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# WILDLIFE BASED LAND REFORM POLICY

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1. INTRODUCTION

- 1.1. This document is a policy framework for the implementation of Wildlife Based Land Reform. The policy has been developed in the context of Zimbabwe's Land Reform Programme and is based on the conviction that Wildlife production is a viable land use option, if it is practised with due regard to its conservation and sustainable utilization.

2. BACKGROUND AND CONTEXT OF WILDLIFE-BASED LAND REFORM POLICY

- 2.1. Zimbabwe has a total land area of 39.6million hectares with 33 Million hectares of this area reserved for agriculture. National Parks constitutes 13.1 % of this area but, over and above this, the Parks and Wildlife Act allows for wildlife production outside the Parks Estates by farmers who are given appropriate authority to utilize the wildlife resource. As a result, some farmers have adopted wildlife ranching as a land use option with some coming together as conservancies.
- 2.2. At Independence, the Government of Zimbabwe inherited a racially skewed land ownership structure with the white large-scale commercial farmers, consisting less, than 1% of the population occupying 45% of agricultural land in the highly productive agro-ecological regions I, II and III. The majority black population remained mostly in the drier and less productive agro-ecological regions IV and V where game ranching and wildlife production represent a viable land use option.
- 2.3. Land redistribution under the Land Reform Programme however tended to concentrate on resettlement biased towards crop and livestock production at the 'expense of wildlife production. Under the current Land Reform Policy, conservancies could not be allocated for resettlement purposes. This meant that the wildlife production sector remained a preserve of the minority group in Zimbabwe.
- 2.4. The policy on wildlife based land reform therefore seeks to address this apparent imbalance and ensure access by the majority to the wildlife resource. The policy shall be administered by the Ministry of Environment and Tourism.

### 3. POLICY OBJECTIVES

The policy objectives are as follows:

- 3.1. To ensure conservation and sustainable use of wildlife for present and future generations.
- 3.2. To facilitate the indigenisation' of the wildlife sector and to ensure more equitable access by the majority of Zimbabweans to land and wildlife resources and to the business opportunities that stem from these resources.
- 3.3. To maintain a proportion of land outside protected areas under wildlife production.
- 3.4. To encourage resettled farmers on wildlife areas to enter into wildlife production as a land use option.

### 4. OVERALL POLICY OPTIONS

- 4.1. The Wildlife-Based Land Reform Policy is predicated on the premise that all land and wildlife belongs to the State. The policy recognizes that conservation and sustainable use of wildlife resources is key to successful Wildlife-Based Land Reform. The policy also aims to facilitate the indigenization of the wildlife sector and to ensure the wider participation by the majority of Zimbabweans in the wildlife production sector. The following policy options are suggested:
  - All land under conservancies and game ranches shall cease to be and exclusive right of the few. Those owning conservancies and game ranches shall be required to surrender portions of their land to accommodate indigenous Zimbabweans. The existing farmers and successful applicants will be expected to enter into joint ventures /partnerships in accordance with the provisions of the land reform policy. This shall be carried out under the direction of the Ministry of Environment and Tourism in consultation with the Ministry of Lands, Land Reform and Resettlement. The two Ministries being members of CRD shall from time to time make such proposals known to CRD which shall consider any matters pertaining to policy and take a position, subject to approval by Cabinet.

- Subsequent to the subdivision referred to above, existing owners of wildlife businesses and conservancies shall be required to secure leases from the appropriate authority in accordance with laid down Land Reform Policy.
  - Large to medium scale A2 farm holders who wish to go into private game ranching on their properties will be required to apply to the Ministry of Environment and Tourism who shall consider the application in accordance with laid down criteria .
  - Local Authorities (Rural District Councils (RDCs) who wish to engage in wildlife production will be required to apply to the Ministry of Environment and Tourism for Appropriate Authority for management of natural resources in the context of the Communal Areas Management Programme for indigenous Resources {CAMPFIRE}.
- 
- The State may from time to time consider other approaches that meet the Wildlife-Based Land Reform Policy's objectives.
  - Intensive wildlife production systems with captive or semi-captive species such as crocodiles and ostriches will be provided for on land sizes of 1 - 100 hectares.
  - Semi-intensive to semi-extensive wildlife production systems with free ranging "plains game" populations will be provided for on land sizes of 100 -10 000 hectares.
  - Extensive wildlife production systems incorporating free ranging "big game" populations will be provided for on land sizes of 10 000 - 100 000 hectares.

## 5. TENURE

- 5.1 The successful applicants will be allocated their own land under the 25-year lease in accordance with the Land Reform Policy.

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# ZIMBABWE

## POLICY FOR WILD LIFE

22 September 1999

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MINISTRY OF MINES, ENVIRONMENT AND TOURISM

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ZIMBABWE

# POLICY FOR WILD LIFE

22 September 1999

DEPARTMENT OF NATIONAL PARKS AND WILDLIFE MANAGEMENT  
MINISTRY OF MINES, ENVIRONMENT AND TOURISM

- Nation** : means the people of Zimbabwe as a whole irrespective of culture, creed, race or gender
- National Heritage** : means National asset
- President** : means Head of State representing the Nation
- Wildlife** : means all forms of aquatic and terrestrial flora and fauna, which are indigenous to Zimbabwe, ranging from large species to micro-organisms.

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## **POLICY FOR WILDLIFE IN ZIMBABWE**

### **PREAMBLE**

Wildlife is a unique economic resource upon which a massive, growing global industry is developing. The advantage of this industry is its ecological sustainability in comparison to other land uses, and for Zimbabwe, its competitive advantage in world markets. The Government of Zimbabwe regards its own protected areas and wildlife resources as extremely valuable and highly marketable assets and a legitimate and sustainable form of land use.

Not since the establishment of the country's first National Park in 1928, have there been so many converging factors which threaten the future viability and integrity of Zimbabwe's National Parks. The challenges are significant but not overwhelming. Recovery will require strong leadership and commitment from within the Government of Zimbabwe, the stakeholders and the international community, and thoughtful input and involvement by non-government organizations (NGOs) both at home and abroad. Zimbabwe is facing a difficult fiscal situation which requires that Government reduce budgets, cut back in many programme areas, reduce levels of staffing and try new approaches to delivering services in more cost effective ways. The

Department of National Parks and Wildlife Management was one of the first programmes to be identified for a new approach to the delivery of services such that, in February 1996, the Government established The Parks and Wildlife Conservation Fund as a commercial entity to manage the Parks and Wildlife Estate. The Estate occupies 13.1% of the country's land base consisting of National Parks, Safari Areas, Sanctuaries, Recreational Parks, Botanical Gardens and Botanical Reserves.

An anomaly has existed, however, where only a small section of Zimbabwe society has participated meaningfully in the wildlife industry to the exclusion of the majority of the population. In some instances monopolies have been created which have systematically excluded new entrants.

In order to redress the situation, the Government intends to put in place mechanisms which will ensure broad participation in the wildlife industry through an equitable distribution of resources and access to opportunities for emergent entrepreneurship, without abrogating its fundamental obligation to conserve Zimbabwe's biological heritage.

The essential wildlife nature of Zimbabwe's flora and fauna requires special management techniques and societal institutions in order to realise its full potential. Government policy, and the direction this gives to all sectors of the Nation, is fundamental amongst the many factors which will contribute to the success of Zimbabwe's wildlife industry.

This document is Zimbabwe's current policy towards protected areas and wildlife, stating

Government's aspirations and intentions on behalf of the Nation. This policy supersedes all other wildlife policies but does not preclude supplementary policy statements to cover issues not addressed. It is intended that policy will be followed by detailed management plans and enabling legislation for those issues which merit them.

### STATEMENT OF INTENT

In accordance with its commitment to conservation and its resolve to promote enhanced sustainable rural prosperity and a more equitable apportionment of the benefits from the proper use of the Nation's wildlife resources, Government intends to:

- A. Maintain the Parks and Wildlife Estate for the conservation of the nation's wildlife resources and biological diversity.
- B. Ensure the adequate protection of major ecosystems or key species and habitats which are not represented in the Estate through various measures including Biosphere Reserves.
- C. Encourage the conservation of wildlife and habitats outside the Estate, recognising that this is likely to be successful only if wildlife can be used profitably and the primary benefits accrue to people with wildlife on their land.
- D. Insist upon environmental impact assessments for all developments, in accordance with the Zimbabwe Environmental Impact Assessment Policy as enunciated from time to time for all developments.
- E. Use the Estate to promote a rurally based wildlife industry.

- neighbouring communities who are developing wildlife as a sustainable form of land use.
- G. Transform land use in the remote communal lands of Zimbabwe through its Communal Areas Management Programme for Indigenous Resources (CAMPFIRE), under which rural peoples have the authority to manage their wildlife and other natural resources and benefit directly from so doing.
  - H. Ensure that wildlife is not undervalued to the people living with it, by permitting them to use it sustainably for their own gain as with other resources and agricultural products.
  - I. Promote public awareness of wildlife issues.
  - J. Take the necessary legal and enforcement measures to prevent the illegal use of wildlife.
  - K. Maintain its commitment to wildlife research.
  - L. Participate in those international treaties and conventions which are consistent with Zimbabwe's policies for conservation and sustainable use of wildlife.
  - M. Examine and develop a cost-effective and adaptive institutional framework for managing wildlife and protected areas in terms of this policy.
  - N. Draw up management plans arising from this policy for approval by the Minister.
  - O. Empower the Department to finance its operations through the retention of revenues accrued from the commercialisation of most of its activities, without compromising the conservation aspects of its core business.
  - P. Recognise and consult stakeholders on wildlife related issues.

## **POLICY STATEMENT**

### **1.0.0 RESPONSIBILITY FOR WILDLIFE**

Wildlife in Zimbabwe is a **National heritage**, and the State has the overall responsibility for its management and regulation on behalf of the Nation.

The success of conservation in Zimbabwe depends on the recognition that Appropriate Authorities should be the best custodians of the natural resources occurring on their land, provided they have the right to use wildlife and to benefit from it in a sustainable manner. Policy for wildlife in Zimbabwe seeks to reinforce this principle and to ensure that it is universally applied to all categories of Appropriate Authorities.

- 1.1.0 Government will, when necessary from time to time through Acts of Parliament, make provision for the administration and management of all wildlife and provide for the establishment of areas of land and water for the preservation and management of wildlife and national landscapes. These areas will be known as the Parks and Wildlife Estate and will include certain properties bequeathed to the Nation for these purposes.
- 1.2.0 The Minister has established an advisory body, the Parks and Wildlife Board, comprised of individuals with competence in diverse fields, drawn from and representing the public of Zimbabwe. This Board will advise the Minister on policy management and development issues related to wildlife throughout Zimbabwe.
- 1.3.0 The overall administrative responsibility for all wildlife will be vested in the Department of National Parks and Wildlife Management under the Minister. The Department will work in close co-operation with other land use agencies within the scope of this policy.

1.4.0 The Minister may allow and encourage the devolution of the management and use of wildlife to Appropriate Authorities.

## 2.0.0 PUBLIC USE OF THE PARKS AND WILDLIFE ESTATE

The Parks and Wildlife Estate is the cornerstone of the tourist industry in Zimbabwe and should be used for tourism in terms of a national tourism strategy within the scope of this policy. Government places considerable importance on the primary right of Zimbabweans to have access to recreation in the estate and will seek an equitable balance between domestic and international tourism. In the permitted uses of the Estate listed below, conventional tourism based on game viewing and photographic safaris is differentiated from other recreational and commercial activities.

- 2.1.0 Tourism will be encouraged in the Parks and Wildlife Estate where it is not in conflict with the purposes for which a protected area was established.
- 2.2.0 Recreational hunting will be encouraged in appropriate areas inside and outside the Estate and opportunities will be provided to ensure that indigenous Zimbabweans have access to hunting.
- 2.3.0 Sport fishing will be encouraged in all waters of the Estate except where it conflicts with zones of high aesthetic priority.
- 2.4.0 Other forms of aquatic recreation (yatching, boating, water skiing, spear fishing, game viewing by boat) will be permitted in the waters of the Estate under such restrictions as are necessary.
- 2.5.0 Government will encourage commercial, artisanal and subsistence fisheries on major water bodies in the Estate, where this is consistent with other priorities for

individual protected areas.

2.6.0 Commercial, promotional documentary and educational filming will be permitted in the Estate subject to the Director's approval and payment of the relevant fees.

### **3.0.0 PHYSICAL DEVELOPMENT IN THE PARKS AND WILDLIFE ESTATE**

The Parks and Wildlife Estate is a prescribed area under the Zimbabwe Environmental Assessment Policy. Government will, therefore, ensure that any physical development in the Parks and Wildlife Estate will maintain long term ecological values.

#### **3.1.0 Environmental Impact Assessment**

All development in the Parks and Wildlife Estate, or which may affect it, including mining and quarrying and the construction of roads, powerlines, buildings and dams will be subject to an environmental impact assessment or, where development is inevitable, environmental planning will be carried out in accordance with the Zimbabwe Environmental Assessment Policy.

#### **3.2.0 Physical structures in the Parks and Wildlife Estate**

3.2.1 No permanent developments by private individuals, associations, or companies shall be allowed in the Parks and Wildlife Estate.

3.2.2 The Department will ensure that all buildings harmonise with the environment and are located in accordance with Park Management Plans.

#### **3.3.0 Peripheral Development**

All developers will be encouraged to develop outside the boundaries of the Estate. Where the Department undertakes development, either for its administration or for use by visitors, this will normally be located on the



periphery of the Estate. All development will be within limits set for visitor use and for staff accommodation in the Estate.

#### 4.0.0 WILDLIFE OUTSIDE THE PARKS AND WILDLIFE ESTATE

Government will encourage the conservation of wild animals and their habitats outside the Parks and Wildlife Estate and recognises that this requires the active co-operation of rural landholders who, as wildlife producers, should be the primary beneficiaries of all returns. The State recognises that by giving wildlife an economic value and treating it like any other renewable resource, albeit one that requires special management and marketing skills, productivity may be enhanced without detriment to the environment and the benefits may be sufficient to offset the opportunity costs of this form of land use.

4.1.0 Government's policy for wildlife is an integral component of its overall land use policy.

4.2.0 Recognising that much of Zimbabwe does not consist of good arable land, Government regards wildlife management in all its diverse forms as a legitimate land use option which may be the most appropriate or highest-valued form of development in many areas.

4.3.0 Government views wildlife as an appropriate land use option which can co-exist with other land uses in appropriate areas for the economic development of Zimbabwe.

4.4.0 Government encourages wildlife utilisation, provided it falls within the relevant laws of the country.

4.5.0 Government wishes to ensure that the demonstrated benefit of wildlife

custodianship conferred on owners and occupiers of alienated land are extended to wildlife producers in communal and resettlement lands. Such custodianship involves the right to benefit fully from, and to determine the distribution of, wildlife income by producers. Wildlife on private and communal land and resettlement areas shall be managed and utilised on the basis of periodic wildlife management plans negotiated with the Department and approved by the Minister.

