one long-term partner/PH of the safari concessionaire should be full time on site to assure proper management of the area and that game quotas are not abused.

In general, PH's in Zambia feel that they need more security in the work place if they are expected to care about long-term implications of what is happening in the safari concessions where they hunt. As long as they are just hired guns, don't expect their attitudes to change.

11.6.6 Quota Determinations. Quotas for GMA's can be broken down into:

- o Trophy Hunting
- o Citizen Hunting
- o Local Protein

Each safari operator must meet 75% of his annual trophy quota or be penalized (pay % of quota). So many of these people are politically connected, that even if they do not perform, they maintain their leases, and in the case of tendering were still given new concessions.

ADMADE, has developed quota and wildlife monitoring forms to be filled out by game scouts in the field with regard to where game is seen by quadrant, herd composition, hunter success, trophy quality, etc.⁶⁷ PH's claimed that neither they nor the game scouts accompanying them have incentives to judiciously fill-out these forms. Lacking long-term security, and as transients, most PH's feel like hired guns with no

⁶⁷ NPWS. June 20, 1995. Safari hunting monitoring manual. An ADMADE training and research publication. Produced by the Nyamaluma Community-Based Wildlife Management Training Center for the National Parks and Wildlife Service of Zambia. 20p.

stake in assuring the conservation of the concession. Many PH's said that Game guards are not paid on a regular basis and thus have little incentive to be productive.

Most PH's lack faith in Chilanga using data they might collect. Most say their trophy quotas do not reflect the wildlife populations in their areas. They are often given quotas for animals that have never existed in these concessions, or quotas that are too low and not reflective of the economic potential in their area. Often more licenses are given out to Citizen hunters than there is quota. Many PH's feel like there is so much distrust between them and the NPWS, that even if they recommend or question government set quotas, no one will listen. The danger is that if they are given a quota that is too high, they may have to over-shoot a species that needs resting in order to meet their 75% requirement. This concern has been also raised by long-term Zambian conservationist Norman Carr.⁶⁸

It is evident that there needs to be more communication between NPWS and the safari operator/PH's from each concession to discuss the establishment of sustainable quotas based upon field data.

Each safari concession is supposed to submit a Safari Report at the end of the season explaining how many trophies were taken of each species, number of clients, etc. Although, not used for this purpose, safari concessionaires should consider analyzing the data they have observed in the field, along with trophy quality and hunter success to recommend adjustment of quotas.

With long-term 5 year roll over leases, one would think that safari operators would have an incentive to invest in the long-term in order to assure the economic viability of the wildlife on their concession. However, given the short-term perspective that many of the businessmen/safari operators appear to have, leads one to think that this incentive does not exist.

11.6.7 Lack Of Control Over Citizen Hunters. Everyone complained that Citizen Hunters have the right to enter into a GMA under minimum supervision. Very often the Citizen Quotas are not respected, and many more licenses are handed out by NPWS than officially allocated. This makes it very difficult for the PH's to manage an area for trophy quality, or to make sure that the person does not abuse his privilege. The safari industry has little faith in the accompanying game scout, who can be easily bribed. According to Zambian conservationist Norman Carr, "Anyone with enough political clout, or who has a friend in court, or enough cash can get a license, irrespective of set quotas."⁶⁹

In Botswana, where a similar problem also existed, Citizen hunters are now required to check in with the safari camp, and are accompanied by one of the safari company's staff to assure that hunting is carried out in an ethical manner, and to assure that there is minimal contact/conflict with the high paying overseas trophy hunter. They also have Citizen Hunting Areas.

⁶⁸ Graham. Winnie. Sept. 6, 1996. Saving Africa's finest wildlife asset. The Star (South African Newspaper), p 11.

⁶⁹ Ibid.

Zimbabwe has set aside Citizen Hunting Areas, in which a local amateur hunters club, Zimbabwe Hunters Association (ZHA), works with the government to assure the sustainable management of game populations. Amateur hunters must belong to ZHA in order to access these areas. ZHA, on the other hands, controls ethics of its members.

11.6.8 Lack Of Reward For Good Management Of Hunting Concessions.

An example was given of one concession holder, Rashid Randera of Nyampala Safaris, who was given Sichifula GMA, for the last 8 months of the lease prior to the 1995/96 tendering process. The area was facing a drought and a major loss of wildlife. The leasee sunk boreholes and made other improvements such as in the camp site at a cost of 21 million⁷⁰ Kwacha. The Technical Committee recommended that he be given a 5 year roll over lease for his efforts. No one else bid, assuming Mr. Randera would be awarded this concession. The politicians took it away from him.

In another instance, Kieth Asherwood, of Luangwa Crocodile & Safaris invested substantial sums of money (45 million Kwacha) in a camp, clinics, schools, etc. in the Chifunda area, located along the eastern border of the Northern Luangwa Park. This was money provided by the Safari Club of Washington/South African Wildlife Foundation. With all of this effort and goodwill, when the GMA's were awarded in early 1996, Chifunda was given to another company. The local community protested to no avail.⁷¹

How can anyone think of investing in an area, even with a 5 year lease, when at the snap of the thumb, some politician can arrange to have a person's concession. This kind of insecurity makes it difficult, even for those concession holders who are dedicated to being good stewards over their areas.

Most people do not believe that a 5 year roll over lease will ever take place. Most people are concerned that politicians will hand out their safari concessions as political favors. This insecurity over tenure is another reason for the short-term perspective taken by the safari industry.

⁷⁰ About 1,300 Kwacha per \$US as of September 1996.

⁷¹ Letter to "The Honorable Vice President, "Re: Safari Hunting Concession Lease Agreement - Chifunda Block 1996-2000, Signed By Chief Chifunda R. Y. Sathala, and about 17 Headmen.

11.7 DEPLETED AREAS

A number of depleted areas exist that NPWS would like to put out to the private sector for renovation. They include: Chisomo, Chizera, Namwala and Upper Luanon

Much of the private sector feels as though priorities should be placed on conserving the existing hunting areas to assure they are not depleted, rather than worrying about recovering depleted areas.

It is estimated that the lease holder will have to invest \$US 30-50,000 over J-5 years before the wildlife in these areas is adequately replenished to allow hunting.

The reason for not allowing hunting in the first few years is to give the depleted area a chance to build up game populations and to prevent the misuse of the depleted area quota. In the past, there were a number of concession holders who shot their depleted area quota in their good concession and filled out the forms as though it was taken in the depleted area. The risk is that they are destroying a good area from over shooting and will turn it into a depleted area within 5 years.

Already, at least one private investor has said that he would be willing to invest \$US 30-40,000 per year, if in the fourth year he could hunt. A 12 year lease with the right for first refusal was recommended. A Management Committee made up of the local people, NPWS Game Scouts and the private sector would determine how to disperse this money. One of the goals is to get the local community more actively involved in the decision making process within the GMA's where they reside.

After what happened to tendering of the major hunting areas, PHAZ and NPWS are weary of open tendering and are trying to find an alternative.

11.7.1 Administrative Allocation. A technical committee was formed by NPWS in 1995 to allocate 5 unused GMA's. These had originally been allocated in the 1993 tender, but for various reasons had not been taken or used. Safari companies who had submitted their Annual Safari Report were graded. A rank of 1-5 was given for:

- Top earnings
- Best PH's
- Quality of Hunting Camp
- Ability to Manage Hunting Concession
- Ability to book clients

The areas were then allocated administratively, not by tender. A similar system with modification might be used for depleted areas.

11.7.2 Prequalified Auctioning. People do not believe that an open auction is adequate, as this is based purely upon money, and does not judge a company's game

72: Lewis, Dale. September 1996. An assessment of understocked game management areas for leasing as safari hunting areas. An economic management formula for their rehabilitation. DRAFT. Prepared for the National Parks and Wildlife Service of Zambia. 14p.

management, community development or marketing skills. An open auction of pre-qualified firms might be possible, with a requirement of a game and community management plan so many weeks after a company has successfully bid for a concession. Pre-qualifying would at least assure that the companies coming to the table have a track record and are ethical businesses.

11.8 PHAZ

11.8.1 Composition. The current Executive Committee of PHAZ consists of:

Mike Faddy, Chairman, Photographic Safari Operator
 Ken Barron, Sporthunter, Import/Export Businessman
 Enio Cassilli, former PH, Businessman
 Roland Norton, PH
 Mike Heath, PH
 Collin Dunn, Businessman and ex-manager Zambia Safaris
 Chief Wildlife Warden
 Guy Robinson, PH/Farmer

There are 45 registered PH's with PHAZ. The licensing of PH's is an annual affair in which each PH comes before a review committee made up of PHAZ and the Department of National Parks and Wildlife. The NPW13 Book (book to be filled out for each animal harvested whether for trophy or bait) is reviewed and an assessment is also made of the percentage of quota obtained. If pages are missing or tampered with from the NPW 13 Book, a license is subject to further investigation.

There are 7 registered South African PH's. However, the biggest problem facing PHAZ is unregistered South African PH's coming in with clients. Legally they can be an observer, but PHAZ believes they are actually hunting; many with little regard for wildlife. They see these people as corrupting the system. They have had a number of complaints from American hunters who have hunted through intermediate PH's.

11.8.2 Ethics. PHAZ is working hard to bring ethics, both hunting and business into the safari industry. They feel there is need for more regional cooperation with other PH Associations. They recently had an incident where the Professional Hunters Association of South Africa (PHASA) was informed of an ethics investigation of a South African PH for a possible violation in Zambia. PHASA cleared the PH without any reference at all to PHAZ.

PHAZ knows of a number of PH's working in other countries that have been thrown out of Zambia. Links with the SCI African Chapter could be used to inform PH associations and governments in other countries once a person is banned from a country. Also, this information needs to be passed on to the SCI Ethics Committee in order to determine if this deems banning the individual from being an SCI member and from accessing the market through advertisement or attendance at the annual Convention.

They, along with other regional PH associations, believe that in September or October of each year, the publication by SCI in Safari Times, of a list of legitimate PH's and

safari operators in each country, would go a long way in helping clients properly select their PH/operator, and greatly reduce the conflicts that currently exist.

11.8.3 Friction Between PHAZ And Safari Operators. Unfortunately, PHAZ is disliked by the businessmen/safari operators who, for the most part refuse to join PHAZ, seeing them as a hindrance to quickly licensing PH's - qualified or not, and in their way of making a quick buck. This is most unusual, especially for Southern Africa, where the PH associations tend to be the lobbying bodies representing the safari industry to government, and who are seen as the bodies which set standards and control ethics for the industry. It appears that most businessmen/safari operators have a short-term perspective, with little or no regard for standards or ethics. Until this attitude is overcome or the kind of people involved in the industry changes, there can be little hope for assuring the sustainable use of wildlife.

11.9 ADMADE

11.9.1 The ADMADE Program. ADMADE (Administrative Management Design), is a program which attempts to reach out and involve, as well as share benefits from trophy hunting with local people. It is the other critical link, in addition to the private sector, which will determine if wildlife can be sustainably managed in Zambia. The rural communities living among wildlife will determine its future. Most people believe that sharing economic benefits with local people, and involving them in the decision making process with regard to wildlife, its management and development, will help change their attitudes towards wildlife from one of a pest or "nyama" to an important sustainable economic resource. Without a functional ADMADE system, the hope remains slim for changing the attitudes of people living among wildlife.

