

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES  
OF WILD FAUNA AND FLORA

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Thirty-first meeting of the Animals Committee  
Online, 31 May, 1, 4, 21 and 22 June 2021

Species specific matters

African lions (*Panthera leo*)

RESPONSES RECEIVED BY CHAIR OF THE INTERSESSIONAL ANIMALS COMMITTEE  
WORKING GROUP ON AFRICAN LIONS ON THE  
*GUIDELINES FOR THE CONSERVATION OF LIONS IN AFRICA* (GLCA)

1. This document has been submitted by the Secretariat in relation to agenda item 28 on *African lions* (*Panthera leo*).\*
2. The comments and suggestions on the *Guidelines for the Conservation of the Lion in Africa* generated by the Animals Committee's intersessional working group were consolidated and included in this information document.

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\* The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.

**Inter-sessional Animals Committee Working Group on African Lions:  
Responses received by 25 March 2021 on the *Guidelines for the Conservation of  
Lions in Africa (GCLA)***

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**Animals Committee Member, Europe: Gerald Benyr**

- 1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**
  - The GCLA is a comprehensive coverage of the most important aspects which are relevant for the conservation of African lions.
  - Considering that conservation is a long term goal and aware of the additional difficulties caused by the corona virus pandemic, it could be beneficial to investigate how crisis-proofed the current conservation management for lions is.
- 2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**
  - The provided information is easily comprehensible and provides a good overview on a large number of relevant topics. It is complete enough for its purpose.
  - Most chapters would profit from an overhaul to checks for more recent information and whether links are still working, organizations and sponsoring programs still exist etc. Most urgently, the population data and national management measures need to be updated.
- 3. Do you have any further comments or suggestions regarding the GCLA?**

Regularly updating and expanding the GCLA requires considerable effort. Splitting the document in two parts of which one contains chapters of lasting applicability and the other part fast outdated information might reduce the burden.
- 4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?**

To ensure that the efforts to save the African lion have a relevant conservation effect, the AC might want to consider a success monitoring

1. regarding the implementation of the best practice recommendations included in the GCLA and
2. about the existence, effectiveness, and realization of national and regional action plans for the conservation of African lions.

## **CITES Parties**

**Namibia, as a member of the AC Lion Working Group and Standing Committee and on behalf of the Governments of Botswana, Mozambique, South Africa, Tanzania, Zambia and Zimbabwe**

Please refer to **Annex 1**.

## **United Kingdom of Great Britain and Northern Ireland**

Observing that that the compendium was written before the current pandemic, we did wonder whether future iterations might also want to consider the impact of the pandemic, in particular the restrictions on human movement and reduced economic activity, for lion conservation, as well as the potential impact on some of the approaches outlined in the document.

Recent research suggests that the ability to generate financial support for conservation, wildlife protection and community incentives has been severely disrupted with collapse of international tourism<sup>[1]</sup> and reduction in financial and other support from international aid, research institutions, and anti-poaching training<sup>[2]</sup> amongst other considerations. The collapse of tourism industry has had profound social effects globally especially within Africa which was so heavily reliant on tourism<sup>[3]</sup>. The resulting mass unemployment and displacement is likely to have particular relevance for:

- depletion of prey as a leading cause of lion population decline (Chapter 6.3) due to illegal killing, including for wild meat. [Note we agreed at CoP18 to change usage of the term 'bushmeat to wild meat' – see RC13.11. ]
- increased incursion by people into protected areas due to lack of funding for both maintenance and anti-poaching units and the general deterrence presented by tourism activity in the pre-COVID era.
- increased reliance on domestic animals for food meaning predation by lions on domestic livestock (chapter 6.1) poses even greater risk of human/wildlife conflict in the absence of adequate financial incentives available to mitigate these pressures.

## **United States of America**

### **1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**

**U.S. Comments:** Given the global implications of the COVID-19 pandemic, known zoonotic diseases, and the potential for the emergence of new zoonotic diseases, we believe the specific implications to the conservation of lions in Africa merits further research and explanation within the GCLA. Please see number 4 for more specific recommendations.

Additionally, as indicated in the document, there are some areas where additional exploration of a topic is needed.

### **2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**

**U.S. Comments:**

- (Page 53) Right column, first paragraph under “International Considerations”: The GCLA describes a “U.S. trophy import suspension in early 2016”. The action was not a suspension, but rather in 2016, the listing of the African lion as a threatened species under the U.S. Endangered Species Act

(a U.S. stricter domestic measure) made it unlawful to import specimens of the species into the United States without a permit issued for specific purposes consistent with the U.S. Endangered Species Act. For example, a sport-hunted trophy requires an enhancement finding and a threatened-species import permit. These requirements are further explained in our rulemaking, available at <https://www.govinfo.gov/content/pkg/FR-2015-12-23/pdf/2015-31958.pdf>.

- (Page 75) Left column, first paragraph under “Ensuring that trophy hunting helps improve the status of wild lions”: The GCLA writes, “However, in order to meet the increasingly stringent import recommendations for countries like the US...”. We are unsure what is meant by the phrase “increasingly stringent” and propose that the language be revised to “However, in order to meet the import requirements for countries like the U.S....”.
- (Page 75) Right column, third paragraph: The GCLA recommends that “all non-exported bones and body parts from hunted lions should be verifiably destroyed, in order to help prevent trafficking”. A more nuanced recommendation may be merited to ensure lion bones, bone pieces, bone products, claws, skeletons, skulls, and teeth from legally-hunted lions that are not exported as personal trophies are disposed of domestically in a manner such that they do not enter into international trade for commercial purposes, otherwise enter into illegal trade, or facilitate illegal laundering of bones and other parts of illegally killed lions. This might be informed by more closely relating the recommendation to the findings in Section 6.2 (e.g., pages 53, 56), and any updates that may be made to that section, including any new information concerning implementation and enforcement of the annotation for lions adopted at CITES CoP17. In addition, hunted lion specimens might not be exported as trophies for several years after the lions are hunted due to delays in taxidermy, provision of the necessary permits required for export or import, etc., though we recognize that this can create difficulty in tracking whether a particular specimen to be exported came from a particular hunt. We are also mindful that the implementation of the recommendation may also not be realistic due to the potential lack of capacity, funding, and political will to carry out such actions, and it would be useful for the document to provide practical recommendations in this regard.
- A number of grants, including U.S. grants, have funded lion conservation projects that will generate information that may inform the next version of the GCLA. Therefore, we recommend undertaking a data collection effort to ensure relevant information is captured.
- The CITES-CMS African Carnivore Initiative (ACI) has continued, and a detailed Program of Work (POW) is being submitted. This venture was only in its very beginning when the GLCA was published - with the plan to continue work on the GLCA (e.g., Chapter 4.1) and to expand it stepwise to other species. We encourage the sharing of an update on this plan.
- The range-wide work to establish an inventory (Chapter 2.2) and a robust review of lion population status and management will potentially be facilitated as part of the ACI POW (smaller / local works are apparently ongoing). Such population-level work as that would also help address other needs identified in the GCLA, e.g., lion conservation landscapes (Chapter 6.4) and transboundary conservation (Chapter 4.3).
- The section on lion survey / monitoring (Chapter 5) would benefit from a more detailed focus, either as part of the GLCA or a separate, but associated, document.
- The section on Non-Detriment Findings and impact of lion trophy hunting (Chapter 6.5, 6.6) would benefit from updates as information becomes available through other CITES-related initiatives.
- It is our understanding that the build-up of the African Lion Database (Chapter 9.1) has further advanced, and so the GLCA would benefit from an update on these efforts.
- Section 6.1 on coexistence and mitigating conflicts is well written and nuanced. However, some of the studies being cited are preliminary (e.g., the work on livestock guarding dogs), and it would be beneficial to go back to the authors to see if there is updated data on any of the potential risk mitigation measures.
- Section 6.2 on lion protection and law enforcement would benefit from an update to incorporate the most recent information available related to the conservation impacts of the legal and illegal international trade in lion parts (e.g., trade in lion fat and bones from captive-bred lions).
- We find the discussion of unsustainable hunting (bushmeat) on page 66 lacking nuance. We feel that this discussion would benefit from more depth related to the issue of bushmeat, alternative protein, and demand reduction.



- The conservancies and other community wildlife areas section on pages 90-91 would benefit from updating, as some of the examples are dated.

### 3. Do you have any further comments or suggestions regarding the GCLA?

#### U.S. Comments:

- (Page 75) Right column, second paragraph: The GLCA states, "Trophy hunting operators should also invest in conservation activities to reduce other forms of lion mortality, which could include...". While we agree that the described activities are important and beneficial to the in-situ conservation of lions in Africa, we suggest not limiting these activities to those directly involved with reducing lion mortality. Rather, we suggest including other strategies that trophy hunting operators could undertake to more broadly address previously identified threats (e.g., reduction of prey base, habitat loss, etc.) to wild lion populations.
- There are a few places where the logical flow of the document could be improved. For example, section 6.7 and 6.8 strongly relate to sections 6.1. They essentially go into depth on issues raised by section 6.1 and would be improved if they were consecutive. We also suggest cross-referencing between these sections so readers know they can go to the other sections for more information.

### 4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?

#### U.S. Comments:

- We recommend that the Animals Committee consider the potential impact of diseases, particularly zoonotic diseases, which may directly or indirectly impact the wild lion population. Upon a cursory review of literature, we found that the topic merits further research and analysis to determine the extent of this potential threat to wild lion populations. We recommend that this scope not be limited to reviewing potential disease transmission within wild lion populations, but more broadly examine the potential effects caused by the complex interactions involving disease, wild lions, prey, livestock, the captive-bred lion industry, and humans.
- A few key sections should be updated if there have been changes in the status or research on these areas. Such as:
  - Chapter 2 on status of lion populations
  - Chapter 5 if there have been any innovations in survey methodology
  - Chapter 6, specifically if there have been updates on:
    - 6.1: conflict mitigation methods
    - 6.2: international trade in lion part
    - 6.3: solutions around unsustainable hunting of prey
    - 6.9: conservancy examples
  - Chapter 7, specifically the training opportunities and diploma programs, which can get easily outdated.
- Links throughout the document were broken and need updating to keep the references available.
- Because the GCLA is meant to be a "living document", tracking subsequent revisions to any of these guidelines will be important.

## Non-Governmental Organizations

### Association of Zoos and Aquariums (AZA)

Comments from the Association of Zoos & Aquariums (AZA) to the Animals Committee Working Group on African Lions (submitted 25 March 2021)

#### 1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?

- The depletion of prey is a major threat to lions. One of the main reasons is severe land degradation through overgrazing from livestock. Lack of grass for lion prey is a huge concern now and in many

places, lack of forage for wild prey leads to livestock depredation. Effective **rangelands and restoration programs** should be supported and encouraged (it is mentioned very briefly on page 65 under competition with livestock). Often the problem is not the numbers of livestock, but that grazing strategies have failed and that rangeland planning is poor or absent leading to degraded landscapes.

- **Impact of infrastructure development** is missing somewhat in the document and is a threat across Kenya (and other places too) with the LAPSET initiative (highways, pipelines, train lines and powerlines). Working with development authorities, relationship building, collaborating and setting up infrastructure programs is important to address this new threat. Here is an example of a study of what is being done in northern Kenya.
- **Loss of culture** in some communities is now a threat to lions. Many communities such as the Samburu have always lived alongside lions. But changes and pressure on them to change their culture, removes the cultural connection to wildlife such as lions who then become a commodity. The document should acknowledge that there are communities that share land with lions for cultural reasons. Their value is cultural and not connected to tourism or other economic values. Overall, it would be worth adding additional language about how communities can continue to co-exist with lions by addressing the issues of loss of culture.
- **Translocation of lions** is sometimes implemented when other endangered species are threatened by lions. These endangered species are often put in fenced sanctuaries which are not lion proof. Lions that may be deemed as a threat to those endangered species are often removed. Very clear guidelines are needed for this and numbers of lions in those specific areas needs to be examined before removal is recommended. There is a section on page 82 on this but it needs a lot more discussion since it appears to be the go-to approach for many.
- A threat to lions (and all wildlife) is **poor leadership**. Englefield *et al* 2019 put it well when they say “there is currently not enough understanding of what conservation leaders are doing, and what they should be doing, in order to be effective”. Leadership has the most bearing on how conservation is carried out, what decisions are taken, what is rewarded and who becomes disenfranchised or embraced in the process. Often women are not in conservation leadership positions and there is a huge imbalance in who makes decisions regarding lions. There are new initiatives addressing these gender imbalances such as WE Africa. Balanced and well-rounded leadership can help lions! This ties in to the capacity chapter 7.
- **History and Common Conservation ideologies**: Related to leadership and who is eventually involved in conservation, groups currently involved in conservation decision making should consider the historical roots of the conservation ideology they are following, and if they have any bearing on the success or failure of the activities they carry out on a daily basis. In some places, colonial decisions have resulted in separation or removal of people from wildlife or wild spaces, producing enduringly poor attitudes towards carnivores. In others, lion management decisions based on Western scientists and academics over local people has created unhealthy hierarchies potentially later contributing to carnivore killing. Therefore exploring issues around race, power and privilege would be useful in unlocking some issues underpinning what shows up every day as human carnivore conflict. This article provides some simple schema where exclusion and inequality lead to the build up of animosity.
- **Diseases** such as CDV are mentioned briefly on page 86. It would be useful to add how this affects not just lions, but wild dogs (and wiped out most of Kenya’s wild dogs in 2017) highlighting the need for disease efforts and surveillance, collaboration, partnership building, filling gaps of coverage and avoid isolated efforts and much more. There needs to be more on disease in the document. See Kura’s Pride to see what Ewaso Lions has started in Kenya.

## 2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?

- Add the new **Kenya’s Lion and Hyena strategy** which may be complete. Relevant to Chapter 2 and 3 (especially table 3.2.1).
- Add **Kenya’s Large Carnivore Survey** report by the Kenya Wildlife Service. Some areas were not surveyed because of COVID, but it may be available. This was the first large carnivore

survey done in any African country. Relevant to Chapter 2 and 3 (national and regional action plans).

- Include a description of the **Geofencing** system –collars that are used to alert communities of the presence of lions in the area. This could be very useful for sanctuaries and livestock enclosures. There was a paper that came out on this by Weise in 2019.
- The **Education** chapter 8 can be strengthened as there is a lot more available about education programs. Some are not connected to lions but cheetahs (from CCF) or wild dogs (PDC), yet are very relevant to lion conservation. The Ewaso Lions Lion Kids Camp curriculum is a model for co-existence. Others are also available (NLP, APW, Ruaha).
- **Kenya's Large Carnivore Task Force** was reviewed recently - perhaps after these guidelines were written. This is page 120. Shivani Bhalla of Ewaso Lions is a member and can check.
- Table 10.2.1. – **Ewaso Lions** should be KEN (Samburu & Isiolo counties)

### 3. Do you have any further comments or suggestions regarding the GCLA?

- Add perspectives written by community members. What it is like to live alongside lions. Bring them on board in this whole GCLA process (ties in to answer below).

### 4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?

- Involve local communities/leaders in the GCLA review. It is those very communities that need to be making decisions about *their* lions and be involved in reviews or any decision making process related to lion conservation.

**Born Free Foundation, Center for Biological Diversity, Humane Society International and Pro Wildlife**

### Comments on Guidelines for the Conservation of the Lion in Africa

We thank the chairs of the Working Group on lions for their work and for this opportunity to reflect upon the Guidelines for the Conservation of the Lion in Africa (GCLA). These comments are provided on behalf of Born Free Foundation, Center for Biological Diversity, Humane Society International, and Pro Wildlife. We welcome this opportunity to work with the members of this Working Group to further the conservation of lions in Africa.

We thank everyone who contributed to the *Guidelines for the Conservation of the Lion in Africa*. The document is very comprehensive and contains a tremendous amount of helpful information on the status and conservation needs of lions. It reflects careful deliberations on sensitive topics including many on which there are a divergence of views. We also understand that the IUCN went through a process of consultation with African Carnivore Initiative Range States and CMS focal points when compiling the document, and that comments from some were received and incorporated.

On the whole, the guidelines appear to cover many key topics and contain relevant and up-to-date discussions. **However, we feel the coverage of topics within the CITES remit stand to be strengthened and the GCLA would benefit from the inclusion of a chapter dedicated specifically to trade** (including legal and illegal trade, monitoring, impact of domestic and global demand as well as demand reduction efforts). While the document mentions killing of lions for lion bone to Asia and body parts for local traditional medicine as a threat, these problems and potential solutions are not elaborated in a dedicated chapter. Specific comments and recommendations to aid in a more complete airing of these topics are detailed below.

### 1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?

As noted above, the Guidelines provide a framework for setting the stage for lion conservation in Africa. The Guidelines would however benefit from a more in-depth discussion of issues surrounding trade in lion specimens, parts, and products (both legal and illegal) and detailed solutions for addressing, in particular, the increased trafficking of lion bones and other parts. This should include the need to understand the extent to which lion parts are being used in various products, either in their own name or as substitutes or supplements for other big cat products and the extent to which lion parts converge in supply chains with other big cat parts and derivatives in Asia. In addition to the need for a dedicated section relating to lion trade and monitoring, text on poaching, seizures, demand reduction, captive lion breeding and management, trophy hunting, and non-detriment findings could be bolstered. We would also recommend inclusion of a section or subsection specifically referring to the trade in lion products from captive bred animals.

## 2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?

Overall yes, but as discussed in response to the next question we do identify several instances where clarity is needed, more complete information is called for, or information in the Guidelines is no longer up to date.

## 3. Do you have any further comments or suggestions regarding the GCLA?

Our suggestions are as follows:

| Page                      | Suggestions for changes or additions to GCLA  |
|---------------------------|---|
| <b>Trade and poaching</b> |   |
| Overarching comments      | <ul style="list-style-type: none"> <li>Currently there is no system similar to MIKE to track the illegal killing of lions across their range. There appears a need to collate records on poaching of lions (both wild and captive sourced), and seizure data and to make these data accessible in a central location for range states and other stakeholders. The Lion Portal maintained by CMS may be a good place to store such information.</li> </ul>   |
| 25                        | <ul style="list-style-type: none"> <li>The text highlights the objectives outlined in the 2015 CMS evaluation by Bauer <i>et al.</i> The Guidelines should place greater emphasis on Objective 7 “<i>To minimise illegal trade in lion bones and body parts</i>”, by recognising the potential for both legal and illegal trade to impact wild lion conservation (as noted in other sections of the Guidelines, notably sections 4 and 6.2), and the need to exercise a highly precautionary approach to the former.</li> </ul>   |
| 29                        | <ul style="list-style-type: none"> <li>The preamble states “<i>international cooperation at bi- or multilateral, continental and global level is of vital importance with regard to... (2) suppressing critical threats such as poaching and legal trade</i>” - CITES provides a mechanism that can address the potential risk from legal trade through changes to international regulations, which should form part of the recommendations in the Guidelines.</li> <li>As a result of the annotation to the Appendix II listing of lions agreed at CITES CoP17, bones, bone pieces, bone products, claws, skeletons, skulls and teeth derived from captive breeding operations in South Africa can currently be traded internationally for commercial purposes subject to a quota, albeit there are no current criteria guiding the establishment of such a quota. The guidelines should adopt a highly precautionary approach to any legal international trade in lion products given the uncertainty around the impacts of legal trade (including from captive bred specimens) on poaching of and illegal trade in wild lions and other big cats. They should also recommend robust legislation at a national level to prevent domestic trade.</li> <li>Moreover, the effects of demand for lion products and of legal trade from captive lions in South Africa need to be closely monitored, given that they may impact lion and other big cat populations in other countries, from which exports are prohibited by CITES.</li> </ul> |

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| 52 | <ul style="list-style-type: none"> <li>• A dedicated chapter should be included in the GCLA under “conservation solutions”, highlighting the importance of trade restrictions and demand reduction efforts. While law enforcement is important, the GCLA would benefit from a greater emphasis on demand reduction for lion parts and products, and stricter enforcement of trade bans on lion products, if poaching is to be disincentivized.</li> <li>• We suggest to reference a study by <u>Rizzolo (2020)</u> that concludes: “Wildlife product bans decreased the acceptability and social approval of wildlife consumption and increased estimations of legal punishments” and “Overall, these results indicate that bans on wildlife consumption and decreased wildlife farming of mammals can have conservation benefits.”</li> </ul>   |
| 53 | <ul style="list-style-type: none"> <li>• We suggest to note at the end of the first paragraph under International Considerations that captive lion hunting is highly controversial and its conservation benefits are subject to debate among lion researchers and trophy hunting industry groups, noting the among lion researchers and trophy hunting industry groups, noting the 2017 letter by lion conservation community to the then U.S. Secretary of Interior Zinke, and the 2020 letter by lion researchers and conservationists to South Africa’s Minister of Environment Creecy and the 2016 statement of the <u>African Lion Working Group (ALWG)</u>, which states: “<i>The captive-bred lion hunting which is defined by the African Lion Working Group as the sport hunting of lions that are captive bred and reared expressly for sport hunting and/or sport hunting of lions that occur in fenced enclosures and are not self-sustaining does not provide any demonstrated positive benefit to wild lion conservation efforts and therefore cannot be claimed to be conservation. In addition while more data are still needed, the international lion bone trade that is currently being supplied by the South African captive-bred lion industry may fuel an increased demand for wild lion bones elsewhere. This could negatively impact wild lion populations and hinder conservation efforts. The recent dramatic increase in lion bone trade should be reason for concern.</i>”</li> <li>• While part of the ALWG 2016 statement is included in Page 75, referencing it along with other more recent letters in Page 53 is necessary to ensure readers of this section receive comprehensive viewpoints.</li> <li>• We suggest adding a new section on the captive-bred lion hunting and the lion bone trade under International Considerations or in the suggested new dedicated section on lion trade.</li> </ul> |
| 56 | <ul style="list-style-type: none"> <li>• We suggest adding the impact of the lion bone trade on wild lion populations, as numerous lion researchers have expressed concern about the potential detrimental impact of the lion bone trade.</li> <li>• We suggest also noting that the IUCN Red List Assessment on lions stated that “Legal international trade in bone reported as from captive-bred lions could serve as a cover for illegally wild-sourced lion (and other big cat) parts” and that “there is also concern that wild lion parts from eastern and southern Africa could be drawn into the larger international wildlife trade to Asia centered around elephant ivory.”</li> <li>• Further reference should be made to study by <u>Everatt et al. (2019)</u> that states that the targeted poaching of lions for body parts accounted for 35% of known human caused mortalities across the landscape and 61% of mortalities within Limpopo National Park with a clear increase in this pressure in 2014. This is supported by an on-going parallel study by Panthera (Funston P., Everatt K., Wood K. in prep 2020) that indicates that legal trade from South Africa is likely to further encourage illegal killing and poaching of lions in the subregion, placing greater pressure on already vulnerable wild populations. The study also warned of a similar trade in the poaching of captive lions in South Africa and suggested that the legal trade in captive-bred cats often exists in parallel</li> </ul>   |

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|                                      | <p>with the illegal trade, providing a means to launder cat parts poached from the wild.</p> <ul style="list-style-type: none"> <li>As well as the need for further data, the evidence provided in the GCLA, and the reports of seizures, associated arrests and links between legal and illegal trade that have emerged since the publication of the guidelines (see examples below), highlight the need for an extremely precautionary approach to any consideration of legal trade (domestic or international), and a greater emphasis on trade monitoring and reporting. <ul style="list-style-type: none"> <li><a href="https://krugersdorpnews.co.za/453617/web-lion-bone-trader-exposed-in-kdp-or-hawks-nab-lion-bone-trader-in-wentworth-park-or-hawks-nab-lion-bone-trader/">https://krugersdorpnews.co.za/453617/web-lion-bone-trader-exposed-in-kdp-or-hawks-nab-lion-bone-trader-in-wentworth-park-or-hawks-nab-lion-bone-trader/</a></li> <li><a href="https://oxpeckers.org/2021/01/botswana-lions/">https://oxpeckers.org/2021/01/botswana-lions/</a></li> <li><a href="https://select.timeslive.co.za/news/2020-01-17-rhino-poachers-now-hack-off-lions-faces-and-paws-pull-teeth/">https://select.timeslive.co.za/news/2020-01-17-rhino-poachers-now-hack-off-lions-faces-and-paws-pull-teeth/</a></li> </ul> </li> </ul> |
| 69 (Section 6.5 Lion Trophy Hunting) | <ul style="list-style-type: none"> <li>South Africa's 2015 Biodiversity Management Plan for the Lion is referenced as a potentially useful guideline for management of small, fenced populations of animals. We suggest considering the following observations: The Plan's objectives included assessment of the management of the captive lion population and the formulation of Norms and Standards (N&amp;S) for captive keeping and breeding of lions. To date, six years later, the N&amp;S still have not been formulated and the unregulated captive breeding of lions continues.</li> <li>Moreover, African lions are ToPS (Threatened or Protected) species, but not all provinces in South Africa are ToPs compliant. This presents a tremendous problem because permitting of captive breeding of lions falls under the prerogative of the provinces and thus permitting conditions are not standardized across provinces and without the national government's oversight and enforcement.</li> </ul>   |
| 77                                   | <ul style="list-style-type: none"> <li><i>"extant lion populations can be generally placed into one of two categories: known – those for which robust population data exist; and unknown – those that are data deficient (the majority)... For the lion populations that are data deficient, a far more cautious and restrictive approach to harvest must be applied."</i></li> <li>This 'cautious and restrictive' approach should be applied to all populations given that supply and demand are intimately interconnected, so supply from one source may affect demand which in turn may incentivize illegal offtake and trade from other sources.</li> </ul>   |
| 104                                  | <ul style="list-style-type: none"> <li>Section 7.4 discusses in detail poisoning incidences and poaching evidence with recommendations on poisoning intervention trainings. We agree that monitoring and quantifying poisoning impacts on lions is important and suggest rigorous monitoring and documentation applies to all lion poaching (wild and captive-sourced) and not just poaching by poison. Rigorous and systematic documentation of lion poaching is crucial to the national management of lions and we recommend it be implicitly incorporated into the National Action Plans and even Regional Action Plans (Chapter 3).</li> </ul>   |
| 112                                  | <ul style="list-style-type: none"> <li>Public awareness efforts need to include recognition of the importance of demand reduction through human behaviour change in consumer markets for lion and other big cat products (both within and outside range States)</li> </ul>   |
| 124                                  | <ul style="list-style-type: none"> <li>The section on International Support and Funding Opportunities would benefit from a recognition of recent evaluations of biodiversity economics, including (but not limited to) the UNDP <u>Biodiversity Financing Initiative</u>, the <u>reports</u> of the Convention on Biological Diversity's Expert Panel on Resource Mobilisation, and the <u>Dasgupta Review</u> in the UK. Lions, as keystone species in their</li> </ul>   |