For this approval the Minister will require:

- 4.5.1 an acceptable management plan from custodians in which objectives for wildlife are stated and preliminary intentions for achieving these objectives are outlined;
- 4.5.2 for councils, an acceptable institutional plan which outlines clearly the methods by which the councils intend to i) involve wildlife producers in district level management and ii) devolve the decision-making process in local wildlife management and the distribution of wildlife benefits to producers;
- 4.5.3 the Department to assist councils in managing the wildlife in their areas of jurisdiction and to co-ordinate the activities of NGOs who are assisting councils;
- 4.5.4 the approval by the Department of all annual quotas of wildlife killed or sold in private and communal lands and resettlement areas;
- 4.5.5 the presentation of annual reports from custodians of wildlife to the Director.
- 4.6.0 The Minister may withdraw Appropriate Authority from anybody so

appointed for not conforming to conditions under which the Appropriate Authority was granted;

4.7.0 The Department will enhance wildlife management and production on all categories of land in Zimbabwe through:

4.7.1 research and extension in wildlife management;

4.7.2 restocking operations

4.7.3 assistance with international marketing of wildlife-based tourism and wildlife products, including the safeguarding of national interests under international wildlife treaties.

#### **5.0.0 ADMINISTRATION OF WILDLIFE IN ZIMBABWE**

In the context of policy, the Government considers all forms of aquatic and terrestrial flora and fauna as wildlife, ranging from large mammals to micro-organisms. The Government accepts its responsibility to conserve all wildlife, including those species which may conflict with human interests from time to time. Many of the small animal species and less common plants are seldom seen and can only be conserved by placing emphasis on complete ecosystems. Certain rare or endangered species may require legal protection where they occur, whilst those species which have detrimental effects on legitimate human interests or ecosystems may require to be controlled under particular circumstances.

#### **6.0.0 FUNCTIONS OF THE DEPARTMENT**

The Department of National Parks and Wildlife Management is both a scientific

and wildlife management authority of Government, responsible for preserving indigenous species and habitats, and protecting and managing the Parks and Wildlife Estate. It is also responsible for administering, developing and promoting wildlife management throughout Zimbabwe as an economic, sustainable land use for enhancing rural productivity.

The Department operates as the Parks and Wildlife Conservation Fund which enables it to play a strategic role as custodian of National heritage, and be a key contributor to tourism development, employment creation and foreign currency earnings. The future ability of Zimbabwe to compete in the tourist market will depend upon the Fund's success in providing high quality services and protecting and managing the natural resources, upon which the tourism industry is largely based.

The Department is also a para-military agency which carries and has law enforcement powers. Because it enjoys special indemnities in the execution of its functions, it is required to exercise a high degree of discipline in accordance with the Parks and Wildlife code of conduct. It will co-operate with other law enforcement agencies of Government and will in turn be entitled to their collaboration in carrying out its legal functions.

Government will ensure that officers appointed to the Department have adequate training and professional qualifications, or undergo such training if recruited

without the special skills required.

The functions of the Department on State land are to:

- 6.1.0 Protect wildlife against illegal use;
- 6.2.0 Manage and conserve the Parks and Wildlife Estate efficiently and cost-effectively according to area plans for each protected area;
- 6.3.0 Undertake or commission all physical development in the Estate;
- 6.4.0 Run its own, or lease, tourist facilities and trading complexes, where appropriate, within its areas of jurisdiction;
- 6.5.0 Administer leases, concessions and access for wildlife-based tourism and fisheries in the Estate, as may be granted by the Minister, in a manner that will allow equitable access and competitive tourism and economic development;
- 6.6.0 Undertake or commission environmental impact assessments in accordance with the Zimbabwe Environmental Impact Assessment Policy for all proposed development which may affect the Estate;
- 6.7.0 Allocate areas and quotas for sport hunting in the Estate and areas where hunting is legally restricted;
- 6.8.0 Conserve, manage and develop aquatic resources in Zimbabwe including fisheries and aquaculture;
- 6.9.0 Ensure control of aquatic weed within and outside the Estate ;

Outside the Parks and Wildlife Estate the primary aim of the Department will be to

facilitate development of a diverse, resilient wildlife industry without prejudice to wildlife conservation. It will accordingly make all efforts to streamline administrative procedures toward this goal in order to:

- 6.10.0 Ensure the equitable and efficient allocation of opportunities for Zimbabwe citizens to participate in the wildlife industry;
- 6.11.0 Issue all permits required by law for wildlife-related activities and regulate access, trade, utilisation, fisheries and research;
- 6.12.0 Regulate trade in wildlife products ;
- 6.13.0 Regulate and/or market certain key wildlife products;
- 6.14.0 Maintain a statistical database on all wildlife-related activities ;
- 6.15.0 Undertake research in wildlife and coordinate the research activities of external wildlife researchers;
- 6.16.0 Carry out extension and public relations work outside the Estate in collaboration with other Government and non-government agencies;
- 6.17.0 Set standards and issue appropriate permits and licences to the wildlife industry;
- 6.18.0 Encourage the establishment of representative associations to develop the wildlife industry in a manner which does not foster monopolies and which is consistent with paragraph 6.10.0.

#### **7.0.0 THE PARKS AND WILDLIFE ESTATE**

To date 13.1% of Zimbabwe has been designated as protected State land under wildlife, which area may not be reduced except by the President. This Estate, which is not subject to land speculation, comprises a number of types of protected area differentiated by the degree and nature of utilisation permitted in each. Categories of protected areas are

National Parks, Safari Areas, Sanctuaries, Recreational Parks, Botanic Reserves and Botanic Gardens.

#### 7.1.0 Objectives

The objectives for the Parks and Wildlife Estate will be to:

- 7.1.1 preserve representative examples of Zimbabwe's aquatic and terrestrial flora and fauna and their physical environments;
- 7.1.2 protect areas of scenic beauty and special interest;
- 7.1.3 preserve rare, endangered and endemic species;
- 7.1.4 conserve water catchments;
- 7.1.5 provide opportunities for public education and the advancement of scientific knowledge; and without prejudice to any of the above
- 7.1.6 encourage public use related to the enjoyment and appreciation of these areas; and
- 7.1.7 generate economic activity within the Estate and surrounding areas to enhance rural development.

#### 8.0.0 MANAGEMENT OF THE PARKS AND WILDLIFE ESTATE

Wildlife management is a complex subject in which many of the underlying ecological processes are poorly understood. For this reason the Department will adopt an adaptive management strategy in which research and monitoring are incorporated as integral components of management. Each act of management is designed as a trial, the outcome of which can be assessed scientifically and improved where necessary.

The Parks and Wildlife Estate will be managed in terms of specific approved area plans

subject to periodic revision.

In order to maintain biological diversity, management plans will set permissible limits to change and will incorporate monitoring systems to evaluate management activities.

Prevention of soil erosion and habitat destruction are management priorities. Where these are caused by an over-abundance of certain animal species or improper burning regimes, populations will be reduced and wildfire controlled according to criteria laid down in area management plans.

Capture and translocation of wildlife from the Parks and Wildlife Estate will be permitted as a means of controlling animal populations and, where it can be sustained without detriment to the welfare of wild populations, as one way in which the Estate can contribute actively to species conservation and economic development.

Where sport hunting is an objective in a protected area, quotas will be set to the maximum sustainable at which trophy quality can be maintained and the hunting can be marketed.

#### **9.0.0 THE PARKS AND WILDLIFE CONSERVATION FUND**

Since February 1996, the Department started operating as The Parks and Wildlife Conservation Fund, which was established under Section 30 of the Audit and Exchequer



The objectives of the Fund shall be:

- 9.1.1 the conservation and management of the Parks and Wildlife Estate as defined by the Parks and Wildlife Act (Act 14 of 1975 as amended in 1996);
- 9.1.2 to invest and deal with money of the Fund not immediately required upon such security and in such manner as determined by the Treasury;
- 9.1.3 to generally apply the money and other assets of the Fund for any purpose which is considered by the Director of National Parks to be in the interests of conservation and management of the Estate.

#### **9.2.0 Administration of the Fund**

The fund shall be administered by the Director of National Parks and Wildlife Management on behalf of the Secretary of the Ministry. The Secretary shall be responsible for the determination of the administrative policy of the Fund and shall in accordance with Treasury Instructions issue detailed Accounting Officers' Instructions.

#### **10.0.0 WILDLIFE TOURISM**

Tourism and outdoor recreation provide a powerful opportunity for marketing wildlife and protected areas. They are a massive and rapidly growing industry which, at the global level, is estimated to be second only to the oil industry in size. Unfortunately, while tourism can have many benefits for the host destinations, it can be transient and

result in socio-economic and environmental damage if not well planned and executed.

Since tourism in Zimbabwe depends largely on the Nation's parks and wildlife resources, the Department will play a key role in developing a sound international and domestic tourist industry. It will:

- 10.1.0 Determine the levels of tourism based on wildlife which is dependent on the Parks and Wildlife Estate;
- 10.2.0 Advise the national tourist authority on the minimum standards to be required by all tourist services based on wildlife;
- 10.3.0 Provide a range of outdoor recreational opportunities within the Estate, compatible with the permissible uses and the management objectives of each area;
- 10.4.0 Subject to the provisions of Section 9.0.0, build all future fixed tourism developments within the Estate, but may enter into joint ventures with the private sector in financing and managing such developments, provided that the Department will:
  - 10.4.1 supply and manage a range of tourist accommodation to suit a wide range of tastes and pockets, including those aimed at the lower income domestic market;
  - 10.4.2 own all permanent tourist developments within the Estate (other than those already owned by the private sector in certain Recreational Parks) and ensure that these developments create minimum ecological and aesthetic impacts on their environs;

10.4.3 receive on behalf of Government an equitable share of the revenue generated by all tourism activities within the Estate;

10.4.4 ensure that wildlife-based tourism in the Estate is priced so as not undervalue the resource or to be subsidized, except in the case of facilities used by Zimbabwe residents, especially of low income, or where the tourism opportunities have a strong educational component for local people;

10.4.5 seek partnerships with the local people of the region, in order to promote rural based tourism and tourist services which will:

- i) enhance the returns from sustainable land use;
- ii) increase local economic activity among rural people; and
- iii) ~~prevent the flow of wealth from rural to urban areas.~~

~~In so doing the Department will~~ seek an equitable balance between local, regional and national economic interests within a locally based planning process for each protected area or group of protected areas;

10.4.6 ensure that opportunities to offer commercial tourist services within the Estate are allocated on an equitable basis by limiting periods of tenure where appropriate;

10.4.7 regulate the flow and conduct of visitors to protected areas so as to prevent lasting ecological deterioration and increase the quality of the experience enjoyed by visitors;

10.4.8 market all tourist opportunities within the Estate so as to rationalise supply and demand and ensure that Zimbabwean residents have a

reasonable opportunity to enjoy the Estate; and

10.4.9 provide interpretive and educational material relating to recreational opportunities within the Estate.

10.5.0 The Department will co-operate closely with the national tourist authority in the development and implementation of a national tourism strategy.

This may extend to the promotion and coordination of wildlife-based tourism in the SADC region.

#### 11.0.0 SPORT HUNTING

In the context of this policy "sport hunting" means hunting of wildlife with a firearm or bow. Sport hunting largely involves the off take of mature male animals and quotas are kept low to maintain a high trophy quality. There is no link between sport hunting and culling of over-abundant wildlife populations. Such population reductions usually involve large numbers of female animals, often in National Parks, and Government does not view this type of offtake as an opportunity to increase hunting quotas.

Recreational hunting is an economically and ecologically efficient use of wildlife consistent with the tourism policy. Recognising the substantial foreign exchange earnings which hunting generates, Government will administer the industry for the maximum long term benefit to the Nation rather than for short term profits to individuals.

11.1.0 Sport hunting will only be permitted in *designated hunting* Safari Areas.

11.2.0 Protected species may not be hunted anywhere except in terms of a permit issued according to the laws of Zimbabwe.

- 11.3.0 The Minister may impose a hunting restriction on any land or any wildlife species in Zimbabwe in the interests of conservation.
- 11.4.0 The Department will not entrench sport hunting in all Safari Areas in the Estate but will maintain a flexible approach based primarily on economic returns from land, provided that opportunities exist in the Estate for hunting by Zimbabwe citizens.
- 11.5.0 No wild animal will be hunted in ~~the Estate~~ <sup>in a designated area</sup> for less than its market value.
- 11.6.0 Appropriate Authorities will be responsible for the management of sport hunting on their land subject to the <sup>approval of the hunting quotas by the Dept</sup> provisions of paragraphs 4.1.1 and 4.1.7. However, ~~the Department will approve hunting quotas for all Appropriate Authorities.~~
- 11.7.0 The Department will seek to improve the sport hunting industry and increase the participation of new entrepreneurs through:
- 11.7.1 an initial system of allocating hunting areas in the Estate which is intended to redress the existing imbalance without compromising the existing high standards of professional operations or prejudicing the maximum long term return to the national economy;
  - 11.7.2 an effective training programme for new entrepreneurs entering the sport hunting industry;
  - 11.7.3 setting hunting quotas on a scientific basis and monitoring wildlife populations which are hunted;
  - 11.7.4 enforcement of regulations designed to maintain high standards in the sport hunting industry; and
  - 11.7.5 overseeing examinations for professional hunters to ensure their

competence in protecting and providing the necessary services to hunting clients.

11.7.6 differentiating clearly between quotas set for sport hunting and wildlife population reductions for ecological reasons.

## **12.0.0 CAPTURE, MOVEMENT, & MAINTENANCE OF WILDLIFE IN CAPTIVITY**

Government considers translocation and establishment of new wildlife populations in Zimbabwe as a desirable objective which enhances conservation and contributes economically to the country.

### **12.1.0 Capture and movement of wildlife**

12.1.1 Game capture and translocation will be carried out according to the highest professional standards and will be restricted to individuals licensed by the Department.

12.1.2 All capture and translocation operations outside the Parks and Wildlife Estate will require the recommendation of the Appropriate Authority for the land and the Conservation Committee of the relevant Rural District Council, and will require the approval of the Department of Veterinary Services and the Director of the Department of National Parks and Wildlife Management.

12.1.3 In co-operation with the Department of Veterinary Services quarantine stations for wildlife will be established in selected areas where animals may be held prior to translocation to final destinations. Veterinary controls on movement of wildlife will be designed to cause the minimum

prejudice to the wildlife industry.

12.1.4 No exotic wildlife will be introduced into the wild in Zimbabwe without an environmental impact assessment.

12.1.5 Certain indigenous wildlife species with a restricted range in Zimbabwe may not be introduced into areas where they do not occur at present, or are not known to have occurred in the past, if there is a risk of them escaping into the Parks and Wildlife Estate. The Department will further seek to maintain existing gene pools of species within Zimbabwe which show divergent characteristics by avoiding translocation between populations.

#### 12.2.0 Capture and translocation to or from the Parks and Wildlife Estate

Government views the capture and translocation of animals from the Estate as one way in which protected areas can contribute to conservation and economic development in rural areas.

12.2.1 Where a wildlife population is to be reduced for ecological reasons,

*and economic*  
translocation of animals will be preferred to culling *subject to a scientific analysis to verify the veracity of the*

*culling.*

12.2.2 Sustainable off takes of wildlife may be used to initiate new populations or increase existing populations.

12.2.3 Translocation of wildlife into the Estate will be carried out where:

- i) an existing population is significantly below carrying capacity and research has indicated that the translocation will assist in the recovery of the population;
- ii) a locally extinct species is to be re-established; or

- iii) a new "wildlife park" is being established according to an approved area plan.