Programs like ADMADE and CAMPFIRE, rather than just rural development tools, have become politicized, being used by sustainable use groups as the only viable solution to conserving wildlife in many Third World countries. While this is believed to be true, the real danger is that - sustainable use groups become as fanatical about such programs as the animal rights/anti-hunting groups are against them, losing sight that these programs are in their infancy and in a dynamic state of flux. Unless sustainable use groups are willing to openly admit both the strengths and shortcomings of these programs, there will be little hope for correcting them, adjusting problems, and seeing them evolve. They will become purely a political tool, where most of the people using them will never see reality, "The African Bush." Eventually this fanaticism will see their demise as the result of disenchantment by the beneficiaries - local people and the safari industry, and the failure of the only hope we have of seeing wildlife survive among the masses of humanity which the African Continent is expected to experience over the next 25 years (e.g., in Zambia human populations are expected to climb from 8.4 to 23.3 million between 1990 and 2020.).

One of ADMADE's biggest shortcomings has been its unwillingness to adjust its program based upon outside evaluations and recommendations.

11.9.2 Failure Of Government To Respect Decisions Made By ADMADE and Local Chiefs. Both ADMADE and local chiefs participated in the NPWS Technical Committee's selection of preferred concessionaires. These

recommendations were ignored by the Tendering Board, even after a number of communities protested the concessionaire awarded the lease in their areas. Certainly, this puts into question and compromises the power of ADMADE and the rights of local communities to determine their own futures - with regards to whom they wish to partner with in managing and marketing their wildlife.

11.9.3 Failure of ADMADE Money To Reach Local Communities. All money from safari hunting officially belongs to the government and goes to the Wildlife Conservation Revolving Fund or better known as "The Revolving Fund." In theory, ADMADE Revenue Stream Flow is as follows:

o License Fees and Game Animal Fees:

-50% to Government

-50% to Revolving Fund for NPWS capital replacement of vehicles and other disposable supplies

o Concession Fees - 100% Retained By Revolving Fund

-40% to Management Of GMA; salaries of scouts, fuel, vehicle maintenance, rations, camp renovation

-35% Community Development

-10% National Park Management

-15% Non-Self Sufficient GMA's

Many people feel that inadequate moneys are getting out to the communities. Some say no money is getting out to their areas. Others say the money is 2-3 years in arrears. One safari operator gets the money for his area - but must go to Chilanga with the chief and request it. There seems to be no working mechanism to assure an orderly and timely distribution of money.

A number of the private sector stated that they feel the money destined for the community should go directly from them to the community (e.g., Chobe Enclave Conservation Trust in Botswana). Ultimately, decentralization would take control out of the hands of the State and scientists and vest control in the market place. In other words, decentralize the process down to the level of the market place and the community. There has been some resistance to this.

Currently, the money destined for the local community belongs to Government. Under the New Wildlife Act, the money destined for the local community will belong to them, possibly opening the way for more creative mechanisms to assure the timely and equitable distribution of funds to the community.

11.9.4 Lack Of Accountability and Transparency. The NPWS centrally controlled Revolving Fund has not been transparent, and most stakeholders are not sure what is happening to the money. At a recent meeting at the European Union, it is said that a considerable amount was unaccounted (+/- \$US 1 million) from the Revolving Fund.

The Chief Game Warden of NPWS believes that the Revolving Fund, run by NPWS is now working. There were problems, but over the last two years things have improved. They have a Professional Manager and an accountant operating the fund which distributes money to local communities and NPWS.

However, the safari industry is wary of these statements, as the Revolving Fund has never produced a public audit by an outside firm. It would seem imperative that this take place in order to alleviate any doubts by the private and public sectors, or local communities.

PHAZ EXCOM members have sat in on meetings in which USAID has stated that it is unhappy with the management of the Revolving Fund.⁷³ USAID has publicly stated that some funds from the Revolving Fund, destined for communities, have been diverted for administrative purposes. They have also stated that consideration should be given to decentralizing the revolving fund. A simple and transparent annual audit by the safari operator and the local community in each GMA would verify the equitable distribution of funds at all levels under a decentralized system.

The private sector refuses to put money, which they will invest into depleted areas, through the Revolving Fund. Rather, each investor will open his own open special account and provide a yearly audit.

11.9.5 Inadequate Participation Of Local Communities In The ADMADE Process. The ADMADE decision-making system in rural areas works as follows. For each Game Management Authority (GMA) there is a Wildlife Management Authority (WMA) made up of NPWS staff, other senior service officials in the area, and traditional chiefs. The WMA's major roles are to assure sustainable use of game, approve quotas, assure the distribution of money both the 40% and 35% to the area, and community development.

Each traditional chiefdom and his following make up a Wildlife Management Sub-Authority. This consists of the chief, headmen/ndunas, local technical assistants (e.g., teachers, nurses), and the NPWS GMA Unit Leader. The role of this body is to monitor the local offtake of wildlife, and to identify/implement 35% fund projects.

The above is theoretical. However, one of the biggest problems many people in the safari industry raised is that there is little or no participation by the local people in key decision making. For instance, they have little or no say in how quotas are distributed between trophy hunting, Citizen hunting, and local hunting/protein.

⁷³Personal Communication Mike Faddy, Chairman PHAZ

Although easy to blame, it is not evident how active the safari industry is in participating in the meetings of these groups. Some say they are active. Obviously, many of the "Absentee Landlords" are not. It is incumbent upon the private sector to become a participant.

11.9.6 Inequitable Distribution of 35% Funds. Many people in the safari industry said that the traditional chief is all powerful, and that money going to him is often used to his benefit, that of his family and immediate village. This was also recognized as a shortcoming by an American researcher carrying out studies in Zambia.⁷⁴ Yes, some money is getting out. One can find examples of hammer mills, schools, clinics, etc. However, they are mostly in the vicinity of the chief's village. Benefits to outlying villages quickly fall off. Many people in the safari industry felt a helplessness to deal with this since no one is to question the role of traditional chiefs.

There are however, two agricultural programs in Zambia which are worthy of investigation, run by Zambians. The NGO, CARE, runs a food enhancement program, and the Cooperative League of the USA (CLUSA) has a similar program in which a democratic process is established through Village Enhancement Committees that appear to represent a cross-segment of the society, including the traditional chief. These groups might be approached to see where their experiences might be applicable to ADMADE. The Chobe Enclave Conservation Trust in Botswana may also provide some insight. It should be noted that certain elements within ADMADE have strongly resisted such approaches. However, if the current system has faults, there is nothing to lose by looking at other alternatives.

The bottom line is that if enough of the people do not receive or perceive benefits from ADMADE, then attitudes will not change and wildlife and habitat will continue to degrade.

11.9.7 Failure To Adequately Involve Traditional Hunters. This problem was not discussed in detail, but a number of PH's explained that the ADMADE game scout program is built around people who can read and write. The traditional hunter does not count as he can neither read nor write - his school being Mother Nature rather than a walled-in classroom.

The first person to study the traditional hunters of Zambia, Dr. Stuart Marks, is now an SCI staff member, Director For Research and Community Development. He is well known for his study in the Munyamadzi Corridor.⁷⁵ He was the first to document the ties of the traditional Bisa Hunter to wildlife and the role of hunting and wildlife in religion, ancestor worship and leadership within the community. To become a hunter, a young man must have a dream. This dream implies that he has been called upon by his ancestors to be a hunter and leader in the community. The elders take the young

⁷⁴ Gibson, Clark C. and Stuart A. Marks. June 1995. Transforming rural hunters into conservationists: An assessment of community-based wildlife management programs in Africa. World Development, Vol. 23, No.6. 17p.

⁷⁵ Marks, Stuart A. 1984. The imperial lion. Human dimensions of wildlife management in Central Africa. West View Press. 196 p.

man into the bush and the rest becomes history. The government and the outside world see him as a villain, his people as a hero and leader, the Robin Hoods of Africa.

In a 1992 evaluation by the current SCI African Trust manager for the U.S. Government, traditional hunters felt cut out by the ADMADE program. They felt they could carry out a number of tasks from village meat provision, serving as a tracker for the Village Game Scouts, and infiltrating poachers rings.⁷⁶

Dr. Marks believes that traditional hunters can play a major role in working with PH's and safari operators to collect representative wildlife monitoring data as a basis of trophy quality. He has been working with these traditional hunters for 25 years collecting trend data game in the Munyamadzi corridor. By the time this document is read, he will have presented a paper on this subject at the 1996 ECOWORLD conference, to be held in Johannesburg, September, 1996⁷⁷

To date, the ADMADE program has failed to change traditional hunters' attitudes. Traditional hunters have been alienated from ADMADE. This is something that certain parties within ADMADE have not wanted to address. While hunting with guns may be down. Snaring is on an increase.⁷⁸ It is said that some traditional hunters are so fed up with ADMADE that they plan to poach out the wildlife just to prove that ADMADE is not working.⁷⁹

One of the flaws in the ADMADE's game scout system, is that the youth of the village are being asked to arrest their uncles, cousins, brothers and fathers who are out hunting for the village. The government culling program has failed, and until traditional hunters are integrated into the ADMADE system so that they can legally hunt as a source of protein and tradition, anti-poaching will not work. Once the traditional hunters are on board and integrated into wildlife management, then anti-poaching patrols will only have to go after outsiders. At this stage, ADMADE should begin to start seeing success with regards to wildlife conservation by local people.

11.10 ZAMBIA AND THE ANIMAL RIGHTS MOVEMENT

If the above issues are not properly addressed, the risk is that game in hunting concessions will be depleted over the next 5 years by both the safari industry and traditional hunters. Worse, the animal rights movement may try and discredit conservation and development linked to hunting in Zambia through international forums such as CITES and the U.S. Endangered Species Act (ESA). Such an action would prevent the importation of sport hunted trophies from Zambia into the USA and Europe. In essence, trophy hunting would be closed down in Zambia.

⁷⁶ DeGeorges, Paul Andre. July 1, 1992. ADMADE. An evaluation. Today and the future. Policy issues and direction. Prepared for USAID/Zambia and NPWS/Zambia. 79p.

⁷⁷ Marks, Stuart A. September 1996. Decentralization of wildlife assessment: a design to enhance local participation. ECOWORLD/Johannesburg.

⁷⁸ Gibson, Clark C. and Stuart Marks. June 1995. Transforming rural hunters into conservationists: An assessment of community-based wildlife management programs in Africa. World Development. Vol. 23. No. 6. 17pp.

⁷⁹ Personal Communication, Dr. Stuart Marks, Director of Research and Community Development, SCI

11.11 POSSIBLE ROLE FOR SCI IN ZAMBIA

11.11.1 Facilitation and Presentation of The Market View. The visit by SCI to Zambia encouraged key stakeholders to meet and to begin talking about issues in Zambia. Periodic visits to meet and discuss issues, policy, giving the Market's perspective, may be useful in helping Zambia overcome the myriad of problems with which it is faced.

11.11.2 Ethics. This is a priority, as in all countries. An important point brought out here is to have the SCI African Chapter serve as a focal point so that if a PH or safari operator is banned from one national PH/safari operator association, SCI and all other associations in Africa are informed in order to prevent disreputable people from plying their trade elsewhere. Unfortunately, given the lack of communication between countries, this is too often the case today.