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|  | habitats, provide a potential focus for conservation resources that can have knock-on benefits for a wide variety of additional species which share those habitats.   |
| <b>Trade in captive bred lion products from South Africa</b> | <p>We suggest to include the following information in a specific section:</p> <ul style="list-style-type: none"> <li>• South Africa has published no lion bone quota for 2019, 2020 and 2021 and thus no legal export of skeletons or bones are allowed.</li> <li>• A <u>judgement from the Gauteng High Court</u>, Pretoria, declared that the government's decision to set the quotas for the exportation of lion bone (of 800 lion skeletons) for 2017 and (of 1500 skeletons) for 2018 <b>unlawful and constitutionally invalid</b>.</li> <li>• There are indications of an emerging demand for “lion cake” and there is illegal export of “tiger/lion cake” – a derivative of bones. A <u>report by the EMS Foundation</u> showed that several lion farms in South Africa have their own in-house processing plants where lion bones are boiled to produce these cakes. This is also raised in <u>the TRAFFIC Report</u>. These highly processed products are easy to transport and export without controls or the need for bone permits with no measures in place to detect or prevent the trade in them.</li> <li>• The TRAFFIC Report noted that one of the main uses for lion bone items in Viet Nam is hypothesized to be for the production of “cake” which is difficult to distinguish from tiger cake. The difficulty to distinguish between lion cake and tiger cake poses enforcement challenges for both importing and exporting countries. The TRAFFIC Report also noted that adding complexity are the large amount of captive tigers in South Africa (over 450 in 2019 according to a <u>UNODC report</u>) and that there are concerns that tiger bones from South Africa are being laundered as lion bones.</li> <li>• It is not known if South Africa has an effective DNA system that can credibly analyze highly processed products like tiger or lion cake/glue. South Africa currently does not have a system in place that can trace the lion bones awaiting exports to every single captive bred lion in each farm to ensure that the product is acquired legally.</li> <li>• There have been reports that export consignments frequently leave the country before the DNA results are received. Traders have ample opportunity to swap lion bones for tiger bones before shipments and after the DNA sampling. This concern was identified in <u>a report by the University of Oxford</u>.</li> <li>• Furthermore, the DNA profiling referenced is to the species level only. There is no testing to the individual level. We recommend that each captive bred lion be tested as at a cost to the owner, to ensure accountability, traceability, security, regular reporting and monitoring of every animal at each farm employing a similar system to RHODIS. Reports indicate that South Africa's “barcode system” was intended to do this and was to be completed by Feb 2020, but this has not been completed yet.</li> <li>• There are no official records of stockpiles of lion and tiger specimens in South Africa. Quantities of such stockpiles are unknown, leaving loopholes for illegal exports and adding enforcement challenges.</li> <li>• Currently, the GCLA include no information on of the zoonotic and health risks posed by the captive breeding industry. These should be included in the proposed stand alone chapter and include information <u>from a recent peer-reviewed paper</u> (Green et al. 2020) as well as a letter (available upon request) by the Humane Society Veterinary Medical Association to the South African Predator Association calling on them to shut down the industry due to these threats.</li> </ul> |
| <b>Trophy Hunting</b>  |   |

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| Overarching comments | <ul style="list-style-type: none"> <li>We appreciate that overall, the section on trophy hunting includes various perspectives but there are instances where balance among references or discussion is needed (see details below).</li> <li>There are several points where the Guidelines contain statements that are supported only by: "Dickman et al. in prep." However, this article is not named in the reference list and presumably had not undergone peer review. Only peer reviewed publications should be relied on in the Guidelines.</li> </ul>   |
| 69                   | <ul style="list-style-type: none"> <li>The Guidelines include a definition of trophy hunting from a briefing paper by one of the IUCN SGs, namely the Sustainable Use and Livelihoods Specialist Group (which is referenced as "IUCN 2016"). However, we recommend use of the definition in the IUCN SSC Guiding Principles document instead (<a href="https://portals.iucn.org/library/sites/library/files/documents/Rep-2012-007.pdf">https://portals.iucn.org/library/sites/library/files/documents/Rep-2012-007.pdf</a>)</li> <li>The definition of "trophy hunting" in the IUCN SSC document includes important specifications that help ensure that any programs are better oriented toward conservation than the current definition. These include: <ul style="list-style-type: none"> <li>"Managed as part of a programme administered by a government, community-based organization, NGO, or other legitimate body;"</li> <li>"Characterized by hunters paying a high fee to hunt an animal with specific "trophy" characteristics (recognizing that hunters each have individual motivations);"</li> <li>"Characterized by low off-take volume;"</li> <li>"Usually (but not necessarily) undertaken by hunters from outside the local area (often from countries other than where the hunt occurs)"</li> <li>"programmes oriented to terrestrial wild animals in their native geographic ranges"</li> <li>Activities that take place outside "enclosures where [the animals] cannot be considered 'free-ranging' and cannot use their natural abilities to escape"</li> </ul> </li> </ul> |
| 70                   | <ul style="list-style-type: none"> <li>The following estimates need updating as they are more than 14 years old and the situations have likely changed significantly in the meantime: "<i>in 2007, Lindsey et al. estimated that in countries where it was permitted, trophy hunting covered 22% more land than National Parks (Lindsey et al. 2007b). In 2013 (before Botswana's trophy hunting ban), Lindsey et al. (2013a) estimated that lions were hunted across at least 558,000 km<sup>2</sup>, representing 27–32% of the species' range in lion hunting countries (Lindsey et al. 2013a), and around 16% of the lion's continental range (Riggio et al. 2013).</i>"</li> <li>Also, how these studies define "trophy hunting" needs to be assessed to ensure that only appropriate areas are counted in the land totals.</li> <li>A large number of studies and reports have questioned the <u>economic</u>, <u>conservation</u> and <u>societal values</u> of trophy hunting activities, its <u>morality</u>, its sustainability, and its impact on the <u>genetic viability</u> of populations. These and other such studies should be considered and referenced in the Guidelines in order to provide balance.</li> </ul>  |
| 70                   | <ul style="list-style-type: none"> <li>We suggest to delete the following text:<br/> <del>"However, it is worth noting that the 10 countries where trophy hunting has recently occurred collectively represent around 70% of remaining wild African lion range and around 75% of the wild population (Dickman et al. in prep)."</del> </li> <li>The CITES Secretariat could provide up to date data from the CITES trade database that would be helpful in this paragraph instead of the current reference to an unpublished and un-peer reviewed paper and its claims.</li> </ul>  |
| 70                   | <ul style="list-style-type: none"> <li>The discussion of the Lindsay et al. (2012b) paper on the value of lion hunts requires more context. For example, sums paid for black rhino hunts are far greater than the mean identified by Lindsay et al (2012b) and the authors assumptions and information used must be shared with the reader:</li> </ul>  |



|                               |   |
|-------------------------------|---|
|                               | <ul style="list-style-type: none"> <li>• <i>“Lindsey et al. (2012b) found using off-take data and hunt package prices obtained from a 2011 survey that lion hunts attracted the highest mean prices of all trophy hunts”</i></li> </ul>   |
| 70                            | <ul style="list-style-type: none"> <li>• Delete: “which is equivalent to around 4% of current African lion range; Dickman et al. in prep, Chapter 6.4”</li> </ul>   |
| 70                            | <ul style="list-style-type: none"> <li>• If reference is made to the “The IUCN Sustainable Use and Livelihoods Specialist Group” briefing then reference should also be made to the IUCN WCEL Ethics Specialist Group’s findings in order to provide balance and context for the reader: Bosselmann et al. 2017. <u>Compatibility of Trophy Hunting as a Form of Sustainable Use with IUCN’s Objectives. Report of IUCN WCEL Ethics Specialist Group</u></li> </ul>   |
| 71                            | <ul style="list-style-type: none"> <li>• Updated information is needed regarding whether trophy hunting is currently threatening lion populations, because the 2006 work by the IUCN SSC Cat Specialist Group while sound is now outdated.</li> </ul>   |
| 71                            | <ul style="list-style-type: none"> <li>• Again, balance in citations should be provided here: <i>“Trophy hunting is a divisive and contentious topic (Bosselmann et al. 2017; Cooney et al. 2017)”</i>.</li> </ul>  |
| 71                            | <ul style="list-style-type: none"> <li>• The GCLA references more stringent U.S. import requirements but does not note the correct standard. African lions in southern and eastern Africa are listed as threatened under the U.S. Endangered Species Act and to import a lion trophy, it must be demonstrated that lion hunting “enhances the propagation or survival of the species.” Thus, we suggest the following revisions to this discussion: “Furthermore, in order to meet the more stringent import requirements required from the USFWS (the majority of current lion trophy hunters come from USA, so are currently vital for the viability of trophy hunting in many range states), trophy hunting of lions <u>should must also ensure the practice enhances the survival of the species by providing an overall benefit to the species.</u> (USFWS: Import of Hunted Lions).”</li> </ul>   |
| 71                            | <ul style="list-style-type: none"> <li>• The reference to “good conservation management” per U.S. requirements requires elaboration and further consideration of relevant factors. The U.S. points to the IUCN SSC Guiding Principles on Trophy Hunting as useful in evaluating whether a trophy import meets U.S. standards.</li> <li>• So, this section could either be simplified: “Good conservation management (e.g., <u>as elaborated upon in: IUCN SSC (2012). IUCN SSC Guiding principles on trophy hunting as a tool for creating conservation incentives. Ver. 1.0. IUCN, Gland.</u>) should protect significantly more lions over the long term than are killed on trophy hunts”</li> <li>• Or it must be elaborated upon: “Good conservation management (e.g. through <u>habitat protection and restoration, antipoaching efforts, full funding for management plans and regulatory frameworks, good governance and enforcement, transparent quota allocation or similar structures, community engagement and financial support to conservation, and other similar efforts provided by trophy hunting operators</u>) should protect significantly more lions over the long term than are killed on trophy hunts”</li> </ul> |
| 72                            | <ul style="list-style-type: none"> <li>• The discussion on the difficulty of aging lions in the field could benefit from another sentence that recognizes that this difficulty is why age restrictions for trophies must be paired with measures such as point systems or otherwise tied to quota allocation to create a dis-incentive to killing younger male lions.</li> </ul>  |
| <b>Non Detriment Findings</b> |   |
| Overarching comments          | <ul style="list-style-type: none"> <li>• The discussion of NDFs for trade in lion trophies does a fair job of laying out the issues and trying to provide helpful discussion. This chapter is missing a few elements and notations that would benefit CITES Parties as they make NDFs for trade in lion trophies.</li> <li>• It is important to acknowledge that it is difficult to develop guidelines that work for all countries involved in the trophy trade, especially with such varied</li> </ul>   |

|                   |   |
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|                   | <p>management regimes in exporting countries and varied domestic measures pertaining to trophies in importing countries. There is no “one size fits all” solution for making NDFs.</p> <ul style="list-style-type: none"> <li>It is critical that the Guidelines recognize the precautionary approach with regard to the making of NDFs. Only where sufficient, high quality, independently verifiable information is available about a population, uses (both legal and illegal) of that population, its management and governance can a non-detriment finding can be made. In practice, vital information to make a NDF is lacking for many populations and when such information is not available, then an NDF cannot be reached.</li> </ul>   |
| Page 77, column 1 | <ul style="list-style-type: none"> <li>Resolution Conf. 16.7 does not call for “benefits to people” to be considered in the making of an NDF so this sentence should change as follows: “It should be sustainable, adaptive, and producing tangible conservation benefits for the species <del>and local people.</del>”</li> </ul>  |
| Page 77, column 1 | <ul style="list-style-type: none"> <li>The Guidelines recognize that in making NDFs “all mortality sources affecting the wild population of the species, including mortality due to illegal killing” must be reviewed. However, the Guidelines appear to make a seemingly contradictory statement that should be amended as follows: “Also, the available data on anthropogenic mortality of lions <del>is cannot be limited to legal activity, such as trophy hunting, and data, information and reports on</del> <u>whereas illegal anthropogenic mortality is ipso facto difficult to must also be quantified.</u>”</li> <li>Resolution Conf. 16.7 (Rev. CoP 17) recognizes that the data requirements for a determination that trade is not detrimental to the survival of the species should be proportionate to the vulnerability of the species concerned. In regions or reserves with small lion populations or those that are suspected to be small, it is important that efforts are made to gather data on all mortality sources to ensure sustainability. In areas with more robust populations or close monitoring of lion populations, less data is necessary to ensure sustainability. However, in either case the precautionary principle should apply and export should only be authorized when non-detriment can be ensured.</li> </ul> |
| Page 77 column 1  | <ul style="list-style-type: none"> <li>Under the first bullet, “Lion trophy harvest is sustainably managed” a fifth statement should be added that addresses funding for implementation and enforcement:<br/>“Sufficient funding mechanisms and governance structures are in place to ensure the regulatory framework and management system are implemented and enforced. “</li> <li>It is not enough to have regulatory frameworks and management systems set out on paper, but adequate funding and governance structures must be in place to ensure implementation.</li> </ul>   |
| Page 77 column 2  | <ul style="list-style-type: none"> <li>The discussion of age restrictions for lion trophies could benefit from acknowledging literature that recognizes not all 6-year-old males are post-reproductive. Indeed, the Guidelines themselves say “the best available science recommends restricting hunts to male lions aged 7 years or older (Creel et al. 2016).” In some regions, older males may still be reproductively active especially where males are limited due to past over-hunting or for other reasons (Creel et al. 2016; Macdonald et al. 2016). At the very least the Guidelines should be internally consistent and use “7 years” as that is the “best available science.”</li> </ul>  |
| Page 77 column 2  | <ul style="list-style-type: none"> <li>The discussion of lion density and rate of offtake could benefit from acknowledging literature that recognizes that the Packer et al. (2011) metric of “1 lion per 2,000 km<sup>2</sup>” does not translate to all lion populations throughout their range .(Creel et al. 2016; Macdonald et al. 2016 ).</li> </ul>  |
| Page 78 Column 2  | <ul style="list-style-type: none"> <li>We recommend a clarifying change to this sentence as follows:</li> </ul>   |

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|                  | "Trophy <u>hunting where authorized harvest</u> should be part of a species management plan, be sustainable, adaptive and produce tangible conservation benefits for the species and local people."   |
| Page 78 Column 2 | <ul style="list-style-type: none"> <li>Given the comments made previously regarding age restrictions, the following clarifying change is recommended:<br/> "Age-based regulations (in combination with sex restriction) <del>are</del> <u>can be</u> advantageous in being self-regulating and site specific, and encourage sustainable trade, reducing the risk of over-harvesting the resource <u>but proper application to the site, implementation, and enforcement are also essential.</u>"</li> </ul> |

#### 4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?

| Topic                          | Recommendation  |
|--------------------------------|---|
| WG comments to AC              | The comments from the CITES WG on lions should be shared with AC and then the Secretariat should convey them to the authors.  |
| South Africa's lion bone Trade | We recommend the Secretariat to contact South Africa to clarify on the status of its lion bone quota and enforcement to prevent illegal trafficking of lion bones and other big cats parts, and report the findings to SC 74. |
| NDFs                           | The AC and Secretariat could help build capacity in lion range countries by ensuring that NDFs for trade in lion trophies is covered at any forth coming workshop on NDFs.  |

#### Conservation Force

Conservation Force is concerned about the tenure of this Working Group that without any workplan as promised in December 2020, has now been given only two weeks to reply, ending today.

There are so many shortcomings in the current version of the GLCA that the time given to us to review them is clearly not enough to make constructive comments. Furthermore, because page 16 of the GLCA refers that some Range States have expressed concerns it would have been advisable to understand their nature. Finally, a great deal of management actions and scientific papers have taken place since the Guidelines were drafted which makes these Guidelines redundant.

In short, the working group has been so silent that the whole exercise should be deferred to a later date. Certainly, the few comments are too late to be duly considered. Believe me, we have plenty try to contribute, but there is no time to do so.

#### FACE – European Federation for Hunting and Conservation (Brussels)

##### 1. Do the Guidelines for the Conservation of the Lion in Africa cover all important aspects relevant to the conservation of lions in Africa?

No, for the reasons below:

- The guidelines approach trophy hunting as a threat (incorrect approach) rather than an important lion conservation tool that contributes to lion's habitat;
- Focus on southern Africa where lion populations are doing well and not on West and Central Africa where lion conservation needs are much different is unwarranted.

##### 2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?

No, the GCLA does not include new lion harvest data, national regulations or conservation work.

##### 3. Do you have any further comments or suggestions regarding the GCLA?

FACE shares many of the concerns raised by range states' comments in the 2018.

**4. What recommendations(s) concerning the GCLA can be proposed to the Animals Committee?**

Considering that the range states' concerns have not been addressed despite opportunity to address them and the limited time given by the WG (two weeks) was not sufficient, we recommend the range states should be given another opportunity to comment and that a new draft of the GCLA be addressed at the 32nd meeting of the Animals Committee.

**Safari Club International**

**1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**

No. The GCLA approaches trophy hunting in an incorrect manner, as a threat (which it no longer is) rather than one of the most important lion conservation tools and contributors to lion habitat. Focus on southern Africa where lion populations are robust and not on West and Central Africa where lion conservation needs are much different is unwarranted. Furthermore, many aspects of the GCLA go beyond the mandate of CITES and into issues of national management, which is inappropriate.

**2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**

No. The GCLA does not include new lion harvest data, national regulations or conservation work. In addition, the GCLA continues to support spoor counts for population surveys after peer-reviewed published research, including that of Dr. Belant in Tanzania's Serengeti ecosystem funded by SCIF, has clearly shown that the methodology is inaccurate.

**3. Do you have any further comments or suggestions regarding the GCLA?**

SCIF shares many of the concerns raised in the 2018 range state comments.

**4. What recommendations(s) concerning the GCLA can be proposed to the Animals Committee?**

For the reasons stated above, because range state concerns have not been addressed despite opportunity to address them during the past three years (both before and during the pandemic), and because the WG was only given two weeks to comment, we find the WG process unacceptable. We recommend the range states be given another opportunity to comment and that a new draft of the GCLA be addressed at the 32<sup>nd</sup> meeting of the Animals Committee, not the virtual one scheduled for 31 May-1 June.

Lastly, we would like to call attention to the fact that hunting NGOs and safari operators have been and continue to be leaders in lion conservation; however, this is unfortunately not reflected in the current draft GCLA.

**TRAFFIC**

**1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**

While the GCLA notes in several places the increasing importance of the international trade in lion parts, the document is very site-focused. Guidance on what can be done to ensure non-trophy trade is legal/sustainable would be beneficial, and guidance for importing countries on what they can do to support lion conservation would strengthen the guidelines.

Page 20 recognises the threat of human-lion conflict, and separately the killing of lions for their body parts. It would be useful to provide any evidence of the interplay between these factors (e.g. are people quicker to kill a lion that has predated their livestock, if they know they can sell the body parts?). And is this interplay changing over time? Those implementing conservation projects with a human-wildlife conflict perspective may need to look to experiences of organisations used to working on wildlife trade issues for solutions (and vice versa).

In addition to the useful guidance on NDFs to ensure sustainability (section 6.6.), the authors could draw attention to the new Resolution on Legal Acquisition Findings. This Resolution should be a useful tool to ensure that export permits are only issued where the lion was hunted within the laws of the State.

## **2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**

Page 19 notes that the reliance on Western tourists for income is risky, due to external developments such as terrorism. If there is any research on the impact of COVID on lion conservation it would be useful to include it here. Related, is there anything that can be said regarding how donor demands have changed, and the impact this has for funding lion conservation?

Section 6.1 - IUCN SSC Human-Wildlife Conflict Task Force (HWCTF) is “*an interdisciplinary advisory group that aims to support professionals working on human-wildlife conflict by providing interdisciplinary guidance, resources, and capacity building.*” As well as hosting a useful library of resources (with lion as one of the key species), they are soon to publish IUCN SSC Guidelines on Human-Wildlife Conflict and Coexistence. The task force could be a useful resource for those implementing lion conservation strategies.

Page 56 “An annotation added to the CITES-listing at the 2016 CoP now restricts international commercial trade in lion parts from January 2017 only to captive-bred sources from South Africa”. It is worth explaining to non-CITES experts that trophies from wild lions are still allowed to be exported as this is not considered commercial trade.

Page 56 – At CoP18 a Decision was adopted to conduct further research “*on the legal and illegal trade in lions and other big cats to better understand trends, linkages between trade in different species, and the commodities in trade which contain, or claim to contain, such specimens*”. This study (due to start soon, and be completed in early 2022) should help fill some of these outstanding knowledge gaps.

Section 6.6 – I was surprised that there was no mention of the International expert workshop on NDFs for hunting trophies of certain African species. Some thoughts on whether the proposed variables within the workshop report are supported by the authors or not would be helpful.

Section 8 – Along with public awareness, other social and behaviour change approaches could be used to reduce consumption and other behaviours. The Behaviour Change Toolkit created by the Social and Behavioural Change Community of Practice (containing an eCourse, library, directory of experts etc.) could be very useful for those wishing to change behaviours – not only of consumers, but anyone engaged in hunting or trading lions (legally or illegally).

Section 9 – Many lion range States are members of various Trade in Wildlife Information eXchanges (TWIX) – there are 3 TWIX in Africa. TWIXs are open only to law enforcement and wildlife management agencies, and allow information exchange and international co-operation. TWIXs can be used to share intelligence and trigger investigations, but also to request help (for example to identify seized wildlife). The authors may wish to consider drawing attention to these existing systems as a means to share information and develop a network.

Page 117 – “This information will be continuously renewed, in cooperation with those organisations that are involved in trade and wildlife crime, such as TRAFFIC.”. The authors may wish to mention TRAFFIC’s Wildlife Trade Portal – a comprehensive open-access repository of wildlife seizure data (relevant to all species, not only lions).

### **3. Do you have any further comments or suggestions regarding the GCLA?**

The document is packed full of very useful information but it is long and quite dense. The addition of a “how to use this document” page at the start, and formatting throughout to make it clear when a recommendation is being made would help guide the reader.

Parts of the GLCA which require updating on a regular basis (e.g. Table 10.2.1 on funding opportunities) could be stored as simple databases/websites on the joint CMS/CITES webpage, with a link included in the GCLA.

Understandably, the language used makes it clear that the GCLA was written in 2018. Replacing words such as “recent” with the year of the study/Decision/meeting will help to future proof the document.

### **4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?**

I am unaware of the extent to which the GCLA been used. One recommendation could be to invite Parties to share their experiences of using the GCLA to date (was it helpful, did it fill a gap that was missing). This aligns with Austria’s recommendation to monitor implementation of best practice recommendations.

I agree with the recommendation by WWF-UK that the working group recommendations/comments concerning the GCLA are collated and shared with the AC and GCLA authors with a view to reflecting these in updating the guidelines.

I agree with the recommendation by AZA that involving representatives from local communities/leaders in the GCLA review would be useful.

It would be helpful to have a link on the CITES website to the joint CMS/CITES Portal, as users of the CITES website may be unaware of all of the excellent resources contained on the portal. The AC could recommend the Secretariat add this to the CITES website.

#### **Vernon Booth-Independent Consultant**

### **1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**

These guidelines captured most of the issues related to lion conservation in Africa at the time that they were prepared in 2012/2013/2014 by a select few individuals and organizations. Since then, there have been developments across most range states, especially those in southern Africa, that nullify many of the concerns raised in the initial document. The GCLA are therefore out of date and need to be substantially revised

### **2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**

No. I note that on page 16 there is reference to the concerns raised by several southern African range states. The authors claim that these comments have been taken seriously but there is no indication whether these have been addressed in the latest version of the GCLA. Members of this group are therefore not aware of these concerns. Furthermore, since 2018, several range states have completed NDF's and have prepared national management plans for lions. This should be reflected in the GCLA. There have also been advances in techniques to survey lion populations that are more reliable than those being advocated in this document. It is also important to note that range states where lions are legally hunted have applied best practice recommendations regarding offtake, ageing etc. Again, this should be acknowledged in the GCLA.

### **3. Do you have any further comments or suggestions regarding the GCLA?**

I am concerned that the GCLA is imposing a "one size fits all" approach to lion conservation in Africa. The circumstances that apply in west and east Africa are vastly different to those that apply in Southern Africa. The GCLA should reflect this and offer appropriate strategies to deal with the differences.

#### **4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?**

These guidelines are no longer up to date. The concerns of the key range states have not been taken into consideration despite a lapsed time of almost 3 years. The guidelines should be extensively overhauled. Furthermore, a more balanced team that includes all stakeholders involved with lion conservation (consumptive, non-consumptive, researchers and communities) should be identified to prepare the revised guidelines. The short notice (2 weeks) given by the WG to comment is unacceptable. My recommendation is that the GCLA in its current state should not be presented to the 31st Animals Committee meeting but instead terms of reference be prepared to develop a new draft of the GCLA based on the existing framework.

Thank you for giving me the opportunity to comment on this process. I look forward to working with this group in the future

### **WWF**

#### **1. Do the *Guidelines for the Conservation of the Lion in Africa* cover all important aspects relevant to the conservation of lions in Africa?**

We would share views already expressed by WG colleagues that the GCLA document broadly represents a comprehensive and valuable resource to support conservation of lions in Africa and we would thank the authors and all who contributed to their development.

There are a couple of aspects that that would like to highlight for consideration by the WG. We note that the topic of captive lions, although mentioned briefly in sections on trophy hunting and trade, could be more comprehensively covered. Given some of the conservation challenges associated with captive bred lions, additional information on the topic would, in our view strengthen the document.

Similarly, trade in lion bone and other body parts is increasingly recognised as an issue of importance for conservation of lions and other big cats, identified by the IUCN as a threat to some lion populations and with links to other conservation issues such as human-lion conflict. Whilst recognising that this a complex topic and the subject of ongoing research we believe the guidelines would benefit by including additional, updated information around the issue to better reflect its importance.

More specifically in relation to this statement in section 2.5 (p20): *"Small fenced reserves in South Africa are also effective, but these include many small populations that require metapopulation management, euthanasia and contraception, and only make limited contributions to ecosystem functionality and conservation outcomes."* While we do recognize the referenced challenges with the South African model, it is possible that these could arise in other range states. There is potential value in identifying principles and lessons learnt that can be applied as well as giving consideration to ways of incentivizing and improving the contribution of small populations to ecosystem functionality and conservation. This will allow those using GCLA to inform their lion conservation practice to identify where this approach may be needed and how best to do it.

#### **2. Is the information provided in the different chapters of the GCLA clear, complete, and/or sufficiently up to date?**

In addition to the comments made above, there were instances where certain time bound processes have concluded, and this could be updated within the GCLA text. Examples include inter alia, reference to the KAZA conservation plan pg 27 and update on implementation of ALD pg 115.

### **3. Do you have any further comments or suggestions regarding the GCLA?**

We note the potential of the African Lion Database as a valuable resource to support Range States and others efforts on lion conservation. Whilst recognising challenges in obtaining and managing data we would encourage Parties and others to gather and share data relevant to lion conservation such as trophy hunt numbers, conflict killings, poisoning etc...This could prove a valuable data source to track trends, test assumptions, better understand the impacts of conservation actions and support improved outcomes for lion conservation.

### **4. What recommendation(s) concerning the GCLA can be proposed to the Animals Committee?**

We would propose that the WG recommendations concerning the GCLA are collated and shared with the AC and GCLA authors with a view to reflecting these in updating the guidelines.

We would also endorse the suggestion made by Austria that the AC consider recommendations on assessing the impact of uptake and implementation of the GCLA and associated best practice in supporting conservation of lions in Africa.