### 12.3.0 Wildlife in captivity

Government regards all wildlife, whether captive bred, ranched, farmed or genetically manipulated which is <sup>both</sup> indigenous <sup>and non-indigenous</sup> to Zimbabwe as wild. Government will discourage captive breeding except in projects which:

12.3.1 seek to increase wild populations of species which are in low numbers in  
✓ Zimbabwe. ~~The Department may supply founder animals for such projects from the Parks and Wildlife Estate where the conservation or economic aspects of the exercise are sound.~~

12.3.2 seek to meet the demand for restocking of wildlife in areas of Zimbabwe where numbers are depleted.

12.3.3 produce large numbers of commercially valuable species such as crocodiles and ostriches, provided such operations maintain or enhance wild populations.

In cases where Government has permitted captive breeding:

12.3.4 it will discourage the establishment of zoos except where it is satisfied with detailed plans for the long term maintenance of humanely acceptable ventures with research and educational value.

12.3.5 all facilities for holding wildlife in captivity, including quarantine facilities, will meet high standards of animal husbandry and will be subject to veterinary inspection. The Department will recommend the closure of an establishment which does not meet such standards or which



is not consistent with the code of wildlife management and conservation which Zimbabwe seeks to uphold.

12.3.6 for the purpose of internal and external trade in wildlife, animals bred in captivity will be subject to the same legal controls as those from the wild, ~~except where the Minister indicates exemption for particular species.~~

### **13.0.0 TRADE IN WILDLIFE AND ITS PRODUCTS**

In accordance with its policy of giving wildlife the highest possible value to achieve the aims of conservation, Government will encourage the legal trade in wildlife and its products while taking all appropriate measures to prevent illegal practices.

#### **13.1.0 The Domestic Industry**

Zimbabwe views the establishment of domestic control on illegal hunting and trafficking in wildlife products as the primary requirement to solve the perceived international problems in most aspects of wildlife trade.

13.1.1 Every transaction involving a live animal or primary wildlife product other than meat will be subject to permit.

13.1.2 Every elephant tusk and rhino horn in private possession will be registered with a certificate of ownership.

13.1.3 All dealers, traders and manufacturers of wildlife products will be registered, will keep records of their transactions in a form prescribed by the Department, and will submit such returns to the Department as the Director may require.

wildlife  
Species (CITES). All international trade will be conducted in accordance with the provisions of CITES. <sup>and any other convention related to trade in</sup> Zimbabwe will continue to uphold the principles of CITES enshrined in the preamble to the Convention, and will support those resolutions that do not infringe its sovereign right to manage wildlife to the benefit of the resource and the people sharing the land with the resource.

~~Zimbabwe has exceeded the requirements expected of Parties to CITES by instituting the following controls:~~

13.2.1 every import or export of a live animal or wildlife product is subject to a permit issued by the Department;

13.2.2 the import of a wildlife product will be permitted only where it is a derivative of a species which is not indigenous to Zimbabwe and where the import fulfils all the requirements of CITES;

13.2.3 the import or export of live animals and plants will be subject to especially strict controls so as to fulfill the requirements of this policy and CITES, and to ensure the highest standards for animal welfare.

*Policy only*

### 13.3.0 Import of live animals

In order to guard against accidental release of exotic species, the possible loss of genetic diversity of indigenous species, and the introduction of exotic wildlife disease and parasites, importation of wildlife will be discouraged except where:

13.3.1 species are indigenous and are low in numbers in Zimbabwe, provided that the imported animals are taxonomically similar to the local species

hartebeest);

13.3.2 species are indigenous and are of significant commercial value, provided that the imported animals are taxonomically similar to the local species and will enter the country in areas where the species presently occurs or has been known to occur (e.g. crocodiles, ostriches);

13.3.3 species which Government is satisfied will not be released into the wild in Zimbabwe or, if accidentally released, will not survive in the wild (e.g. caged birds and aquarium fish);

13.3.4 species which may be desirable for biological control purposes subject to the provisions of paragraph 12.1.4.

#### 13.4.0 Export of live animals

Government accepts that export of wildlife is a legitimate income-generating *an economic option* ~~option for the wildlife producer which would normally be encouraged for other commodities. Further, the establishment of successful wildlife populations elsewhere in the Southern African region is a desirable conservation objective which may ultimately benefit Zimbabwe.~~ However, in order to protect the wildlife industry in Zimbabwe, *and* Government will consider only those exports which fall into the following categories:

13.4.1 the provision of animals to recognised scientific institutions for research and educational purposes;

13.4.2 animals bred in captivity, subject to any constraints which Government

sees fit to impose in the interest of conservation or the economic protection of the local industry. For wildlife such as birds and reptiles, the only exports which Government will normally consider are from breeding facilities;

13.4.3 animals taken as a sustainable harvest from the wild, where captive breeding is not an available option, where there is no requirement to restock new areas, and where Government is satisfied that the export will not be detrimental to the local industry *and economy.*

### 13.5.0 Disposal of Products from the Parks and Wildlife Estate

The use and disposal of products or byproducts of management activities in the Parks and Wildlife Estate will be strictly regulated to ensure high standards of public accountability and transparency ( e.g. tenders and auctions):

13.5.1 high returns will be sought from all animals translocated or harvested in order to cultivate an awareness of wildlife values among the people of Zimbabwe.

13.5.2 durable products such as ivory, skins, horn and teeth will be sold to best advantage by the Department.

### 13.6.0 Commodity Associations

Government encourages the formation of representative bodies, in accordance with paragraph 3.18.0, for the trade in individual wildlife products with a high commercial value (e.g. crocodiles and ostriches) and expects such associations to work closely with Government in policing and administering their own industries, increasing product value through *appropriate marketing* ~~centralised marketing, and enhancing~~

*strategies.*

Zimbabwe's international conservation image by ensuring that trade is conducted according to the highest standards.

#### 14.0.0 CONSERVATION AND MANAGEMENT OF AQUATIC RESOURCES

Government regards the conservation of indigenous fish and their habitats in Zimbabwe <sup>and non-indigenous</sup> as an integral part of its programme to conserve biological diversity. To this end, it will control the introduction of exotic fish species to Zimbabwe, avoid over-exploitation of indigenous species, <sup>and non-indigenous</sup> and protect aquatic habitats for fish.

Government intends to manage the fish resources in Zimbabwe for a sustainable yield of fish production.

Government will manage fisheries in Zimbabwe through the Department of National Parks and Wildlife Management, since all fishing activities are restricted to freshwater bodies, the majority of which are protected areas in the Parks and Wildlife Estate. The Minister may delegate authority for the regulation of fisheries on certain water bodies to other Appropriate Authorities. *as provided for from time to time in the Act.*

##### 14.1.0 Commercial Fisheries

In the past, commercial fisheries included only the large kapenta fishery developed by the Department on Lake Kariba and a few gill-net concessions on this and other major water bodies.

Government's policy towards artisanal fisheries will be to require the development of

small scale, commercially efficient operations tied to a shoreline base. Expansion of such fisheries will be limited by the available resource base and will be rationalised in the full context of competing economic developments. Government will seek to improve the management of such fisheries wherever appropriate.

#### 14.1.1 Kapenta Fishery

Government will:

- i) co-operate with Zambia on the overall objective of managing the Kariba pelagic fishery for a maximum sustained yield of kapenta;
- ii) allocate permits to fishermen and re-allocate existing permits in an equitable manner which avoids monopolies in the industry;
- iii) monitor the fishery and carry out research related to the fishery at the Lake Fisheries Research Institute; and
- iv) encourage the formation of producer associations to improve marketing and coordination of the industry.

#### 14.1.2 Other commercial fisheries

Government will:

- i) permit gill-net fishing in the waters of the Parks and Wildlife Estate where it can be catered for under area plans and is not in conflict with higher priorities;
- ii) encourage small-scale commercial fishing in waters outside the Estate and, for those waters under Rural District Councils, encourage such Councils to establish by-laws to manage their respective fisheries;

- iii) set limits to fishing effort for both large and small-scale commercial fisheries and will evaluate, monitor and regulate all such fisheries through analysis of production statistics;
- iv) promote stability of fisheries through security of tenure for all efficiently run operations; and
- v) take into account historic and traditional fishing rights of local communities .

#### **14.2.0 Sport fishing**

14.2.1 Recognising the very large income generated by sport-fishing and the fact that it substantially exceeds the market value of fish as food, Government will encourage sport-fishing as an important component of the domestic and international tourist industry, enjoyed by all sectors of the community.

14.2.2 The Department will develop the angling potential in Estate waters wherever this is compatible with area plans. It will establish a licensing system for angling in order that funds can be returned to the conservation of the resources on which angling depends. This may include the rearing of exotic angling species such as trout and bass where this is not in conflict with an area plan.

14.2.3 The Department will encourage and assist other Appropriate Authorities for water bodies to place recreational fishing on an organised footing and to involve riparian rural communities in deriving benefits from such

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# ZIMBABWE RHINO POLICY AND MANAGEMENT FRAMEWORK

2011-2016



Zimbabwe Parks and Wildlife Management Authority  
P.O. Box CY 140, Causeway, Harare, Zimbabwe



# Zimbabwe Rhino Policy and Management Framework for the period 2011 to 2016

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**Zimbabwe Rhino Policy and Management Framework  
for the period 2011 to 2016**

**1.0 Foreword by the Minister**

The Government of Zimbabwe considers the rhinoceros as an important part of our national heritage. The national population size of our rhinoceros species is critically low, primarily due to poaching. At global level the black rhinoceros is described as endangered while the white rhinoceros as threatened. At national level, both our black and white rhinoceros species are legally classified as "Specially protected species" meaning that they are being afforded the highest legal protection in the country. We therefore regard very gravely the ongoing threat from poaching and illegal trade in rhinoceros products.

In signing this Rhino Policy and Management Framework, the Government recognises and appreciates the heavy responsibility borne by those who choose to dedicate themselves to protecting and increasing the rhino populations of Zimbabwe. The Government is aware of the current conservation environment which is characterized by the shortage of resources and is calling for sustained stakeholder commitment to the noble cause of rhino conservation. We thank those who give their time, money and experience both from within Zimbabwe and from the international community, for the conservation of rhinoceros.

In signing this policy, the Government recognises and supports the effort that is being made on the ground by the rhino custodians to physically protect the rhinos. We salute Government institutions, private rhino custodians, local communities and other players who are collaborating with each other on issues of rhino conservation. We urge those involved in this vital work to continue and increase their vigilance.

We believe that this document is going to give a clear guideline and support to the efforts being made across a range of fronts to safeguard and nurture these iconic animals.



.....  
Honourable Francis, D. C. Nhema (MP)

12/4/2015  
Date

Minister of Environment and Natural Resources Management

## Zimbabwe Rhino Policy and Management Framework for the period 2011 to 2016

### 2.0 Introduction and background

As of June 2011, over 900 rhinos have been poached in sub-Saharan Africa during the last three years, with the main targets being South Africa and Zimbabwe. The poaching crisis is at the highest level since the late 1980s and early 1990s, and threatens to undo much of the good conservation work that has been done during the last 15 years, as well as potentially reversing the gains in black and white rhino population numbers.

Zimbabwe responded to the previous crisis by formulating and acting upon the 1992 Zimbabwe Black Rhino Conservation Strategy and the 1993 Black Rhino Conservation Project Emergency Plan. These plans were developed from a sequence of workshops and led to the establishment of and operations within Intensive Protection Zones (IPZs). The initial four IPZs were Sinamatella, Matusadona, Chipinge and Matopos, selected based on suitability of habitat, presence of rhino, long distance from international borders, friendly neighbouring communities, ease of response and possibility of effective patrolling. A range of other measures were also contemplated, some of which were subsequently implemented (notably de-horning).

These plans and the actions that they stimulated were largely successful. Post-1993, few cases of black rhino poaching were reported and the population grew at a rate of 10% per annum (pa) (1997 Zimbabwe Rhino Policy and Management Plan). White rhino numbers, also badly affected by poaching mortalities, stabilised, albeit at a low level.

In 1997, following workshops held at the end of 1996, the management strategies for both species were reviewed. Updated policies and longer-term objectives for both species were agreed and set out in the 1997 Zimbabwe Rhino Policy and Management Plan.

Towards the end of the past decade, two planning initiatives or reviews were undertaken. Following a workshop at the end of 2007, the "Emergency Rhino Action Plan For 2008" was agreed. Unfortunately, little of what was planned was actually implemented due to a wide range of resource constraints. In 2009, a major review of the implementation of Zimbabwe's rhino policy and management strategy between 1997 and 2008 was carried out ("Review Of Zimbabwe's Rhino Policy And Management Strategy 1997-2008"). The Review concluded that *"future policy probably needs not to change much; the current goal and set of objectives still mostly remain appropriate, but require shifts in emphasis and a degree of modification and restructuring. Lacking from the 1997 management plan are clear sets of outputs, activities, milestones and indicators at the Objectives level. These will help implementation and management greatly."* The Review included detailed recommendations (area by area) for future management action and was to lead to the formation of an updated rhino policy and management strategy, to be used for planning annual work programmes and annual strategy reviews. However, to date there has been no apparent outcome from this Review, and so the last strategy to be formally ratified remains the one dating from 1997.

Recognising the need to re-energise the planning process, and in order to allocate resources and rhinos in the most cost-effective way so as to arrest the national population decline, a series of workshops was held in Harare in March 2011. These workshops led to the creation of this new six-year national rhino strategy: The Zimbabwe Rhino Policy And Management Framework 2011-2016 (referred to in this document as The Framework).

### 3.0 Note on the structure of the Framework

The March 2011 workshops yielded many suggestions from delegates for ways in which management action should be directed, monitored, reported and coordinated. With regard to the monitoring of management action, the workshop spent considerable effort in examining Key Performance Indicators (KPIs), which could be used to ascertain whether appropriate levels of effort

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have been meaningfully directed, thus addressing one of the weaknesses of the 1997 Plan as identified in the 2009 Review.

Two points were made at the workshops. Firstly, the final set of objectives and KPIs should be "SMART". That is to say: Specific, Measurable, Achievable, Realistic and Time-bound. Secondly, that the final set of objectives and KPIs should not themselves be burdensome or overly bureaucratic. Specifically, monitoring the progress towards the overall strategic target should not impose an onerous level of additional cost or effort on those who are tasked with carrying it out.

The complete list of suggestions made at the workshop is a valuable record, and takes the format of a "Logical Framework" or "LogFrame", rather than a conventional set of minutes that record the detail of who said what. The level of detail presented in that LogFrame and the complexity of deriving some of the suggested KPIs goes beyond what is presently realistic or achievable and with current available resources. Thus, in order to produce a final strategy that conforms to the above two points, considerable synthesis and distillation has been necessary. Ultimately, the Framework has been summarised so that it can be set out on a single page, together with some notes which give further elaboration where necessary.

The Zimbabwe Rhino Policy and Management Framework for the period 2011 to 2016 will require a concerted and coordinated effort on the part of multiple stakeholders if it is to be implemented fully and effectively.