11.11.3 Use of Dr. Marks To Address Important ADMADE Issues. Though Dr. Marks was discussed with NPWS, these particular interventions came during the analysis of the above information. It is believed that it would be valuable for Dr. Marks to make a visit to Zambia, with an invitation from NPWS, PHAZ and ADMADE to address two burning issues, which must be resolved if ADMADE is to have a future:

- o **Representative Community Decision-Making Bodies.** Some way must be found, which still gives the traditional chief a key role in decision-making, but which brings in a more representative cross section of the society. It might be valuable for Dr. Marks to look into this issue and provide ADMADE with some fresh thinking. He would look also at assuring equity in distribution of money.
- o **Integration of Traditional Hunters Into ADMADE.** Dr. Marks, at the request of NPWS/PHAZ, might also work out a mechanism that would allow traditional hunters a more active role in the ADMADE program, integrating them into various activities in order to overcome the apparent alienation that currently exists. Without the support of local traditional hunters, there is little hope of having wildlife protected and anti-poaching will fail.

It is common knowledge that Dr. Marks has a number of concerns with certain aspects of the ADMADE program. Dale Lewis questioned us about this at our meeting. It is believed, that a number of Dr. Marks concerns are legitimate, and the best way to see whether they are worthwhile addressing would be for the ADMADE program to invite Dr. Marks over for a visit.

12.0 ZIMBABWE

Zimbabwe is considered one of the major trophy hunting destinations in the World. Traditionally it has had the reputation for producing the best trained professional hunters in Africa. It initiated the Communal Area Management Program For Indigenous People (CAMPFIRE) linked to revenue from trophy hunting that serves as a reference standard world-wide for community conservation and development programs.

Zimbabwe's Safari Industry is going through major changes. It is faced with the politics of "Indigenization" at all levels from professional hunters to safari operators. Additionally, National Parks has recently become a Statutory Fund and must be economically viable, functioning as a private institution with little or no support from Government.

Having lost control since 1992, the safari industry is concerned about the quality of professional hunters being licensed by government authorities. They also are concerned about the lack of inconsistency in letting concessions on public lands.

Much of this problem may stem from Zimbabwe's movement from a Command Driven Economy into a decentralized Free Market Economy.

Since tourism and especially hunting is dominated at this time by Whites, there is historical mistrust due to a colonialist history and an armed struggle. Zimbabwe, the former Southern Rhodesia, was run under a Free Market Concept, and at independence shifted to a Command Economy. In the late 1980's/early 90's the Zimbabwe Government did an about face, as a result of pressures from the international banking/donor community for Structural Adjustment, moving towards a Free market Economy. The Public Sector still had a fixation on a Command Economy with Centralized control by Government, while the private sector had a historical knowledge of the Free Market.

It has been recommended that the role of National Parks is to regulate the wildlife industry and to manage the Parks and Wildlife Estate. The private sector will conduct business activities within the Estate and pay fair "rent" for use of these resources (or taxing use by the private sector in order to generate operational funds).

It is believed that much of this can be overcome with the creation of a transparent forum of communication between stakeholders that will serve to break down barriers and distrust.

12.1 IMPORTANCE OF TROPHY HUNTING TO ZIMBABWE'S ECONOMY

12.1.1 Value of Trophy Hunting. A study by the Zimbabwe Professional Hunters and Guides Association (ZPHGA) in 1993 estimated that trophy hunting brought in \$US 12.8 million/year⁸⁰ This does not include indirect benefits such as a hotel, plane

⁸⁰ Fergusson, R.A. 1993. Sport hunting in Zimbabwe. ZPHGA 9p.

flights, souvenirs, etc. In a recent study by Graham Child, he estimates that 5.5 % of Zimbabwe's Population benefits directly from trophy hunting.

12.1.2 The Importance of Trophy Hunting To CAMPFIRE. About 90% of CAMPFIRE's revenue comes from trophy hunting; 10% from photographic safaris. Of the 90%, 60% of this revenue comes from trophy hunted elephants. Zimbabwe's elephant population is growing at a rate of about 5% per year. Currently there are an estimated 76,000 elephants in Zimbabwe. It is estimated that the carrying capacity of elephant in Zimbabwe's protected areas is about 23,000 and another 27,000 outside the protected areas. This implies a sustainable population of about 50,000 elephant, assuming that rural people see it to be in their interest.⁸¹

12.2 NATIONAL PARKS

About 13.1 % of Zimbabwe is entrusted to National Parks; at independence only 12.5% of Zimbabwe's territory was part of the Wildlife Estate. National Parks oversees water, wildlife, fish, recreation and tourism. It is responsible for wildlife both in and outside of the Estate. The Department of National Parks comes under the auspices of the Ministry of Environment and Tourism.

12.2.1 National Parks Is In A Transitional Phase To A Statutory Fund. It has gone from a subsidized public sector body to a government "Statutory Fund," meaning that it must generate its own revenue in order to survive. In the past there was a social responsibility and nominal subsidized fees were charged to visitors of parks, for citizen hunting, etc. In the future fees will likely be increased for hunting, recreation, etc. During this transitional period National Parks is disadvantaged as it moves from the public to the semi-private sector.⁸²

This includes the possibility of setting portions of Zimbabwe's national parks aside for trophy hunting in order to both control population numbers as an alternative to culling, and as a means of generating additional income for National Parks to manage the Wildlife Estate.⁸³ This latter concept will be very controversial based upon the traditional concept of the IUCN National Park, in which trophy hunting is forbidden and "natural regulation," rather than proactive management is encouraged. However, Zimbabwe's ideas seem logical given the dire financial straits that National Parks finds itself in and the need to generate income. Many of the provincial parks in South Africa are moving in the same direction. It is likely that the richer Western nations, who can afford to leave their national parks relatively untouched, will try to use all of their influence, even the threat of suspending foreign aid, to prevent these countries from using the resources available to them in a move to becoming economically independent.

⁸¹ Child, Graham. 1995. Wildlife and people: the Zimbabwean success. How conflict between animals and people became progress for both. Wisdom Foundation. 267p.

⁸² National Parks. 1996. Proceedings of a seminar on national parks and wildlife policy. Prepared for the by National Parks.

⁸³ This is not official policy for National Parks, but is an option raised by the Director of Wildlife during discussions with the SCI African Chapter.

12.2.2 National Parks Suffers Major Budget Cuts. They must become self-funding. Their budget was cut from ZD 50 to 10 million. They need over ZD 100 million to operate at full capacity. There is concern that National Parks wishes to obtain additional funds through the following means:

-CAMPFIRE Game. There is talk of taking back wildlife (e.g., trophy fee)

-Levy on Lodges. There is talk of putting a ZD 40,000 levy/year on lodges

-Game On Private Land. There is also rumor that game on private land may be taken back by government. Landowners would have to pay a levy or trophy fee. As of 1975, private farmers were given custodianship over their wildlife and the right to use it for economic gains. The Intensive Conservation Area (Farms within an defined area) could stop a private farmer from using his game if it determines he is misusing it. In the early 1980's the Wildlife Producers Association was founded and areas were game fenced for wildlife. Game was bought from the State and reintroduced onto these farms. During the 1990-92 drought, game was also moved from drought ridden parks onto private land. The nearly extinct black rhino was moved from public to private lands in the 1990's in order to afford it greater protection from poaching.⁸⁴ If the concerns are correct and trophy fees or levy's must be paid to the State - this will take away the commercial incentive of the landowner to protect his wildlife, increase game populations and even destock livestock.

As an example in Dave Joubert's area - 10 years ago it was purely a cattle ranching area. Today 80% of the area is in wildlife - this will not continue if the value of the wildlife is taken away from the landowner. Zimbabwe would be going back to pre-1975 days.

12.2.3 ZCT Finances Self-Funding Study On National Parks. The Zimbabwe Council For Tourism (ZCT) has Commissioned a study,⁸⁵ at the request of the Ministry of Finance, to determine how National Parks might achieve financial self-sufficiency. They look at four mechanisms to achieve financial security:

- Increase the size of the Government of Zimbabwe's grant to National Parks
- Secure Donor Funds
- Increase Revenue Generated
- Reduce Operational Costs

12.2.3.1 Role of Public Versus Private Sector. They recommend that the role of National Parks is to regulate the wildlife industry and to manage the Parks and Wildlife Estate. The private sector will conduct business activities within the Estate and pay fair "rent" for use of these resources (or taxing use by the private sector in order to generate operational funds).

⁸⁴ Note: Two other rhino conservation programs exist: 1) Ex-situ funded by Wisdom Foundation sending black rhino to Australia for breeding purposes, and 2) Intensive Protection Zones established by Government.

⁸⁵ ZCT. July 1996. Mechanisms for improving the financial status of national parks. Prepared for Zimbabwe Council for Tourism at the request of the Ministry of Finance.

Currently, most people feel that National Parks wishes to do everything itself, as in the old Command Economy. The ZCT study recommends that National Parks care for Park Estates, and wildlife. Everything else should be given over to the private sector. Under the Free Market Economy of today, decentralization is the trend.

12.2.3.2 Decentralization, Privatization, Indigenization. These objectives are believed to be fundamental and have been reaffirmed by the Minister of Finance.

12.2.3.3 Allocation and Pricing Concessions. Auctioning concessions is transparent and results in maximum revenue generation, but has a major disadvantage in that it does not recognize other desirable factors such as:

-Nationality -Desirability -Reputation -Previous Performance

The safari industry believes that there should be "qualified access" to the auction. The safari industry believes they should be involved in the pre-qualification selection process.

12.2.3.4 National Park's Present Financial Status. National Parks generated about ZD 31.1 million in 1993/94 with a recurrent expenditure of ZD 44 million (Note, during our visit to Zimbabwe, it was stated over and over again that National Parks needed ZD 100 million annually to be fully operational). Including capital expenditures, this resulted in a total deficit of ZD 18.1 million. About 78% of National Parks revenue comes from entry and accommodation fees and from licenses. Of these, licenses, amounting to ZD 11 million or 38 %, accounted for a large part. The remaining 22% was generated by smaller groups of revenues such as from animals and other sales, and from rents paid by staff for National Park Housing

12.2.3.5 Increase Government of Zimbabwe Grant. The ZCT study concluded that there is a sound case for Government continuing to contribute towards the costs of managing National Parks, primarily because of the range of benefits which flow to the nation as a whole.

12.2.3.6 Secure Additional Donor Funds. The study concluded that seeking assistance from International donors has created as many problems in Africa as it has solved:

- Unacceptable "strings attached" resulting in policy conflicts between the donor and recipient
- Sustainability problems
- "Dependency Syndromes" hindering the idea of sustainability (The donor syndrome was seen during the African Chapter's visit, where the public sector and NGO's made up wish lists which they hoped SCI would fund.)

The study concludes that donor funding is not the solution to National Parks problems. It could be a "bridging instrument" in the short-term.

12.2.3.7 **Mechanisms To Increase Revenue Generation To National Parks.** There are 17 mechanisms:

- Increase number of tourists visiting estate
- Increase Visitor entry fees
- Increase Number of Nights Accommodation Sold
- Increase Number of Tourism Concessions
- Increase Concession Fees For Tourism Concessions
- Increase Number of Hunting Concessions
- Ensure fees on all hunting are set by the Market
- Sell More Animals for live capture and sale
- Increase sale prices of animals
- Reduce capital expenditures
- Most suitable management mechanism, contract to private sector
- Improve Cost Control
- Cost Recovery
- Delegate Responsibility - letting industry be self-regulatory
- Reduce Scope of Activity

The distrust between National Parks and the Safari Industry is raised. This must be overcome if operational solutions to National Parks are to be found and the safari/tourism industry is to grow.

There is concern that if concession fees are raised, this will pose a significant barrier to indigenization of the industry. One solution is to lease current accommodations within the Estate to indigenous operators. This overcomes the capital issue, and the lack of other skills since skills to operate these facilities are relatively low and the market already exists (Park Visitors). Having operated one of these facilities, the indigenous operator will obtain the needed capital and skills.