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E: [pmbkasoma@gmail.com](mailto:pmbkasoma@gmail.com)

**RE: OBJECTION TO THE LATE ANIMALS COMMITTEE (AC) LION WORKING GROUP REVIEW OF THE GUIDELINES FOR THE CONSERVATION OF LIONS IN AFRICA.**

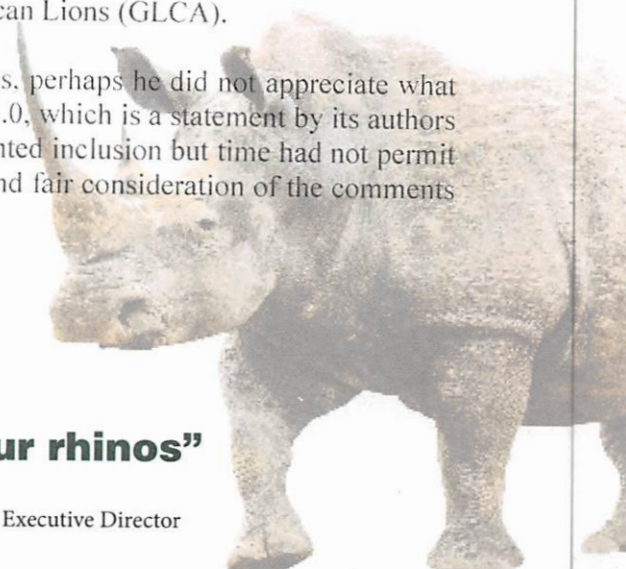
Dear Mr Kasoma,

Namibia, as a member of the AC Lion Working Group and Standing Committee and on behalf of the Governments of Botswana, Mozambique, South Africa, Tanzania, Zambia and Zimbabwe wishes to express our -concern for the little time and lack of consideration for the practical issues we raised on the draft Guidelines for the Conservation of African Lions (GLCA).

The co-chair limited the scheduled review to less than 15 days. perhaps he did not appreciate what appears on Page 16 of the Introduction of the GLCA version 1.0, which is a statement by its authors that the range states had made "serious comments" that warranted inclusion but time had not permit such consideration. The time scheduled does not permit full and fair consideration of the comments by the primary range countries.

**"Stop the poaching of our rhinos"**

All official correspondence must be addressed to the Executive Director



It should be noted that in **September 2020** the CITES Secretariat issued Notification No. 2020/057 of 22 September 2020 in which the Secretariat informed the Parties of the intersession Decisions taken by the Animals Committee.

In particular an African Lion Working Group was established with the mandate to:

- a) review the Guidelines for the Conservation of Lions in Africa (GCLA); (attached)
- b) review relevant information provided by the Secretariat regarding implementation of Decision 18.244, paragraphs a), b) and c), and Decision 18.246, paragraphs a), c) and d); and
- c) draft recommendations directed to the Secretariat, the Standing Committee and African lion range States, as appropriate, for consideration by the Animals Committee at its next meeting.

**On 18 December 2020** the co-chair of the AC Lion working group sent a first email (attached) to the members of the working group informing them among other things that:

*“Regarding timeframes and the process for delivering our work against these Terms of Reference, we aim to conclude our business \*by \_mid-March 2021\_\* so that it can feed into the Animals Committee meeting in May 2021, possibly to be held in a virtual setting. In accordance with Decision 18.247, the Animals Committee is to review our results, and use them for making recommendations to the Secretariat, the Standing Committee and African lion range States, as appropriate. The next ‘full’ Standing Committee meeting where the AC can communicate its recommendations and is expected to take place in September 2021. The Standing Committee, in turn, should make recommendations to the Animals Committee, the Secretariat and African lion range States, as appropriate, and to CoP19, which is scheduled for March 2022”.*

And that:

*“We intend to come back to you early next year with a proposed work plan. Please make sure that we are contacting the right person in your organization, and have the correct email”.*

However, it was not until **10<sup>th</sup> March 2021**, that a second and last email (attached) was received from the co-chair informing the WG members that comments on the GLCA, based on an extremely limited series of questions, were due on **25 March** in order to collate and distribute them in a draft report. No work plan has been proposed and shared between December 2020 and March 2021.

Moreover, the co-chair has since informed the WG members that AC 31 would be conducted online to start 31 May-1 June.

The African Range States that hold the majority of lions in the continent (**BW, MZ, NA, TZ, UG, ZA, ZM, ZW**) have criticized a first draft of the Guidelines: South Africa CITES MA sent to IUCN an extensive review of the first draft of the GLCA on 30 November 2018. After these comments were sent, IUCN gave no possibility to comment on a second draft and did not approach any of the signatories to discuss their comments. The authors of the GLCA acknowledged, on page 16 of the current version, that the comments were to be taken *“very seriously and hope to address them in the GCLA – although not entirely in this first version”*. In fact, none of the comments made by the Range States are yet included in the Guidelines though acknowledged to warrant consideration.

Furthermore, the remainder of the IUCN comments on the same page 16, looks like the old Latin proverb "*Excusatio non petita, accusatio manifesta*" i.e., "*Unsolicited excuse, manifest accusation*". Struggling to justify one's own actions without being solicited can be considered as an indication that one has something to hide. This is a very serious concern. The Range States comments not yet considered were sent to IUCN in November 2018 and are attached. They should be now updated after three years and integrated into the GLCA.

The following also must be noted:

a) Only on **15<sup>th</sup> March 2021** the CITES Secretariat issued Notification 2021/023 informing the Parties that the Animals Committee will be held online from **31 May to 4 June 2021**, and from **21 to 24 June 2021**.

We would like to make it clear that we fully understand the constraints that everybody is facing under the current COVID-19 Pandemic situation which disrupted our normal lives, but the inclusion of the Range States comments is of paramount importance and cannot be ignored under any circumstance.

We are however of the opinion that the AC Lion WG should have conducted its work in a more timely manner and that the present deadline is obstructing comprehensive work not only on the review of the Guidelines but also on the rest of the mandate which is to "*review relevant information provided by the Secretariat regarding its implementation of Decision 18.244, paragraphs a), b) and c), and Decision 18.246, paragraphs a), c) and d).*"

Therefore, the working Group cannot properly fulfill its mandate due to time constraints and the omission of important Range States participation in the GLCA.

We are ready to discuss the above further, however, we would ask to the Chair of the Standing Committee in consultation with the Chair of the Animals Committee to postpone the discussion on African Lion to AC32.

This would allow more time for inclusion of the "serious" Range States comments in the Guidelines and to fulfill the rest of the mandate given by the relevant decisions of the Conference of the Parties.

I thank you in advance for your positive consideration and kind understanding.

Yours sincerely,

  
Teofilus Nghitila **25 MAR 2021**  
Executive Director  
  
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**Convention on the Conservation of  
Migratory Species of Wild Animals**

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES  
OF WILD FAUNA AND FLORA



**1<sup>st</sup> Meeting of Range States for the Joint CMS – CITES  
African Carnivore Initiative (ACI1)**



*Bonn, Germany, 5 – 8 November 2018*

CMS-CITES/ACI1/Inf.11

**GUIDELINES FOR THE CONSERVATION OF LIONS IN AFRICA**

*(As at 31 October 2018/Prepared by the Secretary)*

**Commented [A1]:** Add "Draft"

**Commented [A2]:** Change to "for the Secretariats" (CMS and CITES)

**Summary:**

This document contains in its Annex the *Guidelines for The Conservation of Lions in Africa* (draft version 1.0) developed by the IUCN SSC Cat Specialist Group on behalf of the CITES and CMS Secretariats.

These Guidelines represent a collection of concepts, best practice experiences and recommendations, compiled by the IUCN SSC Cat Specialist Group on behalf of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on the Conservation of Migratory Species of Wild Animals (CMS).

These Guidelines contribute to the implementation of CITES Decision 17.241 on African lion (*Panthera leo*) and CMS Decision 12.67 on Conservation and Management of the African Lion (*Panthera leo*).

The document shall guide discussions at the 1st Meeting of Range States for the Joint CMS-CITES African Carnivore Initiative and inform future work on lions to be conducted under the auspices of CITES and CMS and the role of the African Carnivore Initiative in lion conservation in Africa.





# Guidelines for the Conservation of Lions in Africa

DRAFT Version 1.0 – October 2018



A collection of concepts, best practice experiences and recommendations, compiled by the IUCN SSC Cat Specialist Group on behalf of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on the Conservation of Migratory Species of Wild Animals (CMS)

CITES & CMS Logos?



**Commented [A3]:** We find it difficult to understand how these guidelines refer to "Africa" yet the majority of the text concentrates on Southern Africa and in particular Mozambique, Zambia and Zimbabwe. There is no mention of how these guidelines will reverse the decline of lion populations in West, Central and East Africa.

**Commented [A4]:**  
Thoughts for a statement rebutting the CMS-CITES draft:

We resist these continued efforts to restrict legal safari hunting which is the only source of anthropogenic lion mortality that provides recognized and documented conservation benefit to lions and lion habitat.

We ask why have there not been more efforts to study and curtail other sources of lion mortality that provide no benefit except to the few selfish individuals who perform them such as poaching and illegal trade?

We ask: where is the science and studies of the number of lions lost annually to retaliatory killing and problem animal control? What is the number of lions killed as "problems" in Botswana during the many years of hunting closure? How many females and juveniles? Lions that died bringing zero value to conservation, zero value in fees or permits going to the wildlife authority, zero value in tourist dollars from foreign hunters. What is the number of increased "problem" lions killed in Zambia during the few years of moratorium on cat hunting? Where are these figures and why is there not more emphasis on these numbers? What is the number of lions dying in Kenya each year where they are not trophy hunted? Just to name a few examples...

Instead, there is this continued effort to put a stranglehold on legal trophy hunting and all of its associated benefits. The jobs and meat – all of the things listed here as "goals" are already being provided by the trophy hunting industry.

We have already accepted and implemented, adopted, written, mandated, enforced, and now manage using every single best practice that has been provided and recommended over the last several years that studies have been conducted on sustainable hunting. We utilize all of the references from best available science.

**And we maintain the largest share of the Lion population remaining in Africa thanks to our management practices.**

Parts of this draft have as their **only goal** to make trophy hunting more restrictive. This has gotten away from conservation, from sustainability, from practicality, from ensuring survival of the species, of ensuring non-detriment – we have already demonstrated that we have met all of those requirements.

Raising the bar again and continually shifting the goal posts is simply a foolish exercise. It is missing the point. All of the experts say that safari hunting is not a main issue for lion conservation, and yet it remains the focal issue in these talks.

It is time to recognize this as a problem. For some time now, range states have been doing everything that they have been asked, everything that is expected of them, everything that is best for the lion populations, and what remains now are the other problems: human overpopulation and lack of land use planning. We must work on those aspects and leave safari trophy hunting alone. We are over regulating it to the point where it will become non-viable. The people that recommend things like 2-3 year moratoriums are completely ignorant of the way that hunting works; of the way sales occur, timing of the marketing season, the process of selling a hunt, and the extremely detrimental impact that unnecessary closures can have on buyer confidence. Their only goal is to shut down hunting completely. Although they claim this is not the case, if they really believe this is not the case then they simply do not know what they are doing. People book lion hunts years in advance – how can you suddenly impose a moratorium on a whim and expect this not to have a serious impact on everyone?

What is the justification to propose routine moratorium when ... [1]

# Guidelines for the Conservation of Lions in Africa

A collection of concepts, best practice experiences and recommendations, compiled by the IUCN SSC Cat Specialist Group on behalf of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on the Conservation of Migratory Species of Wild Animals (CMS)

The designation of geographical entities in this document, and the presentation of the material, do not imply the expression of any opinion whatsoever on the part of IUCN or the organisations of the authors and editors of the document concerning the legal status of any country, territory, or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

## DRAFT of Version 1.0 – October 2018

**This draft version is submitted to the CITES and CMS Parties from Africa for review to be discussed at the CITES CMS African Carnivores Initiative meeting on 5–8 November 2018 in Bonn, Germany. It will be finalised in December 2018 to be submitted for the CITES CoP18.**

**All contributors to this draft version, representatives of the lion Range States from Africa and other participants at the ACI meeting are kindly invited to submit suggestion for changes or for complements to the Co-chairs of the IUCN SSC Cat Specialist Group until the 1 December 2018.**

**Commented [A5]:** The term “best practices” is a concern. It should not be impractical, experimental, too limiting or restrictive, too expensive....

**Commented [A6]:** There are 194 members in the Cat Specialist Group yet in this document the names of only a few key individuals appear who mostly belong to organisations that are opposed to the hunting of carnivores and work exclusively in southern Africa. As a result, these guidelines are biased and do not provide an objective opinion. The Chairperson of this group should be encouraged to seek the informed opinion of scientists and stakeholders involved in carnivore conservation who are not members of this group.

**Commented [A7]:** Note that it calls for “complements” /additions as well as “changes.”

Frontispiece © Patrick Meier: Male lion in Kwando Lagoon, Botswana, March 2013.

Suggested citation: IUCN SSC Cat Specialist Group. 2018. Guidelines for the Conservation of Lions in Africa. Version 1.0. Muri/Bern, Switzerland, 191 pages.



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## Acknowledgements

More than fifty lion experts, many of them members of the [IUCN SSC Cat Specialist Group](#) or other Specialist Groups, have contributed to these *Guidelines*. The project was coordinated by the co-chairs of the Cat Specialist Group, with specific support from Hans Bauer, Roland Bürki, Luke Hunter, Peter Lindsey, Samantha Page-Nicholson, and Tabea Lanz, who were involved in developing the concept for the GCLA. The work was done on behalf of and in close communication with the CITES and CMS Secretariats, namely Thomas De Meulenaer, Lauren Lopes, Clara Nobbe and Yelizaveta Protas, and was possible thanks to a financial contribution from the Swiss Government to CITES. A special thank goes to Luc le Grand, Audrey Ipavec, Florence Tremblay, and Jean-Marc Weber, who helped with the translation into French, and to Christine Haldimann for her work on the reference list.

*Christine Breitenmoser-Würsten and Urs Breitenmoser, co-chairs, IUCN SSC Cat Specialist Group*

**Commented [A8]:** Should be thanks, plural.

**Acronyms**

|       |   |
|-------|---|
| ACI   | Joint CMS-CITES African Carnivores Initiative                                   |
| ALWG  | African Lion Working Group  |
| CITES | Convention on International Trade in Endangered Species of Wild Fauna and Flora |
| CMS   | Convention on the Conservation of Migratory Species of Wild Animals             |
| CoP   | Conference of the Parties   |
| DRC   | Democratic Republic of the Congo  |
| GCLA  | Guidelines for the Conservation of Lions in Africa                              |
| GO    | Governmental Organisation   |
| GR    | Game Reserve  |
| GRAA  | Game Rangers' Association of Africa   |
| IGO   | Intergovernmental Organisation  |
| IUCN  | International Union for Conservation of Nature                                  |
| KAZA  | Kavango Zambezi Transfrontier Conservation Area                                 |
| NAP   | National (Conservation) Action Plan   |
| NGO   | Non-Governmental Organisation   |
| NP    | National Park   |
| PA    | Protected Area  |
| PAC   | Problem Animal Control  |
| RCS   | Regional Conservation Strategy  |
| ROCAL | Réseau Ouest et Centre Africain pour la Conservation du Lion                    |
| SADC  | Southern African Development Community  |
| SCS   | Species Conservation Strategy   |
| SDG   | Sustainable Development Goals   |
| SMART | Specific, Measurable, Attainable, Relevant, and Time-bound                      |
| SSC   | Species Survival Commission (of IUCN)   |
| TBCA  | Transboundary Conservation Area   |
| TFCA  | Transfrontier Conservation Area   |
| UN    | United Nations  |
| WAP   | W-Arly Pendjari   |
| ZOPP  | Ziel-Orientierte Projekt-Planung  |

## Country Codes (in accordance with [ISO 3166-1 alpha 3](#))

| ISO 3166-1 alpha 3 | English short name                     | French short name                     |
|--------------------|--|---------------------------------------|
| AGO                | Angola                                 | Angola (l')                           |
| BDI                | Burundi                                | Burundi (le)                          |
| BEN                | Benin                                  | Bénin (le)                            |
| BFA                | Burkina Faso                           | Burkina Faso (le)                     |
| BWA                | Botswana                               | Botswana (le)                         |
| CAF                | Central African Republic               | République centrafricaine (la)        |
| CIV                | Côte d'Ivoire                          | Côte d'Ivoire (la)                    |
| CMR                | Cameroon                               | Cameroun (le)                         |
| COD                | Congo (the Democratic Republic of the) | Congo (la République démocratique du) |
| COG                | Congo (the)                            | Congo (le)                            |
| DJI                | Djibouti                               | Djibouti                              |
| DZA                | Algeria                                | Algérie (l')                          |
| EGY                | Egypt                                  | Égypte (l')                           |
| ERI                | Eritrea                                | Érythrée (l')                         |
| ETH                | Ethiopia                               | Éthiopie (l')                         |
| GAB                | Gabon                                  | Gabon (le)                            |
| GHA                | Ghana                                  | Ghana (le)                            |
| GIN                | Guinea                                 | Guinée (la)                           |
| GMB                | Gambia (the)                           | Gambie (la)                           |
| GNB                | Guinea-Bissau                          | Guinée-Bissau (la)                    |
| GNQ                | Equatorial Guinea                      | Guinée équatoriale (la)               |
| KEN                | Kenya                                  | Kenya (le)                            |
| LBR                | Liberia                                | Libéria (le)                          |
| LBY                | Libya                                  | Libye (la)                            |
| LSO                | Lesotho                                | Lesotho (le)                          |
| MAR                | Morocco                                | Maroc (le)                            |
| MLI                | Mali                                   | Mali (le)                             |
| MOZ                | Mozambique                             | Mozambique (le)                       |
| MRT                | Mauritania                             | Mauritanie (la)                       |
| MWI                | Malawi                                 | Malawi (le)                           |
| NAM                | Namibia                                | Namibie (la)                          |
| NER                | Niger                                  | Niger (le)                            |
| NGA                | Nigeria                                | Nigéria (le)                          |
| RWA                | Rwanda                                 | Rwanda (le)                           |
| SDN                | Sudan (the)                            | Soudan (le)                           |
| SEN                | Senegal                                | Sénégal (le)                          |
| SLE                | Sierra Leone                           | Sierra Leone (la)                     |
| SOM                | Somalia                                | Somalie (la)                          |
| SSD                | South Sudan                            | Soudan du Sud (le)                    |
| SWZ                | Eswatini (Swaziland)                   | Eswatini (l') (Swaziland)             |
| TCD                | Chad                                   | Tchad (le)                            |
| TGO                | Togo                                   | Togo (le)                             |
| TUN                | Tunisia                                | Tunisie (la)                          |
| TZA                | Tanzania, United Republic of           | Tanzanie, République-Unie de          |
| UGA                | Uganda                                 | Ouganda (l')                          |
| ZAF                | South Africa                           | Afrique du Sud (l')                   |
| ZMB                | Zambia                                 | Zambie (la)                           |
| ZWE                | Zimbabwe                               | Zimbabwe (le)                         |

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# 1 Introduction

Urs Breitenmoser and Christine Breitenmoser-Würsten

The Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) have commissioned the Cat Specialist Group (CatSG) of the Species Survival Commission (SSC) of the International Union for the Conservation of Nature (IUCN) to coordinate the development of *Guidelines for the Conservation of the Lion in Africa*. The GCLA or *Guidelines* contribute to implementing [CITES Conference of the Parties Decision 17.241](#) and [CMS Conference of the Parties Decision 12.67](#) on the conservation of *Panthera leo*. Conserving evocative species such as the lion and Africa's extraordinary wildlife and their habitats is in line with the [United Nations' Sustainable Development Goal 15](#), Life on Land – *Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss*. Goal 15 Targets 15.5, 15.7, 15.9 are directly linked to lion conservation, whereas for achieving other targets, the iconic lion can serve as a flagship species.

The GCLA provide **best** practice guidance for the survey, conservation and management of lion populations in Africa in order to facilitate the implementation of the *Conservation Strategy for the Lion in West and Central Africa* (IUCN SSC Cat Specialist Group 2006a) and the *Conservation Strategy for the Lion in Eastern and Southern Africa* (IUCN SSC Cat Specialist Group 2006b) and National or Regional Action Plans developed based on the two Strategies. Moreover, the *Guidelines* should facilitate, under the auspice of CITES and CMS, the cooperation between lion Range States sharing transboundary populations.

The lion *Panthera leo* is listed in Appendix II under both CITES and CMS, respectively. The status and conservation of the lion in Africa is a **regular** topic at CITES conferences. A proposal to transfer the lion to Appendix I at CoP13 in October 2004 highlighted the need for a pan-African **consensus** on lion conservation. IUCN was asked to facilitate a **series** of workshops to develop regional conservation plans for the lion. The outcomes from these workshops were the above-mentioned 2006 Strategies. In a review of the performance of the 2006 Strategies commissioned by CMS based on the [Resolution 11.32](#) from the CoP11 in November 2014, Bauer et al. (2015a) concluded that after ten years, the Goal and the Objectives of the Strategies were still valid, that however the level of implementation varied strongly across Africa. The review also emphasised that the dichotomy of the conservation status of the lion in Africa had further accentuated: While the situation of the species had stabilised or even improved in southern Africa, the lion was considered Critically Endangered in West Africa and Endangered in East and Central Africa (see also Bauer et al. [2015b](#)).

The review served as an input document to the African lion Range States meeting on 30–31 May 2016, hosted by the Secretariats of CMS and CITES in Entebbe, Uganda. The participants at the meeting (Fig. 1.1) welcomed the review by Bauer et al. (2015a) and agreed to the conclusion, that the Objectives of the 2006 Strategies are still valid (Chapter 3.1) that however the implementation of the conservation actions should be strengthened ([Communiqué - African Lion Range State Meeting](#)).

At the same meeting, a new proposal for up-listing the lion to Appendix I under CITES was discussed. This **proposal**, mainly driven by the dire situation of the lion in West and Central Africa, was **criticized** by several Range States representatives with the argument that up-listing would not be justified for

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**Commented [A10]:**

**Commented [A11]:** Prefer "practical guidance" to "best practice guidance". Make sure best practice has been validated, is practical, not too limiting or expensive. Alternatively, add "as well as practical guidance"

**Commented [A12]:** Substitute -a recent topic for "a regular topic"

**Commented [A13]:** Substitute: action for

**Commented [A14]:** Substitute two regional workshops for "series of workshops". There were only two regional workshops.

**Commented [A15]:** This review was based on replies from only 10 of 44 countries (Benin, Cote d'Ivoire, Guinea-Bissau, Somalia, Mali, Uganda, Kenya, Tanzania, Zimbabwe and South Africa). The review acknowledges that the low number of responses made drawing conclusions incomplete and therefore meaningless while responses to several critical questions lacked the critical mass to give a representative continental outlook (see Section 3.1 for further discussion).

That the range states attending the May 2016 meeting agreed that the objectives of the strategies were still valid should have signaled to the Cat Specialist group that they should have build upon these strategies to strengthen what was working in southern Africa and encourage alternative strategies for western, central and eastern Africa. These guidelines could then be structured taking into consideration the dichotomy referred to in the text (and which Bauer supports in a publication). Instead, these guidelines ignore the strengths of the southern African states that have led to a 12% increase in the lion populations and are suggesting recommendations that are unworkable.

**Commented [A16]:** Discussion, not proposal: this discussion,

**Commented [A17]:** g

the southern parts of the continent. The meeting communiqué emphasised that a 60% decline in lion populations in Western, Central and Eastern Africa had been observed over the past 21 years, while the populations of southern Africa increased by 12% in the same period. There was a consensus among the participants that (legal) trade – the *raison d'être* of CITES – was not the main problem of the lion, but that lion conservation should be strengthened through improved transboundary cooperation among Range States sharing regional populations. Such international cooperation could better be facilitated under CMS than under CITES.

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Fig. 1.1. Participants of the African Lion Range State Meeting.

The proposal to transfer all African lion populations from CITES Appendix II to Appendix I was modified to an annotation to the existing Appendix II listing at the CoP17 in Johannesburg, South Africa, in October 2016. On the other hand, at CMS CoP12 in Manila, Philippines, the proposal to include *Panthera leo* in Appendix II of the convention was accepted, paving the way for a joint initiative on protecting Africa's great carnivores. At CoP12 in Manila, a joint CITES/CMS work programme 2015–2020 was concluded, which called, among others, for "joint activities addressing shared species and issues of common interest". The cooperation led to the establishment of the joint CMS-CITES African Carnivores Initiative (UNEP/CMS/COP12/Doc.24.3.1.1). The African Carnivores Initiative will become a focal point for the implementation of resolutions and decisions on lions, leopards, cheetahs and wild dogs under CMS and CITES.

Commented [A20]: A proposal

Commented [A21]: Add: .. despite opposition from key Range States that led to a vote for the first time in CMS history. See CMS CoP12 report points 454 to 522 [https://www.cms.int/sites/default/files/document/cms\\_cop12\\_report\\_e.pdf](https://www.cms.int/sites/default/files/document/cms_cop12_report_e.pdf)

Commented [A22]: Substitute Is intended to become for "will become"

Commented [A23]: Look at the text quoted from the press release below. It uses the phrase ... It is intended to become a shared platform for the implementation of resolutions and decisions on lions...

The two UN wildlife conventions are joining forces on a new initiative to halt the serious decline of Africa's great carnivores: "The African Carnivores Initiative follows on from the CMS-CITES Joint Work Programme 2015–2020, which has been agreed by both Conventions. It is intended to become a shared platform for the implementation of resolutions and decisions on lions, leopards, cheetahs and



wild dogs under both CMS and CITES. The two conventions intend pooling their resources and expertise in a drive to deliver concrete action and policy guidance in tandem with other organizations such as the International Union for Conservation of Nature (IUCN)” ([Press release from 18 October 2017](#)).

The *Guidelines for the Conservation of Lions in Africa* are one product of this joint effort. They address several of the topics mentioned in the CITES CoP17 Decision 17.241 and CMS CoP12 Decision 12.67, concerning the review of the conservation status of lion populations, the spatial concept, strategic planning and transboundary cooperation in lion conservation in Africa, consistent monitoring and data analyses, conservation of habitats and prey, involvement of local people and possible incentives for lion and wildlife conservation. The GCLA are based on readily available information, best-practice experience and case studies. They are developed by members of the IUCN SSC Cat Specialist Group in consultation with the African lion Range States. The GCLA are a compendium of ideas, practical concepts and tools developed to date. They are meant to be a living document updated on a regular basis as new instruments are being developed or new insight becomes available.

**Commented [A24]:** Substitute is for are, singular document.

**Commented [A25]:** Will be

**Commented [A26]:** No. Range states were not yet consulted for this draft. Delete second half of sentence and convert “in” to “for consultation” This suggest the African range states were party to this original draft when they were not.