The Framework starts by giving a top-level, long-term vision of rhino conservation in Zimbabwe. Successive layers underneath this top-level vision then drill into ever-increasing levels of detail as to how that long-term vision might in practice be achieved. This is described in Table 1.

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**Table 1. Layout of the Framework**

<b>Item</b>	<b>Description</b>
Long-term vision	The long-term vision suggested by the workshop is unchanged from the long-term vision drafted in 1997, which, as noted in the 2009 Review, remains applicable today.
Targets	<p>The specific targets for rhino numbers have been based on 5% per annum (pa) net growth in both species. A 5% pa net growth target was also adopted by the 1997 Plan, and again remains applicable today.</p> <p>Note, to achieve a 5% pa net growth, Zimbabwe's rhino population will either have to grow at 5% pa with no poaching whatsoever, or, more realistically, will have to grow at a faster rate than 5% pa, in order that the net rate after poaching losses are taken into account is 5% pa.</p>
Key Components	The Key Components of the strategy are the main heading or strands into which the National Rhino Strategy will be organised. The Key Components have been adapted from, and are similar to, those utilised in the 1997 Plan.
Strategic Objectives	The Strategic Objectives are, in effect, a statement elaborating the policy intention for each of the Key Components in slightly more detail.
Outputs	The Outputs are statements of the resulting position, assuming the Strategic Objectives are met over the term of the Framework.
Key Activities	The Key Activities are the detailed actions that are required to ensure that the Strategic Objectives are indeed met, and that therefore the Outputs are delivered. The Key Activities are in practice a subset of the overall activity required, but are those that are considered to be the most vital ones on which to focus within the national strategy. In other words, that fact that an activity is not mentioned explicitly within the Framework does not mean that the activity should not take place.
Key Performance Indicators	The KPIs are measures of the success or otherwise of the Strategic Objectives, Outputs and Activities. (A separate table discusses how the indicators may be verified or calculated.)

This structure may at first glance appear rigid. This is not the intention. As was noted in the 2009 Review, *"no plan must be constrained by its framework so that any plan must be able to adapt and adjust quickly to changing circumstances; as happened country-wide in Zimbabwe post the 1997 Policy and Management Plan. Strategy and action plans over the next 5 years must remain flexible and responsive to change. But only close monitoring will detect such change so regular reviews and adjustments as needed, will be extremely important"*

It is worth repeating that the list of actions and indicators within the Framework set out below is not intended to be exhaustive. The Framework gives all the multiple stakeholders in the Zimbabwe rhino population a clear framework for carrying out key activities and for monitoring that activity at regional and national level over the next five years.

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In order to maintain the necessary flexibility, it will be necessary from time to time to examine the effectiveness and completeness of the KPIs set out in the Framework below. This should be done at National Coordination Committee (NCC) level. If the NCC agrees that an alternative, revised or additional KPI would prove a more effective management tool, it is empowered under this Framework to make such changes.

The Framework given in Section 4.0 below should be read in conjunction with Section 5.0 (Means of Verification) and with the notes given in Section 6.0.

An update of the status of the rhino populations of Zimbabwe at the end of 2010 was presented at the workshops. One of the measures to show the trend in poaching mortalities is a percentage of all recorded mortalities (Tables 2 and 3). This statistic is used in reports to CITES Conference of the Parties and so is a key measure, as it is more independent of search efforts.

**Table 2. Black rhino mortalities and poaching from 2008 to 2010**

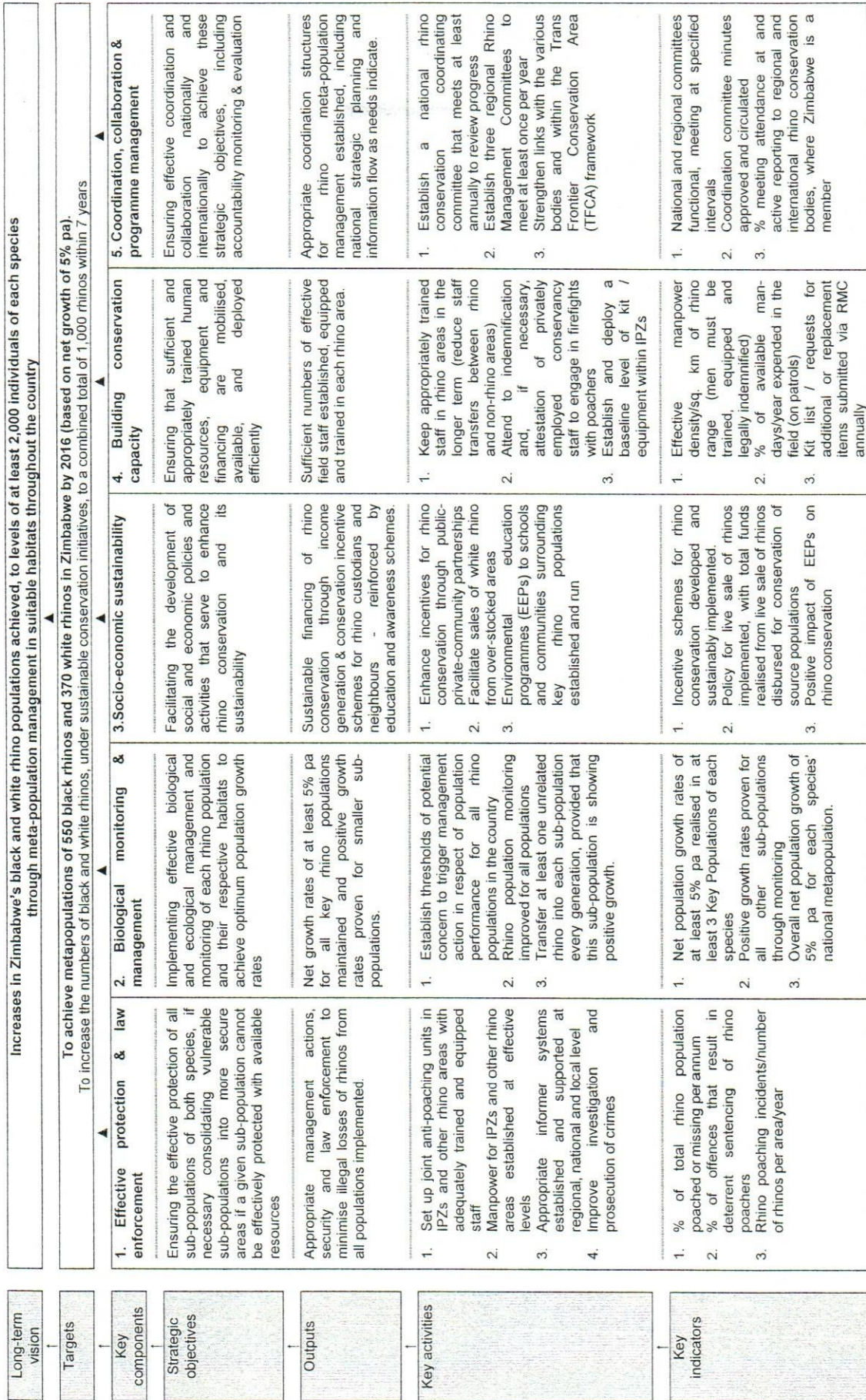
Year	Black rhino total mortalities	Black rhinos poached	Percentage
2008	138	118	86%
2009	49	39	80%
2010	35	32	91%

**Table 3. White rhino mortalities and poaching from 2008 to 2010**

Year	White rhino total mortalities	White rhinos poached	Percentage
2008	42	38	90%
2009	15	12	80%
2010	23	20	87%

# Zimbabwe Rhino Policy and Management Framework for the period 2011 to 2016

## 4.0 The Framework



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5.0 Means of Verification

It is clearly necessary that Key Performance Indicators are standardised across regions and areas in order that a balanced view can be obtained, so management decisions are made without distortion. With this in mind, Table 4 sets out at a glance how the KPIs within the Framework should be derived or verified. The following acronyms are used in the verification table:

- EEP Environmental education programmes
- NCC National Coordination Committee
- RMC Regional Management Committee
- KPI Key Performance Indicator

Table 4. KPIs at a glance

Key components (as above)	1. Effective protection & law enforcement	2. Biological monitoring & management	3. Socio-economic sustainability	4. Building conservation capacity	5. Coordination, collaboration & programme management
Key indicators (as above)	<ol style="list-style-type: none"> <li>% of total rhino population poached or missing per annum</li> <li>% of offences that result in deterrent sentences (see notes) of rhino poachers</li> <li>Rhino poaching incidents/number of rhinos per area/year</li> </ol>	<ol style="list-style-type: none"> <li>Net population growth rates of at least 5% pa realised in at least 3 Key Populations of each species</li> <li>Positive growth rates proven for all other sub-populations through monitoring</li> <li>Overall net population growth of 5% pa for each species' national metapopulation.</li> </ol>	<ol style="list-style-type: none"> <li>Incentive schemes for rhino conservation developed and sustainably implemented.</li> <li>Policy for live sale of rhinos implemented, with total funds realised from live sale of rhinos disbursed for conservation of source populations</li> <li>Positive impact of EEPs on rhino conservation</li> </ol>	<ol style="list-style-type: none"> <li>Effective manpower density/sq. km of rhino range (men must be trained, equipped and legally indemnified)</li> <li>% of available man-days/year expended in the field (on patrols)</li> <li>Kil list / requests for additional or replacement items submitted via RMC annually</li> </ol>	<ol style="list-style-type: none"> <li>National and regional committees functional, meeting at specified intervals</li> <li>Coordination committee minutes approved and circulated</li> <li>% meeting attendance at and active reporting to regional and international rhino conservation bodies, where Zimbabwe is a member</li> </ol>
Means of Verification	<ol style="list-style-type: none"> <li>Collating population reports presented to the NCC via the RMCs on an annual basis (see notes for definition of "missing")</li> <li>Records of arrests, prosecutions and sentences as reported to NCC via RMCs</li> <li>Annual survey of "current position" submitted to the NCC</li> </ol>	<ol style="list-style-type: none"> <li>Collating population reports for Key populations as presented to the NCC via the RMCs on an annual basis, assessed by reference to estimates based only on identifiable rhinos confirmed to be present during the year plus a minimum number of clean animals (based on evidence) – see notes</li> <li>As above, for all other sub-populations</li> <li>As above, at national level.</li> </ol>	<ol style="list-style-type: none"> <li>\$ (or \$-equivalent of reciprocal assistance) received annually per rhino.</li> <li>\$ (or \$-equivalent of reciprocal assistance) received annually per rhino that is producing rhinos for sustainable off-takes</li> <li>Attitude surveys undertaken in target areas before and after EEP programmes show greater awareness of, and more positive attitudes towards, rhino conservation</li> </ol>	<ol style="list-style-type: none"> <li>Survey of "current position" submitted to the NCC annually</li> <li>Derived from reports to RMCs</li> <li>Derived from reports to RMCs</li> </ol>	<ol style="list-style-type: none"> <li>Minutes are produced detailing the % of actions / KPI which have been completed</li> <li>Minutes circulated within 1 month of date of meeting</li> <li>From minutes of relevant meetings.</li> </ol>



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**6.0 Notes on the Framework**

In this section, some further elaboration as to the underlying thinking behind the one-page Framework is given (Table 5)

**Table 5. Further elaboration on the underlying thinking behind the Framework**

Item	Notes on the Framework
Net Growth of 5% pa	<p><b>Net of poaching</b> The target of 5% pa is net of poaching losses. In other words, if in a given year, poaching losses amount to 2% of the total population, it would be necessary to have achieved biological population growth of 7% in order that the net target of 5% pa for the overall, underlying population growth (after allowing for translocations) is met in that year.</p> <p><b>Impact of translocations</b> It is also possible for a population's demographic performance to be positive but for absolute numbers to decline if there have been a large number of animals translocated from a population. Translocations in and out of populations therefore also need to be taken into account when deriving these figures, so that growth rates better reflect the overall underlying performance.</p> <p>Wherever population growth of 5% pa is referred to, it invariably means net growth, after taking account of poaching losses and adjusting for translocations.</p> <p><b>Smoothing for small populations</b> It should be noted that for small populations in particular, net growth can be highly variable from year to year, even without any poaching taking place. This is partly due to birth lags associated with typical inter-calving intervals which normally exceed 2 years. Cows that have calves this year cannot have calves next year; with a result that smaller populations generally do not grow smoothly from one year to the next. Therefore, when examining population growth trends, calculations should be averaged over a number of years – using a moving window period better to separate out the longer-term trends from year-to-year variation. A 4-year rolling average should be used where data permits (i.e. the first average 4-year annual growth rate is calculated from the start of year 1 to the end of year 4, and the next from the start of year 2 to the end of year 5 and so on). These calculations should also make allowances for any translocations in or out of a population each year.</p> <p>Thus, for example, under “Biological Monitoring and Management”, the second KPI is “<i>Positive growth rates proven for all other sub-populations through monitoring</i>”. The “positive growth rate” should be taken over an averaging period of the last 4 years. Again, it will be growth net of any poaching losses, after making allowances for any translocations.</p>

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<b>Item</b>	<b>Notes on the Framework</b>
Metapopulation management principles	<p>Note that one of the Key Activities under Component 2 (Biological Monitoring and Management) calls for the transfer of at least one unrelated rhino into each sub-population every generation. Here, a generation is defined to be a 14 year period. The transferred animal must be an effective breeder.</p> <p>Note that the transfer of unrelated rhino could be of either sex and does not necessarily have to be male. In fact transfer may be more safely achieved with cows, but since the availability of cows is very limited in some cases, it may be that more risky male introductions will have to be attempted.</p>
KPIs in general	<p>The purpose of a KPI is not to blame and accuse. Neither is it to award prizes. The real purpose is to identify where targets are not being met on the face of it, in order that a deeper management enquiry can be made. A person cannot take good photographic evidence of their rhino population without equipment. The person is not to blame for that lack of equipment, unless he or she wilfully or negligently broke it. The same would be true of binoculars and ID sightings.</p> <p>Thus it is important to stress that the KPIs should not be used to make accusations but should instead be used to direct support, after further and more detailed management consideration as required, and after taking the whole set of KPIs and circumstances into account. It is usually important to explain this to the people on the ground so that they understand that the measurements are to help them, rather than punish.</p> <p>Note also the NCC can from time to time by agreement use alternative, revised or additional KPIs if such would prove a more effective management tool.</p>

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for the period 2011 to 2016**

Item	Notes on the Framework
<p>Key Component 1 Effective Protection and Law Enforcement</p>	<p>It is worth noting that there are two similar KPIs:</p> <ul style="list-style-type: none"> <li>• % of total rhino population poached or missing per annum</li> <li>• Rhino Poaching incidents/number of rhinos in area/year</li> </ul> <p>To clarify; the first of these relates to actual mortalities or missing animals. The later refers to incidents and infractions, which may have resulted in mortality, or may have been foiled.</p> <p>There is a very large list of other KPIs that might have been chosen to measure whether adequate efforts are being made in terms of protection and law enforcement. They are set out in the LogFrame which forms the minutes to the Workshop. The RMCs may wish to consider which of these they wish to utilise in addition to the national ones as set out in the Plan.</p> <p>For the definition of “missing” animals, please refer below to Status Categories (under the notes on Key Component 2).</p> <p>The other KPI refers to “<i>deterrent sentences</i>”. Specifically, the key indicator is “% of offences that result in deterrent sentencing of rhino poachers”. The means of verification for this KPI is “Records of arrests, prosecutions and sentences as reported to NCC via RMCs”. Whether a particular jail-sentence and / or fine is considered to be “deterrent” is a matter for the RMCs and NCC to consider in the light of the specific circumstances. However, as a guideline, a term of at least 5 years and a fine of at least the gazetted value of a rhino (currently \$120,000) might start to be considered deterrent. Note that if the poacher was for example a wealthy South African farmer, then \$120,000 would be wholly insufficient – which is precisely why the RMCs need to consider each case on its merits.)</p>