12.2.4 2% Tourism Levy. This is an across the board levy on all tourism bills from hotel and lodge bills, to the entire account of a hunting safari. This levy will go to the Zimbabwe Tourism Authority to promote and plan for tourism. This will come on line January 1997

12.2.5 15% Levy On Foreign Exchange In Cash Converted To Local Currency. This is a sales tax on cash (notes). There is apparently no charge for converting travelers checks to local currency. It is unclear whether this goes to Central Treasury or directly to National Parks. This is a current levy across the board, not just on hunting.

12.2.6 Areas Where SCI Can Help National Parks. Areas where SCI might help them include:

- Game Water Supplies, Pump from End of May until first rains Oct/Nov.
- Park Plans with the new concept that certain areas will be set aside to allow hunting as a form of culling so as to generate more revenue
- Radio Handsets for Anti-poaching, ideally should have 1 man/40 sqkm, but in reality it is 1 man/250 sqkm

- Vehicles
- Lodge Development In Parks to be leased out to private sector or run by National Parks
- Lodging for National Park Staff, many in tin huts and are demoralized
- CITES, need money to counteract the Green Movement
- Computerize, Hunting Data, especially for CITES Paper processing

It was explained to National Parks that SCI is not a donor with free money to handout. While an NGO and a not-for-profit body, SCI's members represent the market in the form of trophy hunters who are willing to buy Zimbabwe's wildlife. Some of these needs could be met through a hunt donation from National Parks, dedicated to these needs and auctioned to SCI members at the Reno Convention .

12.3 INDIGENIZATION

The Government of Zimbabwe has established an official policy of indigenization to open the door for more involvement of Black entrepreneurs in all sectors of the economy. An indigenous person is someone who can prove that his/her ancestors arrived in Zimbabwe prior to 1865.⁸⁶

12.3.1 The Indigenization Process As It Relates To The Safari Industry And the Letting Of Hunting Concessions On Estate Wildlife Lands. The Indigenization Process is mainly an issue on State Lands. On Private Lands, the landowner can choose whomever they please without any say from the Government. On communal lands joint decisions are made by the local community, District Government and the CAMPFIRE Association .

National Parks is establishing an environment that encourages more and more black entrepreneurs to get involved as safari operators, professional hunters and tourist guides. Indigenization is seen by the Zimbabwean Government as a means of letting black entrepreneurs into the safari industry .

National Parks is trying to get Blacks more involved in the safari industry, not only as PH's but as Safari Operators. They are trying to be transparent and have advertised that hunting concessions proposals on Wildlife Estate lands will be given preference : 1) First To Blacks and 2) If no Blacks apply, then to safari operators who are in joint venture with Blacks.⁸⁷

The Zimbabwe Professional Hunters and Guides Association (ZPHGA) feels indigenization should not be an issue as long as concessions are awarded in an open and fair free market competitive environment. However, White safari operators feel that they have been locked out from bidding on recently let concessions.

The auctioning of the Chewore North Concession area, about three weeks ago was controversial. National Parks advertised that to bid on a safari concession you had to

⁸⁶ Note Matabele arrived about 1865, Whites about 1895

⁸⁷ The Sunday Mail, September 15, 1996

have the following qualifications :

- Registered Safari Company
- Emerging Businessman/Partnerships
- Black 50% shareholder

This was the first time that the Indiginization Policy was part of the safari concession auction process. In the future, the rules of the game will be clear, and current safari operators wishing to compete for Estate hunting concessions will be obliged to seek out Black Partners.

The Executive Committee of ZPHGA submitted a plan that would help local Black entrepreneurs break into the safari industry. They are very frustrated, because according to them this proposal was rejected by National Parks.

Some Black Zimbabwean's in the safari industry feel indigenization has been highjacked by the politicians and businessmen in Harare who realize how lucrative safari hunting is and now wish the hunting concessions for themselves ; qualified or not. Indigenous Zimbabweans with backgrounds in wildlife management and the safari industry feel that they are not being given the opportunity to break into the industry .

12.3.2 Indigenous Training Program For Zimbabweans Wishing To Enter The Safari/Tourism Industry. From September 14-24th, ZPHGA conducted a training program at Zimbabwe Hunters Association Kariba Educational Camp for 19 Indigenous Zimbabweans who wish to become PH's and tourist guides. Four hundred people applied; 24 were chosen and 19 showed up. ZPHGA used ZD 80,000 of their own money to run the program. ZPHGA asked if SCI could help them with future funding? The Government won't even give them a quota of game to use for demonstration hunting and skinning as a teaching tool. As a result, they will be obliged to use goats or sheep for this purpose .

12.3.3 The Letting Of Concessions Under the Indigenization Process. ZPHGA feels that concessions could be given out to foreigners with Zimbabweans losing their rights as citizens. According to ZPHGA, legislation states that safari companies must be registered in Zimbabwe and be run by Zimbabwean citizens . The following information was provided by ZPHGA as examples of recently auctioned concessions which have resulted in very controversial awards.

12.3.3.1 Chewore Hunting Concession. Chewore is one of 8 "Big Game Areas ." These areas are tendered or auctioned for 5-7 year leases. Chewore North had been operated by a consortium of 6 hunting companies (Duckworth, Joubert, Rosenfel, Simon Rogers, Brett Roberts and Wessels Rautenbach) . They have private land for plains game and use this area for dangerous game.

When this area came up for rebid, John Rosenfels was denied the right by Government to bid on this area. The concession bidding was put out to mostly new companies; the majority of whom were not members of ZATSO . Dave Joubert took a hunting concession bid form, signed his and a Black friend's name and left the rest of the application blank saying they would form a company if selected . He was picked to

continue in the bidding process. John Rosenfel spent considerable sums of money to prepare a top notch proposal in his name and was rejected .

ZPHGA members have no problem with letting Blacks bid or become partners . What they are against is by-passing free market principals, such as preventing an existing concession holder from bidding, who has proven himself, both ethically and financially capable, in favor of others with little or no track record, but who brought in a Black partner.

The Chewore North Concession has recently been purchased under allegedly dubious circumstances and is under investigation in that country.

It should be noted that with the commercialization of National Parks in Zimbabwe, there could be a period during which some adjustments will take place and certain concessions will be sold for reasons other than hunting foreign clients.

The Zimbabweans safari industry valued and bid no higher than from ZD 3.5-5 million for the Chewore North Concession - the economic value of the game on the concession . Chewore North sold for ZD 7.5 million.

They believe there is a hidden agenda - to sideline the current expertise in the Safari Industry. The awarding of the Chewore North Concession eliminated five old-line safari operators who are well respected for their ethical approach to hunting and the quality of their camps. ZPHGA feels the ramifications of the way in which these hunting concessions were let are:

- Zimbabwean safari operators - the backbone of the industry will be put out of business - generations of farming/hunting families
- SCI members will lose places to hunt
- Allowing in foreigner operators - with hunting as a secondary income, or run even at a loss for business purposes - there is a strong risk that these people will fail to be stewards over the wildlife resources in assuring the long-term maintenance of trophy quality, herd viability and economic value.
- Where SCI members do hunt, there is a high risk they will not get value for their money and their lives may actually be put at risk by unqualified safari operators and PH's, many of whom are not members of ZPHGA or ZATSO. SCI members should use ZPHGNZATSO as a guide to who the reputable PH's and operators are in this country.
- If not from Zimbabwe, will they have the same concerns for the plight of local people?

12.3.3.2 CAMPFIRE AREA - Lusulu in the Binga Area. Various safari operators put in bids in joint venture with black entrepreneurs . These bids were for ZD 800-1 million/year. At least half of the bidders were thrown out - the reason given that bids were late and in one case the bid was too low even though it was for ZD 1.2

million. They are concerned that corruption is creeping into CAMPFIRE at District Council Level.

13.3.3 Chiredzi CAMPFIRE Area. The recent tendering of this CAMPFIRE area, tenders due by September 11, 1996 stated, "Applicants must be indigenous Zimbabwean citizens. In the case of partnerships or joint ventures, these must be comprised of indigenous Zimbabweans. Proof of shareholding must be provided."⁸⁸ Many people believe that the Chiredzi Rural District Council is being pressured by Government into this requirement.

13.3.4 Matetsi Hunting Concessions. There are 7 hunting concessions on this government land:

- 2 White Safari Operators
- Indigenous Safari Operators who have subleased to at least two South African Operators
- 2 Areas Belong to the Forestry Commission

The Black operators are not employing blacks. They are illegally subleasing to non-ZATSO members from out of country, not only breaking the law but resulting in FOREX staying offshore rather than helping Zimbabwe's economy.

Two of the white and two of the indigenous run concessions have been put up for tender. Units 1 & 3 are up for auction on November 11, 1996. Units 2 & 4 are up for closed tender.

13.3.5 Constitutionality Of Excluding Zimbabwean Citizens From Access To Tendering Or Bidding For Safari Concessions. The Zimbabwe Association of Tour and Safari Operators asked for a legal opinion as to the constitutionality of the current indigenization process being put forth by National Parks. A Zimbabwean lawyer provided the following legal advice⁸⁹ as interpreted from Section 23 of Zimbabwe's Constitution "**Protection From Discrimination On The Grounds Of Race, etc.:**"

- **Requiring "Partnership Or Joint Venture With Indigenous Zimbabweans"** as a stipulation to bidding for Chewore North Hunting Concession.
- **Chiredzi District Council Requiring "Applicants Must Be Indigenous Zimbabwean Citizens"** in order to tender for this CAMPFIRE hunting concession.

The lawyer interpreted that "Both these instances constitute an infringement of the Declaration of Rights and this should be pointed out to the organization in question. The remedy is to apply to the Supreme Court for redress."

⁸⁸ Chiredzi Rural District Council. Tender Form

⁸⁹ Ref BERS519/NBR/jb. September 11, 1996 Letter from lawyer, Bruce Richardson to Elias Nyakunzvi, Chief Executive ZATSO

12.4 PROFESSIONAL HUNTERS

You must be a citizen to become a PH or guide in Zimbabwe. All other foreign PH's who bring in clients must be accompanied by a Zimbabwean PH who hunts while the foreign PH is only an observer.

12.4.1 ZATSO and ZPHGA. The Zimbabwean Association of Tour and Safari Operators (ZATSO) costs each member ZD 7,000/year. Currently ZATSO/ZPHGA (Zimbabwe PH and Guides Association) are having a difficult time addressing the above issues. What this means is that ZATSO and ZPHGA are weakened as regulatory, and ethics bodies. There is no longer a need to be a member of these bodies as rules no longer apply, standards have been dropped, non-members with no qualifications other than money can get a concession, and there is no say over the qualifications to be a PH. They feel that CORRUPTION is around the corner.

ZATSO and ZPHGA are bodies representing a major profession and industry. They should be seen as no different from the American Medical Association, Bar (lawyer) and the Professional Engineers Associations who set standards for the industry and determine who should and should not be allowed in the industry/field based upon testing standards and ethics - Professionals from each industry - regulating their own.

While recognizing them as the official bodies for the industry, National Parks appears to want to centralize and consolidate power and authority, rather than relinquishing this through decentralization at the level of the trade organizations. If decentralization does not happen - ZPHGA/ZATSO look for a major down turn in Zimbabwe's safari industry and a failure of CAMPFIRE, since corruption will destabilize the industry, taking away any long-term incentive by the private sector to reinvest in their areas, including maintaining trophy quality, infrastructure, habitat management and community relations/development.