**Commented [A27]:** Good word choice: practical concepts, but is it true.

## References

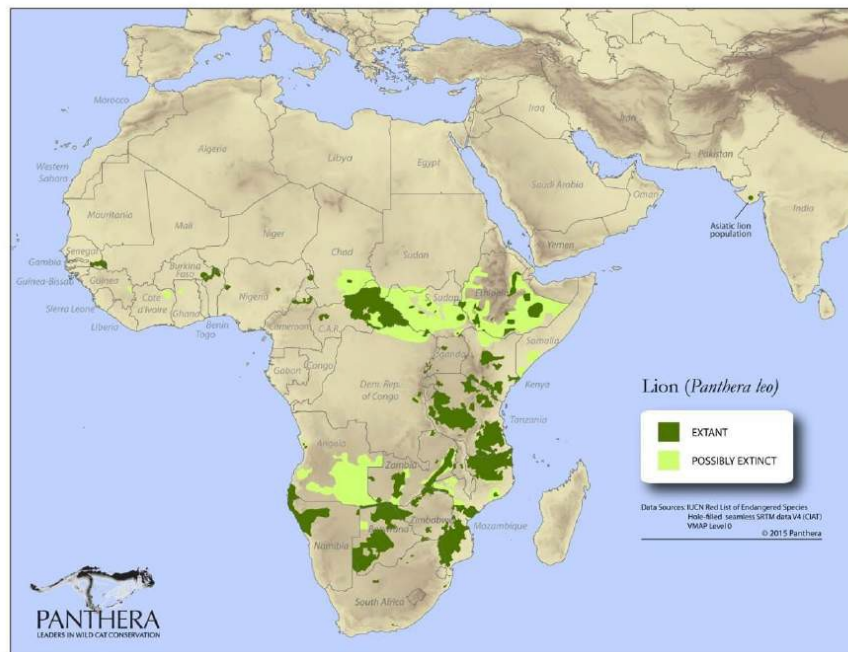
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## 2 Status and assessment of the lion in sub-Saharan Africa

Hans Bauer, Samantha Page-Nicholson, Amy Hinks and Amy Dickman

### 2.1 Distribution and abundance of lion in Africa and its assessment in the IUCN Red List

The lion, most social member of the family of Felidae, is one of the flagship species of Africa; a powerful and omnipresent symbol. The lion has been listed as Vulnerable on the IUCN Red List of Threatened Species (hereafter: Red List) since it was first assessed in 1996. The most recent Red List assessment (Bauer et al. 2015a) inferred a decline of 43% over three lion generations and showed a dichotomy across the continent; sharp declines in West, Central and East Africa, but stable populations in some southern African countries. Declines were inferred from time-series data in known populations and were not calculated based on a total estimate of lion numbers. A different criterion was used for the regional assessment in West Africa; with an estimate of <250 mature lions the regional population was assessed as Critically Endangered (Henschel et al. 2015). The 2015 Red List lion distribution map is shown in Fig. 2. 1.



**Fig. 2.1.** Lion distribution map (source: 2015 Red List).

It is notoriously difficult to count lions, and lion numbers are inherently imprecise (i.e. with large confidence intervals) or of unknown accuracy (i.e. deviation from true population size). Figures from before 2002 are very speculative, the earliest estimates based on actual data were published by Chardonnet (2002) and Bauer & Van Der Merwe (2004). Chardonnet (2002) had larger geographical coverage and included some extrapolation or speculation about data deficient areas, giving an estimate of 39,373 lions. Bauer & Van Der Merwe (2004) did not aim to provide a comprehensive estimate but presented known numbers from areas for which information was available: 23,000 lions. In 2005, IUCN and WCS convened workshops with a large group of people, leading to a total estimate of 33,292 lions with 10% in West and Central Africa and 90% in Eastern and Southern Africa (IUCN 2006a, IUCN 2006b, IUCN, 2007). Riggio et al. (2013) used some of those data and provided an updated figure of 32,000 lions.

Considering the difficulty in interpreting lion numbers and the availability of an alternative, the 2015 Red List did not use total lion numbers (Criterion D in the Red List) for the assessment. Instead, it inferred a decline (Criterion A) of 43% based on time trend analysis of census data for 47 relatively well monitored lion populations. These populations comprised a substantial portion of the total species population and therefore the species as a whole was assessed as Vulnerable. The overall classification however masks a dichotomy: Sample lion populations increased by 12% in four southern African countries (Botswana, Namibia, South Africa and Zimbabwe) and in India, while an observed decline of 60% in sample populations was inferred for the remainder of its African range.

While the 2015 Red list assessment was less sensitive to lack of data across much of lion range, it did have its limitations. Most importantly, the assessment was based on the power of aggregation of data across the continent and the sub-regions; the data cannot be used to make assessments at national or even lower spatial scales. This limitation does not concern the regional assessment of Critically Endangered for West Africa, which was based on a different type of data analysis.

**Commented [A28]:** Add ( in fact a number of lion specialist have said that it can not be done)

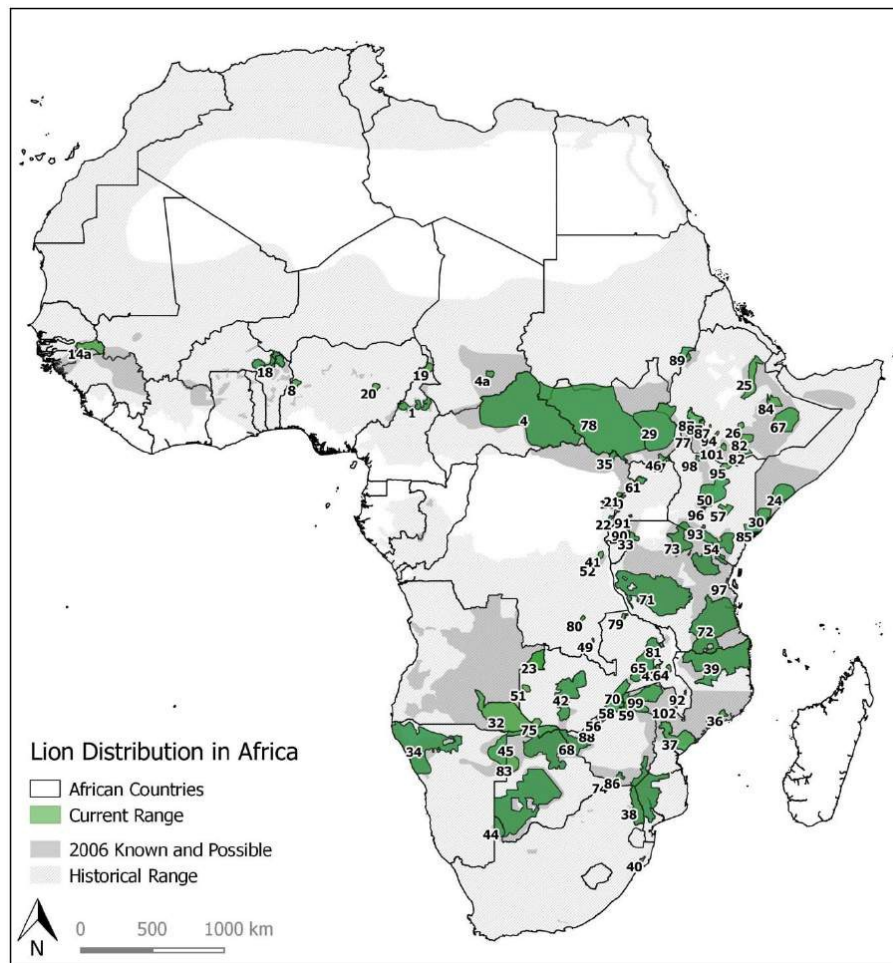
**Commented [A29]:** Weread somewhere that published sources of data for 44 of 47 populations studied were not provided and cannot be directly evaluated. Therefore, parts or all of population survey datasets are of uncertain or unverifiable accuracy. This seems to be implied in the final paragraph ...” While the 2015 Red list assessment was less sensitive to lack of data across much of lion range, it did have its limitations.

The Cat Specialist Group should perhaps consider whether there is reasonable cause to split the listing of lions into western/central/eastern = Critically Endangered and treat the southern populations as Near Threatened.

**Commented [A30]:** Add: the substantial population in Northern Mozambique was excluded as an outlier and the inference in Tanzania is disputed as unrepresentative.

## 2.2 Inventory of lion populations

There is no continent-wide lion survey programme, but lion surveys are constantly providing new information for specific areas. In Table 2.1, we provide the estimates that are currently known to us, and Figure 2.2 shows these populations on a map. Note that CAR and South Sudan both have extremely large polygons, whereas very little recent information is available to corroborate lion presence there. The reverse is true for Ethiopia and northern Kenya where lions are suspected to occur widely but patchily and at very low densities; this is not captured on the map but ongoing survey work there is expected to give more clarity in the near future. This is not a comprehensive status review; these figures are provided to set a common baseline of information. We refer to Chapter 9.1 for the initiative to create a more comprehensive and structured African Lion Database.



**Fig. 2.2.** Lion distribution map, using recent data as listed in Table 2.1. Numbers refer to the numbers in Table 2.1.

In 2006, 78 'Lion Conservation Units' contained an estimated total of 33,292 lions; those same areas now contain an estimated 24,510 lions; a decline of 26%. Some lion populations were not listed in 2006, but were incorporated in our present Table 2.1, summing up to a total of 25,852 lions in 102 populations, plus a metapopulation of 628 lions in small fenced reserves in South Africa (mentioned separately here because of the very different context). Expert panel data can be misleading, and we urge caution in the interpretation of subsets of the data presented here, especially when it comes to lion numbers. However, the overall decline of 26% over 12 years calculated from our expert data is consistent with a decline of 43% over 21 years measured with a different data set consisting of repeat surveys in the Red List assessment.

**Commented [A31]:** A refined total

**Commented [A32]:** Does this exclude the lion population held in the captive breeding population? Should this population not be mentioned? Estimates vary but is believed to be >8000.

**Table 2.1.** Lion Conservation Units as defined by IUCN (2006a, b), with population sizes estimated in 2005 and in 2018. # = Number in map of Fig. 1. Country = [UN 3-letter codes](#).

| #                               | LCU_name                                   | Country     | Area<br>[km <sup>2</sup> ] | 2005  | 2018  | source / rationale        |
|---------------------------------|--|-------------|----------------------------|-------|-------|---------------------------|
| <u>West and Central Africa</u>  |  |             |                            |       |       |                           |
| 1                               | Benoue complex                             | CMR         | 28,332                     | 250   | 250   | Bauer et al. 2015d        |
| 2                               | Boucle Baoule                              | MLI         | 4,532                      | 40    | 0     | Red List                  |
| 3                               | Bui-White Volta Ecosystem                  | GHA         | 3,786                      | 15    | 0     | Red List                  |
| 4                               | Chad-RCA                                   | TCD/RCA     | 394,070                    | 1,400 | 650   | between 0 and 1000 -> 500 |
| 4a                              | Zakouma, previously incl. in 4             | TCD         |                            | 100   | 140   | African Parks             |
| 5                               | Comoe-Leraba                               | CIV         | 19,367                     | 30    | 0     | Red List                  |
| 6                               | Digya                                      | GHA         | 2,458                      | 30    | 0     | Red List                  |
| 7                               | Gbele Ecosystem                            | GHA         | 1,209                      | 30    | 0     | Red List                  |
| 8                               | Kainji Lake                                | NGA         | 4,185                      | 50    | 20    | A.Dunn, pers.comm.        |
| 9                               | Kamuku/Kwiambana                           | NGA         | 2,307                      | 30    | 0     | Red List                  |
| 10                              | Lame-Burra/Falgore GRS                     | NGA         | 3,468                      | 30    | 0     | Red List                  |
| 11                              | Mole                                       | GHA         | 5,505                      | 0     | 0     | Red List                  |
| 12                              | Mont Kouffe/Wari Maro Forest               | BEN         | 2,750                      | 30    | 0     | Red List                  |
| 13                              | Nazinga-Sissili Ecosystem                  | BFA         | 2,116                      | 30    | 0     | Red List                  |
| 14                              | Niokolo-Guinee                             | GIN/SEN     | 162,648                    | 750   | 0     | Red List                  |
| 14a                             | Niokolo-Faleme (previously included above) | SEN         |                            | 60    | 20    | G. Malle, pers. comm.     |
| 15                              | Odzala                                     | COG         | 1,716                      | 2     | 0     | Red List                  |
| 16                              | Old Oyo                                    | NGA         | 1,534                      | 5     | 0     | Red List                  |
| 17                              | Oti-Mandouri                               | TGO         | 592                        | 0     | 0     | Red List                  |
| 18                              | WAP  | BEN/BFA/NER | 28,558                     | 300   | 418   | Bouché et al. 2016        |
| 19                              | Waza                                       | CMR         | 3,779                      | 60    | 17    | Tumenta 2010              |
| 20                              | Yankari                                    | NGA         | 2,488                      | 50    | 10    | A.Dunn, pers.comm.        |
| <u>East and southern Africa</u> |  |             |                            |       |       |                           |
| 21                              | Albertine North                            | COD/UGA     | 1,298                      | 30    | 30    | no new data               |
| 22                              | Albertine South                            | COD/UGA     | 1,529                      | 175   | 180   | Dickman et al. subm.      |
| 23                              | Alto Zambeze                               | AGO         | 18,214                     | 80    | 80    | Vaz Pinto: no new info    |
| 24                              | Arboreerow-Alafuuto                        | SOM         | 21,396                     | 175   | 175   | no new data               |
| 25                              | Awash-Afar                                 | ETH         | 13,621                     | 30    | 75    | Yirga et al. subm.        |
| 26                              | Bale-Harena                                | ETH         | 880                        | 30    | 30    | Yirga et al. subm.        |
| 27                              | Bicuar                                     | AGO         | 9,914                      | 30    | 0     | Overton et al. 2017       |
| 28                              | Bocoio-Camucio                             | AGO         | 24,800                     | 50    | 0     | V. Pinto, pers.comm.      |
| 29                              | Boma-Gambella                              | SDN/EZH     | 94,273                     | 375   | 375   | Yirga et al. subm.        |
| 30                              | Bush-Bush                                  | SOM         | 10,694                     | 750   | 100   | O. Gedow, pers.comm.      |
| 31                              | Cameia-Lucusse                             | AGO         | 30,550                     | 100   | 50    | Vaz Pinto: no new info    |
| 32                              | Cuando Cubango - Luengue-Luiana Mavinga    | AGO         | 144,443                    | 1,100 | 20    | Funston et al., 2017      |
| 33                              | Dar-Biharamulo                             | TZA/RWA     | 142,820                    | 900   | 98    | Dickman et al. subm.      |
| 34                              | Etosha-Kunene (+Ongava)                    | NAM         | 48,889                     | 375   | 605   | Dickman et al. subm.      |
| 35                              | Garamba-Bili Uere Complex                  | COD         | 114,434                    | 175   | 150   | Dickman et al. subm.      |
| 36                              | Gile                                       | MOZ         | 2,637                      | 30    | 25    | Dickman et al. subm.      |
| 37                              | Gorongosa/Marromeu                         | MOZ         | 39,590                     | 175   | 89    | Dickman et al. subm.      |
| 38                              | Greater Limpopo (incl Kruger, Gonarezhou)  | RSA/ZWE/MOZ | 60,957                     | 2,000 | 1,892 | Dickman et al. subm.      |

**Commented [A33]:** This table could benefit from a revision to better reflect what is happening on the ground. Its difficult to comprehend how Ethiopia and Sudan are included in "Southern and Eastern Africa". The text distinctly identifies "Eastern Africa" and "Southern Africa" where the lion populations in the latter are increasing.

Why not use this classification?

West Africa

Central Africa

Eastern Africa (there is probably justification based on habitat landscapes to only include northern Tanzania here and lump southern Tanzania with Southern Africa)

Southern Africa.

This classification would also help reflect the different wildlife policies and wildlife-based land uses that prevail in these regions. (Bauer et al. (2015) has also raised this issue, questioning the grouping of East and southern Africa).

Moreover, drilling down into the data presented exposes many errors

**Commented [A34]:** We would sort this table by country so that the reader can see where these LCU occur.

**Commented [A35]:** This seems to be incorrect. This complex of Game Reserves adjacent to Rwanda is not this extensive. Is Kagera (no 90) included/excluded?

**Commented [A36]:** 104 lions estimated .. Paola Bouley, Michael Poulos, Rui Branco, Neil H. Carter, Post-war recovery of the African lion in response to large-scale ecosystem restoration, *Biological Conservation*, Volume 227, 2018, Pages 233-242, ISSN 0006-3207, <https://doi.org/10.1016/j.biocon.2018.08.024>. (<http://www.sciencedirect.com/science/article/pii/S0006320718301642>)

| #  | LCU_name   | Country      | Area [km²] | 2005  | 2018  | source / rationale       |
|----|--|--------------|------------|-------|-------|--------------------------|
| 39 | Greater Niassa   | MOZ/TZA      | 77,329     | 1,025 | 1,071 | incl Niassa              |
| 40 | Hluhluwe-Umfolozi  | RSA          | 989        | 80    | 130   | website                  |
| 41 | Itombwe Massif savanna   | COD          | 1,875      | 30    | 25    | Dickman et al. subm.     |
| 42 | Kafue  | ZMB          | 2,891      | 375   | 386   | Dickman et al. subm.     |
| 43 | Kasungu  | MWI          |            | 10    | 6     | Dickman et al. subm.     |
| 44 | Kgalagadi  | BWA          | 149,121    | 750   | 1,151 | Dickman et al. subm.     |
| 45 | Khaudum-Caprivi  | NAM          | 23,522     | 150   | 150   | Dickman et al. subm.     |
| 46 | Kidepo Valley (SU)   | SDN          | 6,236      | 30    | 30    | no new data              |
| 47 | Kidepo Valley (UG)   | UGA          | 247        | 25    | 132   | Dickman et al. subm.     |
| 48 | Kissama-Mumbondo   | AGO          | 2,783      | 10    | 0     | Lindsey et al. 2017      |
| 49 | Kundelungu   | DOD          | 366        | 30    | 30    | no new data              |
| 50 | Laikipia-Samburu   | KEN          | 18,910     | 350   | 300   | Dickman et al. subm.     |
| 51 | Liuwa Plains   | ZMB          | 15,166     | 30    | 5     | Dickman et al. subm.     |
| 52 | Luama Hunting Reserve  | COD          | 2,940      | 30    | 25    | Dickman et al. subm.     |
| 53 | Luchazes   | AGO          | 125,623    | 550   | 0     | V. Pinto, pers. comm.    |
| 54 | Maasai Steppe (incl Amboseli, Tsavo, Mikumi, Mkomazi, Man-yara etc.) | TZA/KEN      | 125,050    | 1,500 | 1,386 | Dickman et al. subm.     |
| 55 | Mangochi   | MWI          | 396        | 5     | 0     | Riggio et al. 2013       |
| 56 | Matusadona   | ZWE          | 1,328      | 75    | 31    | Dickman et al. subm.     |
| 57 | Meru   | KEN          | 2,123      | 175   | 40    | Dickman et al. subm.     |
| 58 | Mid-Zambezi  | ZWE/ ZMB/MOZ | 18,012     | 375   | 200   | Dickman et al. subm.     |
| 59 | Mozambique S of Labannakassa   | MOZ/ ZWE     | 11,420     | 75    | 75    | no new data              |
| 60 | Mupa-Cubati  | AGO          | 22,612     | 75    | 0     | Overton et al. 2017      |
| 61 | Murchison Falls  | UGA          | 1,249      | 120   | 132   | Dickman et al. subm.     |
| 62 | Murchison Falls South  | UGA          |            |       |       | Incl. in Murchison Falls |
| 63 | Niassa Reserve   | MOZ          | 37,145     |       |       | Incl. in Greater Niassa  |
| 64 | Nkotakota  | MWI          | 1,664      | 5     | 5     | African Parks took over  |
| 65 | North Luangwa  | ZMB          | 16,179     |       |       | Incl. in S. Luangwa      |
| 66 | Nyika  | ZMB/MWI      | 3,035      | 30    | 0     | Riggio et al. 2013       |
| 67 | Ogaden   | ETH          | 31,215     | 75    | 150   | Yirga et al. subm.       |
| 68 | Okavango Hwange  | BWA/ZWE      | 92,323     | 2,450 | 2,419 | Dickman et al. subm.     |
| 69 | Omay   | ZWE          | 1,876      | 30    | 15    | Kokes pers. comm.        |
| 70 | Petauke Corridor   | ZMB          | 4,249      | 30    | 173   | Dickman et al. subm.     |
| 71 | Ruaha-Rungwa-Katavi  | TZA          | 160,963    | 4,500 | 2,352 | Dickman et al. subm.     |
| 72 | Selous   | TZA/MOZ      | 167,322    | 5,500 | 4,325 | Dickman et al. subm.     |
| 73 | Serengeti Mara   | TZA/KEN      | 51,561     | 3,500 | 2,956 | Dickman et al. subm.     |
| 74 | Shashe-Limpopo   | ZWE/RSA/BWA  | 6,383      | 75    | 42    | Dickman et al. subm.     |
| 75 | Sioma Ngwezi   | ZMB          | 198        | 30    | 25    | Dickman et al. subm.     |
| 76 | South Luangwa, North Luangwa   | ZMB          | 20,135     | 550   | 569   | Dickman et al. subm.     |
| 77 | South Omo  | ETH          | 16,849     | 175   | 150   | Yirga et al. subm.       |
| 78 | Southwestern South Sudan   | SSD          | 316,620    | 375   | 375   | no new data              |
| 79 | Sumbu (Nsumbu)   | ZMB          | 39,964     | 30    | 25    | Dickman et al. subm.     |
| 80 | Upemba   | COD          | 1,252      | 30    | 30    | no new data              |
| 81 | Vwaza  | MWI          |            | 10    | 5     | Dickman et al. subm.     |
| 82 | Welmel-Genale / Geraile  | ETH          | 5,015      | 75    | 75    | Yirga et al. subm.       |

**Commented [A37]:** The TZA part of this is also included in the Selous LCU (No 72).

**Commented [A38]:** Incorrect. The Kafue NP is ~22,000 sq km and the Ecosystem (including the surrounding GMAs) is over 60,000sq km. If the number is indicating the core study area then is probably correct but it should be clearly indicated.

**Commented [A39]:** Does this include Lake Nakuru NP? There are ~60 lion there and this population is expanding into the neighbouring Soyasambu Conservancy (where they prefer to kill cattle rather than the zebra!)

**Commented [A40]:** Mikumi is part of the Selous ecosystem

**Commented [A41]:** Does this overlap with No 99?

**Commented [A42]:** ? Is this not nearer 5000sq km

**Commented [A43]:** Does this include the GMAs?

**Commented [A44]:** Is this correct? I understood that this NP is approximately 2000 sq km?

| #               | LCU_name  | Country | Area [km <sup>2</sup> ] | 2005   | 2018   | source / rationale      |
|-----------------|---|---------|-------------------------|--------|--------|-------------------------|
| 83              | Xaxa  | BWA     | 12,628                  | 75     | 15     | Winterbach, pers. comm. |
| 84              | Babile  | ETH     | 9,668                   |        | 20     | Yirga et al. subm.      |
| 85              | Boni-Dodori                                     | KEN     | 12,705                  |        | 200    | Dickman et al. subm.    |
| 86              | Bubye Valley                                    | ZWE     | 2,717                   |        | 332    | Dickman et al. subm.    |
| 87              | Chebera Churchura - Kafa - Maze                 | ETH     |                         |        | 75     | Yirga et al. subm.      |
| 88              | Chizarira-Chirisa                               | ZWE     |                         |        | 16     | Dickman et al. subm.    |
| 89              | Dinder-Alatash                                  | SDN/ETH | 15,000                  |        | 200    | Bauer et al. 2016       |
| 90              | Kagera  | RWA     | 1,200                   |        | 22     | African Parks           |
| 91              | Lake Mburo                                      | UGA     | 373                     |        | 5      | Dickman et al. subm.    |
| 92              | Liwonde and other African Parks reintroductions | MWI     |                         |        | 5      | African Parks           |
| 93              | Nairobi   | KEN     | 733                     |        | 17     | Red List                |
| 94              | Nechisar  | ETH     | 1,029                   |        | 15     | Yirga et al. subm.      |
| 95              | Northern Kenya NGA                              | KEN     | 3,473                   |        | 50     | Dickman et al. subm.    |
| 96              | Oi Pejeta                                       | KEN     |                         |        | 85     | Red List                |
| 97              | Saadani   | TZA     | 1,065                   |        | 25     | Dickman et al. subm.    |
| 98              | Sibelo  | KEN     | 1,465                   |        | 50     | Dickman et al. subm.    |
| 99              | Tchuma Tchato                                   | MOZ     |                         |        | 185    | Dickman et al. subm.    |
| 100             | Toro-Semiliki                                   | UGA     |                         |        | 5      | Dickman et al. subm.    |
| 101             | Yabelo  | ETH     |                         |        | 30     | Yirga et al. subm.      |
| 102             | Majete  | MWI     |                         |        | 5      | African Parks           |
| 103             | 44 small fenced reserves                        | RSA     |                         |        | 628    | S. Miller, pers. comm.  |
| Total (+fenced) |   |         |                         | 33,292 | 26,480 | #1-102                  |
| Total (-fenced) |   |         |                         | 33,292 | 25,852 | #1-101                  |
| LCU only        |   |         |                         | 33,292 | 24,510 | #1-83                   |

**Commented [A45]:** This should be 500

**Commented [A46]:** An estimate of the lion abundance 136-227(185) in a portion (of the Tete province, North of Cabora Bassa Lake, was given by Jacobson et al. 2013. ( Jacobson, A. P., Cattau, M. E., Riggio, J. S., Petracca, L.S., and Fedak, D. A. 2013. *Distribution and abundance of lions in northwest Tete Province, Mozambique. Tropical Conservation Science* Vol. 6(1):87-107. Available online: [www.tropicalconservationscience.org](http://www.tropicalconservationscience.org) ). This estimate was done mainly through a questionnaire and not through field surveys and therefore is not representative of the real status of the species. The area has a transboundary lion population shared with Zambia and Zimbabwe.

We stress that it would be incorrect to say that “there are 25 thousand lions”. Many of the estimates we present have very large confidence intervals, and for many the precision is not even known. Some of them are based on old information and remain on the table in the absence of newer information. We maintain the statement from the Red List: “with all these considerations, we have greater confidence in an estimate of closer to 20,000 Lions in Africa than in a number over 30,000”. Any statement claiming to be more precise than that may be inaccurate.

The lion populations listed in Table 2.1 cover a total surface area of approximately 2.5 million km<sup>2</sup>, only 12.5% of historical range. In Table 2.2, we present available information on range reduction over time. We also tried to analyse the amount of lion range under formal protection by overlaying lion populations with the World Database of Protected Areas (WCMC-WDPA). The analysis showed that 62% of current lion range is in formally protected areas, but during the analysis we noticed that the WDPA has so many shortcomings that we would caution against using this figure (e.g. adding an updated PA layer just for Angola increases PA coverage to 66%).

**Commented [A47]:** Delete last two sentences as confusing and misunderstood and regularly misrepresented. The refined estimate is 26,480 which is in fact closer to 30k than 20 k. Neither 20k or 30k should be used especially since the Red List Assessment was an inference based upon less refined data and wholly excluded mozambique and large part of Tanzania, which together would make it more than 30,000

**Commented [A48]:** Minimum of 20,000?

**Commented [A49]:** Given the errors exposed above, this figure should be reviewed.

**Commented [A50]:** What is the baseline and scientific source for historical range?

**Commented [A51]:** It should be pointed out that PAs include Gazetted tourist hunting areas for clarity and conservation consideration as hunting areas exceed all other lion habitat.

**Commented [A52]:** Also, a section should be added about the percentage in rural /community areas because those are surely relevant to conservation consideration. PAs alone are too little a focus.