**Zimbabwe Rhino Policy and Management Framework  
for the period 2011 to 2016**

Item	Notes on the Framework
<p>Key Component 2 Biological monitoring &amp; management</p>	<p>There is a need for improvement and a degree of uniformity in monitoring rhino populations. The following categories of animals should be used:</p> <p><b>Status Categories</b></p> <p><b>Category A (Easy ID)</b> Individuals known by easily identifiable features and in particular ear notches (i.e. identifiable by "all trained observers always")</p> <p><b>Category B (Harder ID)</b> Individuals known by more subtle harder to record ID features such as distinctive horn configurations, small ear nicks, major scars etc. Such animals will <b>not</b> be identifiable by all trained observers always and rather may only be identified by a key observer and / or in photographs.</p> <p><b>Category C (Clean)</b> Complete sightings of "clean" animals without clear ID features.</p> <p><b>Incomplete</b> Non first-class sightings (e.g. if rhino sex or both ears not seen clearly)</p> <p><b>Not in the population</b> Animals which have been translocated out of the population or which have died</p> <p>The current population estimate for a given year is then taken to be the total number of animals in Category A, B and C which have been seen in the last 12 months, subject to the following provisos:</p> <p><b>Definition of "seen"</b> To count as "seen" in the last 12 months, evidence is required: a good ID photograph of the sighting. Up-to-date, filled-in, sighting register books with quality controlled ID forms (filed) and up-to-date master files should also be maintained, but to count as "seen", photographic proof (date-stamped) is required.</p> <p><b>Definition of "minimum clean"</b> Animals in Category C are only counted if there is defensible and auditable data (such as photos of clean animals showing horn shapes are different, or sightings of clean animals with different age and sex combinations and thus clearly different animals). This will give a defensible "minimum clean" number.</p> <p><b>Definition of "missing"</b> Animals in Categories A, B and C which have not been seen in the last 12 months are defined as "missing". Animals "not in the population", or "incomplete", or "missing" are not counted in the current population estimate unless they are subsequently seen again when they can be added back.</p> <p>In summary, the only animals counted in a population assessment will be:</p> <ul style="list-style-type: none"> <li>• seen and identified during in the last year with date-stamped photograph of the sighting, plus</li> <li>• any verifiably distinct clean animals seen during each year</li> </ul>

**Zimbabwe Rhino Policy and Management Framework  
for the period 2011 to 2016**

Item	Notes on the Framework
<p>Key Component 2 Biological monitoring &amp; management (continued)</p>	<p>For large populations particularly, this means some hard-to-trace animals might be left out in any given year. However, if they are subsequently found alive (photographed / verified), they will be added back into one of the current animals categories and will thus be taken into account in the rolling 4-year average. Small numbers of animals falling into or back out of current categories at any given point in time will not distort the overall picture.</p> <p>For small populations (for example of 20 or so animals), it should be possible to obtain photographic evidence of all animals within a 12 month period, by focussed and concerted effort.</p>
<p>Key Component 3 Socio-economic sustainability</p>	<p>The point was strongly made at the workshop that resources are severely limited for many stakeholders. It is therefore necessary to maximise all possible avenues for generating conservation funds in a manner that is sustainable in the long term.</p> <p>It should also be noted that EEPs (Environmental Education Programmes) need to have clear objectives with measurable impacts before time, effort and funding is spent on them. The target audience also needs careful thought. The purpose of an EEP could be "general awareness" or specifically "anti-poaching" or more broadly around community economics as they relate to rhino populations. The point is that the purpose and objective must be agreed at outset.</p> <p>An alternative KPI for EEPs to that given in the Plan above (which relied on attitude surveys as a measure) might be based on numbers of local informants coming forward (where an increase is sought), or conversely numbers of local poachers being caught. However, whether this is a suitable alternative KPI will depend on the exact purpose of the EEP.</p>
<p>Key Component 4 Building Conservation Capacity</p>	<p>The workshop spent much time discussing the issue of increasing the quantity and quality of patrols, particularly within IPZs. The KPIs suggested go to the heart of this – how many men, how often they patrol, and the equipment they have at their disposal. One of the other main aspects discussed centred on the interlinked themes of motivation, morale and leadership. If the men on the ground are to do a good job then they will require the motivation that comes with good leadership – leadership which is visible and on the ground, providing feedback and (in)formal training, which demonstrates visibly the behaviour and dedication required.</p>

**Zimbabwe Rhino Policy and Management Framework  
for the period 2011 to 2016**

Item	Notes on the Framework
Key Component 5 Coordination, collaboration & programme management	<p>There was strong agreement that a revitalised system of coordination was required. To this end it was agreed to establish and maintain 3 effective RMCs meeting at least once per year, reporting into the NCC.</p> <p>The agenda of the RMCs and the NCC should largely follow the Key Components of this Plan, namely:</p> <ol style="list-style-type: none"> <li>1. Effective protection &amp; law enforcement</li> <li>2. Biological monitoring &amp; management</li> <li>3. Socio-economic sustainability</li> <li>4. Building conservation capacity</li> <li>5. Coordination, collaboration &amp; programme management</li> </ol> <p>Emergency meetings should be held on an "as required" basis with no set agenda.</p> <p>An initial suggestion for the coverage of the three RMCs was to divide broadly into the following groups, with the Chairs being the respective Regional Managers.</p> <ul style="list-style-type: none"> <li>• Northern and Central</li> <li>• Western</li> <li>• Lowveld</li> </ul>

**7.0 Acknowledgment**

The workshop of March 2011 was funded by U.S. Fish and Wildlife Services, Rhino and Tiger Conservation Fund and Save the Rhino International, with organisational support provided by Dambari Wildlife Trust.

It was facilitated by Dr Rob Brett of Flora and Fauna International. International expertise was provided by Mr Tony Conway of Ezemvelo KZN Wildlife and by Dr Richard Emslie, Scientific Officer of the African Rhino Specialist Group. Initial work on the Logical Framework was done by Dr David Cumming.

To all these organisations and individuals, we wish to record our sincere thanks and appreciation of their input and support.

Zimbabwe Rhino Policy and Management Framework  
for the period 2011 to 2016



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**THE POLICY AND PLAN FOR  
ELEPHANT MANAGEMENT  
IN ZIMBABWE**

**MINISTRY OF ENVIRONMENT AND TOURISM  
DEPARTMENT OF NATIONAL PARKS AND WILDLIFE MANAGEMENT  
P.O. Box CY 140, Causeway, Harare, Zimbabwe**

The workshop leading to the review of this policy & plan was financed by the Royal Netherlands Embassy and facilitated by IUCN-ROSA



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# 1. POLICY FOR ELEPHANT MANAGEMENT IN ZIMBABWE

## 1.1 BACKGROUND

1.1.1 This policy statement and the elephant management plan are the outcome of a workshop "Zimbabwe Elephant Management Framework" that was held on 13 January 1997 at Boulton Atlantica Conservation Education Centre, Harare. The workshop is one of the four that were organised by the Department of National Parks and Wildlife Management to review wildlife management strategies in Zimbabwe. The other three workshops focused on:

- Rhino management
- CAMPFIRE and Conservancies
- Biodiversity Conservation.

1.1.2 The four workshops had two key features:

- At least three international experts in each field were requested to review and comment on relevant literature on each topic. This was sent to the experts before the workshop. The comments together with the literature served as background material for the workshop.
- Stakeholders participated in the workshop. The recommendations from the workshop were therefore a result of a broad based consultation on issues of wildlife management in Zimbabwe.

1.1.3 Why was there a need for the review? Wildlife management is a process and the need to capture this element is significant. A lot of changes outlined below have taken place in Zimbabwe and these have imposed new challenges.

Zimbabwe's wildlife industry has grown tremendously since the promulgation of the Parks and Wild Life Act of 1975 and subsequent amendments. These events paved the way for alienated landholders and Rural District Councils to derive economic benefits from wildlife on their properties. Under the CAMPFIRE program 26 Districts are involved in wildlife based projects. The growth of the wildlife industry outside the National Parks Estate now covers about 17% of the country bringing the total area under wildlife in the country to approximately 30%. The area under wildlife is set to increase as more and more alienated landholders adopt wildlife management as a landuse option. The Government of Zimbabwe regards wildlife utilisation as a valuable, legitimate and sustainable form of landuse which may be the most appropriate form of development in many areas that are agriculturally marginal. The Government will promote the economic value of wildlife. Market values are determined through auctions and these will also determine compensation values.

- The growth of the wildlife industry outside the Parks Estate has meaningfully enhanced rural productivity and natural resource conservation. Wildlife is a unique economic resource. Its main advantage is its ecological sustainability in comparison to other landuses. Wildlife makes better use of available vegetation compared to livestock and has many marketable uses in addition to meat production and for the country, the wildlife industry has a competitive advantage in world markets. This is due to the presence of unique large mammals and a remarkable biological diversity. This increases marketing opportunities.

Rural areas which are characterised by poverty, continue to absorb the greater proportion of human population growth but have limited subsistence agricultural potential. The future in rural areas is bleak unless the whole issue of the sustainable use of wildlife is taken aboard.

- The tourism sector is growing tremendously and this is virtually based on the wildlife industry and landscapes. Tourism is the fastest growing economic sector in Zimbabwe. The demand on wildlife is for both consumptive and non-consumptive purposes.
- The growth of the wildlife industry has stimulated employment opportunities, and produces valuable products for manufacturing and trade.
- The growth of the industry has brought to the forefront other critical issues for consideration. In what agro-ecological regions should wildlife be allowed? What about the spread of foot and mouth disease? What are the effects on food security? How should conservancies be regulated? etc.

1.1.4 These issues have raised both national and international debate and present new challenges that need to be addressed continuously.

## **2. ISSUES AFFECTING THE ZIMBABWE ELEPHANT POPULATION**

The elephant presents a different set of issues from the other large mammals.

- 2.1 The African elephant was placed on Appendix I of the Cites Convention at the 7<sup>th</sup> meeting of the Cites Conference of the Parties in Lausanne in 1989. This followed concern for the survival of the elephant by the international community following the reduction of the African elephant over most of Africa in the 1970s and 1980s as a result of poaching for ivory.

This concern and the subsequent ban on the trade in elephants and their products failed to take into account the situation in Southern Africa. The ban was imposed despite massive objections from the Southern African states. Emotions, from people far removed from the reality in the region played a critical role in the imposition and maintenance of the ban.

- 2.2 The elephant population in Zimbabwe is very high and stands at 66 000. The scientific

technique used to arrive at these numbers is aerial censuring. The Department of National Parks and Wildlife Management carries out censuses in the National Parks areas - Sebungwe, Matebeleland North, the Zambezi Valley and Gonarezhou. WWF conducts aerial surveys in communal areas.

- 2.3 The scientific validity of the technique has been verified by an independent survey of the Gonarezhou National Park soon after a survey by the Department.
- 2.4 The elephant population is high due to effective management measures and the philosophy of sustainable use.
- 2.5 Population sizes are also strong in other Southern African countries. Southern African countries support 200 - 230 000 elephants. These are located in an area that covers 22% of the region. Elephant populations in the region comprise 33% of the continental population.
- 2.6 The large elephant numbers in Zimbabwe constitute a problem. The problem of elephant numbers first surfaced in the early 1960s. Population reductions were carried out through culling operations. The first cull of 500 elephants was carried out in 1966/67. The last large cull was conducted in 1989.
- 2.7 Despite culling operations, poaching and natural mortality, the elephant population has grown at a rate of 2.5% per year.
- 2.8 Because of the feeding habits and the large numbers of elephants, the ecological issues facing managers in Zimbabwe are serious. Elephants are capable of radically modifying habitats. Destruction of trees leading to unacceptable habitat change is accelerating. One elephant can knock down 1 500 trees in a year. In the period 1974 to 1978, due to elephant activities, there was a 4% reduction in woodland per year in the Sengwa area.
- 2.9 The decline in vegetation cover leads to overall decline in biodiversity.
- 2.10 Should elephants be left to die as they destroy their own habitats. Many say this is a natural phenomenon and should be allowed.  
Die-offs have the following implications:
  - 2.10.1 Waste of protein when in fact there is great need for it.
  - 2.10.2 Negative impact of tourism. A large die off will lead to accusations of mismanagement.
  - 2.10.3 Loss of income from skins and ivory.
  - 2.10.4 Build up of elephant outside the Parks Estate leading to increased conflicts with local people
  - 2.10.5 On ethical grounds, should we be allowed to let elephants die?

2.10.6 In the Hwange National Park about Z\$ 600 000.00 to Z\$ 800 000.00 is needed annually to pump water during the dry season.

2.10 (Continued)

2.10.7 Elephant products (hides and ivory) from previous culling operations, natural mortality and poaching are stockpiled and cannot be marketed effectively because of the CITES ban. Trade is taking place internally but this is on a low scale.

It is the above issues that have necessitated a review of elephant management strategies in Zimbabwe.

This document which is the outcome of this review, is Zimbabwe's current policy and strategy on elephant management, stating the Government's aspirations and intentions.

As a policy, the document gives overall guidelines on the management of elephants. The guidelines need to be followed by detailed management plans.

### 3. THE POLICY STATEMENT:

The Government recognises that elephants comprise an important component of Zimbabwe's wildlife and cultural heritage, and wishes to conserve elephants at levels which promote the goals of biodiversity conservation while ensuring their sustainable use and their contribution to national development through the following:

- 3.1 Maintaining at least four demographically and genetically viable populations.
- 3.2 Maintaining numbers and densities below levels which will not compromise biodiversity.
- 3.3 Maintaining or increasing elephant range at or above the 1996 level.
- 3.4 Maintaining continuity in research and monitoring necessary for the conservation and management of elephants.
- 3.5 Establishing sustainable funding programmes to build and maintain necessary human resources (staffing levels and capacity) and strengthen elephant management capacity.
- 3.6 Strengthening partnerships and stakeholder programmes to facilitate the equitable distribution of the costs and benefits of elephant management and conservation.
- 3.7 Minimising human/elephant conflicts.

3.8 Improving public awareness of elephant management and conservation issues and the value of elephants with activities targeted for domestic, regional and international audiences.

3.9 Ensuring effective trade control measures and enforcement.

3.10 Liaising with other elephant range states in the region.

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#### 4. ZIMBABWE ELEPHANT MANAGEMENT PLAN

##### 4.1 GOAL STATEMENT:

Recognising that elephants comprise an important component of Zimbabwe's wildlife and cultural heritage, conserve elephants at levels which promote the goals of biodiversity conservation while ensuring their sustainable use and their contribution to national development by :

- (a) Maintaining at least four demographically and genetically viable populations.
- (b) Maintaining numbers and densities below levels which will not compromise biodiversity.
- (c) Maintaining or increasing elephant range at or above the 1996 level.