They believe that SCI must support ZATSO and ZPHGA as the bodies that set standards and ethics for the industry. SCI should let National Parks know that it supports these organizations as the regulatory and planning bodies for the industry. ZPHGA requested SCI to consider not allowing access to the market, in the form of advertisement and booths, to people who are not members of these organizations. The other option, as requested by other PH/Safari operator associations, is to annually publish a list of ZPHGA/ZATSO members in Safari Times, and encourage SCI members to only hunt in Zimbabwe with professionals coming from these two bodies. This would indirectly force people to become members of these bodies, and with support of the Market Place, give them the political muscle to work with Government to straighten out many of the above issues. ZATSO/ZPHGA have told Government that

- There can be no hidden agenda
- There is no more money to milk from the safari business
- If they want more money, they must open new hunting areas to allow for growth of the industry

- Increasing fees to Government such as levying taxes (Currently 15% tax on foreign cash, not travelers checks - in future are saying 15% across the board). Increasing fees will be passed on to the client and this risks to make Zimbabwe non-competitive in the market place. As of January 1 there will be an across the board 2% levy.

12.4.2 Drop In Standards For Licensing Professional Hunters and Guides.

ZPHGA feels that it is wrong for prospective PH's to be tested solely by people who are not in the industry (Government Bureaucrats), and who have no qualifications themselves. ZPHGA wants more involvement over who shall be licensed and allowed to keep their license.

Zimbabwe has traditionally had the reputation for the finest trained professional hunters in Africa. Prior to 1992, The Zimbabwe Professional Hunters and Guides Association worked on a joint board with the Department of Parks and Wildlife to develop a syllabus and to administer exams. This included a two year apprenticeship, plus a written and field exam.

Currently the Department of National Parks is the Licensing Authority for professional hunters. ZPHGA is only an observer and has no legal say in who is licensed as a PH

Joint testing between Government and ZPHGA was stopped in 1992. There was an incident where a high level official tried to push his wife through to get a tourist guide's license. ZPHGA refused, saying she was unqualified. This resulted in a split between National Parks and ZPHGNZATSO. This is believed by many to have been compounded by the Indiginization Policy, where government decided to take more control to assure more Blacks enter into the safari business.

Today, ZPHGA is only an observer and can make recommendations. ZPHGA's feeling is that many unqualified people are being allowed into the safari business. SCI members' lives could be increasingly at risk, especially when hunting dangerous game. They ask SCI's help in sensitizing the government to the importance of maintaining standards. In theory the procedure is as follows:

- Spend one year as a "gopher"
- Pass "Learner PH" Test
- Spend 2 Years Apprenticing
- Take Full License Test to Hunt Dangerous Game
- Practical Field Exam

If successful they are then licensed as a Full PH capable of hunting dangerous game.

The one year pre-learner experience requirement has been dropped. The reality is that a "Learner PH" must have a Tutor to be given Learner's License after taking the test. The learner test does not test shooting skills. Many people get someone to send in a letter stating that they are a Tutor when they are not. This results in the issuance of a Learners License to someone who will never apprentice, but who - two years later -

will take and might even pass the professional hunters exam . There are ways of even getting around the dangerous game experience.

ZPHGA is concerned about a law suit if a client is hurt while hunting and it can be proven that his PH was unqualified . They believe that the PH, the safari operator and the licensing authority (National Parks) could all be sued. They have just requested a legal opinion about American clients from Larry Katz, SCI Executive Committee Member and Head of the Ethics Committee.

According to ZPHGA, two years ago a legal specialist with the European Community said that false advertising (e.g., what is a five star accommodation) could result in a law suit. In South Africa a tourist operator who advertised air conditioned buses was sued by a European because the buses were not air conditioned.

ZPHGA is so concerned about the decline in the quality of PH's being licensed that they are considering their own in-service training program and certification to assure the continued high standards of professional hunters and guides in Zimbabwe.

12.4.3 ZPHGA/ZA TSO Recommendations For Areas Where The SCI African Chapter Can Help:

- o Providing Information to ZPHGA/ZA TSO Members On Marketing SCI's Mem bers
- o Standards For PH's - number of serious accidents by PH and river guides this year. SCI can let National Parks know that it supports ZPHGNZATSO as the bodies that set standards, maintain ethics and which should work with National Parks to set policy
- o Planning and Policy, Providing A Second Opinion when private sector and government can not come together - "Dispute Resolution;" providing a Market View Point when called upon
- o Facilitator, helping to get government , the safari industry, local communities, conservation NGO 's and SCI (the Market Place) around the table to break down barriers, overcome distrust, to realize that we have more in common than differences , and that alone we will fail, but together we have a chance to see conservation and development linked to trophy hunting grow in Zimbabwe.

12.5 AMA TEUR HUNTERS

The Zimbabwe Hunters Association (ZHA) represents amateur (sport) hunters . Much of the following information has been extracted from a report prepared by ZHA.⁹⁰ The remainder has come from directly interviewing Zimbabwean amateur hunters .

⁹⁰ ZHA . June 1996 . Zimbabwe Hunters Association, situation analysis for citizen hunting in Zimbabwe . Prepared by the Zimbabwe Hunters Association for National Parks.

12.5.1 Primary Functions, Zimbabwe Hunters Association (ZHA):

- Procure and administer affordable hunting for its members
- Meeting Conservation obligations
- Supporting and Administering a Conservation Education Program for Zimbabwean School Children
- Provide direct revenue to the State from hunting on State Land

Membership is restricted to permanent residents and citizens of Zimbabwe who have valid firearms licenses and are over the age of 19. The 1996 membership is 1,076 full hunting members and 310 non-hunting and junior members. Membership comprises all ethnic groups in Zimbabwe.

12.5.2 Amateur Hunting In Zimbabwe. Traditionally, amateur hunting has been an important part of the Zimbabwean's culture. Although traditionally an organization representing White Zimbabwean, today about 100 Black Zimbabweans are members; a number serving on the Association's Executive Committee.

The amateur hunting association, Zimbabwe Hunters Association (ZHA) has worked with government to have special concessions set aside for amateur hunters which are open to all members of the Association. Hunting has traditionally been conducted on three areas in the National Parks Estate Lands:

- Rifa -Tuli -Doma Safari Areas

It is also conducted on private lands. Big game opportunities are restricted to the National Parks Estate lands. Hunting prices have been subsidized by the State so that it remains affordable to citizen hunters, most of whom can not afford the overseas trophy prices. Traditionally the policy has been that the trophy price was not less than the meat value of the animals hunted.

12.5.3 Possible Loss Of Set Aside For Zimbabwe Amateur Hunters. The Department of National Parks is a parastatal and must begin standing on its own two feet. It appears there may be a move to take away the amateur hunting concessions and turn them into commercial safari zones in order to obtain more revenue from overseas hunters.

There is concern that this may virtually eliminate amateur hunting in Zimbabwe, the reason for educating youth about the sustainable use of wildlife, destroying a culture and way of life for many of its citizens. There are a number of Black members in the amateur hunters association who are dialoguing with National Parks over this issue.

People are demoralized with the possible loss of their traditional amateur hunting areas. In the past people joined ZHA in order to access hunting areas set aside for amateur hunters. Their current membership of 1200 may drop to half if the hunting areas go. This is a bad time for SCI to recruit members in Zimbabwe.

As an option to hunting on public lands, ZHA owns a 20,000 acre farm in which they are building up game populations for hunting.

12.5.4 July 6, 1996 Meeting Between National Parks And ZHA. Chari Grobbelaar, Executive Director of ZHA and Malcolm MacDonald, Chairman of the ZHA Bulawayo Branch met with the Director of National Parks on August 6, 1996 to discuss the issue of traditional hunting areas. The issue of possibly losing these areas to amateur hunters only arose a week before. Ultimately, ZHA feels this is being driven by market forces and National Park's need to raise money. In the future, the luxury of subsidized hunting afforded Zimbabwean sport hunters may be lost and amateur hunters may have to pay market prices for trophies or hunt cull/biltong animals at a lower price. They may have to bid for concessions or work through PH/safari operators to hunt non-trophy game.

The National Parks Director, Willas Makombe, explained that trophy fees will be kept lower for Zimbabwean Citizens. The amateur hunting association must justify why they should continue to be given these areas.

12.5.5 Initial Proposal By ZHA To National Parks. ZHA is negotiating on behalf of its members to retain their hunting areas, at greater cost, and on terms which are still being discussed, but which will have to include all Zimbabweans in this opportunity.

ZHA recognizes that National Parks has been awarded statutory fund status and needs to maximize revenue within its conservation mandate. The big question is how much more can citizen hunters pay for their hunting in order to satisfy National Parks for increased funds. At the same time can ZHA be more representative of citizen hunters, and create an entry point for interested citizens at an affordable rate. ZHA suggests:

- o Animal fees should be realistically readjusted to meet the needs of both the Department as well as provide affordable hunting for Zimbabweans
- o Citizen hunting on the Parks Estates should be made available to all interested Zimbabweans through ZHA
- o A system of distributing hunting should be instituted to create a satisfactory entry point for interested new hunters. It is proposed that a proportion of the hunts be auctioned to wealthier members in order to subsidize a similar amount of hunting for new entrants and hunters who have not had the opportunity to hunt Big Game.
- o In order to reduce costs to National Parks in managing ZHA hunting areas, ZHA proposes to maintain hunting area facilities, as well as pay staff ZHA is prepared to take over responsibility from National Parks to administer citizen hunting and set policy guidelines to be followed by ZHA. This falls in line with the Zimbabwean Policy of decentralization within National Parks, and follows a similar request by ZPHGA and ZATSO to take a more active role in regulating the safari industry in Zimbabwe.

12.5.6 Environmental Education Program of the ZHA. The ZHA also maintains two bush schools to teach hunting and conservation

- "Rifa Camp," 5 km upstream from Chirundu in the Zambezi Valley.
- Masango Bush Camp on Charara Bay at Kariba.

The ZHA has developed and built these two camps largely with their own funds along with support from the British and Canadian Embassies, the Zimbabwe Conservation Trust and a number of commercial companies. The Rifa and Masango Camps each accommodate about 30 students, their teachers, 3 lecturers, and 3 hunters. About 54 groups are run through one week courses in these camps each year, with lecturers and hunters volunteering their time. The children are not charged for this experience. In 1995, over 60% of the participants were Black Zimbabweans. The annual budget for these camps is about ZD 240,000 (ZD 10/\$US). About 1,240 voluntary man days are given each year for this program.

SCI might consider developing a relationship with its American Wilderness Leadership School in Jackson Hole Wyoming, or the sister school in Maine. Don Brown, head of this school, might consider visiting Zimbabwe to exchange teaching methodologies and hold a training of trainers program.

12.6 CAMPFIRE

12.6.1 History of CAMPFIRE. CAMPFIRE (the Communal Area Management Program For Indigenous Resources) is a program in which trophy hunting, culling, live capture, tourism and other resource utilization activities on Zimbabwe's communal lands generates income for rural development and wildlife management, with the hope of changing rural people's attitudes from being in conflict with nature to realizing that their economic well being depends on becoming stewards of nature. ZPHGA explained that CAMPFIRE was started by National Parks. Over 50% of Zimbabwe's land is Communal Land, much of which is marginal for traditional agricultural production.

Ultimately, CAMPFIRE is about wildlife as the best land use for arid low rainfall areas of Zimbabwe; both ecologically and economically. It attempts to link conservation, rural development and political empowerment to local communities. This includes not only wildlife, but forest products and fisheries as renewable natural resources.