**Table 2.2.** Lion range (in km<sup>2</sup> and as a percentage of historical range) across Africa in different reference years.

| Lion Range             | Historical range | IUCN 2006a,b    | Riggio et al. 2013 | Present study (2018) |
|------------------------|------------------|-----------------|--------------------|----------------------|
| West & Central Africa  | 7,206,817        | 1,047,231 (15%) | n/a                | 379,852 (2.9%)       |
| East & Southern Africa | 13,010,000       | 3,564,000 (23%) | n/a                | 2,148,494 (16.5%)    |
| Africa                 | 20,216,817       | 4,611,231 (22%) | 3,390,821 (17%)    | 2,528,346 (12.5%)    |

**Commented [A53]:** What is the present study?

## 2.3 Threats

The reduction in lion range and numbers has a number of root causes, including issues of human population growth and poverty. An expanding poor human population leads to increasing expansion of human settlement into lion habitat, bringing with it the livestock and agricultural practices necessary to sustain people in both rural and urban areas, but also an increasing demand for bush meat. For lions, this results in habitat loss, population fragmentation, and reduction in the wild prey base. As human-lion contacts increase, so do human-lion conflicts, resulting in reductions in lion numbers through persecution (poisoning, trapping and shooting) and lack of support for lion conservation among local communities. In the Sahel especially, habitat loss is compounded by consecutive droughts over the last decades and the process of desertification. Another root cause of lion declines is armed conflict. Beyond its greater costs to people and their society and economy, in relation to lions and wildlife, war prevents tourism and facilitates wildlife poaching and illegal trade, which in turn exacerbated by the spread of firearms and anarchy.

**Commented [A54]:** No quarrel with this. However, what this document fails to appreciate is that the lion range referred to lies in community areas (GMAs, WMAs) where safari hunting is the more likely option to add value to wildlife than other tourism. The thrust of these guidelines is to destroy this business model which in turn will exacerbate the expansion of alternative land uses as the human population increases. This in turn will bring pressure on the non-consumptive protected areas (i.e National Parks). Serengeti is a prime example.

Some root causes for lion declines are external to Africa. African wildlife-based economies rely on Western tourists (both photographic and hunting safari) to generate valuable foreign currency. This is vulnerable to external developments such as terrorism resulting in a general decline in international tourism. In addition, Western governments and conservation groups provide significant funding for conservation in Africa, and African governments can be subject to donor demands, and the politics of conservation in Western countries.

**Commented [A55]:** Just how relevant is this in the big scheme of things? The inference here is that most of Africa within the lion range is in "armed conflict". Whereas the document only refers to South Sudan (see section 2.4 below).

The IUCN Lion Strategies, as reviewed in Bauer et al. (2015b), grouped threats by their proximate causes:

**Commented [A56]:** Hunting safaris have been shown to be far more resilient to these threats.

- Inappropriate lion population management. This threat includes ineffective protection of protected areas, unsustainable hunting practices in some wildlife management areas, lack of knowledge and monitoring of lion populations, etc.
- Habitat degradation and reduction of prey base. This threat includes fragmentation, habitat loss, integration of wildlife in land use, unsustainable local hunting for 'bushmeat', encroachment of agriculture and livestock, etc.
- Human-lion conflict. This threat includes the notorious problem of man killing in certain areas, depredation of livestock by lions, indiscriminate killing of lions (poisoning, snaring, retaliatory or pre-emptive killing), ineffective Problem Animal Control, etc.
- Adverse socio-economic factors. This threat includes the negative perception of lions among local people, the lack of incentives to tolerate lions, the inequitable sharing of lion related benefits, lack of local participation in planning and decision-making, etc.

**Commented [A57]:** How is this a threat?**Formatted:** Highlight**Formatted:** Highlight



- e) Unfavorable policies and political factors. **This threat includes the policy aspects of integration of wildlife in land use**, political controversy over trophy hunting, low priority on the political agenda, management of transfrontier populations, compliance with regulations, etc.
- f) Institutional weakness. This threat includes the limited capacity of various levels of government and other stakeholders to manage lion populations effectively, inadequate institutional frameworks for integrated wildlife management (e.g. consultation between agriculture and wildlife sectors), etc.
- g) Killing of lions for their body parts, motivated by 1) illegal trade for local traditional medicine, and 2) trade in lion bone to Asia and Asian diaspora (incl. in Africa)

The proximate causes above lead to several direct threats to lions. In the 2015 Red List Bauer et al. 2015c identified the following threats:

- a) Human Lion Conflict (indiscriminate lion killing in retaliation or prevention for livestock depredation);
- b) Prey depletion (many causes, including bushmeat poaching and changing land use);
- c) Habitat loss (includes agricultural encroachment, resource extraction and infrastructure development; compounded by habitat fragmentation);
- d) Killing of lions for their body parts, motivated by (1) illegal trade in parts and derivatives for local traditional medicine, and (2) trade in lion bone to Asia and Asian diaspora;
- e) Other (poor protected area management, unsustainable offtake, disease, etc.).

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**Commented [A58]:** See comment above. How is this a threat? There is a major review currently taking place in Kenya to do exactly this: integrate wildlife in land use to reverse the declines witnessed over the last 20 years

**Commented [A59]:** Add: Surrender and conversion of tourist hunting areas. Most lion habitat is within hunting areas.

**Commented [A60]:** Has to be substantiated. Is it the legal or illegal offtake? If it is the legal is it from old or recent data?

## 2.4 The situation of the lion in West and Central Africa

The lion population in West and Central Africa, extending into the Horn of Africa, is of particular concern. Together with the only lion population in India this makes up the distribution area of a separate subspecies *Panthera leo leo* as opposed to *Panthera leo melanochaita*, the subspecies in East and southern Africa (Bertola et al. 2016, Kitchener et al. 2016). **Declines in lion range and numbers** were signalled as early as 2001 (Bauer et al. 2003) and have been monitored ever since (Bauer & Nowell 2004, Henschel et al. 2014). Bauer et al (2015c) documented the largest declines in this region over the last two decades. These declines continue in some areas, particularly in the largest contiguous area stretching across CAR and South Sudan, two countries with severe civil unrest. However, other areas now face a more promising future. Management of Zakouma NP in Chad, Pendjari NP in Benin and Chinko NP in CAR has been delegated to African Parks Network, with good results so far. Panthera is providing technical assistance to Senegal for the restoration of lions in Niokolo Koba NP, and WCS is supporting management in the Benoue area in Cameroon and in Yankari NP in Nigeria. A previously undocumented population on the border of Sudan and Ethiopia (Dinder NP - Alataash NP) turns out to possibly be the third largest relatively stable population after WAP and Benoue. While there is no guarantee for management success, or indeed lion persistence, in any of these areas, these vestiges offer hope for the survival of the subspecies.

**Commented [A61]:** See my comments regarding re-arranging Table 2.1 above.

**Commented [A62]:** Another reason to separate how the lion populations are treated.

## 2.5 Discussion and conclusions

The striking contrast between countries in southern Africa and the rest of the continent is congruent with differences in human population density, which has been shown to be an important explanatory variable for lion population status (Packer et al. 2013). Another important determinant is prey abundance; lion trends are closely mirrored by time series data on their main prey species; while herbivore population sizes increased by 24% in southern Africa, herbivore numbers declined by 52% in East Africa and by 85% in West-Central Africa between 1970 and 2005 (Craigie et al. 2010). A third important determinant is management budgets and capacity to protect parks. Lion populations appear to be stable where management is properly funded. However, many lion populations occur in areas where management budgets are low, leading to local decline and even extirpation, most notably in West Africa.

Within a few strongholds, lions are not threatened with imminent extinction; some populations, especially in southern Africa, are likely to persist for decades. Small fenced reserves in South Africa are also effective, but these include many small populations that require metapopulation management, euthanasia and contraception, and only make limited contributions to ecosystem functionality and conservation outcomes. However, rapid declines in numbers and range indicate that lions will disappear from most of Africa. Lions will increasingly be framed as conservation dependent and no longer thought of exclusively as the epitome of wilderness (Bauer et al. 2015c).

**Commented [A63]:** Add: It is also congruent with sustainable use like safari hunting and the benefits and incentives arising from sustainable use.

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## 3 Existing lion conservation plans

Urs Breitenmoser

Since the development of the lion conservation strategies for three regions in Africa (Chapter 3.1), a number of regional or national action plans have been issued to guide the conservation of lions. Many of these plans have been developed according to the IUCN standards for strategic planning in species conservation (Chapter 4.2). In this chapter, we compile information on presently available lion conservation plans. We distinguish a 'strategy' as an over-arching, analytic concept considering a large portion of the lion range from an 'action plan', which is a more concrete, action-oriented document that should consider the principle, i.e. the respective strategy, and facilitate the implementation of conservation action in a given area, often a country.

### 3.1 The 2006 lion conservation strategies and the 2015 review

Based on a decision at CITES CoP 13 in 2004, the CITES Secretariat mandated the IUCN SSC Cat Specialist Group to facilitate the development of lion conservation strategies for sub-Saharan Africa. These strategies were developed in two workshops, the first one on 2–7 October 2005 in Douala, Cameroun, for western and central Africa, the second one for eastern and southern Africa on 8–13 January 2006 in Johannesburg, South Africa. The outputs from these workshops were two documents (Fig. 3.1.1), the "Conservation Strategy for the Lion in West and Central Africa" (IUCN SSC Cat Specialist Group 2006a) and the "Conservation Strategy for the Lion in East and Southern Africa" (IUCN SSC Cat Specialist Group 2006b). The workshop in Douala split in two working groups, so that the document indeed contains two strategies, one for Western Africa and one for Central Africa. The Strategies identified a number of Objectives per region and defined for each Objective some Results (or Targets) to be achieved by implementing specific Activities (see Chapter 4.2 for more information on the structure of strategies and action plans).

The Vision of the 2006 Strategies was, as synthesised by Bauer et al. (2015):

**A future in which Africa manages its natural resources sustainably  
for the mutual benefit of lions and people.**

And the Goal accordingly:

**To ensure the conservation of lions across Africa, recognizing their potential  
to provide substantial social, cultural, ecological and economic benefits.**

In 2015, The CMS Secretariat commissioned an evaluation of the implementation of the Strategies. The review of Bauer et al. (2015) served as an input document to the joint CITES-CMS meeting of African lion Range States on 30–31 May 2016 in Entebbe, Uganda. For the review, the CMS Secretariat sent a questionnaire to 44 signatory Parties in Africa, of which ten replied (Bauer et al. 2015a). The countries that had replied considered the Strategies important or very important documents. Six of them had translated the respective Strategy into a National Action Plan (Chapter 3.2).

**Commented [A64]:** There was no Secretariat mandate at all.  
Restate: An all of Africa lion planning workshop was organized in 2004 which was displaced by two regional workshops facilitated by the IUCN SSC Cat Specialist Group after developments at CITES CoP 13 in 2004.

**Commented [A65]:** Substitute "the" for "these"



Fig. 3.1.1. The 2006 African lion conservation strategies. East and southern Africa were compiled in one Strategy (left), whereas the French version and its English translation contain the “Stratégie de conservation du lion en Afrique de l’Ouest” and the “Stratégie de conservation du lion en Afrique Centrale” (right).

The review concluded that the main threats to lions and the conservation challenges had not changed. The seven key threats at continental level were synthesised by Bauer et al. (2015) and are presented in Chapter 2.3.

The threat of increasing legal and illegal trade was newly identified since the establishment of the 2006 Strategies. The combined Objectives from the 2006 Strategies, with an additional one suggested by Bauer et al. (2015), taking into account the new threat of illegal trade in body parts (Threat ‘g’ in Chapter 2.3), are as follows:

- Objective 1. **To conserve current populations of free ranging African lions;**
- Objective 2. **To conserve current lion habitat and prey base;**
- Objective 3. **To minimise human-lion conflict;**
- Objective 4. **To equitably distribute the costs and benefits of long-term lion management;**
- Objective 5. **To have global, regional and national policies and legal frameworks provide for lion conservation and associated socio-economic benefits;**
- Objective 6. **To promote institutional strengthening towards an enabling environment for lion conservation;**
- Objective 7. **To minimize illegal trade in lion bones and body parts.**

These Objectives are, with differing importance, the underlying aims for lion conservation activities in all regions of Africa and should hence be considered in the development or transboundary or regional conservation strategies or National Action Plans.

Although the Strategies are still valid, Bauer et al. (2015) questioned the then applied grouping of East and southern Africa, as the status of the lion populations in these region, according to the IUCN Red List differ considerably. However, in order to produce strategic documents that can be translated into action plans more directly, it would be useful to develop Regional Conservation Strategies (Chapter 4.2) for large, transfrontier populations or metapopulations, including all countries that share these populations. The 2006 Strategies can still serve as a blueprint with regard to the threat analyses and the Objectives.

**Commented [A66]:** Suggest deletion of statement about Bauer as that part of the Red Listing is disputed and serves no purpose here. The sentence itself concludes it is not relevant.

**Commented [A67]:** Add: inference of the status

**Commented [A68]:** This is introducing another layer of beaurocracy. Better to re-visit the 2006 strategies and update these.

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## 3.2. National and Regional Action Plans

Urs Breitenmoser and Roland Bürki

For the implementation of the over-arching Regional Conservation Strategies (RCS; Chapter 3.1), they should be translated into more concrete and specific Action Plans, either on a national level or on a regional/population level, as recommended in the 2006 Lion Conservation Strategies (IUCN Cat Specialist Group 2006a, b; see Chapter 4.2 for more information on the structure of Strategies and Action Plans.)

Up to now, we are aware of 13 African countries that have developed National Action Plans for lions or more general strategies or action plans that include lions (Table 3.2.1). All plans that have been endorsed and released are made available on the African Lion Portal of CMS or on the website of the [IUCN/SSC Cat Specialist Group](#). Malawi, Senegal and South Sudan have been working on a NAP for lions, but the documents are not yet available. Furthermore, Namibia has developed a specific [Human-Lion Conflict Management Plan for north-western Namibia](#).

According to Bauer et al. (2015), none of the NAPs have been formally evaluated so far. Based on circumstantial evidence, the authors concluded that some plans may have reached the goal of at least stabilising lion populations, others have not. A widespread problem of the implementation of NAPs is that the responsibilities are often not clearly assigned, and that the funding for its implementation is not available.

We recommend, as a next strategic planning step, to develop Regional Conservation Strategies at the level of transboundary population or metapopulation (Tables 4.3.1 and 4.3.2 in Chapter 4.3). The joint management and conservation of a lion population shared by several countries could best be organised in form of a Regional Strategy, e.g. under the auspice of CMS, in order to assist fundraising at international level. So far, there is one transfrontier conservation action plan including lions, the [Plan d'Action pour la Conservation des Grands Carnivores au niveau du complexe WAPO](#) (W-Arly-Pendjari-Oti-Mandouri Complex), developed in 2014 and including areas in Burkina Faso, Benin, Niger and Togo. A second one is being developed for the Kavango Zambezi Transfrontier Conservation Area (KAZA) and should be published by the end of 2018 (Box 3.2.1).

**Commented [A69]:** Grammar: delete "For" and "they" . Both of the Regional plans provided that they should be stepped down to national action plans.

**Commented [A70]:** Who should formally evaluate these? The Range State or some other body?

**Commented [A71]:** What does this mean? Mozambique's on its second action plan and other countries have had secondary workshops. Suggest deleting the first sentence or correcting it.

**Commented [A72]:** Not sure what benefit Regional Conservation Strategies will bring to the Range States.

**Table 3.2.1.** Countries with National Action Plans for lions or other strategic planning documents that consider lions.

| Country                      | Scope                 | Year | Remarks   |
|------------------------------|-----------------------|------|---|
| <a href="#">Benin</a>        | Lion                  | 2014 |   |
| <a href="#">Cameroon</a>     | Lion                  | 2007 |   |
| <a href="#">Ethiopia</a>     | Lion                  | 2012 |   |
| <a href="#">Guinea</a>       | Large carnivores      | ?    |   |
| <a href="#">Kenya</a>        | Lion & spotted hyaena | 2009 | Revision in process (2018)  |
| <a href="#">Mozambique</a>   | Lion                  | 2010 | LogFrame revised in 2016  |
| Namibia                      | Lion                  | 2008 | Draft, not endorsed by government                                   |
| <a href="#">Rwanda</a>       | Biodiversity          | 2016 | No specific actions for lions                                       |
| <a href="#">South Africa</a> | Lion                  | 2015 |   |
| <a href="#">Tanzania</a>     | Lion & leopard        | 2006 | Part of the 2009 <i>Tanzania Carnivore Conservation Action Plan</i> |
| <a href="#">Uganda</a>       | Large carnivores      | 2012 |   |
| <a href="#">Zambia</a>       | Lion                  | 2009 |   |
| <a href="#">Zimbabwe</a>     | Lion                  | 2006 | Revision workshop planned for late 2018                             |



### Box 3.2.1 A Large Carnivore Conservation Strategy for KAZA

Kim Young-Overton

Through a consensus driven planning process, the KAZA Carnivore Conservation Coalition (KCC; Chapter 9.3) developed a KAZA Large Carnivore Conservation Strategy. The Strategy embodies 18 site-based priority projects (Map) and three KAZA wide projects which together ensure that:

- (i) Carnivore populations and their prey are stable or growing in key habitats;
- (ii) Connectivity pathways among key habitats are active and secured; and
- (iii) Communities are empowered as active conservation and business players and partners in securing populations of carnivores and their prey.

The Strategy is adopted as KAZA's formal approach for the conservation of African lions and other large carnivores and this strategic and collective approach allows for integration, facilitation and funding of activities across boundaries, borders, sectors and organisations to secure a network of key habitats and connectivity pathways for lions and other large carnivores across KAZA.

The Strategy is a living document with regular review as new challenges and new opportunities present themselves. The [Strategy and accompanying Action Plan](#) detailing activities for all 21 identified projects are planned to be published by end of November 2018.

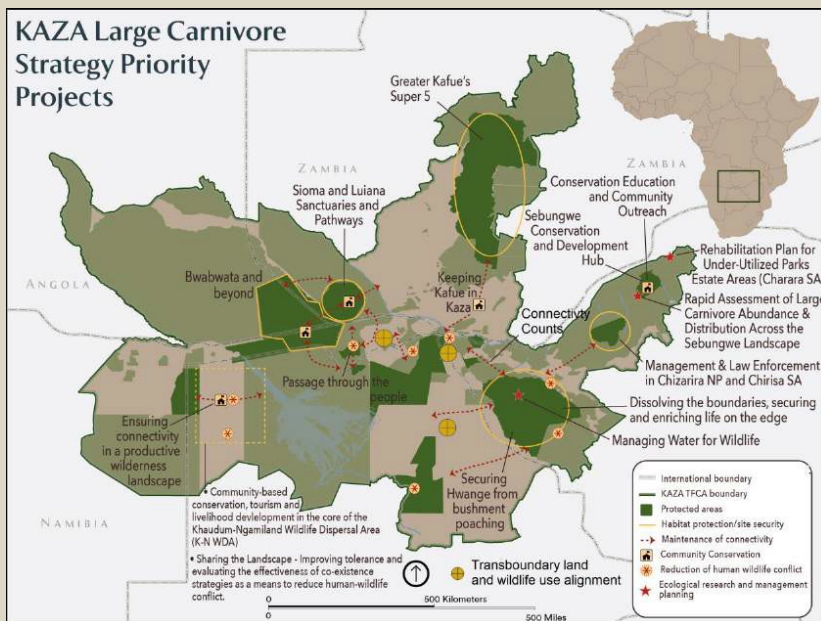


Fig. 1. Map of the 18 site-based projects embodied by the KAZA Large Carnivore Conservation Strategy.



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## 4 Policy frameworks for the conservation of the lion in Africa

Urs Breitenmoser and Clara Nobbie

The responsibility for the implementation of conservation and management measures to secure the survival or restoration of viable lion populations is primarily with the Range States. However, international cooperation at bi- or multilateral, continental and global level is of vital importance with regard to (1) conserving transboundary populations, (2) suppressing critical threats such as poaching and legal trade, and (3) generating income from and for lion conservation through tourism, trophy hunting or ecosystem services (e.g. carbon offset) or for executing research and conservation projects. In this chapter, we review the policy framework for international cooperation provided by CITES, CMS and IUCN.

**Commented [A73]:** Suppressing legal trade? Or should this be illegal trade?

**Commented [A74]:** Substitute safari for trophy hunting. A trophy is only one component of the safari hunting experience.

### 4.1 International cooperation under the auspices of CITES and CMS

CITES and CMS, the two species-oriented international conventions under the auspice of the United Nations, have agreed on a [joint work programme 2015–2020](#), which provides a framework for cooperation. The CITES and CMS Secretariats jointly developed the African Carnivores Initiative (ACI) with the objective to bring more coherence to the implementation of existing CITES and CMS Resolutions and Decisions related to four African carnivores, namely African wild dog, cheetah, leopard and lion, recognising that the four species overlap in their distribution and that overall threats, and the conservation measures called for to address them, are comparable to the four species.

At the 12<sup>th</sup> meeting of the Conference of the Parties to CMS (CoP12, October 2017, Manila), Parties agreed to the [proposal of Chad, Niger and Togo](#) for the inclusion of the lion (*Panthera leo*) in Appendix II of the Convention. Although felids are, in the strict biological understanding of the term, not migratory species, many of them, including the lion, meet the definition of a species to be considered under the CMS, as explained in the proposal: The Convention defines ‘migratory species’ as the entire population or any geographically separate part of the population of any species or lower taxon of wild animals, a significant proportion of whose members cyclically and predictably cross one or more national jurisdictional boundaries (CMS Article I (1)). Lions move freely across international boundaries, meaning that trends in one country can impact the viability of the overall population, thus affecting conservation success in other countries (Bauer et al. 2015). Factors like sex, group size, rainfall, patterns of resource distribution, social effects, and stage of dispersal can all influence the lion migration and dispersal (Lehmann et al. 2008, Elliot et al. 2014). Dispersal (movement of individuals away from their birth site) is recognized as one of the most important life-history traits affecting species persistence and evolution and is increasingly relevant for conservation biology as ecosystems become more fragmented (Elliot et al. 2014). Dispersal as a mechanism to maintain the demographic and genetic viability of lion populations across international borders gains increasingly importance as the populations become more fragmented.

In a recent review article, Trouwborst et al. (2017) analysed the potential of international wildlife treaties with regard to their combined contribution to lion conservation. They concluded that CMS holds particular potential, especially if combined with other international treaties such as CITES, the [Ramsar Wetland Convention](#), the [World Heritage Convention](#) and the transboundary conservation area (TBCA) treaties (Box 4.3.1). There is a considerable amount of conceptual and [spatial overlap](#) of the different concepts, and a more conscious synergistic cooperation would help improving the efficiency.

At CoP12, the Parties also adopted [Decision 12.60](#), requesting the CMS Secretariat to establish the Joint CMS-CITES [African Carnivores Initiative](#) (ACI) and work with the CITES Secretariat to jointly support Parties to CMS and CITES in implementing conservation measures in CMS Resolutions and Decisions pertaining to African carnivores.

The CITES Standing Committee, at its 69<sup>th</sup> meeting (SC69, November 2017, Geneva), noted the efforts of the CITES and CMS Secretariats, with the support of the International Union for Conservation of Nature (IUCN), to implement CITES Decisions on cheetah and African lion through the Joint CITES-CMS African Carnivores Initiative ([SC69 SR](#)).

The CITES and CMS Resolutions and Decisions related to the four species that are currently covered by the Initiative are the following:

- CITES [Decisions 17.241 – 17.245](#) on African lion (*Panthera leo*);
- CITES [Decisions 17.114 – 17.117](#) on Quotas for leopard hunting trophies;
- CITES [Decisions 17.124 – 17.130](#) on Illegal trade in cheetahs (*Acinonyx jubatus*);
- CITES [Decisions 17.235 – 17.238](#) on African wild dog (*Lycaon pictus*);
- CITES [Resolution Conf. 10.14 \(Rev. CoP16\)](#) on Quotas for leopard hunting trophies and skins for personal use;
- CMS [Resolution 12.28](#) on Concerted Actions;
- CMS [Decisions 12.55 – 12.60](#) on the Joint CMS-CITES African Carnivores Initiative;
- CMS [Decisions 12.61 – 12.66](#) on the Conservation and Management of Cheetah (*Acinonyx jubatus*) and African Wild Dog (*Lycaon pictus*);
- CMS [Decisions 12.67 – 12.70](#) on the Conservation and Management of the African Lion (*Panthera leo*).

In particular, the ACI seeks to contribute to the enhanced conservation of the four species across their range in Africa, as provided in the relevant CITES and CMS Resolutions and Decisions, by:

- Implementing the activities called for in existing CMS and CITES Decisions concerning the four species;
- Developing concrete, coordinated and synergistic conservation programmes that benefit the conservation of all four carnivore species, with local and regional projects implemented across their African range;
- Developing policy guidance and recommendations for range States, CITES and CMS Parties concerning the four species; and
- Organising collaboration with other conservation initiatives and organizations, such as IUCN.

The Decisions adopted by CITES CoP17 and CMS CoP12 on the African lion are largely overlapping and provide for a set of broad conservation measures ranging from the collection of data and the improvement of conservation and trade management, to capacity building for Government officials and awareness raising in local communities. To bring these various activities into a refined state so that they can be implemented by Governments and other stakeholders, there is a necessity to develop a framework for lion conservation, which will provide an overview on tools and instruments available as well as specify the conservation needs for each geographic region in Africa. The Guidelines for the Conservation of the Lion in Africa have been compiled by the IUCN SSC Cat Specialist Group and were discussed and verified by Range State Parties to CITES and CMS at a meeting in November 2018 and for submission to CITES CoP18 (deadline for submissions is 24 December 2018) and CMS CoP13 in 2020.

To advance the conservation or recovery of transboundary lion populations (Chapter 4.3), we recommend developing Regional Conservation Strategies according to the IUCN recommendations for strategic planning in species conservation (Chapter 4.2), which will then be implemented by the respective Action Plans in each of the countries sharing the respective population. Such regional cooperation between several states can be organised under the auspice of CMS.

**Commented [A75]:** This is a bit pre-emptive. Will all range states verify these Guidelines? Is this not the reason why the range states have been asked to review this draft?

**Commented [A76]:** This sounds like a top down approach

## References

- Bauer H., Nowell K., Breitenmoser U., Jones M. & Sillero-Zubiri C. 2015. Review of lion conservation strategies. Report to the CMS Secretariat, 20 pp. Available in [English](#) and [French](#) (accessed on 01.10.18).
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## 4.2 IUCN approach to strategic planning in species conservation

Tabea Lanz and Urs Breitenmoser

According to CITES CoP Decision [17.241a](#)) and CMS CoP Decision [12.67a i\)](#) the Secretariats have to “investigate possible mechanisms to develop and support the implementation of joint lion conservation plans and strategies, taking into consideration existing lion conservation plans and strategies” (cf. Chapter 3). The 2006 lion conservation Strategies were developed according to the IUCN approach to strategic planning in species conservation, which is presented in this subchapter.