##### 4.2 OBJECTIVES

###### OBJECTIVE ONE

Maintaining numbers and densities below levels which will compromise biodiversity

###### Management Actions

- (1) Define the ecological carrying capacity / preferred elephant density for each National Park.
- (2) Carry out periodic population reductions either through culling or trans-locations to keep the population within the ecological carrying capacity or preferred densities for each National Park.

###### OBJECTIVE TWO

Maintaining or increasing elephant range at or above the 1996 level.

###### Management Actions

- (1) Review the wildlife policy with a view to promote increased private use of wildlife.
- (2) Continue promoting the economic value of wildlife.
- (3) Review and strengthen the CAMPFIRE program with a view to increase the participation of communities in elephant management through the policy of sustainable utilisation thereby increasing community tolerance of elephants.
- (4) Liaise with the relevant Government Departments so that resettlement programmes

take into account the need to leave space as range for wildlife.

### OBJECTIVE THREE

Maintain continuity in research and monitoring necessary for the conservation and management of elephants

#### MANAGEMENT ACTIONS:

- (1) Identify monitoring and research priorities at both national and regional levels.
- (2) Identify key variables to monitor in line with research priorities - i.e. indicators of biodiversity level changes, changes in trophy quality etc.
- (3) Establish monitoring methods and monitoring frequency.
- (4) Consolidate, analyse and synthesise available information.
- (5) Maintain collaborative research, monitoring and training programmes with relevant institutions.
- (6) Develop reports and recommendations against goal and objectives
- (7) Monitor implementation of management actions
- (8) Ensure regular station, provincial and national meetings between research and management
- (9) Cost and source (internal and external) funds and enhance capacity to maintain research and monitoring programmes.
- (10) Establish and maintain database for monitoring information.
- (11) Standardise data, reporting formats and data management procedures.
- (12) Develop and distribute annual (or semi-annual) operational plans for research, monitoring and training.

### OBJECTIVE FOUR

Establish sustainable funding programmes to build and maintain necessary human resources (staffing levels and capacity) and strengthen elephant management capacity.



## MANAGEMENT ACTIONS:

### A. Funding

- (1) Create mechanisms for generating, retaining and coordinating the distribution of elephant-related revenues for specific elephant conservation and management actions (whether carried out by DNPWLM or other implementation partners).
- (2) Develop criteria for priority disbursement of these revenues at a local and national level.

### B. Human resources

- (1) Assess staffing needs for elephant conservation and management.
- (2) Assess capacity needs for elephant conservation and management.
- (3) Outsource services and tasks on the basis of cost-efficiency criteria.
- (4) Establish appropriate recruitment and training programmes to ensure continuity of trained staff in those elephant management and protection activities which must be undertaken by DNPWLM.

## OBJECTIVE FIVE

Strengthen partnerships and stakeholder programmes to facilitate the equitable distribution of the costs and benefits of elephant management and conservation

## MANAGEMENT ACTIONS:

### A. Potential partners

- (1) Identify potential partners.
- (2) (collate). Identify goals of potential partners and identify common ground on elephant concerns with DNPWLM.
- (3) Identify availability of human resources and skills in potential partner organizations (ie. a database could be established).
- (4) Establish a liaison between the DNPWLM and potential partners (ie. DNPWLM could appoint a "contact" person).
- (5) Establish a joint coordination forum.
- (6) DNPWLM coordinate annual meetings of the forum for planning of joint elephant-

related activities (eg. surveys, public relations, supporting "local" capacity building).

- (7) At these meetings, agree on roles and responsibilities and an implementation plan.
- (8) DNPWLM and partners carry out assigned roles and responsibilities.
- (9) DNPWLM and partners review and report back to the joint coordination forum.

#### B. Other Stakeholders

- (1) Identify potential stakeholders
- (2) Identify goals of other stakeholders and identify common ground/concerns on elephant issues with DNPWLM.
- (3) Identify existing skills and resources in the field of elephant management and conservation.
- (4) Perform a needs assessment and identify possible means of support and assistance for the stakeholders (ie. from DNPWLM or other identified partners).
- (5) Establish joint coordination forum (eg. through local CAMPFIRE institutions, private land owner associations" and conservancy structures) and link, where possible, to A. 5. , above.
- (6) DNPWLM coordinates annual meetings of the forum for planning of joint elephant related activities (eg. surveys, quota setting, etc.).
- (7) At these meetings, agree on roles and responsibilities and an implementation plan.
- (8) DNPWLM and partners carry out assigned roles and responsibilities.
- (9) DNPWLM and partners review and report back to the joint coordination forum

#### OBJECTIVE SIX:

Minimise human/elephant conflict

#### MANAGEMENT ACTIONS:

- (1) Assess possible mechanisms (e.g. barriers and disturbance shooting to balance the cost of living with elephants (eg. revenue generation through hunting quotas, tourism, compensatory fund for elephant-related deaths and disability, etc.).
- (2) Establish DNPWLM guidelines and procedures for problem animal management at all

levels (outline and mandate roles and responsibilities and actions for DNPWLM and other stakeholders).

- (3) Improve capacity to control problem elephants (e.g. training in tracking, the use of high-calibre weapons for humane disposal of problem elephants, communications with local communities).
- (4) Develop policy on disposal of products from problem elephant control.
- (5) Formalise and inform the PAC implementers and the affected partners of the policy (4, above).
- (6) Openly inform partners and stakeholders of these policy decisions at the for a discussed under OBJECTIVE FIVE.
- (7) Link PAC with trophy hunting, where ever possible.
- (8) Establish mechanism for compiling, analysing and interpreting information on human/elephant conflicts (e.g. incidences of human injury and death, loss of crops, physical property or livestock).

#### **OBJECTIVE SEVEN**

Improve public awareness of elephant management and conservation issues and the value of elephants (as listed) with activities targeted for domestic, regional and international audiences.

#### **MANAGEMENT ACTIONS:**

- (1) Develop communication policy for the DNPWLM concerning elephant issues (e.g. with regard to elephant issues and CITES; culling; community participation in elephant management and conservation; local conservation threats and constraints).
- (2) Consult professional public relations practitioners to develop a strategy for meeting this objective.
- (3) Communicate DNPWLM policies to the Zimbabwean public and the international conservation community.

#### **OBJECTIVE EIGHT**

Ensure effective trade control measures and enforcement.

#### **MANAGEMENT ACTIONS:**

- (1) Establish an effective intelligence network (e.g. reward systems; investigations and

prosecutions of wildlife crimes) and maintain records of intelligence information on past offenders.

- (2) Provide in-service training for customs, police, army and DNPWLM personnel in relevant laws and international obligations and their enforcement.
- (3) Maintain effective collaboration and coordination mechanisms between customs, police, army and the DNPWLM (e.g. through establishing a joint commission and a system of cross-referencing intelligence records).
- (4) Strengthen internal trade controls and monitoring (e.g. enforce the system of tracking domestic sales) to detect abuses and prevent the mixing of legal domestic and illegal international trade.
- (5) Ensure adequate staffing and resources (equipment and operating costs) for DNPWLM personnel in the field and intelligence operatives (whether within or outside the DNPWLM).
- (6) Improve coordination and collaboration (within the region and across the continent) on illegal trade monitoring and controls.
- (7) Work with TRAFFIC on improving systems for the monitoring and control of stocks and the obligatory reporting to CITES.
- (8) Establish and maintain formal systems for collecting and reporting all illegal off-take of elephants on an annual basis.
- (9) review and increase penalties for offenders.

## OBJECTIVE NINE

Ensure effective implementation, management and monitoring of the plan

### Management Actions

- (1) develop a Project Planning Matrix detailing a long term objective, medium term (five year objective), objectively verifiable indicators, assumptions, external factors (factors that are important for Project success but are outside the control of the Project) and the Outputs.
- (2) develop an annual Project Implementation Plan detailing the activities needed for each Output, the milestones for each activity, the Time Frame, the manpower required to carry out each activity, the resources (including costs) required for each activity etc.
- (3) at the end of each year evaluate progress by reviewing the previous annual work plan indicating the state of implementation of each activity, problems faced in the

implementation of each activity, corrective measures taken or to be taken etc.

- (4) about halfway through the Project evaluate success in meeting the Objectives through the degree of achieving indicators.
- (5) evaluate the five year Project.

#### OBJECTIVE TEN

Liaise with other elephant range states in the region.

#### Management Actions

- (1) establish a joint coordination forum with neighbouring elephant range states.
- (2) hold annual meetings of the forum for planning of joint elephant related activities, reviewing national plans etc.

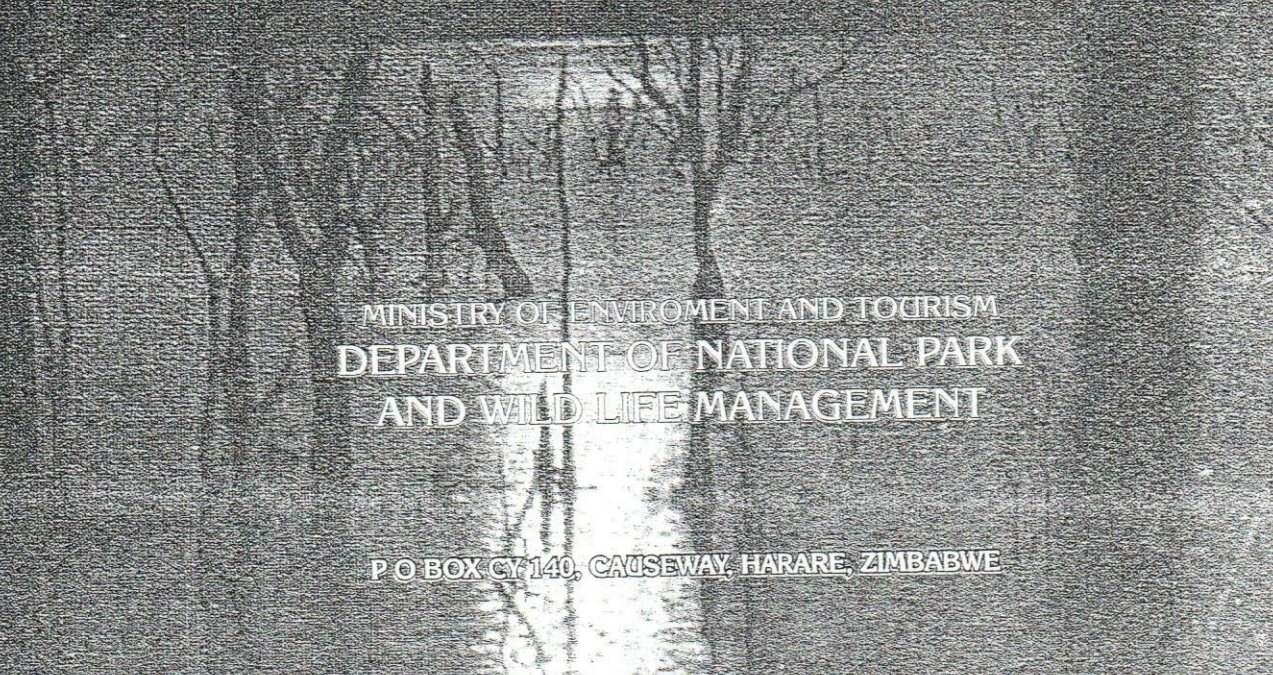
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# **POLICY ON:**

**The conduct of research by external researchers**

**The conduct of consultancies by departmental ecologists**

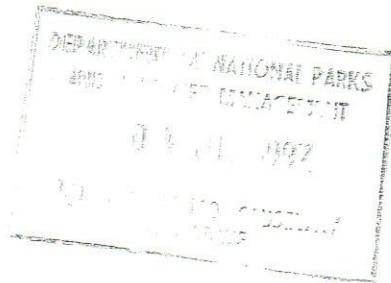


**MINISTRY OF ENVIRONMENT AND TOURISM  
DEPARTMENT OF NATIONAL PARK  
AND WILD LIFE MANAGEMENT**

**P O BOX CY 140, CAUSEWAY, HARARE, ZIMBABWE**

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MINISTRY OF ENVIROMENT AND TOURISM  
DEPARTMENT OF NATIONAL PARK  
AND WILD LIFE MANAGMENT

P O BOX CY140, CAUSEWAY, HARARE, ZIMBABWE

# 1. THE CONDUCT OF RESEARCH BY DEPARTMENTAL ECOLOGISTS

The importance of research within the Department cannot be emphasised enough. Research is essential to establish baseline quantitative data on the biology of species (biomass, distribution, population dynamics); the structure and function of ecosystems and the ecological relationships between species and their habitats. What are the carrying capacities of ecosystems? What happens when these carrying capacities are exceeded? Answers to these questions are important. Management and the need to promote sustainable use of wildlife need to be based on a good understanding of the off-take levels of species and on an effective monitoring system. Emphasis is on applied research. To a large extent the research agenda is dictated by public demand. The research agenda has to be responsive to the needs of the public. Although this is beneficial, it is important not to lose sight of the need for strategic or fundamental research.

This policy on the conduct of research by Departmental Ecologists has been developed to promote and coordinate research within the Department.

- 1.1 Each research project, as far as is practical, will be the subject of a Project Memorandum and work plan. The Project Memorandum should consist of not less than 4 typed pages, besides the Work Plan.
- 1.2 The project memorandum should include:
  - 1.2a A brief background (introduction);
  - 1.2b The objectives, including any hypotheses to be tested and assumptions;
  - 1.2c An assessment of the relative value of the work proposed in relation to overall Department priorities and objectives (justification);
  - 1.2d The relationship of the project to any other research progress in Zimbabwe or elsewhere;
  - 1.2e The methods used;
  - 1.2f The man power requirements to complete the work;
  - 1.2g The likely duration of the project;
  - 1.2h The total cost of the project and proposed source of funding.
- 1.3 The work Plan, consisting of not less than two typed pages, should have:
  - 1.3a A title and a date;
  - 1.3b A schedule of tasks and outputs expected to submit semi-annual reports on research projects and annual reports on routine monitoring projects.
- 1.4 Department Ecologists will be expected to submit semi-annual reports on research projects and annual reports on routine monitoring projects.
- 1.5 No research will be considered complete until the results have been fully reported to the relevant Chief Ecologist in a form acceptable to him. This may include the



preparation of a scientific paper for publication in a journal, a Departmental report, or any other form of appropriate document.