Initially, people were not very aware of what it was about. For instance in the Dande area, people were not properly educated about the concepts of CAMPFIRE. ZIMTRUST had genuine goals to train people but had no backing from National Parks. District Councils were often confused and felt CAMPFIRE was imposed on them, but it is now changing and taking root. It took 5-7 years to start seeing progress. Maveneke Taparendava, Chief Executive Officer of CAMPFIRE got things going and started sensitizing local people. He now has a public relations team to sensitize people about the importance of CAMPFIRE.

Since communities are not legal entities, authority over wildlife was devolved to District Councils.⁹¹ Communal areas are broken into a hierarchy of Wards and Villages. Communal Areas tend to be broken into basic village units comprising 100-150 households or 1,000 people and their land. Each village is represented by an elected Village Development Committee (VIDCO). The VIDCO chairperson serves on the Ward Development Committee (WADCO) which comprises 10 villages. The WADCO chairperson serves on the Rural District Council.

Based upon 1993 statistics, it was estimated that 70 wards in 12 districts were involved in CAMPFIRE reaching 68,800 households, or 550,000 people comprising 5.5% of Zimbabwe's national population. A more recent estimate is that CAMPFIRE benefits 400,000 households and over a million people.⁹³

In 1996 there are 56 District Councils of which 26 have appropriate authority over wildlife and are designated CAMPFIRE areas. Of the 26 CAMPFIRE areas, 13 have trophy hunting as a major focus. Hunting concessions under the CAMPFIRE scheme are tendered to the safari industry. Income from CAMPFIRE between 1989-1994 totaled as follows in Zimbabwe Dollars (%)⁹⁴:

Sport Hunting	Tourism	Cropping	Hides/Ivory	Other
31,563,558 (93%)	621,263(1.8%)	177,213(0.01%)	341,472(1%)	1,295,564 (3.8%)

Revenue breakdown of CAMPFIRE between 1989-1993 is:

- 54% to Communities
- 22% reinvested in wildlife management
- 7% unallocated
- 15% retained by District Councils
- 2% Invested by District Councils

Legally communities do not have appropriate authority. As noted this has been granted to rural district councils which are large heterogeneous administrative units rather than production units. Producer communities come at a lower level (e.g., Ward and Village). There is thus legal discrimination at this point in time between private farms (wildlife producer units) that control their own revenue and resources, and communal producer units that do not.

One of the biggest problems of CAMPFIRE has been for some of the District Councils, as the delegated legal authorities over wildlife, to appropriate revenues of their constituent producer communities, for their own purposes, thus replicating at the council level the extractive practices of the pre-CAMPFIRE, colonial government. Where this is happening, the small-scale farmer producer communities will rapidly

⁹¹ Child, Graham. 1995. Wildlife and people: the Zimbabwean success. How conflict between animals and people became progress for both. Wisdom Foundation. 267p.

⁹² Child, Graham. 1995. Wildlife and people the Zimbabwean success. How conflict between animals and people became progress for both. Wisdom Foundation 267p.

⁹³ Maser, Peter August 1996. Wildlife can be saved by hunting. CAMPFIRE News, Number 13. Pages 2 and 4.

⁹⁴ Bond, Ivan August 1996. Income to CAMPFIRE - the trend 1989-1994. CAMPFIRE News. Number 13 Page 7

reach a cost/benefit decision in which wildlife is discarded in favor of lower-value land use options. They will not continue to pay the cost when, in effect their benefits are over-taxed.⁹⁵

The tenure status of producer communities in communal lands needs to be brought in line with those of commercial farmers.

12.6.2 Effectiveness of CAMPFIRE. In principle ZPHGA/ZATSO and the Zimbabwe Council For Tourism (ZCT) believe that CAMPFIRE is the Cornerstone to Success of the Consumptive Tourism Industry. The Government feels that tourism is a rich White Man's Game. By getting benefits to the local level, this helps overcome these perceptions. This also includes non-consumptive tourism.

CAMPFIRE works best where the number of people relative to the benefits is low, allowing significant quantities of money to reach heads of households in the form of cash handouts. In areas where not enough money gets to grass roots, peoples attitudes towards wildlife do not change. Building roads and schools is not enough. But even with larger populations and community projects, the key is making people feel like they have control over wildlife and their future, by getting them involved in the decision making and planning process. However, CAMPFIRE is slowly changing peoples attitudes. It will work better in some areas than others. These opinions came from both ZPHGA and CAMPFIRE staff.

12.6.3 CAMPFIRE Hunting Concessions. CAMPFIRE Concessions are normally let on 5 year terms. Russ Broom's Binga Concession is a 10 year lease with a roll over if he does a good job. Long-term leases are needed if the safari operator is expected to invest in the long-term, especially in areas of community relations and development, maintenance of trophy quality, investment in infrastructure and habitat management. The Community and the Minister of Local Government decides who gets CAMPFIRE leases; not National Parks. By now, most communities know who they trust or don't trust.

The way money is allocated to CAMPFIRE areas varies and is spelled out in each tender. A major difference between CAMPFIRE and the similar ADMARE Program in Zambia is the mechanism for distribution of money from trophy hunting destined for rural communities.

12.6.3.1 Binga CAMPFIRE Area. This area is run by safari operator Russ Broom. This area was depleted of wildlife. At his own expense, he restocked the area with waterbuck, sable, etc., spending ZD 4 million. There are 21 wards in his area with about 24,000 people. Before there was not enough money to have an impact. Now money only goes towards where wildlife exists and is hunted, "Producer Wards." He has put up 150 km of fence to protect villages and their fields from marauding animals. One hundred percent of his labor comes from local people. He employs 150

⁹⁵ Murphree, Marshall. July 1996. The cost/benefit approach to wildlife management and the "producer community" in the CAMPFIRE programme. CAPS, CAMPFIRE Association Publication Series. Volume 2. Pages I6-I8

people on an off Russ Broom has concessions in both CAMPFIRE and ADMADE Areas.

In his Mulobexi Game Management Area in Zambia there is a population of only 600 people. It should be easy to help these people, but to date, no money from ADMADE has returned to this area. Money must go into the capital where it passes through the Zambia National Parks and Wildlife Service controlled "Wildlife Conservation Revolving Fund." They have been less than successful in getting this money back out to the rural communities for both development and wildlife management.

In the Binga CAMPFIRE Area, Russ gives money directly to the community so that it stays in the field where it is most needed. Similarly in the pilot community program in Botswana, Jeff Rann provides money directly to the community. In the pilot tourist safari hunting program in the Congo, money from hunting will be given directly to the community by Eric Stockenstrom.

This appears to be the trend. The more the money goes down to the local level, that is the village, the greater the likelihood it is to have a favorable impact on development and in changing attitudes towards supporting wildlife and conservation principles.

It is believed that directly linking the safari operator/PH to money from trophy hunting helps to engender a business-like relationship between the safari industry and the community and helps them to better understand the link to wildlife and the future well-being of their families.

12.6.3.2 The Omay CAMPFIRE AREA. There are 30,000 people in this area run by safari operator Butch Walker. It is broken up into wards (villages). Money is allocated to each ward proportional to how many animals were shot in a given ward. Given the number of people, the distribution of benefits to the household level are very small, making it difficult to change attitudes. There is still a lot of poaching. It works, but could work better.

12.6.3.3 The Mahenye CAMPFIRE Area. This CAMPFIRE area has a small human population and is run by safari operator Mike Fynn. It took 3 years after the start of program to get money out to people. It is a small community so everyone greatly benefited and poaching has been greatly reduced. Clive Stockhill, who spoke the local language and knew the local people, was involved.

12.6.3.4 Gurvue CAMPFIRE Area. There has been an abuse of funds by a District Government civil servant. This has been dealt with and is resulting in more transparency and accountability to the community in how funds are being spent.

In the Masoka Ward, the Gurvue District Council has returned all revenue from wildlife, minus their 15% fee and allowed them to make their own allocative decisions with regard to land and revenue. Per household revenue from wildlife is more than double the average household income from other cash crops such as corn and cotton. During good crop years revenue from wildlife is being used for community infrastructure, while in drought years as a form of food security (money used to buy food for the community).

12635 Gachegache Hunting Concession, Nyamunyami District Council, Orne District, CAMPFIRE Area. It also appears that there was an attempt by the District Council to break a lease, without reason, with a safari operator and to give the concession to someone else. The District Council was taken to court and lost the case. These incidences are considered learning experiences in the evolving CAMPFIRE Program. Local communities are learning that there are certain rules to playing the game.

12636 Mahenye Ward, Chiredzi CAMPFIRE Area. This is probably one of the more successful areas where traditional Shangaan hunters were thrown off their lands to form Gonarezhou National Park. These people were alienated from the park and saw poaching and elimination of wildlife as a way of recovering their land. Under CAMPFIRE, a portion of the adjacent Shangaan land has been turned into a trophy hunting concession generating revenue for the community, and traditional hunters are given quotas to carry out their cultural practices.

The Bottom Line is ZATSO/ZPHGA support CAMPFIRE and if the Government takes back wildlife this will be a major setback to conservation and rural development. There are a lot of areas in Zimbabwe where wildlife is the best Janduse and local people must see its benefits in order to be encouraged to maintain these natural systems in favor of com fields and livestock. CAMPFIRE is a new and dynamic process in grass roots democratization. Its future will depend upon a collaborative effort between stakeholders, and a willingness to fortify successes, while identifying and taking actions to overcome shortcomings.

12.6.4 CAMPFIRE As It Relates To Elephant Trophy Quality. A number of hunters believe that while CAMPFIRE has helped decrease poaching pressure on plains game and cats; elephant poaching is up. Some of this is internal and some is cross border in nature. In some areas cross-border poaching has taken the top off the pyramid, resulting in a regular trend in declining trophy quality over the last few years where annual average trophies have dropped from 60 to 50 to 40 pounds.

12.6.5 CAMPFIRE and Concern Over The Animal Rights Movement. According to Maveneke Taparendava, Chief Executive Officer of CAMPFIRE, the biggest problem faced by CAMPFIRE is the Animal Rights Movement, especially:

- o FALCON (Front For Animal Liberation and Conservation based in South Africa)
- o Environmental Investigation Agency (EIA), (Office In Harare)
- o Humane Society of the United States (HSUS) - already impacting elephant culling programs in Kruger National Park, South Africa
- o SEARCH

The animal rights movement is believed to be one reason bow hunting is being stopped. The animal rights movement is putting out misinformation about CAMPFIRE and sustainable use. CAMPFIRE feels that there will be an ideological war at CITES between the Western Based animal rights movement and developing

countries who need to use their renewable natural resources, such as wildlife, as a tool in management, economic growth and rural development.

Both CAMPFIRE and National Parks have solicited support from SCI to help them raise funds for CITES to fight the animal rights movement. This includes the development of informationals on CAMPFIRE and other community based sustainable use groups such as ADMADE in Zambia or the community based program in Botswana which is linked to trophy hunting.

National Parks would also like to see booths available to indigenous people from all over the World, whose lives are linked to wildlife and trophy hunting (e.g., Maasai in Tanzania, Pygmy in Congo/Cameroun, Bushmen in Namibia, White Mountain Apache Indian Reservation in New Mexico, Inuits from Canada/Alaska, Tribesmen from Pakistan, etc.