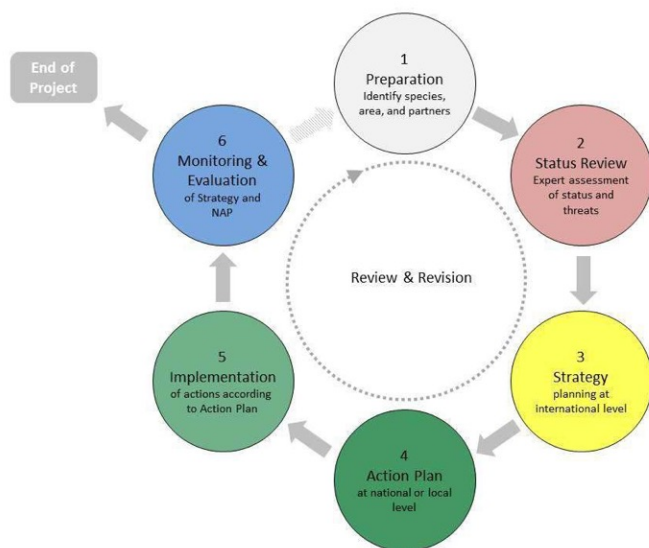
Large cats, such as the lion, are, besides their intrinsic value as wonderful species, important to maintain ecological processes through their influence on trophic levels and their high evolutionary significance because of the co-evolutionary relationships with their prey (Dawkins & Krebs 1979, Ginsberg 2001). Thus they should be conserved not only as a viable population, but as an important ecological player across their “original range” (Breitenmoser et al. 2016). The lion is thought to be extant in 1,654,375 km<sup>2</sup>, corresponding to only 8% of its historical range (Bauer et al. 2016; Chapter 2), but still including 25 Range States. Coordinated conservation efforts and international cooperation between range countries should be based on thorough strategic planning for its long-term success. The IUCN SSC has developed guidelines for the strategic planning for species conservation (IUCN SSC 2008a,b, IUCN SSC Species Conservation Planning Sub-Committee 2017) and the IUCN SSC Cat SG developed practical guidelines for strategic and project planning in cat conservation (Breitenmoser et al. 2015).

Strategic planning for species conservation should be participative, transparent and informed by the best available science. Effective planning for species conservation needs to address a wide range of situations and needs to be adaptable (IUCN SSC 2008a,b, IUCN SSC Species Conservation Planning Sub-Committee 2017). The purpose of a careful planning process helps building partnerships, getting the buy-in from stakeholders and local people, and thus enhances the implementation of widely accepted and supported conservation measures. For transboundary populations, first an international plan called a Regional Conservation Strategy (RCS) is developed, followed by National Action Plans (NAPs), implemented through a series of conservation projects (Breitenmoser et al. 2015, 2016). The international plan may also be developed as a Species Conservation Strategy (SCS) on a global level, instead of a RCS. Similarly, Action Plans (APs) can be set up on e.g. a provincial or on a regional (i.e. transboundary) level. To keep it simple, we’ll only use RCS and NAP in the text, as they are the common case for lions (see also Chapter 10.1 for specific planning recommendations for lions).

Every strategy or plan has a defined time span which is generally 3, 5 or 10 years before review and revision (IUCN SSC Species Conservation Planning Sub-Committee 2017). The planning process is based on the “Ziel-Orientierte Projekt-Planung” (ZOPP, goal-oriented project planning) combined with the Logical Framework Approach (logical framework, LogFrame or LFA, GTZ 1997). The result is a strategic planning instrument (e.g. an RCS), possibly with an integrated action plan, in the form of a LogFrame matrix. The strategic planning cycle (Fig. 4.2.1) combines the different phases of a conservation project into a six-steps loop, which is repeated until the goal of the project is fulfilled (Breitenmoser et al. 2015, 2016):

**Commented [A77]:** This is a different figure to that given in Chap 2.

**Commented [A78]:** Is not the Theory of Change the more in vogue way to tackle this?



**Fig. 4.2.1.** Strategic Planning Cycle for species conservation projects. Step 1 and 2 are important for sensible planning and provide the baseline for the strategic planning. The actual planning process is covered by Step 3 and 4. The over-all purpose is the implementation of the defined conservation actions (Step 5), but these will only be successful if properly planned and subsequently monitored and evaluated (Step 6). The circle implies that conservation is an adaptive process (adapted from Breitenmoser et al. 2015).

**1. Preparation:** Before developing a RCS, the ground must be carefully prepared. The conservation unit (species, subspecies or meta-population) and the geographical scale are determined. If the unit stretches over several countries and cultural areas, the planning process may have to be organised in several stages in order to allow the participation of local people and stakeholders (see Step 4). In the case of the lion, there are already the 2006 Regional Strategies available, which have informed the development of several NAPs (Breitenmoser et al. 2015, 2016; Chapter 3). However, these RCSs were rather general, so that for some transboundary lion (meta-) populations, it might be helpful to develop a new, more specific RCS. Partnerships are built through early involvement of interest groups and consistent mutual information, and the support from relevant stakeholders is secured. The cooperation between key players is essential for the success of the planning process and its implementation. Governmental institutions, experts, relevant NGOs and stakeholders (including potential opponents) have to be integrated into the process and have to understand their different roles. The support from relevant national authorities and international institutions must be secured through a mandate, which can considerably ease the process and the subsequent political endorsement of the RCS and the NAP (Breitenmoser et al. 2015, 2016). For the planning workshops for the African lion strategies, based on a mandate from CITES, the Cat SG cooperated with the regional offices of IUCN, WCS, the two regional lion working groups and the wildlife conservation authorities of the host countries (Breitenmoser et al. 2015).

**Commented [A79]:** Substitute "many" for "several" NPAs.

**Commented [A80]:** Delete "these were rather general" if not true.

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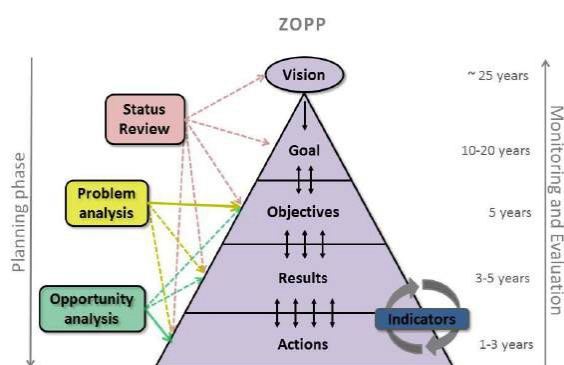
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**Commented [A83]:** CITES Resolution

**2. Status Review:** In a second step, all information relevant for the planning process is collected. Compiling the Status Review is a scientific and technical process done by experts but with the involvement of partners and interest groups. Most important is a thorough assessment of the conservation status of the target species/unit within the target range, including an analysis of threats, e.g. using the IUCN Red List assessment procedures (IUCN Standards and Petitions Subcommittee 2017). The Status Review does not only consider biological and ecological aspects but also provides background information to understand the threats and constraints, human dimension aspects, socio-economic issues, policy, and enabling conditions (Breitenmoser et al. 2016, IUCN SSC Species Conservation Planning Sub-Committee 2017). Moreover, the Status Review will inform the strategic planning, but also serves as a reference point for the subsequent implementation of the conservation strategy and monitoring progress (Breitenmoser et al. 2015, 2016).

**3. Strategy (global/international level):** After the clarification of the scope and the **mandate**, the identification of partners and stakeholders and the compilation of the Status Review, the strategic planning is done in a participatory process, if possible as a facilitated workshop, where all relevant interest groups participate. A ZOPP pyramid is developed and a long-term Vision and Goal(s) are defined based on the Status Review (Fig.4.2.2). The Vision describes the future long-term ideal state of the species whereas the Goal describes the concrete, realistic and time-bound aim needed to achieve the vision (Breitenmoser et al. 2015, 2016, IUCN SSC Species Conservation Planning Sub-Committee 2017).

**Commented [A84]:** Mandate???



**Fig. 4.2.4.** The ZOPP pyramid for developing a Species Conservation Strategy. A Vision and a Goal are defined, and Objectives to reach the Goal and Results for each Objective are formulated. Actions to fulfil each of the Results are developed, and Indicators for monitoring and evaluating their effectiveness are defined. The Status Review is prepared before the workshop whereas the Problem and Opportunity Analyses are best done at the workshop. The time horizon for each planning step is indicated on the right (Breitenmoser et al. 2015).

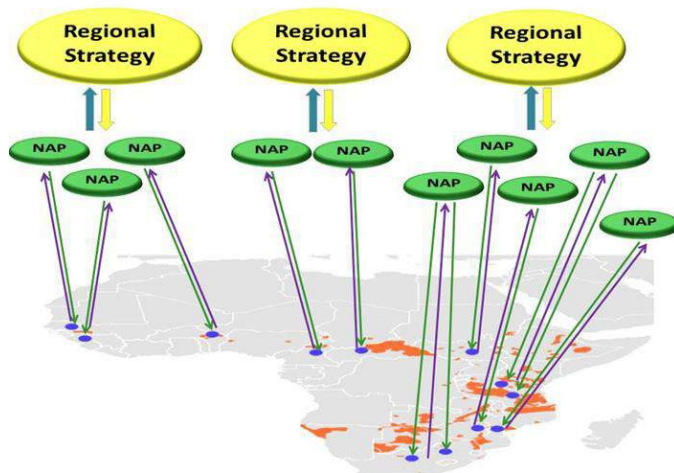
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To reach the Goal, the threats (identified in the Status Review and reviewed in a problem analysis during the workshop) must be overcome. Clear and realistic Objectives are identified, which directly address the priority threats and contribute to meeting the Goal. To achieve an Objective, one to several concrete Results, and for each Result one to several Actions are defined. Results must be SMART (Specific, Measurable, Attainable, Relevant, and Time-bound); their effectiveness is monitored by means of precise quantitative or qualitative Indicators and subsequently evaluated. Objectives, Results, Actions, Indicators, and additional parameters (responsibilities, methods, time-lines, budget frame, etc.) are compiled in a LogFrame, best by a designated committee (consisting of international and local specialists and representatives of national institutions; Breitenmoser et al. 2015, IUCN SSC

Species Conservation Planning Sub-Committee 2017). This committee also drafts the RCS after the workshop, organises its review and endorsement in all participating countries and at the global level (e.g. through international conventions), and finally oversees its implementation. The committee can also assist the translation of the RCS into NAPs (Breitenmoser et al. 2015, 2016), which will eventually provide concrete working plans.

**4. Action Plan (national or local level):** The strategic planning (see step 3 above) and the action planning are not really separated steps. However, in the case of large cats such as the lion, living in populations distributed over many countries, it is practical to distinguish between the planning at global (range-wide), regional (e.g. metapopulation) and at national (or even sub-national) level. The RCS is thus transformed into more concrete and more precise NAPs which are generally tied to a legally and administratively uniform management unit, typically a country (Fig. 4.2.3). Certain Actions will have to be defined on the global or transboundary level, but most activities need to be adapted to the national conditions and implemented at national and/or local level. The NAPs are informed by the RCS and describe the contributions of each country in solidarity with its neighbours to the overarching Goal(s) and Objectives (Breitenmoser et al. 2015, 2016).

**Commented [A86]:** This is top down planning. The national plans should inform the RCS



**Fig. 4.2.3.** Schematic model for the range-wide and regional coordinated conservation of a species through a Species Conservation Strategy, National Action Plans, and in situ conservation projects (blue dots). The plans (top-down) inform the in situ projects (yellow and green arrows), whereas the information collected during the monitoring process (bottom-up) help to evaluate and revise the NAPs and the Strategy (purple and blue arrows; Breitenmoser et al. 2016).

The process for developing a NAP is almost identical as for the RCS: Participatory, facilitated workshops including all partners and stakeholders (considering a status assessment and problem analysis, a strategic planning part, a LogFrame, etc.), but differs in three important aspects: (1) The development process must include all local interest groups, i.e. representatives from relevant GOs and NGOs, experts, and local stakeholders or people, which can for practical reasons often not be integrated at



the international level. (2) A NAP must be tailored to the national prerequisites, e.g. legislation, wild-life management and conservation systems, traditions, socio-economic and human dimension aspects. (3) The NAP must be developed and made available in the national language(s). In large countries or in countries with a federal structure, it may even be necessary to split the NAP into several provincial Action Plans. The lifespan of a NAP is typically 4-5 years. Its implementation is monitored and evaluated informing its regular revision. Just as for the RCS, the activities planned under the NAP must be realistic and implementable. The NAP needs to be endorsed by the relevant authorities and is published and advertised (Breitenmoser et al. 2015, 2016).

**5. Implementation:** The implementation of the actions is often regarded as the “real conservation” and the conceptual, planning, reporting and monitoring parts of a project tend to be ignored. But neglecting these tasks will reduce the efficiency and sustainability of the project, leads to a loss of time and funding, and hinder the transfer of experience (Breitenmoser et al. 2016). Also the lack of a (political) **mandate**, the exclusion of relevant stakeholders, a too ambitious and unrealistic plan, weak organisation or lack in funding for the implementation can lead to the failure of a RCS or NAPs (Breitenmoser et al. 2015). The interface between the planning process and the implementation of the conservation actions is the LogFrame. Depending on the scale and complexity of a project, a kind of an “adaptive project cycle” may even have to be developed at project level. The implementation of a plan is ideally overseen by a specific committee and should be translated into a concrete and detailed Work Plan (including Monitoring and Evaluation Plan; Breitenmoser et al. 2015).

**Commented [A87]:** Substitute political force/will

**6. Monitoring (and Evaluation):** Implementation of conservation strategies and action plans must be iterative and adaptive processes, requiring a continuous, thorough, cost-effective and consistent monitoring and evaluation of the performance. Monitoring, evaluation and adjustment must therefore be an integral part of every RCS and NAP. The strategies and plans must be regularly reviewed, revised and updated (Breitenmoser et al. 2015, IUCN SSC Species Conservation Planning Sub-Committee 2017). Monitoring and evaluation are essential to assess the effectiveness of actions and allow a constant adjustment of conservation actions to changing situations and needs, providing a learning process. During the implementation of Actions, the parameters as defined by the Indicators are measured, analysed and reported, allowing to judge whether a given Result, the superior Objectives and finally the over-arching Goal are achieved. The careful definition of SMART Results and Indicators is crucial for an effective Monitoring. After the Monitoring and Evaluation, unless the Goal is reached, the Strategic Planning Cycle starts again and the RCS or NAP (including Work Plans) are adapted, and revised versions are published (Fig. 4.2.1). External evaluation can grant an independent review and advice. Supervision, monitoring, and intermediate or terminal evaluation of the implementation of a RCS or a NAP must be agreed at the planning workshops already. The IUCN Species Conservation Planning Subcommittee, IUCN SSC Strategic Planning Specialist Group or the species-oriented Specialist Groups can assist in the development and evaluation of species conservation plans according to the IUCN standards (Breitenmoser et al. 2015, 2016, IUCN SSC Species Conservation Planning Sub-Committee 2017).

To ensure the monitoring quality, clear, consistent, concise, and regular progress reporting and thorough communication are crucially important. Reporting should be against the LogFrame, standardised and shared with all partners. During the implementation of the conservation activities, all project partners and the local community concerned are regularly informed about the progress. After

the evaluation, the larger audience is updated, e.g. through media coverage or scientific publications (Breitenmoser et al. 2015, 2016).

A RCS or NAP are often implemented through several (local) projects addressing a series of Actions derived from a RCS or NAP following an adaptive project cycle (Breitenmoser et al. 2015). Besides monitoring of the immediate progress of each project, an over-arching monitoring at the level of the Objectives or even the Goal should therefore be organised to inform all project partners on the over-all progress. For instance, initial baseline surveys of lion and important prey species populations and a continuous monitoring of the development of these populations are important prerequisites for the total success of the RCS and the related NAPs. This will require a cooperation of all GOs and NGOs involved in the implementation of the plan and an agreement on a standardised monitoring scheme for lions (Chapter 5).

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### 4.3 Identification of transboundary lion populations

Hans Bauer, Roland Bürki and Samantha Page-Nicholson

Lion conservation has traditionally had a regional approach, as shown by the Regional Strategies (IUCN 2006a, b). Lions also benefit from transboundary management in areas that straddle international borders; the 'Peace Parks' Trans Frontier Conservation Areas (TFCA; Box 4.3.1). A global inventory in 2007 by UNEP-WCMC listed 227 TFCAs worldwide (Lysenko et al. 2007). Examples of established TFCAs in Africa include Niokolo Koba-Badiar, [W-Arly-Pendjari](#) (Fig. 4.3.1), [Sangha Trinational](#), [Greater Virunga Transboundary Collaboration](#), Serengeti-Masai, as well as [Kavango-Zambezi Trans-frontier Conservation Area](#), [Great Limpopo Transfrontier Park](#), [Lubombo Transfrontier Conservation Area](#), or [Kgalagadi Transfrontier Park](#) in the Southern African Development Community (SADC) area (Fig. 4.3.2; for more on SADC see also chapter 9.3).

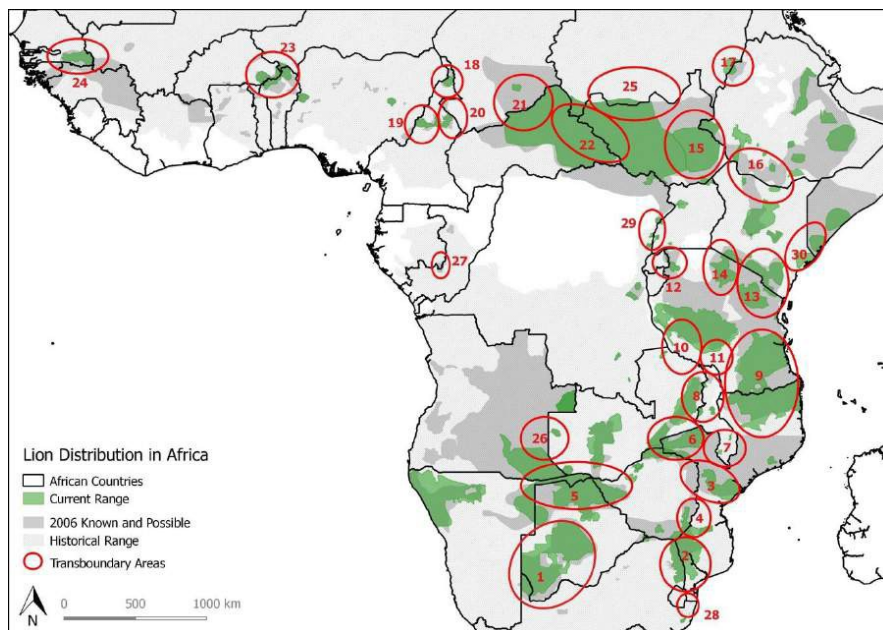


Fig. 4.3.1. Transboundary conservation areas. Numbers refer to numbers in Table 4.3.1.

In some areas lions roam widely and cyclically and predictably cross international borders (Elliot et al. 2014). Many important lion populations are transfrontier populations, and many of the ecosystems that represent lion strongholds are contiguous across multiple national borders (Cushman et al. 2018). In such cases trends in one country can impact the viability of the overall population, thus affecting conservation success in other countries (Bauer et al. 2015). It is therefore appropriate that lion conservation and management should be the subject of collaboration between countries, or even across regions, to benefit from conservation efforts that are harmonised between the relevant Range States.

**Commented [A88]:** What about the Greater Mapungubwe Transfrontier Conservation Area (GMTFCA) around the confluence of the Limpopo and Shashe rivers which includes South Africa, Botswana and Zimbabwe? (No 8 in Fig 4.3.2 below).

### Box 4.3.1 Transboundary Conservation Areas

Roland Bürki and Urs Breitenmoser

There are three different types of Transboundary Conservation Areas (TBCAs): Transboundary Protected Areas; Transboundary Conservation Landscapes and/or Seascapes; and Transboundary Migration Conservation Areas (Vasilijević et al. 2015). The word ‘transboundary’ is hereby interchangeable with ‘transfrontier’ or ‘transborder’ and especially in southern Africa, TBCAs are better known as Transfrontier Conservation Areas or TFCAs. All these types of TBCAs have in common that they involve some form of cooperation across one or more international boundaries.

The possible benefits of TBCAs identified include e.g.:

- A greater ecological integrity and improved long-term survival of species by contributing to the connectivity of areas (especially for migratory species);
- Generating substantial socio-cultural and economic benefits from biodiversity conservation;
- Enhanced regional integration; and
- A variety of benefits from enhanced cooperation in everyday activities and management (e.g. costs for shared heavy equipment, improved efficiency in law enforcement through joint patrolling, etc.).
- Promote and/or commemorate cooperation and peaceful relations between neighbouring countries (Braack et al. 2006, Vasilijević et al. 2015, Zunckel 2014).

The steps of a transboundary conservation process are basically the same as in the management cycle (Chapter 4.2) and the framework for assessing management effectiveness of protected areas by the IUCN’s World Commission on Protected Areas (WCPA; Vasilijević et al. 2015; Table 1). Several publications dealt with the steps and stages of setting up a TBCA e.g. Braack et al. (2006), Erg et al. (2012), SADC Secretariat (2013), Vasilijević et al. (2015) and Zunckel (2014). Meanwhile, the experiences from WAP were summarised in a paper by Amahowé et al. (2013). For example, the [Peace Parks Foundation](#) supports efforts towards the establishment and management of Transboundary Conservation Areas (PPF 2018).

**Table 1.** Common stages of a transboundary conservation process (Vasilijević et al. 2015).

| Figure 1 Common stages of a transboundary conservation process (using the Green Step) |   |  |  |  |
|---|---|--|--|--|
| WCPA's Framework  | Context and planning                              |  | Inputs and processes                   | Outputs and outcomes                     |
| Stages  | Diagnose  | Design   | Take action                            | Evaluate                                 |
| Goals   | Determine the need for transboundary conservation | Match the process to the situation                         | Secure resources and implement actions | Learn and adapt                          |
| Step 1  | Identify if there is a compelling reason to act   | Determine who should lead the effort                       | Assess the capacity to implement plans | Assess progress and outcomes             |
| Step 2  | Determine if there is a constituency for change   | Mobilise and engage the right people                       | Develop an action plan                 | Determine if there is a need to continue |
| Step 3  | Estimate the scope of the issue                   | Define the geographic extent                               | Secure financial sustainability        | Adapt the management and action plans    |
| Step 4  | Estimate the capacity to work across boundaries   | Negotiate a joint vision and develop management objectives | Implement the plans                    | Communicate progress                     |

Some TBCAs were created by the signing of an international treaty, others by the signing of an MoU, and some only exist as concepts so far (SADC 2018). Although generally aspired, it cannot be said that TBCAs always must be established with a high-level agreement. The form of the agreement should suit the prevailing political circumstances and the relationship between the partners (Vasilijević et al. 2015).

In some cases regional collaboration is more intensive than just the facilitation of movements, such as joint patrols and common infrastructure use between nations, e.g. in [W-Arly-Pendjari](#) (Bureau de Coordination Générale du PAPE 2014). Such 'lion landscapes', lion ecosystems or protected area complexes (Box 4.3.1) are important for species that have huge space requirements, not only lions but also e.g. cheetah, African wild dogs and elephants.



**Fig. 4.3.2.** Southern Africa's TFCAs supported by the Peace Park Foundation. A transfrontier conservation area (TFCA) is defined as the area or component of a large ecological region that straddles the boundaries of two or more countries, encompassing one or more protected areas as well as multiple resource use areas. Source: SADC Secretariat (2013).

The recognition of the importance of transboundary lion management recently was one of the arguments leading to the listing of this species on Annex II of the Bonn Convention (CMS). The CMS [listing proposal](#), submitted by Chad, Niger and Togo mentions 23 transboundary lion populations; we have listed them in Table 4.3.1 and added a column with the status as presented in Chapter 2 of the present document. Table 4.3.2 lists areas not included in the CMS proposal text, but that have some potential as transboundary populations according to inspection of the lion distribution map (Fig. 2.2, Chapter 2). As an illustration, we have circled populations, which are obviously or potentially shared by two or several countries in Fig. 4.3.1 and labelled the circles according to the numbers in the first column of Table 4.3.1 and 4.3.2.

Considering the importance of transboundary lion management, a logical step forward is the design, adoption and implementation of transboundary lion conservation strategies (Regional Strategies) e.g. under the auspice of CMS (Chapter 4.1) or action plans (e.g. National Action Plans, Chapters 3, 4.2). These should be integrated into the framework of action planning for transboundary PA management. To our knowledge, a species-focused transboundary action plan currently only exists in the

**Table 4.3.1.** Transboundary lion habitat listed in the recently adopted proposal for listing of the lion on Annex II of the CMS. For geographic location of areas see Fig. 4.3.1.

| #  | Countries   | Area  | Status   |
|----|-------------|---|--|
| 1  | BWA/RSA     | Kgalagadi Transfrontier Park  | Part of existing TFCA  |
| 2  | MOZ/RSA     | Kruger NP, Limpopo NP   | Part of existing TFCA  |
| 3  | MOZ/ZWE     | Gairezi WMA, Nyangui State Forest, Manica Province                        | Status uncertain   |
| 4  | MOZ/ZWE     | Gonarezhou NP, Gaza Province  | Part of existing TFCA  |
| 5  | AGO/NAM/BWA | South Angola, Caprivi, Okavango   | Part of existing TFCA  |
| 6  | MOZ/ZMB     | Along Zambia border with Tete Province                                    | Potential for TFCA, should possibly incl. ZWE and further areas                        |
| 7  | MWI/MOZ     | Liwonde NP, Namizimu FR, Mangochi FR, Niassa Province                     | Status uncertain   |
| 8  | MWI/ZMB     | ???   | Status uncertain, if present possibly part of 6 above                                  |
| 9  | MOZ/TZA     | Niassa NNR, southern Tanzania   | Potential for TFCA   |
| 10 | TZA/ZMB     | ???   | Status uncertain   |
| 11 | MWI/TZA     | ???   | Status uncertain   |
| 12 | RWA/TZA     | Akagera NP, Kimisi GR   | Status uncertain   |
| 13 | KEN/TZA     | Tsavo NP, Mkomazi NP  | Inofficial Forum but no formal bilateral management structure                          |
| 14 | KEN/TZA     | Serengeti-Mara  | Inofficial Forum but no formal bilateral management structure                          |
| 15 | ETH/SSD     | Gambella NP, Boma NP  | Potential for TFCA   |
| 16 | ETH/KEN     | Northern East KEN – South East ETH  | Status uncertain (High potential for transboundary management)                         |
| 17 | ETH/SDN     | Alatash NP, Dinder NP   | Bilateral convention exists, but limited impact on the ground                          |
| 18 | CMR/NGA     | Waza NP   | Status uncertain   |
| 19 | CMR/NGA     | Faro NP, Gashaka-Gumti NP   | Potential for TFCA (occasional disperser)  |
| 20 | CMR/TCD     | Yamoussa Transfrontier Reserve, incl. Bouba Ndjida NP, Sena Oura NP       | Formal bilateral management structure being initiated                                  |
| 21 | TCD/CAF     | Salamat Hunting Areas, Bamingui-Bangoran NP, ManovoGounda-Saint Floris NP | Status uncertain   |
| 22 | CAF/SSD*    | Easter CAF hunting areas, SSD NP  | Status uncertain   |
| 23 | BEN/BFA/NER | WAP   | Part of RBT (Réserve Biosphère Transfrontalière), long history of regional integration |

\*In addition to the information in the CMS source document, we observe that this area possibly extends into Sudan where it includes Radom NP and surrounding areas.

W-Arly-Pendjari Transboundary Biosphere Reserve (WAP; Bureau de Coordination Générale du PAPE 2014; Fig. 4.3.3). One transboundary area of particular relevance is the Kavango Zambezi Transfrontier Conservation Area (KAZA), a major stronghold for the lion; this is the area where most studies on connectivity have been performed (e.g. Cushman et al. 2018). Each transboundary area will have its own implementation process; in the case of KAZA harmonisation of lion conservation is facilitated through the KAZA Carnivore Conservation Coalition.