- 1.6 Where a project has to be abandoned or suspended, all useful information accumulated should be suitably analysed or summarised for inclusion in the permanent records of the station or Department archives.
- 1.7 All data collected by staff are the property of Government. The Chief Ecologist, through the Head of Station should see to it that, at least once a year, data are summarised and placed in station or Head Office archives to ensure that it is not lost through accidents or staff changes.
- 1.8 Aside from any publications in the scientific literature, researchers should prepare manuals, guidelines or interpretive work from their research as appropriate for general or specific wildlife extension in Zimbabwe.
- 1.9 Staff may apply for authority to use material from their approved work program towards obtaining additional qualifications. This approval will normally only be granted when it is in the interests of the Department and when the timing of such studies can be accommodated within the work schedules of the Department.
- 1.10 Apart from his approved working program, any officer in a field situation should, as a matter of routine, record useful information as and when the opportunity is presented. Field Observation Report Forms, Nest Record Cards, Waterfowl Count Cards, and Mortality Records should be kept up to date and should be periodically summarised or written up.
- 1.11 Officers who wish to collect any specimens in connection with their research programs should clearly state this in their research proposals and should make a commitment to incorporate such data in the inventories of species for each protected area, as required in Park Plans. All the specimens collected should become part of the National Museums or Departmental Collections.
- 1.12 All published papers are to acknowledge the Director

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## 2. CONDUCT OF RESEARCH BY EXTERNAL RESEARCHERS

Appropriate research by persons outside the Department will be encouraged in the Parks & Wildlife Estate and elsewhere in Zimbabwe, given the shortage of researchers and resources within the Department.

- 2.1 Priority will be given to external researchers who elect to carry out work identified in the Department's research programs, either jointly with Departmental staff or alone where this work is not already being undertaken or about to be undertaken by Departmental staff in the near future.
- 2.2 External researchers will be expected to be fully self supported.
- 2.3 External researchers should pay a fee for the use of the following facilities:
  - 2.3a office and laboratory facilities when these are available;
  - 2.3b accommodation, where the accommodation is not in high demand by tourists or staff;
  - 2.3c equipment;

- 2.3d the assistance of game scouts and technicians when these can be spared from government duties;
- 2.3e processing of applications and permits to conduct research.
- 2.4 The procedure to be followed by researchers from outside the borders of Zimbabwe will be as follows:
- 2.4a If the department is to be the institution of affiliation.
- i) The prospective researcher will communicate with the appropriate Chief Ecologist indicating the general nature of the work he wishes to undertake;
  - ii) If the Chief Ecologist considers the research to be worthwhile, he will submit the preliminary documents for the approval of the Director, via the Deputy Director (Research);
  - iii) Subject to the Directors approval, the external researcher will be sent the necessary forms to apply to the Research Council of Zimbabwe (Application to Conduct Research), and to the Immigration Department for a Temporary Employment Permit, and a Residence Permit.
  - iv) If there is more than one researcher involved in the project, or if there are to be external research assistants participating, each person is required to complete an application form for the Research Council (the same project proposal may cover all applications) and pay the non-refundable fees of US\$200 (in 1996) to the Zimbabwe Research Council and (US\$500 in 1996) to the Department of National Parks and Wildlife Management to have the application considered;
  - v) These forms will be completed and returned to the Chief Ecologist with a full project proposal and the fee required by the Research Council;
  - vi) The Chief Ecologist will scrutinise the proposal and will sign as the person immediately responsible for the work of the external researcher;
  - vii) The Director will sign the application as the Head of Institution and an individual file will be opened for the researcher (the same file covers co-researchers and assistants);
  - viii) The completed forms are sent to the Secretary, Research Council of Zimbabwe together with the necessary payments;
  - ix) Upon receipt of the permit to conduct Research from the Research Council (which normally takes a minimum of three weeks);
    - a copy of the permit is posted to the researcher and the original is placed on the researcher's file;
    - The application of a Temporary Employment Permit and the Application for a Residence Permit, together with the necessary cash deposit are taken by hand to the Department of Immigration, together with the Research Permit;
  - x) Upon receipt of the Temporary Employment Permit (which normally takes a minimum of two weeks) the researcher may begin his research. For researchers intending to stay longer than twelve months, the residence permit is required before the end of their first twelve month stay in Zimbabwe;

- xi) If the research is to be undertaken in the Parks and Wildlife Estate, a Department permit is also issued to the researcher to facilitate his access to the specific area of research, specifying any conditions attached to the project in question. This permit is forwarded to the Provincial Warden, Warden and Ecologist of the area concerned. Research which is to be carried out on land which is not under the authority of the Department requires the permission for the Appropriate Authority for the land.
- 2.4b If another Government Department, the University or an approved non-governmental organisation is the institution of affiliation:
- Subject to the recommendations of the appropriate Chief Ecologist and the Deputy Director (Research) and the approval of the Director, the researcher is issued a permit as in 3.4a(xi).
- 2.5 Bona-fide researchers from within Zimbabwe will normally be required to satisfy only steps 3.4a i) ii) and xi).
- 2.6 Generally, the collection or capture and marketing of larger mammals, the collection of other vertebrates, or the picking of large samples of vegetation will not be permitted in National Parks or Botanical Reserves unless the Director is satisfied that such research is of direct value to the Department and will not detract substantially from the biological or aesthetic quality of the area.
- 2.7 Where practical and desirable all specimens, or a representative sample, will be fully annotated and prepared for permanent preservation and will remain the property of the government. It will be clearly stated on the permit as to the ownership of any sample collected. The Department will pay particular attention to cases where it is suspected that there is a commercial motivation for the export of the biological material.
- 2.8 All external researchers will submit progress reports to the head of Station who will in turn submit it to the Chief Ecologist according to a schedule agreed at the outset of the project.
- 2.9 It shall be a condition of research undertaken by external researchers that a comprehensive report will be submitted at the conclusion of the study. At least two copies of the report will be lodged in the Department library.
- 2.10 The Chief Ecologist will require any researcher to leave copies of all raw data collected in the field with Department before leaving Zimbabwe. The researcher will be given an understanding that such data will not be used and will remain confidential for one year after his departure if he so wishes.
- 2.11 Visiting researchers will be expected to follow the norms of conduct expected of Departmental staff. Researchers will be required to keep the officer-in-Charge of the station where they are working informed of their general movements.
- 2.12 Visiting researchers will be required to indemnify Government against illness, injury or death or the loss of personal belongings and equipment. Researchers must also accept responsibility for damage or loss of any government equipment made available to them and must be prepared to make good any such loss or damage.
- 2.13 Foreign researchers shall not pass statements to the press or at a symposium on behalf of the Department.
- 2.14 Foreign researchers shall not solicit public funds to support their research activities.

3. THE CONDUCT OF CONSULTANCIES BY DEPARTMENTAL STAFF

- 3.1 Consultancies are one type of service the Department could provide to the public. An example:- requests by commercial farmers for the Department to carry out feasibility studies on wildlife utilisation for them.
- 3.2 Advantages of effecting an arrangement follow.
- 3.2a Consultancies constitute a test on the ability of staff to deliver in their area of expertise.
- 3.2b Consultancies broaden the view of staff in problem analysis.
- 3.2c If properly arranged both the staff and the Department will benefit financially.
- 3.2d Financial accruements to staff encourage staff to be dedicated on their jobs.
- 3.2e An open policy on this will encourage staff to come forward and be open on offers to them.
- 3.3 Possible arrangements between the Department and staff follow.
- 3.3a Terms and conditions of the consultancy are brought to the attention of the Director who then takes note of the total payment promised.
- 3.3b The staff member involed undertakes a written commitment to pay the Department an agreed percentage.
- 3.3c The Department charges 15% of the possible payment to the perticular member of staff.
- 3.3d A member of staff may take a maximum of two months per year to carry out consultancies.
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GOVERNMENT OF ZIMBABWE

MANAGEMENT PLAN  
FOR  
CROCODILES

DEPARTMENT OF NATIONAL PARKS AND WILD LIFE MANAGEMENT  
P.O. Box 8365, Causeway, Harare, Zimbabwe.

# MANAGEMENT PLAN FOR CROCODILES IN ZIMBABWE

## INTRODUCTION

Nile crocodiles, Crocodylus niloticus, were heavily exploited for their skins in an uncontrolled manner throughout much of Africa, including Zimbabwe, in the 1950s and 60s. Many readily accessible populations were reduced to very low numbers, though rapidly expanding human populations made the decline of crocodiles inevitable.

In Zimbabwe crocodiles were given a measure of protection in 1961 and in anticipation of human/crocodile conflict emphasis was placed on sustainable utilisation to give the wild crocodile population a value. Since the 1960s the Department of National Parks and Wild Life Management (hereinafter referred to as "the Department") has promoted crocodile ranching, continually giving both direction and advice to producers and, in response to the need for a focal point for the industry, the Department organized the formation of the Crocodile Farmers' Association (CFAZ) in 1978. This Association has, for ten years, been important in the development of crocodile farming as a mainstream agro-wildlife industry. In its early years it contributed significantly to Zimbabwe's campaign to move its population of C. niloticus from Appendix I to Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) under Resolution Conf. 3.15 on ranching. When the Department set about to expand the industry in 1985, using the Association to facilitate crocodile management, the course was set for a doubling of revenues every five years. In 1983 the industry earned US\$ 300 000. By 1989 this had increased to US \$ 2.6 million - a very significant economic incentive to conserve wild crocodiles.

Zimbabwe's crocodile management is internationally acclaimed as a model and is an outstanding example of cooperation between Government and the Private Sector. The management plan is an important component of this success and requires regular reviewing and updating.

## OBJECTIVES

The objectives of the Management Plan for Crocodiles are;

- a) To conserve and scientifically manage wild crocodile populations throughout Zimbabwe to achieve acceptable densities under prevailing local conditions.

- b) To reduce conflict between crocodiles and humans through appropriate zoning, crocodile population management and education.
- c) To promote crocodile conservation through sustainable ranching, farming<sup>1</sup> and sport hunting.

#### POLICY CONSIDERATIONS

The Government of Zimbabwe's 1991 Policy for Wildlife includes specific guidelines for the management of crocodiles (section 9.3.3).

- a) Government will manage wild crocodile populations through a maximum sustainable egg harvest from the wild coupled, with the reintroduction of a proportion of young crocodiles to maintain or increase the numbers of wild crocodiles in locations where this is desirable.
- b) The appropriate Minister will introduce such legal restrictions as are necessary to control and regulate crocodile utilisation.
- c) The Department will require crocodile producers to participate in a suitably constituted association which will exercise a high degree of regulation and control on the industry through mechanisms provided and supervised by the Department.
- d) Recognising that the wild crocodile egg resource in Zimbabwe is now fully exploited, Government will encourage the development of crocodile breeding stock in captivity provided such stock is obtained in one of the following ways:
  - i) growth of crocodile hatchlings to maturity in captivity;
  - ii) capture of problem crocodiles from areas where they would normally be destroyed; or
  - iii) importation of Nile crocodiles for breeding purposes from other African countries with CITES quotas.

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<sup>1</sup>Under CITES, "ranching" is defined as the removal from the wild of eggs or hatchlings for rearing to slaughter in captivity. "Farming" is defined as captive breeding.

## MANAGEMENT PLAN

### 1. Management within zones

#### 1.1 Criteria for Zoning

The plan will rely on a zoning process for all areas in Zimbabwe where crocodiles occur based on:

- a) the conservation category of the area.
- b) actual and potential population sizes of crocodiles in the area.
- c) the importance of the zone for crocodile breeding.
- d) the potential impact of crocodiles on human settlement.
- e) the expected effects of human activities on crocodiles.

#### 1.2 Zones

For the purpose of crocodile conservation and management Zimbabwe is zoned as follows:

- a) All National Parks.
- b) Ngezi Recreational Park and Sengwa Wildlife Research Area.
- c) Leisure Bay of Lake Kariba (the section of the lake from grid ref. MP000700, north to the dam), Robert McIlwaine, Lake Robertson and Kyle Recreational Parks.
- d) The remainder of the Parks and Wild Life Estate.
- e) Communal lands for which Appropriate Authority has been granted to a District Council in terms of section 95 of the Parks and Wild Life Act, no. 14 of 1975.
- f) Other Communal Lands.
- g) Other State Land.
- h) Alienated Land.



### .3 Objectives of Management in Zones

The aims of management within these Zones will be:

- a) National Parks. To maintain, increase, or reduce crocodile densities to the maximum acceptable under prevailing local conditions, or as otherwise outlined in the relevant Park Plan.
- b) Ngezi Recreational Park and Sengwa Wildlife Research Area. To maintain crocodile populations suitable for research purposes.
- c) Leisure Bay of Lake Kariba, Robert McIlwaine, Lake Robertson, Kyle Recreational Parks. To control crocodiles to a level compatible with permitted recreational activities. This will be detailed in the relevant Park Plan.
- d) The remainder of the Parks and Wild Life Estate. To maintain, increase or reduce crocodile densities to those which are acceptable under prevailing local conditions. To maintain a sustainable harvest of crocodile eggs for commercial production and adults for sport hunting wherever appropriate.
- e) Communal Lands with Appropriate Authority. As for d) above, with the additional aim of maximising the income from crocodiles to local residents.
- f) Other Communal Lands. As for d) above, with the overall aim of reducing conflict between crocodiles and humans.
- g) Other State Land. To encourage the presence of crocodiles where they will not be a threat to legitimate human interests. To maintain a sustainable harvest of crocodile eggs for commercial production and adults for sport hunting wherever appropriate.
- h) Alienated Land. To encourage crocodile protection and conservation. To maintain, increase or reduce crocodile densities to those which are acceptable under prevailing local conditions. To maintain a sustainable harvest of crocodile eggs for commercial production and adults for sport hunting wherever appropriate, with the aim of maximising the value of crocodiles to the landholder.

## 1.4 Achieving objectives

### 1.4.1 Legislation

The appropriate Minister will maintain nationwide control of crocodiles under section 48 of the Parks and Wild Life Act, 1975, or under any subsequent relevant legislation. A permit from the Director of the Department of National Parks and Wild Life Management (hereinafter referred to as "the Director") will be required for utilisation and control involving the wild population.

### 1.4.2 Protection

Permits for utilisation will not be issued for crocodiles within any National Park, Ngezi Recreational Park nor the Sengwa Wildlife Research Area. In these areas permits for control will be issued only for ecological reasons and will require a written justification to the Director.

### 1.4.3 Utilisation

- a) In appropriate zones the Director will permit utilisation on an adaptive management basis wherever possible.
- b) Utilisation of the wild resource will normally be restricted to the collection of eggs for ranching, and sport hunting.
- c) Permits for the collection of eggs will normally be issued only to the CFAZ.
- d) On State Land there may be provision for citizen hunting, elsewhere hunting will normally be restricted to bona fide foreign visitors (see section 3).

### 1.4.4 Control

The Department will respond to all reports of genuine problem crocodiles either directly or through an authorized agent under permit (see section 4). Problem crocodiles, and crocodiles in areas where they are zoned for control, will only be destroyed where capture is impossible. Where destruction is necessary baited hooks and baited wire snares should not be used.

#### 1.4.5 Monitoring

- a) A monitoring system for selected wild crocodile populations in each management zone will be designed, instituted and administered by the Department.
- b) Specific monitoring requirements associated with ranching, farming, sport hunting, control and the production and export of crocodiles, their products and derivatives (see sections 2, 3 and 4) may be part of, or additions to, the monitoring scheme.

#### 1.4.6 Research

The Department will encourage, coordinate and whenever possible undertake research on monitoring, population ecology and aspects of the ranching industry which affect wild populations. Permits for research will require a written justification before final approval by the Director.

#### 1.4.7 Co-operation, education and extension

In order to achieve the management objectives the Department will cooperate with all relevant individuals or associations, as appropriate.