This will help diffuse the animal rights attempt to target CAMPFIRE, harping upon its weaknesses rather than its strengths in trying to put this program in disrepute and thus the philosophy of conservation and development tied to trophy hunting. With indigenous people who live among wildlife from all over the World taking a stand that "THEY," not laws from Washington, D.C. or Geneva, will determine the future of wildlife, it will be the animal rights movement who is overwhelmed, not CAMPFIRE! 11

12.6.6 Conflict Between CAMPFIRE and National Parks. There are three areas that belong to National Parks which are used by CAMPFIRE. There was a verbal agreement on three State owned and administered areas that National Parks Relinquished to CAMPFIRE District Councils:

- Dande
- Malipati
- Chewore

Big Game quotas were allocated to these areas for CAMPFIRE. Now National Parks wants quotas back for itself

Now that National Parks must be self-funding, they want the areas and the game back. On the other hand, National Parks officially supports CAMPFIRE. Some individuals in National Parks may not support CAMPFIRE. This would be a step backwards, and while it might generate increased revenue for National Parks in the short-term, most people felt that in the long-term it would be disastrous to wildlife and its habitat, taking away the economic incentives from rural communities to conserve wildlife.

12.6.7 National Parks Supports The Concept of CAMPFIRE Linked to Adaptive Management. Zimbabwe subscribes to the sustainable utilization of wildlife, and its benefits to people through CAMPFIRE. In the majority of the other CAMPFIRE areas, government can advise on quotas, while money is legally destined to local governments and would be hard for National Parks to redirect. They also believe in wildlife as a form of landuse on private farms as a way of expanding habitat. In the past hunting was only on State land. National Parks has helped it move onto private land and onto communal lands (CAMPFIRE). National parks is available to

landowners and safari operators for technical advice. They have a focus on Adaptive Management.

The Adaptive Management approach as opposed to the Precautionary Principal, takes information available at the time and makes day to day management decisions, while collecting information to fill informational gaps in order to make even better decisions - the approach favored by wildlife and resource managers. The Precautionary Principal, subscribed to by the animal rights/preservationist movement, believes that no resource should be used until everything is known about it - which is never - often the approach favored by "Western" research scientists, who have tended to dominate conservation in Africa and who tend to have little or no management experience.

12.7 CITES AND ZIMBABWE

12.7.1 CITES Quotas. Zimbabwe has the following CITES Quotas for Appendix I animals:

Species	Quota
Elephant	300
Leopard	500
Cheetah	50

According to the Director of National Parks, the cheetah and leopard quotas have never been surpassed, but elephant has. Zimbabwe sets its own elephant quotas since it has adequate population information. Leopard and Cheetah quotas are negotiated with CITES due to a lack of information about populations.

There are a number of issues associated with these quotas that are in violation of CITES and which could be used by the U.S. Fish and Wildlife Service or the Animal Rights/Green Movement to shut down export of trophies of these species from Zimbabwe to the United States and or to Europe.

12.6.1.1 Failure of National Parks To Submit Annual Report On CITES Quotas. At the time of visiting National Parks, they were late in submitting a 1995 annual report to CITES on its hunting of Appendix I and 11 species. This has subsequently been taken care of

12.7.1.2 Exceeding 1995 Elephant Quotas. It is difficult to say who is at fault, but in 1995 the CITES quota for elephant was exceeded. In 1995, Zimbabwe set a CITES quota of 300 elephant; 150 to CAMPFIRE and 150 to National Parks. CAMPFIRE sold 250 tags. Both CAMPFIRE and National Parks, by allowing this to happen, put Zimbabwe's hunting of elephant at serious risk. Trophy hunted elephant/year bring in 60% of the revenue that goes to CAMPFIRE. The risk is that the U S Fish and Wildlife Service could stop all importation's to the USA if they became aware of these infractions

According to a number of professional hunters, in 1995, there was little or no control over the export of ivory. The safari operator/PH presented the ivory to National Parks to be registered and then shipped out. There was little regard for the CITES quota

established by National Parks. It is believed that the CITES quota allotted in many areas was surpassed since in addition to trophy hunted elephant - many Problem Animals (PAC) were taken at a reduced price by sport hunters - elephant which would have been culled due to crop raiding, etc. Most of these are bulls.

In 1996, National Parks appears to have taken steps to control the situation. The Safari Operator and/or District Council have been given CITES tags relevant to their quota in order to control elephants coming out of their areas.. For instance Russ Broom has 17 elephant on CITES quota and was given 17 CITES tags. He can take more elephants than this, but only 17 can be exported. Each set of tusks destined for export must be accompanied by a CITES tag.

As a result, PAC elephants can not be exported overseas, once the CITES quota in an area has been exceeded. They must be either culled or sold to a Citizen Hunter for very little money.' A higher CITES quota is needed to account for PAC elephants. This is a simple administrative matter in which Zimbabwe's Offices of Scientific/Management Authority inform the CITES Secretariat of this increase.

12.7.2 Meeting Between CITES Secretariat and National Parks. The CITES Secretariat visited National Parks a month ago for a meeting over their being slack in reporting on leopard, cheetah and elephant. Much of this is due to a change in personnel within National Parks, which is both the CITES Scientific Authority and Management Authority for Zimbabwe. They also currently hand-process 1000's of trophy export requests. Support from SCI to computerize this reporting and processing system has been requested. This would also help the safari industry which has complained of slowness in processing paper work related to hunting and trophies.

12.7.3 Future of Elephant Depends On Success of CAMPFIRE. About 60% of CAMPFIRE's income comes from elephant. This is a major incentive for local communities to tolerate and conserve this important economic resource.

There are 60-70,000 elephants in Zimbabwe and the carrying capacity is only about 50,000. Safari operators/PH's cull elephants on a regular basis. PAC bulls are wasted as a source of income to CAMPFIRE if CITES quotas are too low and they can not be sold to overseas sport hunters.

There is a 5% growth rate with elephant. Once they surpass their carrying capacity they destroy the habitat for other wildlife, turning the area into a desert. If there is elephant compression from human encroachment or poaching - no food available to them - elephant will tend to move onto farm lands, becoming a crop raider and sometimes killers of humans. Problem Animal Control is one way of reducing this problem and generating wealth for rural communities. Fencing in villages and fields from these natural areas is an alternative with high capital costs and high reoccurring maintenance costs.

Much of Southern Africa, from Hwange National Park in Zimbabwe, Chobe Enclave in Botswana and the Western Caprivi of Namibia, is over-run with too many elephants. Elephants consume up to 250 kg of food per day. Once they surpass the carrying capacity of a piece of land, major destruction of forest and habitat follows resulting in

a drop in biodiversity and a marginalization of other wildlife such as sable and black rhino.

Zimbabwe has not culled for a number of years, mainly, because many of many of the National Park staff, with these abilities, left the Department in the mid-1980's, and due to pressure from Western conservation, animal rights groups and donors who see the taking of an elephant's life as immoral and objectionable.

Zimbabwe is sitting on an incredible amount of wealth of about 20-30 tons of stockpiled ivory, mostly from controlled culling operations as a management tool to maintain elephant carrying capacity. If marketable, the sale of this ivory would go a long way in overcoming National Parks fiscal deficiencies.

However, they are not being allowed to market as a result of the international ban on ivory brought about through CITES. On one hand the West is telling countries like Zimbabwe that they must become economically self-sufficient and wean themselves off of the donors. On the other hand, this incredible wealth, in the form of ivory, is unavailable as a source of revenue and is contradictory to the idea of economic growth in an economically strapped country like Zimbabwe. Elephant is a potential lucrative renewable resource for Zimbabwe and other African countries, and is one of their comparative advantages over other regions of the world. CITES COP 10 in June 1997 will be a major battle grounds in which African countries will try and prove their ability to market ivory in which controls can be established to prevent poached ivory from entering the international market

12.7.4 National Parks "Special Protection Committee" Prepares Technical Reports For CITES. National Parks has a "Specially Protected Committee." They are developing management plans for cheetah, leopard and rhino in which they will look at population dynamics, estimated population sizes, population trends, offtakes by hunters and the origin of hunters. These documents will be used as a basis for Zimbabwe setting its own CITES quotas in the future

12.8 QUOTA SETTING FOR HUNTING IN ZIMBABWE

12.8.1 **Quota Setting On State Lands.** Safari Hunting On State Lands is scientifically controlled based upon a quota system. Aerial surveys are carried out on State Concessions in September of each year to look at population dynamics and growth trends. At the same time ground-truthing is carried out by people in the field. In November a meeting of the National Parks Management Committee meets and reviews quota recommendations made by local wardens and makes a decision for each State hunting concession.

Quota Setting On Campfire Lands. Currently, National Parks sets quotas. It has been 10 years since they have conducted game counts in Russ's Broom's area. He has had the same quota for the last 5 years. He would like to see the safari operator, in collaboration with the community determine quotas.

CAMPFIRE has just brought on a Quota Setting Facilitator who is going around to CAMPFIRE areas to hold workshops in getting the local communities and Safari

operators/PH's trained in collecting appropriate data about wildlife and wildlife populations to make annual recommendations about quotas.

SCI, in collaboration with WWF/Zimbabwe and CAMPFIRE, is involved in the development of quota manuals for this purpose. Funding is through the U.S. Fish and Wildlife Service from the African Elephant Conservation Act of the U.S. Congress. Numbered sets of "Hunt Return Forms" are produced in book form. Individual forms are issued to the safari operator and are to be filled out - one set per each client/hunt. Copies go to the Rural District Council, CAMPFIRE Association, WWF, and the Department of National Parks and Wildlife Management. Basic information includes trophy quality, grid reference where game was harvested, date harvested, financial information. The use of these forms will help to set trophy quotas and be used to make other important administrative and management decisions.⁹⁶

12.8.2 Quota Setting On Amateur Hunting State Lands. Bags allocated to the citizen hunter are classified as non-trophy offtake. This means that more of each species are harvested at the expense of trophy quality. Zimbabwe hunters are sport hunters, as opposed to being purely trophy hunters; hunting for the pleasure, the meat, and the trophy. These quotas are divided up into smaller hunts and distributed to members on a random draw basis. Currently, this land is censused and quotas established by National Parks, as described above for State Lands

12.8.3 Quota Setting On Private Lands. This is the sole responsibility of the landowner. However, if he is perceived to be misusing his wildlife resources, National Parks can take this right away.

12.9 TOURISM MARKETING IN ZIMBABWE

The Zimbabwe Tourism Authority (ZTA) represents the public sector while the Zimbabwe Council For Tourism (ZCT) represents the private sector.

12.9.1 Zimbabwe Tourism Authority. This is a Government body. The ZTA is only six months old and is only now in a position to begin meeting with the Safari Industry. The ZTA was created by Parliament. They envisage this body as a Tourism Industry think tank. It will meet 2x/year - once during the first six months of the year and once during the second six months. The various sectors within the industry will be represented, coming together to solve issues affecting tourism.

12.9.2 Zimbabwe Council For Tourism. The mission of ZCT is to promote the sustainable development of a quality and competitive tourism industry. It was formed in 1988 at request of both government and the tourism industry.

ZCT believes that CAMPFIRE is critical in demonstrating to Government that both trophy hunting and photographic safaris are not just a "Whiteman's Game," but critical to the future of rural community development.

⁹⁶ Taylor, Russel. August 1996. Safari hunting database for CAMPFIRE communal lands. CAMPFIRE News. Number 13, Page 6.