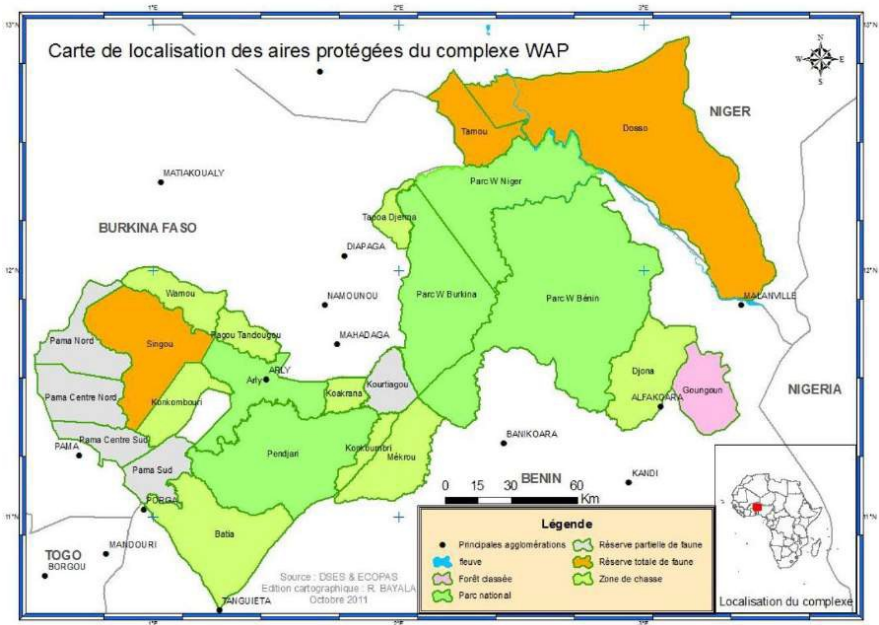


Fig 4.3.3. Map of the W-Arly-Pendjari (WAP) complex shared by Benin, Burkina Faso and Niger (PAPE 2011).

Table 4.3.2. Additional transboundary areas not listed in CMS lion listing proposal. For geographic location of areas see Fig. 4.3.1.

| #  | Countries     | Area                         | Status                                      |
|----|---------------|------------------------------|---|
| 24 | SEN/GNB/GIN   | Niokolo-Koba                 | Status uncertain                            |
| 25 | SDN/SSD       | Jebel mountains, Radom       | Status uncertain                            |
| 26 | ZMB/AGO       | Liuwa Plains, eastern Angola | Status uncertain                            |
| 27 | GAB/COG       | Batéke                       | Status uncertain                            |
| 28 | ZAF/MOZ/(SWZ) | Tembe-Maputo                 | Part of existing TFCA                       |
| 29 | COD/UGA       | Virunga – QEP                | Greater Virunga Transboundary Collaboration |
| 30 | KEN/SOM       | Bush bush – Boni Dodori      | Status uncertain                            |



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## 5 Lion survey and monitoring methods

Paul Funston and Philipp Henschel

Population size and trends of large carnivores are difficult to determine but are needed to inform conservation actions. Depending on the context at each site, counting or surveying African lions (*Panthera leo*) can vary from them being relatively easily monitored right down to the level of individual recognition (e.g. Packer et al. 2005), through to relatively coarse estimates of indices of relative abundance (e.g. Crosmar et al. 2018) or probability of occupancy (e.g. Midlane et al. 2014). Unlike other cats that are recognisable from their coat patterns and are thus universally best surveyed using camera trap surveys to derive spatially explicit mark recapture models (e.g. O'Brien & Kinnaird 2011, Gopalaswamy et al. 2012), for lions there is not yet one standardised method used to estimate density or abundance. Researchers and managers have so far tended to favour approaches based on (1) individual recognition via facial features (Pennycuik & Rudnai 1970), (2) call-up or capture surveys (Smuts et al. 1977, Ferreira & Funston 2010), and (3) spoor surveys (Funston & Ferreira 2010) to estimate abundance, and occupancy modelling to estimate probability of occurrence (Midlane et al. 2014).

This complicates deriving national, regional or global estimates for lions. However, as compared with other African large felids (e.g. leopards) lions have been repeat surveyed at more sites across their African range (about 47 sites) than any other large cat, which has allowed a degree of trend analysis, accounting for large differences in survey methodology (Bauer et al. 2015a). What these surveys have shown, however, was a striking geographical pattern: African lion populations are declining everywhere, except in four southern countries (Botswana, Namibia, South Africa, and Zimbabwe). Population models indicate a 67% chance that lions in West and Central Africa decline by one-half, while estimating a 37% chance that lions in East Africa also decline by one-half over two decades. The net estimate for wild lions in Africa now stands at about 20,000 individuals, which might have been closer to 30,000 individuals a decade or two earlier (Bauer & van der Merwe 2004, Bauer et al. 2015b).



**Fig. 5.1.** Lion spoor in Mana Pools National Park, Zimbabwe. Spoor or track surveys offer a reliable method for estimating lion abundance in many habitats where direct observation is difficult. Photo P. Meier.

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**Commented [A90]:** Tanzania and Mozambique

**Commented [A91]:** Delete paragraph from this point "PopulationModels" to end of paragraph. Too speculative and contradicts earlier section 2 covering status.

**Commented [A92]:** Not true. Contradicts prior Section 2

**Commented [A93]:** Not correct. Spoor surveys have been shown to be unreliable.

As alluded to above, estimating animal numbers is often practically, and technically, difficult with lions at some sites being both relatively numerous and conspicuous, but at others being scarce and shy. Given that there is no “one size fits all” approach to surveying lion populations, most practitioners are advised to assess the local context and situation and then choose the most appropriate survey design and monitoring method that meets their specific needs. Approaches such as individual recognition may yield very accurate tallies of all known individuals but suffer from having no estimate of precision. They may also only be feasible in relatively high-density populations occupying open habitats, where lions can be consistently approached by vehicle. Conversely spoor (Fig. 5.1) or call-up surveys of populations occurring at low density can also suffer from large variance in the derived estimates, making detecting trend particularly challenging.

Furthermore, cost can constrain the frequency with which the various approaches can be repeated, extending the time between surveys. This is problematic insofar as it is often more important to know the changes in numbers than their absolute value. Detecting change carries trade-offs between the precision of estimates, intervals between surveys and the risk of uncertainty during the time it takes to detect a change (Gerrodette 1987). The few studies that have overcome these constraints relied on intensive observations over long periods (e.g. Kissui & Packer 2004, Packer et al. 2005).

Thus, in areas where it is possible total counts of known individuals can be achieved and are a very effective tool for monitoring vital rates in lion populations. However, perhaps in the majority of instances practitioners are best advised to use indices of the population size. Indices offer advantages in that they are generally cost effective and can be easily repeated and can provide reliable estimates of the population size together with a measure of precision. One such approach, track counts, relies on the relationship between frequencies with which tracks (spoor) are detected and an estimate of the actual density (Stander et al. 1998, Funston & Ferreira 2010). We found consistent relationships between track densities and the actual carnivore densities, having taken account of the substrate (Funston & Ferreira 2010). The other commonly used approach is call-up stations, which works well for apex carnivores such as lions and spotted hyaenas (*Crocuta crocuta*) (e.g. Smuts et al. 1977, Ogu-tu & Dublin 1998, Ferreira & Funston 2010), although they are constrained by response rates not having been measured in most areas. However, once calibrated call-up stations defined by the appropriate survey effort can achieve estimates with known precision, from which age structures can be extracted to estimate survival rates (Ferreira & Funston 2010). Both survey methods produce accurate results, although precision tends to be higher for call-up surveys, despite lower costs (Midlane et al. 2015). A considerable advantage of track counts, however, is that it also produces vital data on presence/absence, distribution and abundance of other threatened carnivore species, such as cheetah (*Acinonyx jubatus*), African wild dog (*Lycaon pictus*) and leopard (*Panthera pardus*) (cf. Funston et al. 2010).

### Spoor survey design

When conducting a spoor survey, we generally encourage that the area to be covered is divided into 225 km<sup>2</sup> blocks (15x15 km), which is similar to an average lion pride home range in medium-density populations. Such blocks should be sampled within one day, only counting fresh lion spoor, to avoid double-counting the same individuals repeatedly. Within the survey area, spoor transect locations are chosen based on the following criteria: (1) assure an even distribution of transects across the entire survey area, leaving no large gaps (each 225 km<sup>2</sup> block should be sampled if possible), (2) tar-

#### Commented [A94]:

Way too much detail on track surveys, the technique has a number of biases that are not adequately addressed (i.e., remain sources of unaccounted for error) which include:

Assignment of individual lion tracks within 500 m

Observers variation, significant but not addressed

Model development (pseudoreplication, low sample size) for track surveys in sand substrate

Lions follow prey, not roads. The assumption that lion track deposition will be uniform across time and can be accounted for is unfounded.

Variation in abundance estimates of up to 50% across weeks can occur

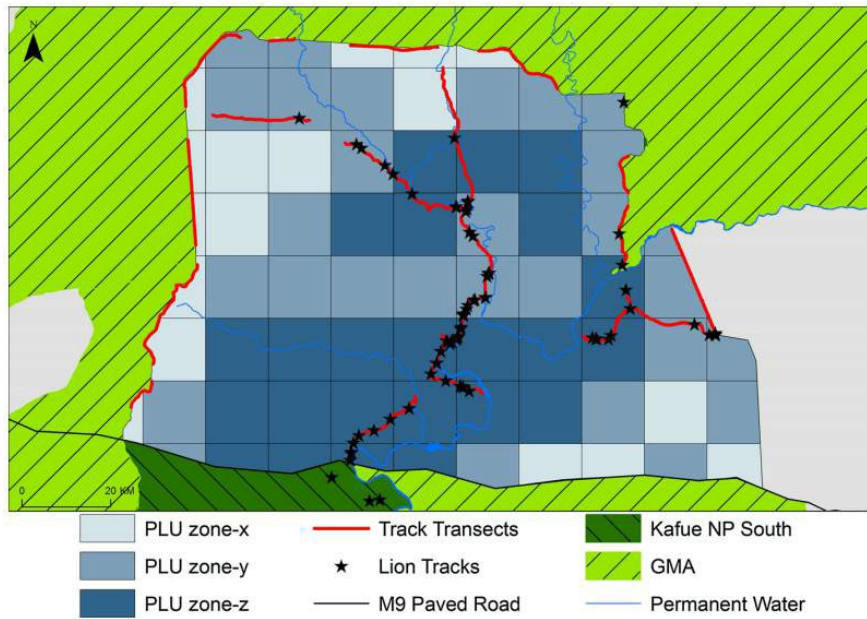
Original modeling based on 'population of populations', not individual population. This is an important reason the survey doesn't really work well.

However, track surveys can be good for occupancy modeling, as they state.

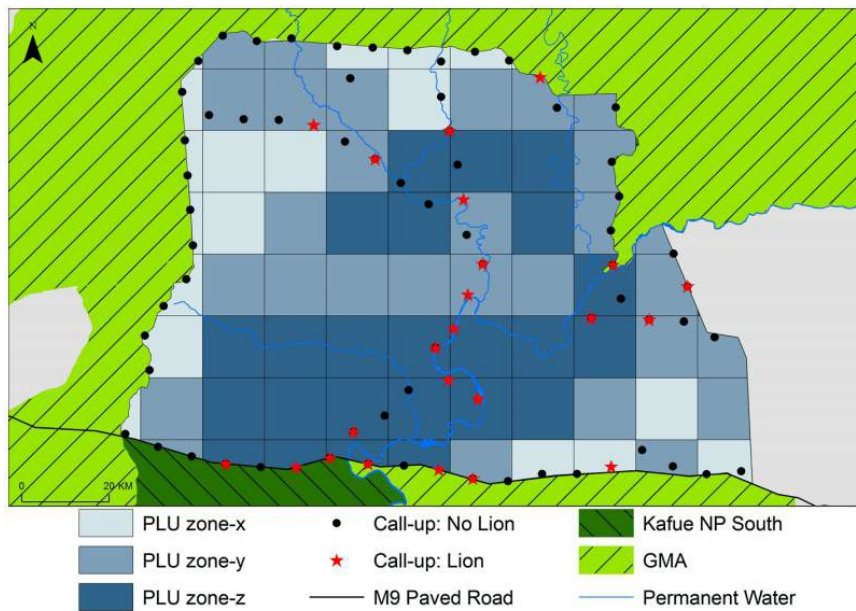
get dirt roads with a road surface adequate for the detection of spoor (no coarse laterite or compacted clay), (3) assure an even representation of major habitat types within each survey area, and (4) assure an even distribution of transects across wetter and more arid strata. We recommend a minimum transect length per sampling block of 15 km. Fig. 5.2 shows an example for a track transect design. Field teams should start transects at first light to ensure that any tracks left by large carnivores during the course of the night would still be visible, and that no other vehicle could have passed along the dirt track prior to the survey team. Transects are typically vehicle-based, with two experienced observers or trackers seated on the front of each vehicle. The vehicle should be driven at a maximum speed of 10-15 km/h to ensure that the observers can easily detect large carnivore tracks. Each transect team needs to be equipped with a GPS, or ideally a data-collection device incorporating a GPS. At the onset of each transect the starting point needs to be GPS logged and “track log” function of the GPS unit must be activated to trace the exact course of each transect. At 500 m intervals along transects, the team leader must note the quality and type of the road surface. Collection of this information is vital, as the probability of detecting tracks ultimately depends on the quality and type of the road surface.

Whenever the observers detect large carnivore spoor the vehicle should be stopped so that the observers can closely inspect the spoor to identify the large carnivore species. Only fresh tracks (<24 hours old) are to be recorded, following Stander et al. (1998). For carnivore tracks a photo can be taken with a photometric scale placed next to the track, to permit a quality control of species identifications and of track age assessments. At each track the team leader records the GPS location, the distance from the transect start point, time, large carnivore species, the number of individuals present and direction of travel. To minimize the risk of double-counting large carnivore individuals, teams should only count one spoor set if observers found two similar spoor within 500 m of one another and cannot identify these individually (Funston et al. 2010). Correctly aging tracks, as well as noting track size and the direction of travel can often help to reconstruct how many individuals used a particular section of road. Experienced local trackers should be used where possible. At the end of each transect, the team leader records the final GPS position to mark the end of the transect and deactivates the GPS “track log”.

To avoid any possible loss of data and to reduce the risk of data transcription errors, the transect data should be entered into a laptop database by the field team directly after the completion of each transect. This can be greatly facilitated by collecting the data on a data-collection device. Simple spoor data-collection interfaces can be composed for Android or Windows Mobile devices using the CyberTracker (<https://www.cybertracker.org/>) or SMART (<http://smartconservationtools.org/>) software packages. Besides observations of large carnivore spoor, the teams also typically record any direct observations of large carnivores, obtained either during transects or opportunistically when travelling between transects, and spoor of all important ungulate species (locally important prey species) as well as of humans and livestock. The collection of data on potential threats, such as the presence of humans and livestock, can permit an advanced analysis of lion distribution in an occupancy modeling framework (see MacKenzie et al. 2006), which permits an empirical quantification of factors which may currently limit lion distribution (e.g. Everatt et al. 2014, Henschel et al. 2016).



**Fig. 5.2.** Example of a track count survey design from a comparative study on methods for estimating lion abundance in Kafue NP, Zambia, by Midlane et al. (2015).



**Fig. 5.3.** Example of a call-up survey design from a comparative study on methods for estimating lion abundance in Kafue NP, Zambia, by Midlane et al. (2015).

### Data analysis

During analysis for each transect the number of track observations for each species is calculated and transformed into “track densities”, i.e. the number of tracks per 100 km of transect. This large carnivore track density is strongly and positively correlated with large carnivore population density in any given area (Stander 1998). Based on this observed correlation between track density and “true” large carnivore density, track densities can be transformed into population densities using the following equation developed by Funston et al. (2010) and refined by Winterbach et al. (2016) for low density areas:

$$x_i = t_i/3.26, \text{ where } x_i \text{ is population density and } t_i \text{ is track density for each species.}$$

Track densities should be compared across transects, to assess if there are statistically significant differences in track densities between large carnivore densities in different areas and densities then calculated separately for those.

### Call-up survey design

Although seldom used these days, call-up surveys using wild prey killed as bait at which lions are lured using both scent and sound (see Smuts et al. 1977) can be a very effective way to count lions in relatively localized areas. Increasingly, however, practitioners wish to cover much larger areas more quickly and for various reasons using wild prey as bait is seldom possible. This led to the development of call-up techniques for spotted hyaenas and lions (Ogutu & Dublin 1998), and subsequent efforts to refine these and get maximum value out of the data that is collected (Ferreira & Funston 2010, Ogutu et al. 2016).

Ideally any call-up survey should be preceded by a calibration exercise although this is rarely if ever done. To calibrate, one would opportunistically locate a sample of lion groups (ideally > 20) by driving and searching for lions. For each of these groups, an observer stays with the lions while a second team sets up a calling station at a predetermined distance away. To do so Ferreira & Funston (2010) played a 4.25-min recording of a buffalo calf in distress repeatedly for 1 h on a LG MF-FM12 MP3 player (LG Electronics Inc., Seoul, Korea). Other sound recordings, or intervals, could be used (see Ogutu & Dublin 1998). Once a series of responses at different distance have been noted, a probability of response can be calculated per distance, allowing one to adjust population size estimations for non-response.

Once the local calibration has been conducted, playbacks are projected across the study area through to a 12-volt 60-watt amplifier powered by the vehicle’s battery. The amplifier is connected to two 40-M 4-ohm horn speakers (diameter 40cm), with 40-watt driver units connected in series and facing opposite each other. The vocalizations are then broadcast at full volume from the speakers that are rotated every 15 min to get an all-round sound distribution. To minimize the chance of double-counting individuals, stations are typically set about 10 km apart (Fig. 5.3) with three or four stations sampled per night playing a recording of a buffalo calf in distress for 1 h. Call-ups should commence about half an hour after dark in the evening from 1800 hours to 0100 hours, which is when lions are most active (Hayward & Hayward 2007). During the actual survey one records each group of lions that arrives during the hour and assigns sex and estimated age to each lion.

#### Commented [A95]:

Post-hoc consideration of non-response is not statistically ‘smiled upon’, they should consider repeated session call-in surveys

### Data analysis

Two primary constraints affect the use of call-up stations to count lions, namely the probability that lions appear at a station and the chance of sampling the same lion more than once (Ogutu and Dublin 1998; Mills *et al.* 2001). The probability that lions may appear depends on whether a group reacts and whether all individuals in a responding group react in the same way. Lion groups containing cubs are likely to be more cautious when approaching call-up stations than are other types of groups (Ogutu and Dublin 1998; Mills *et al.* 2001). We recommend separating groups into those with and those without cubs and calculating estimates for each (see Ferreira & Funston 2010 for more details).

### Conclusions

In a comparative study, accuracy of results from both spoor and call-up methods were found to be comparable, but call-up surveys were more precise and more efficient to complete (Midlane *et al.* 2014). We therefore recommend call-up surveys as the preferred method for surveying lions in areas where they occur in moderate to high densities and readily approach vehicles, and favor spoor surveys in low density areas and at sites where lions are known to be wary of people. Beukes *et al.* (2017) found that even in a relatively low-density population such as the Kgalagadi Transfrontier Park, South Africa/Botswana, that registering the population through individual identification and using open-population mark-recapture provided the most precise estimate of population size and a benchmark against which other techniques could be measured. Track indices provided a similar best estimate but were less imprecise. Thus, the technique of choice to monitor lion populations over time remains individual recognition of known individuals with both track and call-up indices being very useful techniques to conclude rapid surveys over very large spatial scales.

#### Commented [A96]:

In general, we agree with this paragraph except that we wouldn't use track surveys for any density/abundance estimate, only for determining presence/occupancy of lions. We do agree that individual counts/spatial capture recapture are the best (individual based models), followed by repeated session call-in survey.

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## 6 Conservation solutions

### 6.1 Promoting coexistence and mitigating conflicts

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The significance of human-lion conflict.

Although protected areas are critically important for African lions (*Panthera leo*), some populations have crucial range on community land (Riggio et al. 2013; Chapter 2). This means that they rely heavily upon human-dominated lands, particularly around protected areas. This co-occurrence of lions, as large obligate carnivores, with humans often leads to conflict, particularly where livestock are also present (Barua et al. 2013, Bauer et al. 2015, Dickman et al. 2014). Lions may also attack people (Packer et al. 2005). This conflict can have very damaging impacts on both humans and lions. People, especially in rural Africa, often depend heavily upon livestock as a key economic asset, which has huge value in poor, food-insecure areas, so livestock loss can be devastating at a household level (Barua et al. 2013). Around Tsavo in Kenya, lions were responsible for over 85% of depredation events, with each lion costing ranchers around USD 290 per year in attacks (Patterson et al. 2004). Similarly, in 1998 it was estimated that a small population of around 50 lions in Cameroon's Waza National Park caused more conflict than other carnivores, killing around 700 cattle and over 1,000 small stock a year, with an economic cost of around USD 130,000 (Bauer & de longh 2005). The impacts can extend beyond the monetary value of depredated stock: cattle in particular often have immense social and cultural value in traditionally pastoralist communities, and their loss therefore incurs high cultural costs in addition to economic ones (Dickman et al. 2014). Even more severely, lions can pose a real threat to humans themselves: in Tanzania, it was estimated that over 800 people were killed or injured by lions between 1990 and 2004 (Packer et al. 2005). Unsurprisingly, these attacks are devastating for the communities concerned, and have very long-term economic, emotional, and social impacts (Barua et al. 2013).

In addition to the obvious, visible costs of depredation and human attack, there are many, often significant, 'hidden' costs of conflict (Barua et al. 2013). People have to invest time and energy in protecting livestock against lions, and these opportunity costs can be high: for example, many rural children miss school, with long-term implications, as they are required to guard livestock (Barua et al. 2013). Living alongside high-conflict-causing species can damage peoples' wellbeing, with documented impacts on both physical and mental health (Barua et al. 2013). They can also lead to a decrease in tolerance for other conservation efforts (Hazzah et al. 2009). These underlying impacts are likely to be particularly severe if lions are associated with witchcraft and mythology (Israel 2009, West 2001), and if people feel that lion presence is being imposed upon them while any benefits accrue to other groups, such as the Government or tourism companies.

Although some of these costs of coexistence may be reduced to some extent depending on local mechanisms (see Chapter 6.9), in reality, costs and benefits of lion presence are usually inequitably distributed, so the people suffering the majority of the costs rarely have them sufficiently offset through any benefits. Therefore, unsurprisingly, people often tend to kill lions, either to prevent conflict or in retaliation for it. Levels of lion killing can be extremely high: in Tanzania's Ruaha landscape at least 37 lions were killed through conflict in 18 months, in an area of less than 500 km<sup>2</sup> (A. Dickman, pers. obs.), and in southern Kenya's Amboseli ecosystem nearly 200 lions were killed by humans due to conflict over a seven year period (Hazzah et al. 2014). Conflict poses a major threat to

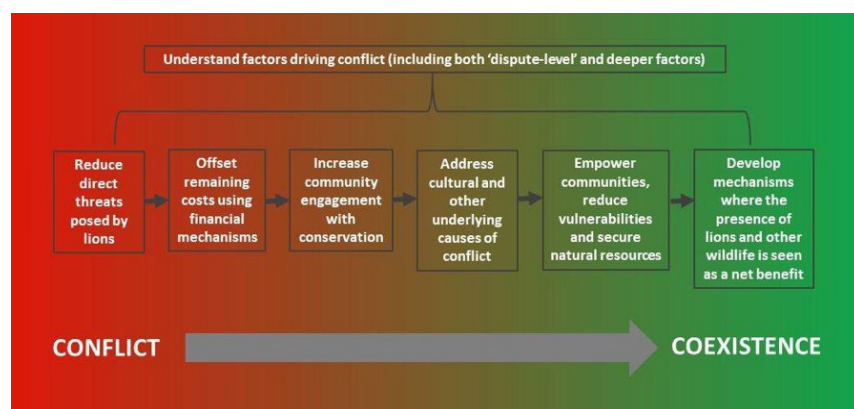


lions not only in individual populations, but at a regional scale: conflict has been ranked by the IUCN as the greatest threat to lions in East and Southern Africa (where the vast majority of lions remain; Chapter 2), and fourth out of nine key threats in West and Central Africa (IUCN 2006a, b). More recently, a report stated that outside protected areas, pre-emptive and retaliatory killing is the primary threat to lions (Panthera et al. 2016).

It is therefore vital to reduce conflict and move towards easier coexistence, especially given how important human-dominated lands are for maintaining lion populations and their connectivity at a range wide scale. Some insights into how this can best be achieved are given below.

### Moving from conflict towards coexistence

Human-lion conflict is usually a multi-faceted issue, as highlighted above. Therefore, several steps need to be taken in order to start mitigating conflict and moving towards coexistence. Underlying any effective conflict mitigation strategy is truly understanding the drivers of conflict, which may be markedly different in different sites. In one area - for example amongst commercial farmers in Laikipia - conflict may primarily be driven by depredation (an example of an obvious, 'dispute-level' level of conflict) while in another - for example amongst rural communities in Kenya, Tanzania and Mozambique - conflict may be strongly influenced by cultural beliefs (Dickman et al. 2014, Hazzah et al. 2009, Israel 2009, West 2001). Truly understanding the drivers of conflict – including the deeper, underlying issues such as the influence of religion, mythology, power and social and cultural norms as well as the more obvious, dispute-level factors – is likely to take a long time and require a high degree of trust with the communities concerned. It is important, though, that those deeper aspects should be investigated and considered wherever possible, as otherwise focusing only on reducing the 'actual' or dispute-level conflict (e.g. livestock depredation) is very unlikely to mitigate conflict in a meaningful, long-term way (Dickman et al. 2014) and may result in increasing conflicts within the community. Once the dynamics of conflict have been assessed, numerous steps can be taken to reduce it and move towards easier human-lion coexistence (Figure 6.1.1), and these are discussed more below.



**Figure 6.1.1.** A schematic showing some of the key steps that should be considered to help move from a situation of human-lion conflict towards coexistence. Each scenario will be different; this is why understanding the driving factors is key to identifying which of the steps shown, or which others, would be most useful for mitigating conflict.

*(i) Reduce direct threats posed by lions*

This is usually the first step in many conflict mitigation projects, as people are obviously antagonistic towards lion attacks on livestock and/or humans. While the ‘actual’ (usually economic) costs of such attacks are often dwarfed by other issues, such as livestock loss to disease, it is extremely important to address this issue. Multiple technical approaches have been developed to protect livestock: at night, livestock can be effectively protected from carnivores by securing them within wire, canvas, or other reinforced enclosures (Fig. 6.1.2) such as [‘living walls’](#) (Lichtenfeld et al. 2015) and also see the [human-lion conflict toolkit](#) (Begg & Kushnir 2010). This needs to be combined with engagement with livestock owners, ideally to create a sense of ownership of the reinforcement, and also to stress the importance of attentive herding and enclosing all stock at night, as many attacks happen on lost livestock returning late and being left out at night. Reinforced, static enclosures may be less appropriate for more nomadic livestock-keepers, but in those situations mobile canvas or shade-cloth enclosures can be very effective (Loveridge et al. 2017). There are also multiple technical approaches which can help protect stock, such as [flashing solar lights](#) on or around enclosures (Lesilau et al. 2018, Begg & Kushnir 2010), or [‘Lion Shield’](#) deterrents, where collared lions activate alerts when they approach a ‘base station’, usually close to an enclosure, which means they can be chased away. Real-time GPS data from lion collars can also be used in conjunction with rangers/guardians on the ground to proactively chase lions away when they move close to livestock enclosures.