The Department will prepare a standard presentation on crocodile management and seek to educate the public about Zimbabwe's crocodile policy and management plan.

## 2. Crocodile ranching and farming - commercial crocodile production

### 2.1 Administration of ranching and farming

- a) The definitions of "ranching" and "farming" in Zimbabwe follow those of CITES, except that ranching will normally involve the collection of crocodile eggs only.
- b) The Department will encourage and support an industry based on both crocodile ranching and farming providing the industry enhances the status and conservation of wild populations.
- c) The Department will ensure that amongst the aims of the industry are the following:

- i) to enhance the economic value and status of wild crocodile stocks;
- ii) to provide employment;
- iii) to promote the export of crocodile products.
- d) All crocodile ranchers and farmers will normally be full members of the CFAZ.
- e) All crocodile farmers and ranchers will be required to submit a standardized quarterly stock return to the Director.
- f) Permits for the collection of wild eggs, capture for control purposes and the commercial export of crocodiles, their products and derivatives will normally be given only to members of the CFAZ through its Executive (see sections 2.2, 2.4 and 4).
- g) The Department will hold an annual meeting with the CFAZ to give direction on all matters concerning wild crocodiles and commercial crocodile production.
- h) With respect to commercial crocodile production the Department will be directly responsible for the setting of utilisation quotas for the wild resource, for monitoring and for CITES export documentation. All other matters will normally be handled by the CFAZ under the supervision of the Department.
- i) New crocodile ranches will not be established without written approval from the Director.
- j) Permits will not normally be given to allow crocodiles to be taken from the wild for the sole purpose of establishing new crocodile farms.
- k) The Director may authorize the establishment of new crocodile farms provided that the breeding stock has been reared in captivity. The Director will be informed of the formation of any new farm within 10 days of it obtaining stock and will thereafter require a quarterly stock return (see item e above).

## 2.2 Harvesting wild eggs

- a) An annual harvest of crocodile eggs in the relevant zones detailed in section 1.2 will be planned to satisfy the specific management objectives outlined in section 2.2 (see also section 1.4.3).
- b) Annual egg quotas on State Land will be set by the Director and these will be communicated to the CFAZ 12 months in advance.
- c) Quotas on State Land will be at the discretion of the Director, but will be based on a general population model simulating egg harvesting strategies.
- d) The Department will issue the CFAZ with a permit to collect an indeterminate number of eggs on alienated land. Relevant land holders will set their own quotas for eggs.
- e) District Councils with Appropriate Authority and landholders on alienated land may negotiate the details of egg utilisation with the permit holders, and may apply for a permit under section 65 of the Parks and Wild Life Act, 1975, to sell eggs.
- f) On both State and alienated land (where it will be over and above such arrangements as the land holders may make with the permit holders) a number of male and female crocodiles (in the ratio 1:3), of at least 1.2 metre total length, equivalent to a maximum of 5% of the number of eggs harvested in any year, will be made available to the Department for restocking purposes two years after the relevant harvest. This requirement will lapse if the Director does not request a handover in the appropriate year.
- g) Quotas for all land will be allocated to the CFAZ, on one permit, in August of each year. The CFAZ will be responsible for subdivision of the quota amongst its full members. Copies of this permit will be sent to all Provincial Wardens.
- h) The egg collecting permit will follow a standard format and will contain the following terms and conditions:
  - i) Separate permission from the relevant Officer-in-Charge must be obtained before entry to any part of the Parks and Wild Life Estate.

- ii) Opportunity must be given for an authorized member of the Department to accompany and inspect egg removal from the Parks and Wild Life Estate.
  - iii) The relevant Provincial Warden must be kept informed of all egg-collecting operations.
  - iv) Eggs cannot be collected without the agreement of the appropriate authority for that land.
  - v) Each egg in a nest which is opened will count against the permit unless all the eggs are deemed not viable through infertility or other causes.
  - vi) In respect of any nest which is opened, a Crocodile Egg Record Form will be completed and sent to the Director, to reach him not later than March 31st in the year following issue.
  - vii) At the time of collecting the exact position of each nest will be clearly marked, with its clutch number, on a 1:50 000 map (Lake Kariba) or 1:250 000 map (elsewhere). These maps will be sent to the Director, to reach him not later than January 31st in the year following issue.
  - viii) The appropriate quarterly return from each station will include full details of the total number of eggs removed and hatched.
  - ix) Within two years from the date of issue of the permit the CFAZ may be required to hand over to the Director a number of 1.2 metre total length crocodiles, of a sex to be specified, representing up to 5% of the number of eggs actually taken from nests in terms of the permit. This requirement will lapse if the handover is not requested in the appropriate year.
  - x) The permit is not transferrable and eggs may not be collected by anyone who is not a member, or the authorized agent of a member, of the CFAZ.
- i) The CFAZ will be responsible for issuing to each member receiving part of the quota a letter bearing details of designated collecting areas and the allocated number of eggs. Members or their agents will be required to carry copies of both this letter and the original permit when collecting eggs.
  - j) The CFAZ will be entirely responsible for adherence to the terms and conditions of the permit.

- k) The egg harvest will be monitored by the Department through a system of returns to be instituted and administered by the Director.
- l) The CFAZ will, as part of an annual report to the Department (see item e section 2.4), give full details on egg harvesting.

2.3 Production - hatching, rearing, slaughter and marketing.

- a) Both for ranching and farming a set of minimum standards for:
  - i) the percentage of fertile eggs which hatch;
  - ii) the percentage of hatchlings which die before the age of one year;
  - iii) the percentage of yearlings and older which die each year

will be agreed by the Department and the CFAZ and appended to this plan. The CFAZ is responsible for ensuring that its members consistently achieve these standards and, as part of an annual report to the Department (see item c, section 2.4), will give full details of hatching and rearing success on each ranch and farm. The Director reserves the right to revoke any permits/licences of those ranches/farms which consistently fail to achieve these standards.

- b) Animals will be adequately housed and fed at all times. The Department will be entitled to inspect any ranch or farm at any time. Problems will be brought to the attention of the CFAZ which will find a solution as necessary.
- c) The Department will permit the feeding of kapenta Limnothrissa miodon to captive crocodiles up to a maximum of 5% of the mean annual catch over the most recent three year period for which data are available. Units of kapenta catching power may be issued to crocodile producers, specifically for feeding crocodiles, at the discretion of the Director.
- d) At the discretion of the Director, the Department will allocate a proportion of elephant carcasses to crocodile producers from control and cropping operations. The provision of elephant meat for feeding crocodiles will form the subject of a separate management plan.
- e) Permits under section 65 of the Parks and Wild Life Act, 1975, will not be required for the sale of

crocodiles, their products and derivatives within Zimbabwe where these originate from ranches and farms.

- f) Before sale, CITES tags will be required on all skins produced, whether or not these are exported.
- g) The Department will require that all applications for CITES permits for the export of crocodile belly skins or hornbacks (see section 2.4) are accompanied by the following documentation:
  - i) A proforma invoice.
  - ii) A packing list with individual skin sizes and CITES tag numbers.
  - iii) A letter from the CFAZ confirming that the skins have been sold to best effect.
- h) All sales of crocodiles products and derivatives within Zimbabwe (including skins, meat and skulls) will normally be accompanied by a certificate of origin from the CFAZ.
- i) All exports of crocodile products other than belly skins and hornbacks will normally require a certificate of origin from the CFAZ with an identification number for each unit of packing to comply with recommendation 3 of CITES Resolution Conf. 3.15.

#### 2.4 Exports and CITES requirements.

- a) In 1983 Zimbabwe submitted a successful ranching proposal to CITES under Resolution Conf. 3.15. Assurances were given that:
  - i) Eggs taken from the wild shall have no significant detrimental impact on wild populations.
  - ii) The operation will be beneficial to the wild population through reintroduction or in other ways.
  - iii) The products of the operation will be adequately identified (tagged) and documented to ensure they can be readily distinguished from products of Appendix I populations.
  - iv) Annual reports to the CITES Secretariat will include sufficient details to satisfy the Parties that these assurances are being met.



- b) In 1987 CITES Resolution Conf. 6.22 was agreed by the Parties. As a result Zimbabwe is required to submit in its annual report details on all relevant aspects of crocodile utilisation, specifically detailing any new information on the following:
- i) The status of the wild population concerned.
  - ii) The number of specimens (eggs or young) taken annually from the wild.
  - iii) An estimate of the percentage of the total production of the population taken.
  - iv) The number of animals released and their survival rates estimated on the basis of surveys and tagging programmes, if any.
  - v) The mortality rate in captivity and causes of such mortality.
  - vi) Production, sales and export of products.
  - vii) Conservation programmes and scientific experiments carried out in relation to the ranching operation or the wild population concerned.

If the Secretariat reports failure to comply with either resolution a case may be prepared to transfer the population back to Appendix I.

- c) As the CITES Scientific and Management Authority for Zimbabwe, the Department will have overall responsibility for satisfying the requirements of CITES. However, it is intended that under supervision some specific tasks will be delegated to the CFAZ.
- d) In addition to any other returns which may be required by the Department the CFAZ will submit to the Director a detailed annual report on ranching activities including the number of specimens taken from the wild, incubation and rearing success, the causes of mortality, production, sales and the export of products.
- e) Under the supervision of the Department the CFAZ will provide unique, numbered tags of an approved design for marking products from ranching. A detailed record of stocks and issues of tags will be kept by the CFAZ. Stocks and records will be audited by the Department from time to time.

- f) The CFAZ will provide supporting documentation for all commercial exports of crocodiles, their products and derivatives.
- g) The Department will issue CITES documentation for all tagged crocodiles, their products and derivatives in line with such agreements as may be made with the CFAZ from time to time.
- h) The Department will make an annual report to CITES in accordance with Resolution Conf. 3.15 and 6.22.

## 2.5 Research and Extension

- a) In close liaison with the CFAZ the Department will encourage, coordinate and wherever possible undertake research into aspects of production which will increase the efficiency of utilisation of the wild resource and foreign exchange earnings to Zimbabwe. Research will appear on the agenda of each annual meeting between the Department and CFAZ.
- b) The Department will encourage dissemination of the results of all research, and other relevant information, within the CFAZ. The Department will encourage, and wherever possible, assist the CFAZ to seek relevant information from other producer nations.

## 3. Sport hunting

- a) Permits to hunt crocodiles on alienated land will normally be issued only for bona fide foreign hunters. Provision for citizen hunting is being examined in the context of CITES constraints.
- b) Permits will follow a standard format and amongst the terms and conditions will be the requirement for a return of information on a form to be submitted within 90 days of an animal being taken. Nil returns will also be made.
- c) The information required will include:
  - i) Place of hunt.
  - ii) Name of hunter.
  - iii) Total length of crocodile taken.
  - iv) Head length of crocodile taken.
  - v) Sex of crocodile taken.

- vi) Details of the trophy exported (skin, skull, full mount, etc). If not exported, details of disposal must be given.
  - vii) CITES tag number of the exported skin (if not possible by the due date of return, the reason must be stated).
- d) On State Land (including Communal Land):
- i) A crocodile will be considered taken and held against the permit if a shot is fired at it.
  - ii) The Director will allocate a quota of trophy crocodiles at the annual management meeting. Permits will be issued in January of each year.
- e) On alienated land:
- i) The landholder will submit an application for a quota, with a short written justification, to the Director in September of the year before the quota is to take effect.
  - ii) Each quota will be accompanied by an estimate of the number of crocodiles larger than 2 m total length on each property to be hunted, and the manner in which this estimate was attained.
  - iii) Where specific individual crocodiles have been legally introduced to alienated land for the purpose of hunting this should be clearly stated.
- f) Irrespective of any quota which a landholder may set, the Director will only give three animals on any permit, and only one permit may be held at any time. A permit will be considered outstanding until a return has been made for all the animals on it. In cases where the quota exceeds three trophies the Director may, when satisfied with returns, issue subsequent permits.
- g) All skins, raw or processed, and skulls resulting from a permit should be exported and each separate export of trophies, products or derivatives will include a CITES tag.
- h) CITES tags for sport-hunted trophies will be held by the Director and issued on receipt of a completed return form.

- i) Any skin or skull which is not to be exported may only be held by a Zimbabwean, or sold to a licensed trophy dealer, if a separate permit to this effect is obtained within 6 months of the hunting permit's expiry.
- j) The Director may, at his discretion, withhold or withdraw any permit at any time.

#### 4. Problem crocodiles

##### 4.1 Identification

- a) It is the responsibility of the relevant land authority to report any problem crocodile to a Provincial Warden of the Department. A report should be accompanied by as much supporting information as possible including the exact locality of the problem.
- b) A circular to this effect will be distributed by the Department to all District Councils and advertised in the appropriate media each year.
- c) The Provincial Warden will decide whether each report is genuine and if animals merit removal, and will act accordingly.

##### 4.2 Control

- a) Zimbabwe will be divided into six problem crocodile areas based, as far as possible, on provincial boundaries.
- b) The CFAZ will establish six regional Problem Crocodile Units, one within each area.
- c) A Provincial Warden with a problem crocodile report should inform the relevant CFAZ Problem Crocodile Unit. The unit will be responsible for capturing and removing the offending crocodile within one month of being informed.
- d) Where a crocodile cannot be caught, the Provincial Warden (or a duly authorised person) will be responsible for its destruction.
- e) Crocodile control areas will normally be allocated to individual members of the CFAZ for a maximum of two years by agreement with the Department at an annual meeting.
- f) Under normal review procedures Provincial Wardens will be asked to report on individual CFAZ Problem Crocodile Units.

- g) The Department may, at any time, require that any area be reallocated.
- h) CFAZ participants may, at any time, relinquish an area. The CFAZ will inform the Department in writing of such occurrences and at the earliest opportunity the area will be reallocated.
- i) An annual permit to catch problem crocodiles will be issued by the Department to each participant under S.I. 6 of 1986 (or subsequent legislation) and the Trapping of Animals (Control) Act.
- j) The terms and conditions of this permit will include the following:
  - i) Crocodiles will only be captured in response to specific written instructions from the Provincial Warden.
  - ii) Before entering upon any land to undertake capture, participants will obtain permission to do so from the landowner or relevant authority.
  - iii) For each animal captured a Crocodile Record Card will be completed and returned to the Director within 30 days of capture. The animal will be tagged in accordance with the Director's requirement which will be established, but which may be altered from time to time.
  - iv) Participants may keep for breeding purposes any animals they capture, but must inform the Director of their intention to do so within 30 days of capture.
  - v) No animal which participants opt to keep for breeding purposes may normally be killed, sold or otherwise disposed of within 5 years of capture.
  - vi) Any animals which participants do not opt to keep for breeding purposes may be disposed of in a manner agreed by the Director. This will normally be restricted to sale to licensed tour operators or members of the CFAZ, or to killing for skin.
  - vii) An annual report on crocodiles caught will be made to the Director.

h) Landowners and District Councils may demand remuneration/compensation from participants for crocodiles caught and removed.

This will not normally exceed 25% of the value of the hide, and will be agreed in every case before capture is attempted.

No remuneration/compensation may be raised for crocodiles suspected of taking human life.

To prevent abuse of remuneration/compensation Provincial Wardens will strictly enforce item c of section 4.1.

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