As with ZHPGNZATSO, a main objective of ZCT is to promote ethical practices, and protect the consumer. Its role is to lobby government, and to speak and act as the sole national voice on all issues of the tourism industry. This is being achieved by providing:

- o A forum for discussion, and a structure for action
- o Leadership and Coordination
- o Communication Channels
- o Human Resource Development Services
- o Marketing, Research and Informational Services

The key objective of ZCT is to produce an enabling environment for growth of the tourism industry by encouraging the development of a fiscal, legislative and physical environment favorable for tourism investment and growth. Its main activities include:

- o Identifying critical strategic issues affecting tourism and formulating proposals for addressing them
- o Speaking with a clear single voice to both Government and the Public
- o Influencing Government and the Public on the significance of tourism
- o Participating in formulation of Government tourism policy
- o Providing information for the industry media and members on tourism related matters

Working committees include: Indiginization, Marketing, Legal and Finance, Environment, Human Resources Development, Public Relations and Consumer Protection. In essence the ZCT sees itself in a similar light for the entire tourism industry as ZPHGNZATSO do for the safari industry.

12.9.3 Tourism Marketing. ZTA will spend money marketing Germany and the USA over the next three years. Both countries are believed to have:

- o High Potential For Growth
- o Respond well to communication (TV and magazine/newspaper adds)
- o High Spenders
- o Adventurous Market - like to explore new things
- o Zimbabwe is a relatively new tourism destination compared to Kenya
- o Many of the francophone countries in Africa (e.g., Cameroon) to not provide the quality of experience as in the past - this will bring more Europeans further South to Southern Africa

They want to go for low volume, high yield markets such as Germany and USA due to the fragile environment which can not sustain mass tourism. ZTA maintains an office in New York.

12.9.4 Safari Hunting As A Form Of Tourism In Zimbabwe. ZTA wishes a self-sustaining industry. Discussions took place of the distrust between National Parks and the Safari Industry, the problem of communication and the need to get stakeholders together to set policy, and to plan for management and growth of the safari industry. The private and public sectors must have a common vision, identifying problems and finding solutions. SCI, as the market place, is there to work with them as a partner. It is in SCI's interest to see hunting expand, as its members want to hunt not only today, but have hunting available in Zimbabwe for their grand children. Government needs hunting as a source of revenue for economic development. Rural communities, on marginal lands -CAMPFIRE Areas - need hunting as a management, economic and rural development tool - giving wildlife value, where up until now it has been seen as a human, animal and crop pest, or as a short-term source of meat, "nyama." Alone, we will fail, but together we have a chance to succeed with a real team approach of stakeholders.

Elias Nyakunu, Executive Director of ZPHGNZATSO was asked to organize a meeting between the Safari Industry, National Parks, ZCT and ZTA to begin the process of ironing out problems and developing a team approach. If called upon the SCI African Chapter/Trust is available to participate in such discussions.

ZTA is already planning meetings with Air Zimbabwe, Ministry of Health over malaria, Victoria Falls businesses over noise pollution.

12.9.5 Direct Airline Flight From USA to Zimbabwe. The ZTA is interested in investigating the possibility of a direct plane flight from the USA to Zimbabwe. This will depend on the number of potential visitors.

USA & Canada	Visitors 1994	Visitors 1995	% Change
	20,168	36,791	82.4

The increase is believed to be due to aggressive advertising by the ZCT.

12.10 SEPTEMBER 1996 REPORT OF THE WILDLIFE WORKING GROUP

The Wildlife Working Group consists of :

- The Zimbabwe Farmers Union
- The CAMPFIRE Association
- The Zimbabwe Association of Tour and Safari Operators (ZATSO)
- The Commercial Farmers Union
- The Agricultural and Rural Development Authority

This body is chaired by the former head of National Parks, Dr. Colin R. Saunders. This body produced a report which raised the following concerns. Key issues included: 1) Information and Communication, 2) Legislation and 3) Indigenization. Many of the issues raised in this section of SCI African Chapter Document were raised independently but agree with the concerns and recommendations raised in this report.

12.10.1 Issues and Recommendations

- o **Information** is inadequately coordinated leading to an incomplete understanding by stakeholders and their decision-makers of how to use wildlife and the importance of this resource. Steps should be taken to capture and process data in the wildlife industry, and to make it accessible to Government, participants and aspiring entrants to the industry.
- o **Communication**. There is a lack of unity and coordination in the wildlife sector and the absence of a forum to discuss issues with Government. The leadership of the 5 organizations should initiate an approach to Government to establish a regular forum to discuss wildlife matters.
- o **Legal Status of Wildlife**. Wildlife has two conflicting roles: 1) Charismatic as in parks, and 2) Utilitarian as in farmed animals in production systems. This confusion leads to legal and bureaucratic constraints to the efficient use of wildlife. Clearer ownership of wildlife that is farm raised needs to be established.
- o **Wildlife Policy and Legislation**. There is a need to revise Zimbabwe's current Wildlife Act. Areas of prime concern are: 1) Excessive regulation by the State, 2) Inconsistencies in allocation of rights to utilize wildlife in the private sector, and 3) The legal status and rights of producer communities are unclear, particularly in Communal Areas, as to their ability to become the "Appropriate Authorities" for wildlife on their lands. The Parks and Wildlife Act should be reviewed and revised, with adequate consultation and participation by the private sector. Rights of producer groups should be defined. Farmed game should be reclassified as livestock. The enabling and decentralizing philosophy of the Act must be retained.

12.10.2 Institutional Issues and Recommendations

- o **The Private Sector** is not well organized, not fully representative and largely ineffectual. Wildlife sector associations should be strengthened and made more representative.
- o **The Public Sector's** official policy is unclear and confusing, apparently non-consultative, and inadequately responsive to the needs of the wildlife industry. The role of the Department of National parks and Wildlife Management in the wildlife industry outside Parks should be elucidated.
- o **Neighbor Relations** are poor with inadequate benefits flowing to poor rural communities from large neighboring Parks and flourishing private areas reserved for wildlife. Neighboring poor communities should be systematically benefit from large adjacent organized wildlife activities.

12.10.3 International Issues. Zimbabwe's leadership role is vulnerable, particularly in view of the forthcoming CITES Conference in Zimbabwe. Government must ensure that its wildlife management affairs are characterized by transparency and good governance which will withstand international scrutiny.

12.10.4 Indigenization. The wildlife industry is dominated by whites and entry is difficult for aspiring blacks. Defined affirmative action processes should be initiated with a view to facilitating controlled and acceptable selective participation by Black Zimbabweans in the wildlife industry.

12.10.5 Land Use Policy. Wildlife is not widely recognized in Government as a legitimate component of land use and rural development. Government's position in relation to the introduction of wildlife in farming areas should be clarified. Government's position on the establishment and operation of conservancies should be clarified.

12.10.6 Professional Training and Selection. Joint discussions should be held with Government to review and improve training and registration of professionals for the wildlife industry.

12.10.7 Wildlife As A Source Of Food needs investigating.

12.10.8 Extension and Advisory Services should be provided for the wildlife industry.

12.10.9 Attitudes. Negative and discouraging attitudes have been developed towards wildlife by some Government and political leaders, as well as by some in the private sector.

12.11 BOW HUNTING

The United States, with the largest number of bowhunters in the World, estimated at 3.5 - 4.5 million, is a large potential market for Zimbabwe and other African countries. FOREX from bow hunting in Zimbabwe has increased from ZD 12 million in 1994 to ZD 24 million in 1995 and is expected to significantly increase in 1996.⁹⁷ Bow hunting is legal in Namibia and South Africa, and can be arranged in Zambia and Tanzania with permission. Bow hunting is believed to be humane, and in fact wounded game has been shown to more likely recover from an arrow wound than from a bullet wound.

A few years ago bow hunting was started experimentally. It has never been legal nor passed through Parliament. Recently, the Government decided to stop bow hunting. ZPHGA went to them and explained that it is the middle of the hunting season and many people have already booked bowhunting clients. The Government agreed to keep bow hunting open until the end of 1996, but by then ZPHGA must have proposed

⁹⁷ 10 Zimbabwe Dollars (ZD) to \$US 1, Rowan Swales, Chairman, Zimbabwe Bowhunting Association

legislation and a demonstration program to prove that bow hunting is humane and that there is a legitimate market to justify changing the legislation.

Within the last few weeks another Government letter has come out saying that bow hunting will close at the end of 1996. It is believed that **bow hunting may be closed due to concern over pressure from CITES Convention and animal rights movement.**

Even now bowhunting can only take place on private land and for non-dangerous game. It has never been open for dangerous game.

Ron Oliver, former US Military Attache, was instrumental in opening bow hunting in Zimbabwe.⁹⁸ He has drafted bowhunting legislation. SCI should consider putting Ron Oliver in touch with Gary Bogner. Gary is Vice-Chair of the SCI Archery Sport Hunters Committee and has just conducted an experimental bow hunt for white rhino in South Africa, and for lion, leopard, elephant and buffalo in Tanzania. He is working with South Africa, Namibia and Tanzania in using information from these hunts and from the bow industry to set standards for hunting dangerous and non-dangerous game.

Since South Africa and Namibia are also in the process of reviewing and/or opening bow hunting, it would seem logical to try and work towards having Namibia, South Africa, Tanzania and Zimbabwe adopt standardized regulations based upon the latest information coming from experimental bow hunts by Gary and others for the Big Five, and from industrial research. SCI might consider an African Bowhunting Initiative with the goal of standardizing regulations on the Continent and opening up bow hunting in those countries where it currently does not exist.

12.12 HANDGUN HUNTING

Handgun hunting was almost legalized, but thrown out at the last minute in Zimbabwe. Handgun and Bow hunting are illegal by legislation, but the Minister of Environment and Tourism can grant special permission. ZPHGA requested that SCI furnish them with the technical information to justify handgun hunting and to lobby National Parks as to the potential importance of both handgun and bow hunting, both economically and in remaining competitive with other African hunting countries.

Mohamed Tobah, SCI African Chapter Board of Directors/Egypt is preparing a detailed report on handgun hunting in Africa, including recommended legislation and caliber's for different sized game and hunting conditions. Mohamed Tobah has successfully hunted the Big Five with a handgun and has close ties to the segment of the handgun, "hand cannon" industry involved in sport hunting. His goal is to approach African governments with this information and to encourage them to begin opening up their countries to handgun hunting. SCI's Handgun Sport Hunters Committee should consider meeting with Mohamed and turning his initiative into an SCI African Handgun Hunting Initiative in order to develop standardized legislation and expand handgun hunting on the Continent.

⁹⁸ Ron Oliver. USA, Tel 904-432-133, Fax: 904-444-9547

12.13 HUNTING RIFLES ON SOUTH AFRICAN AIRLINES - MISSING

On SAA flights from New York to Joburg and from Joburg to Bulawayo, a high percentage of the sport hunters are having their hunting rifles misplaced, resulting in late arrivals of 3-4 days.

13.0 OTHER AFRICA COUNTRIES

There is a strong likelihood that Uganda, Kenya, and Angola could reopen hunting over the next few years. Mozambique has seen a rapid expansion of hunting over the last two years. Ethiopia has just reopened hunting. The key to success in these countries will be from the beginning to establish a process whereby prospective safari operators and professional hunters are screened for their reputation and professionalism. Especially in countries coming out of a war such as Mozambique and Angola, there tends to be a gold rush mentality with drifters and vagabonds of ill repute that have been thrown out of other countries trying to ply their trade. A process must immediately be put into place to minimize these kinds of people taking a foothold and destabilizing the industry. A strong professional hunters association should be established as the body which sets standards and controls ethics, as well as negotiates policy with government. Long-term 10-15 year leases are a must. Followed by the implementation of community based programs linked to trophy hunting and the collection of appropriate monitoring data to assure the economic sustainability of wildlife, and these countries will have a bright future. SCI will be there to facilitate and collaborate where there is a felt need.

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