**Fig. 6.1.2.** Enclosures (bomas) improved with mash wire and natural logs. Photos Ruaha Carnivore Project (left) and Pat Erickson (right).

Reducing daytime lion attacks is more challenging, although again there is a proven role for encouraging attentive herding by adult guardians (Bauer et al. 2010, Tumenta et al. 2013). Local dogs are widely kept to help protect stock, but are often ineffective at preventing lion attacks (Tumenta et al. 2013). There has been a small trial of large, [specialised livestock guarding dogs](#) in Tanzania, which (although it had some problems, such as issues with villagers maintaining very large dogs) showed that the dogs were capable of chasing lions away from livestock (A. Dickman, pers. obs.). Again the close monitoring of lion movements using real-time GPS data from collars can again be used to keep livestock away from where lions are known to be resting during the daytime. Lower-tech approaches involve people walking in groups and using noise repellents to chase lions away from inhabited areas towards conservation areas (Bauer et al. 2010): it is hard to quantitatively assess the success of such impacts but they seem to have some immediate, local benefit at least. Novel approaches are continually being tested, including the ‘iCow’ approach, where eyes are painted on the rumps of cattle, which apparently has been linked to lower depredation during [a small trial in Botswana](#). Meanwhile, lion attacks on humans can be reduced in many instances by reducing risky behaviour, such as stay-

ing out in crop fields or in poor shelters at night, walking alone at night without a torch, or being drunk and walking through the bush (Begg & Kushnir 2010). Sometimes, however, particularly for human attacks but also for livestock attacks, there may be evidence of a problem lion or group of lions, in which case rapid, well-targeted response may be the most effective solution for preventing ongoing conflict (Chapter 6.7). Ultimately, it is clear that in most cases, the direct costs of lion presence can be substantially reduced through the deployment of appropriate methods, with important benefits both for people and lions. However, it is very rare that reducing costs alone is enough to move from a conflict situation towards coexistence, so the following steps should also be implemented wherever possible.

*(ii) Offset remaining costs using financial mechanisms*

Even with relatively effective protection mechanisms, such as those outlined above, it is very unlikely that lion attacks will be completely eliminated. It is therefore valuable to also consider implementing some form of financial mechanism to offset (and hopefully outweigh) any remaining costs of depredation or lion presence, and these are discussed more in Chapter 6.9.

*(iii) Increase community engagement with conservation*

Engaging communities fully and effectively in conservation is fundamentally important for long-term coexistence, but all too often, conflict mitigation projects stop at the stage of reducing attacks, and/or the costs associated with them. In reality, however, conflict is about far more than lion attacks, and reducing the chances of an attack, or the financial costs associated with them, is very unlikely to be enough to encourage people to want lions around. Furthermore, many people do not understand why others (often outsiders) value lions, and do not know about the global decline of the species and the importance of human-dominated land for its conservation. Working with different stakeholders to have open discussions around these issues, and improve knowledge and engagement, is a key step forwards in conflict mitigation. This can take a wide variety of forms, with just a few examples being community meetings, [educational film nights](#) (Fig. 6.1.3), work with schools and community groups, [locally relevant educational materials](#), [Kids Camps](#) working with young herding children, meetings with local governments and authorities, and [educational visits](#) to wildlife areas. They do not have to be formal – some of the best engagement is through fun activities based around conservation, such as [Lion Fun Days](#), games, sports events such as the [Maasai Olympics](#) and [Lion Guardian Games](#), and theatre and dance events. It is usually important to try to engage as many different parts of the community as possible, such as the young men (e.g. through the [Lion Guardians programme](#) (Dolrenry et al. 2016), in Kenya and elsewhere), children (e.g. through the [Mariri Environmental Centre in Niassa](#)), and women (e.g. through the [Mama Simba programme in Samburu](#)). These activities help build trust and connections between communities, conservationists and other stakeholders, and often leads to a better understanding of the deeper factors affecting conflict and views towards lions, which in turn informs the further steps below.

*(iv) Address cultural and other underlying causes of conflict*

People base their perceptions and attitudes not only on personal experiences (such as depredation), but also upon many other factors, such as the cultural and social norms, expectations and beliefs of the society they live in (Dickman 2010). For example, in some traditional pastoralist societies, killing lions remains an important ritual and is part of the perception of what a warrior ‘should’ be doing for the society (Hazzah et al. 2017). Lions may be associated with rival groups and witchcraft – in

Mozambique and Tanzania, there are beliefs that ‘spirit-lions’ can be summoned to kill people, and fears of such lions tended to increase during periods of higher social conflict (Dickman 2009, Israel 2009, West 2001). Religious beliefs can affect attitudes towards wildlife: in Kenya and Tanzania, adherence to formal religions, especially evangelical Christianity, was linked to more negative views towards lions and other carnivores (Dickman et al. 2014, Hazzah et al. 2009). These are just a few examples to highlight the complexity of factors likely to influence perceptions of human-lion conflict.

People often assume that deeply embedded cultural drivers of conflict are very hard to change, but that is not necessarily true. The key is to be aware of as much of the complexity as possible, and to engage communities in conservation in a way that respects their cultural and social norms. While, as mentioned above, pastoralist warriors traditionally value killing lions as part of their identity (Dickman 2009, Hazzah et al. 2017), culturally-appropriate methods have been developed to ensure that young men can still retain the cultural and social benefits associated with warriorhood and community protection through conservation rather than lion killing. This ‘Lion Guardians’ approach (Box6.1.1) was developed in Kenya (and has now been expanded to Tanzania, Zimbabwe and other sites) and has achieved impressive lion conservation success (Hazzah et al. 2014). Examining and addressing underlying issues can seem daunting, but understanding them can help inform practical conflict mitigation approaches: for example, knowing the link between a particular religion and conflict may help target which households are first engaged in mitigation, and/or may mean that the church is approached to see if improved conservation messaging could be delivered from within it.



**Fig. 6.1.3.** DVD night in a local village organised by the Ruaha Carnivore Project. Such film nights are not only fun, they have also an educational value and allow engaging with the local people. Photo Ruaha Carnivore Project.

*(v) Empower communities, reduce vulnerabilities and secure natural resources*

At its heart, conflict is often driven by people feeling disempowered and vulnerable regarding wildlife. People tend to be particularly antagonistic towards the presence of wildlife they feel are being imposed upon them, and when it is perceived that wildlife is being valued over local human needs (Dickman 2010). For example, community anger over a perceived lack of action to reduce depredation around Nairobi National Park, and the inferred prioritisation of lions over Maasai, led to [the killing of six lions](#). People are also particularly prone to conflict if they have few strategies to prevent attacks, are heavily dependent upon one income source (such as livestock) and are economically or socially vulnerable (Dickman 2010).

Therefore, utilising [peacebuilding techniques](#), empowering communities and reducing vulnerabilities is a key component of moving towards coexistence (Madden & McQuinn 2014). The most appropriate strategies will depend upon the context, but could include [skills](#) and [literacy training, education and employment, diversification of income sources, benefit-sharing](#) from conservation and other community development approaches. Reducing food insecurity and economic vulnerability through conservation can reduce reliance upon bushmeat hunting (a major indirect threat to lions; Chapter 6.3), and may reduce the chances of people killing lions for monetary gain (e.g. from the sale of body parts). A key part of empowering communities may include helping them secure land use rights, as conflicts over land can help exacerbate human-wildlife conflict. Land use planning, appropriate zoning and encouraging the protection of habitat and prey as well as lions themselves are all likely to be valuable components of a longer-term conflict mitigation and livelihood security approach.

*(vi) Develop mechanisms where lions and other wildlife are seen as a net benefit*

Ultimately, for sustained coexistence, people need to move towards a situation where they see the presence of lions and other wildlife as a meaningful, sustainable and relevant benefit. Furthermore, those benefits should be identified and led by the communities, with the distribution sufficiently equitable so that those who risk most costs from wildlife presence also receive most benefits. Through this approach, lion presence should be perceived not as a threat to human development, but instead as a valuable resource which can be used to drive community development in an equitable way and ultimately reduce poverty. Again, the most appropriate mechanisms will depend upon the individual situation, but examples could include equitable benefit sharing from conservation activities such as [tourism](#), the development of conservation products, social impact bonds and conservation performance-payment (for more details see Chapter 6.9). Whichever mechanism is used, it is vital that the benefit is associated directly with the presence of wildlife on the land, not merely the presence of the implementing organisation. Although the scale of this issue is challenging, many cases across Africa have shown that it is possible to move from a high-conflict situation to one where people see benefits from lions, the level of killing is significantly reduced, and where lion populations rebound even on human-dominated land (Hazzah et al. 2014). The aim now is to learn from those cases and invest sufficient resources so that they can be scaled up, producing invaluable benefits for both human livelihoods and lions at a continental scale.

**Commented [A97]:** Add:and tourist safari hunting

**Box 6.1.1 Lion Guardians as a conflict case study ([www.lionguardians.org](http://www.lionguardians.org))**

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In January 2007, in response to the high level of lion killing in southern Kenya's Amboseli ecosystem, a conservation program called Lion Guardians was initiated, in which traditional warriors (henceforth guardians) were employed. Prior to being appointed as guardians, many of these warriors were renowned lion killers. The programme incorporates local values as a key component of conservation action, and respects the local culture and traditional knowledge of the communities. The guardians live and work from their home communities. They take pride in their abilities to track lions on foot and to protect their communities. This is a traditional role of a warrior, but instead of protecting communities by killing lions, they instead track lions, alert herders to lion presence to proactively prevent attacks on livestock, and help communities implement better husbandry practices.

Guardian jobs are in high demand because warriors work in their home communities, are given literacy training, and use their specialized tracking skills and their confidence working near large wild animals.

Collecting systematic data on the lion population endows each guardian with increased prestige within his community for becoming educated, employed, and engaged with a species traditionally admired for its power and charisma. The program give previous lion killers the ability to use their skills and ecological knowledge in productive and legal ways. One guardian stated, "Lion Guardians has given us the opportunity to gain formal, gainful employment. It has helped us as individuals and known lion killers, saved us from a life behind bars." The engagement in conservation and monitoring leads to a sense of responsibility for the lions as well as other wildlife. As another warrior stated, "A guardian is a wildlife protector, an indigenous conservationist."

Jobs are often scarce in rural pastoralist regions, and many young men leave. The guardians express gratitude at having employment while maintaining the essence of the warriors' traditional role in society. As another guardian put it: "I love being a Lion Guardian because I am not removed from my culture and my people." Guardians also assist their communities in a variety of ways while improving conservation outcomes. Each year at the program's core site, guardians recover more than USD 1,000,000 worth of livestock lost in the bush (which are likely to be killed by predators and could lead to retaliatory killings), reinforce over 300 corrals, find an average of 20 lost child herders, and stop an annual average of approximately 50 lion hunts by other warriors, often going to extreme lengths to prevent 'their' lions from being killed after livestock depredations (Dolrenry et al. 2016, Hazzah et al. 2014).

Ultimately, the Lion Guardians approach turns people who once killed lions into lion protectors. The model blends local communities' traditional knowledge with first-class science. With a >90% average reduction in lion killing in the areas where they work and a more than tripling of the lion population at their core site, the Lion Guardians model has had proven success. The program covers today approximately 4,000 km<sup>2</sup> at its core site, has been adapted to six other sites across Africa and has trained an additional four groups on the model to be adapted for other species and other continents. In areas where cultural lion killing remains a significant threat, this can be a very valuable approach for engaging the community, embracing culture and achieving clear benefits for both people and lions.



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## 6.2 Lion protection and law enforcement

Luke Hunter

### The importance of formal protection

Historically, the primary driver of lion declines across Africa has been the conversion of habitat to support human populations. That process inevitably acts in concert with the accompanying threats of both indirect and direct killing of lions and their prey (Chapter 6.3) and has produced grave consequences to lion distribution. Lions now occur unequivocally in only <8% of historic range and in potentially a maximum of 16.3% of historic range including poorly-known areas where their continued presence is uncertain (Bauer et al. 2016). This dramatic range retraction has also resulted in a high correlation between current lion distribution and the level of statutory protection of remaining habitat. The majority of the lion range today is in formal protected areas (PAs) or is closely associated with PAs.

However, even in protected areas, lions are subject to anthropogenic threats with deleterious population-level impacts. Bauer et al. (2015) calculated the trend of 46 African lion populations across their range using repeated count data collected between 1993 and 2014. Importantly, the study focused on protected populations (mainly because PAs are typically the most practical sites for researchers to undertake long-term research); 44 of the sampled populations were formally protected, either entirely/mostly by the state (32 sites) or privately (12 sites). Nonetheless, all sampled West and Central African populations except Pendjari NP, and 53% of East African populations had declined over the period of the study. All sampled southern African (Botswana, Namibian, South African and Zimbabwean) populations were stable or had increased with the notable exception of the Okavango population which declined.

Illegal hunting (poaching) of lions and especially of their wild prey base inside PAs is a major contributor to such declines. Bushmeat poaching's direct impacts on the lion's prey base, and both direct and indirect effects on lion mortality make it the most serious threat to lions in a majority of PAs across Africa (Lindsey et al. 2017). There is also increasing evidence of targeted poaching of lions inside PAs to satisfy a demand from international as well as local markets. Everatt et al. (*in review*) documented targeted poaching of lions for body parts as the greatest single cause of mortality in Limpopo National Park, Mozambique, removing 12–26.2% of the lion population annually. Targeted lion poaching events in this study involved lions being lured to poisoned meat or into baited snares or traps, and thus were distinct from 'by-catch' deaths of lions in snares set for ungulates which added to overall anthropogenic mortality. Teeth and claws were the most sought-after body parts of poached lions with evidence pointing to Vietnam as the source of demand (Everatt et al. *in review*).

Under strong protection, lions are able to reach high densities, typically 1.5–3 lions/100 km<sup>2</sup> in semi-arid savannah woodlands, and in West and Central Africa (e.g. Kalagadi Transfrontier PA, Botswana/South Africa; Hwange National Park, Zimbabwe; WAP area, Benin-Burkina Faso-Niger; Benoue area, Cameroon), 6–12 lions/100 km<sup>2</sup> for mesic southern African habitats (e.g. Kruger National Park, South Africa), but sometimes as high as 38/100 km<sup>2</sup> (Lake Manyara National Park, Tanzania) to 55/100 km<sup>2</sup> (parts of Serengeti National Park, Tanzania). However, such densities are increasingly the exception rather than the rule: only 35% of 186 PAs sampled for the study by Lindsey et al. (2017) conserve lions at ≥50% of the species' potential carrying capacity. The lion must now be regarded as

**Commented [A99]:** Need to define what is meant by "PA". There are several different categories in different countries. Each of these are treated differently and are given different funding priorities. This term should distinguish between "PA" with and without human occupation. The latter would exclude many areas in Tanzania, Mozambique, Botswana and Zambia if the definition provided by Lindsey et al (2018) is applied to the term "Community Conservancies".

Lindsey et al (2018) provide the following definition:

*We defined PAs following (1) as state-owned land officially gazetted as protected and where wildlife conservation and/or utilisation is considered to be the primary land use. Our definition included hunting areas and other local protected designations, as well as national parks, but excluded forest reserves, private land and community 'conservancies,' which typically occur on land with customary tenure/ownership.*

**Commented [A100]:** Which includes gazetted tourist safari hunting areas.

**Commented [A101]:** Add Mozambique

**Commented [A102]:** Broad statement. Poaching of prey base yes but poaching of lions inside PAs? This is addressed below under International Considerations where the authors admit that, apart from one case in Mozambique, "....the extent to which the poaching-mediated decline of Limpopo NP's lions is mirrored elsewhere in Africa is opaque". Can verified examples be provided from elsewhere? How widespread is this? What numbers?

**Commented [A103]:** Increasing evidence? Can the authors provide a list of the PAs where this is happening across the range? Only one example is provided here



highly conservation-dependent in which ensuring the integrity and status of **PAs** is essential to the species' long-term future.

**Commented [A104]:** Including safari hunting areas.

## Securing protected areas

The potential for conservation of lions (and other biodiversity) from the *existing* protected area network is vast. There is approximately 1.51 million km<sup>2</sup> within lion range that is already under formal protection, not including private and communal conservancies (Lindsey et al. 2016). Those areas alone could host an estimated total lion population of 3–4 times the current population if ecological potential was realized. In virtually all sites with existing, depleted lion populations, such recovery cannot occur without first achieving effective protection of the site. Effective law enforcement practises for site-level managers and practitioners in sub-Saharan African PAs were recently and comprehensively reviewed by Henson et al. (2016). They note emphatically that “there is no substitute for a well-equipped, well-trained, and highly motivated ranger” and they provide detail of essential best practises to achieve that outcome in three categories:

1. Law enforcement patrols. A common rule of thumb advocates for one ranger or scout for every 10–50 km<sup>2</sup> depending on the intensity of the poaching threat but just as importantly, it is essential to focus on the capacity and support of the patrol staff. Critical elements to achieving a well-functioning patrol effort include selection, recruitment and motivation (incentives) of rangers and patrol leaders, provision of basic and ongoing training, provision and maintenance of equipment and supplies, and very clear assigned roles and responsibilities (Henson et al. 2016)
2. Law enforcement management. Maximizing the effectiveness of law enforcement operations relies just as strongly upon experienced, highly trained managers with decision-making authority, and guided by very clear and consistent standards. Effective managers will be well versed in the use of adaptive and varied tactics to respond to rapidly-changing conditions, and will have access to the necessary infrastructure including operations rooms, satellite outposts, well maintained vehicles and a functioning road network (Henson et al. 2016). Managers also oversee the collection and application of patrol data to plan, adjust and report on the patrol effort. This increasingly entails a software-based skillset with the recent proliferation of ranger-based monitoring (RMB) tools including [Cybertracker](#), [SMART](#), [MIST](#) and MOMS (used mainly by conservancies and National Parks in Namibia). [Open Data Kit](#) (ODK) is a more general monitoring tool also appropriate for RMB.
3. Intelligence and investigations. This requires developing very specialised capacity and skills that builds upon and extends from the ranger-based patrol effort at the site; dedicated unit/s with appropriate resources, training and relationships is typically required. Effective intelligence and investigations capacity improves the ability of the law enforcement team in both increasing the rate of arrests and prosecutions of perpetrators, as well as enabling poaching activities to be prevented before they occur. Intelligence and investigations capacity should be viewed as additive once basic patrol effort and management is robust; and is often severely constrained in African PAs by financial and human resources (Henson et al. 2016)

The primary limitation to achieving effective management of African PAs is financial (see Box 6.2.1). Between USD 1,000–2,000/km<sup>2</sup> is required to achieve minimum conservation outcomes for **lions**.

**Commented [A105]:** This figure should be treated with caution. The supplementary data provided by Lindsey et al 2018 highlights a number of caveats regarding the robustness of their data. Moreover, this research needs to be unbundled to further understand how the data is applied and to what areas (e.g. other protected area designations). Lindsey et al 2018 do not appear to have considered similar research by other authors (e.g. Martin) nor does it appear that they have taken into account the economy of scales or the policy and legislative framework under which wildlife authorities operate.

### Box 6.2.1 The crisis posed by the under-financing of protected areas

Peter Lindsey

Africa is home to some of the world's most iconic protected areas (PAs) and some (particularly southern and East African) countries have set aside higher proportions of their land area as parks and reserves than the global average (Lindsey et al., in press). Many African countries have demonstrated clear and strong political will for conservation with well-developed and enforced laws pertaining to wildlife and habitats. However, as human populations expand and as demand for wildlife products, access to land, grazing and other natural resources increases, pressure on Africa's PAs is growing. Unfortunately, in many countries the funding available to manage PAs is far from adequate. Lindsey et al. (in press) estimated that the budget deficits facing PAs in lion range are as much as USD 1.2–2.4 billion per annum. Perhaps most disturbingly, their paper suggests that 80–90% of PAs in lion range are running at a deficit, and of those PAs, available funding is just 10–20% of what is needed. These data suggest that in the absence of a significant elevation in funding, the numbers of lions and other wildlife in most of Africa's PAs are likely to decline significantly. The majority of countries are not investing nearly enough in their PAs to protect them effectively, or to secure the wildlife assets required to develop viable wildlife-based tourism industries. In fact, some countries may well lose the large majority of their wildlife before they ever really have chance to benefit from it.

In some instances, photographic tourism and trophy hunting contribute to the generation of funds for the management of PAs. However, as in most other regions of the world, only a small proportion of African PAs generate enough revenue from such commercial activities to cover the costs of effective management at the site level. It is important to note, however, that PA networks typically confer strong net-positive economic benefits on the national level (Lindsey et al. 2014). This means that the large majority of PAs will require ongoing subsidy for effective management, even where they are used for tourism or trophy hunting. This subsidy should however be considered as investment in natural assets rather than mere cost. Indeed, there is a strong case for elevated funding for Africa's PAs from both, African countries and the international community. In addition to their obvious value for biodiversity, investing in Africa's PAs can confer significant benefits to people and economies:

- PAs can provide the basis for developing tourism industries, which can grow and diversify economies and create jobs.
- PAs provide environmental services such as the protection of watersheds and provision of fresh water supplies and the storage of carbon.
- Investing in the management of PAs can help bolster national and regional security, particularly where PAs occur along national boundaries.
- Investing in PAs can help to protect wildlife which is of massive cultural significance within Africa, and the source of pride within Africa, and confers significant 'existence values' to millions of people of outside of the continent.

However, these benefits are severely jeopardised by under-funding, making it impossible for wildlife authorities to tackle threats effectively. In situations of chronic under-funding, wildlife populations typically decline in abundance, diversity and distribution within PAs. Under those circumstances, PAs become unable to deliver benefits to their host nations and become increasingly vulnerable to political pressure for degazetting and downsizing, and reallocation for other land uses.

### Box 6.2.2 Partnership between NGOs and wildlife authorities

Peter Lindsey

Collaborative management partnership between state wildlife authorities of African countries and NGOs for the management of protected areas is increasingly common. These arrangements represent one way to enable governments to access long-term financial and technical support for the management of PAs. There are three broad categories of collaborative management models for PAs (Baghai et al. 2016):

#### 1. *Financial and technical support*

This is by far the most common arrangement, and one where the government retains responsibility for the governance and management of the PA, but where an NGO provides long-term financial and technical support to help the wildlife authority fulfill their mandate. For example, Frankfurt Zoological Society FZS provides financial and technical support to the Tanzania National Parks Authority for the management of Serengeti National Park. Though attractive to governments, this model typically attracts less funding than the other two models.

#### 2. *Co-management*

Under this scenario, the governance of the PA is shared (with joint representation from the wildlife authority and the NGO on a governance board, which oversees the overall strategic direction of the PA and signs off on management and business plans), and responsibility for management is also shared. There are various ways in which management responsibilities are split in practice, but the most effective variant is called ‘integrated co-management’ – where a special-purpose entity is jointly created by the wildlife authority and the NGO, with standardised working conditions for staff from government and the NGO, and where key decisions (such as on law enforcement matters) and the appointment of key staff members are made jointly. An example of integrated co-management comes from Gonarezhou National Park in Zimbabwe, which is co-managed by the Zimbabwe Parks and Wildlife Management Authority and FZS.

#### 3. *Delegated management*

Under this scenario, responsibility for the governance of the PA is shared between the NGO and the state wildlife authority, but the responsibility for management is delegated to an NGO partner. The NGO African Parks is the most frequent implementer of this model. For example, they have been delegated responsibility to manage: Chinko, Pendjari, and Zakouma in Central African Republic, Benin and Chad.

Financial and technical support is the model that is generally the most readily accepted by African governments, whereas governments are sometimes fearful to engage in co-management and delegated management models due to (largely misconceived) fears of loss of sovereignty. In reality, sovereignty is not in question for any of the models, because land ownership remains vested in the state, because the state plays a key role in the governance of the PAs, in the issuance of permits, and because agreements are invariably made for a finite period of time. Co-management and delegated management are typically associated with higher levels of investment, and the clearest examples of success come from the delegated management model.

Collaborative management models have significant potential to improve the conservation prospects of PAs in many African countries, in the context of acute budget deficits, and in some cases, lack of sufficient technical capacity. However, to effectively attract and administer NGO partners for support to the management of PAs, there is a need for some African governments to develop clear procedures and guidelines for the establishment of collaborative management models.

(50% of carrying capacity) but an average of only USD 200/km<sup>2</sup> is available to spend across 282 PAs within current lion range (Lindsey et al. *in press*). It is important to note that management budgets are not exclusive to law enforcement/park protection, and also include costs related to other staff, infrastructure and road maintenance, habitat management, and so on; however, costs of law enforcement including personnel always comprise a high percentage of effective park management budgets.

**Commented [A106]:** No longer in press.

Long-term collaborative management partnerships (CMPs) between African statutory wildlife authorities and conservation NGOs have significant potential in helping to address funding and capacity shortfalls in PAs (see Box 6.2.2). CMPs are rarely developed around individual species such as lions (although severe levels of elephant poaching in some parts of Africa have helped catalyse their creation) nor have they featured as a priority for NGO actors focused on lion conservation which have given more weight to resolving human-lion conflict (Section 6.1). However, extreme situations have produced novel CMPs designed around lion-specific, anti-poaching activities. Everatt and colleagues (in review; and see [www.facebook.com/greaterlimpopocarnivoreprogramme/](http://www.facebook.com/greaterlimpopocarnivoreprogramme/)) use data from GPS-telemetered lions in Mozambique's Banhine and Limpopo NPs to design and deploy anti-poaching patrols to areas where collared lions are most active. Similarly, NGO partners in certain CMPs are actively engaged in immobilising snared lions (and other charismatic species including other large carnivores and elephants) for de-snaring in areas that are particularly hard-hit, for example by [Conservation South Luangwa](#) and the [Zambian Carnivore Program](#) in Zambia; these groups also share telemetry data to prioritise patrols and snare-removal efforts. Whether focused specifically on protecting lions or the site in general, the value of CMPs is increasing. The perilous status of both lions and many African PAs means that they should now be viewed as an important component of securing both. The expertise of NGO partners in assisting with capacity needs, including types of available training and tools, is covered in detail in Chapter 7.5.

The recovery of PAs through increased protection can produce broad ecological and socio-economic effects that go well beyond stabilising or increasing the number of lions (see Box 6.2.1). African PAs support the world's highest diversity and abundance of megafauna (Ripple et al. 2016) which is a mainstay for the tourism industry of many range states (UNWTO 2014; see Chapter 6.8). However such tourism, especially at volume, is dependent on the presence of a thriving, wildlife-rich ecosystem, itself dependent upon effective park management. The lion has particularly useful role to play in both. It is one of the most sought-after species for wildlife tourists and also acts as an iconic umbrella that may attract investment that improves park protection (see Box 6.2.3).

**Commented [A107]:** There are many other factors including access, infrastructure etc.

## International considerations

Relative to the killing of lions *in situ*, international trade and trafficking of lions has historically been considered a low conservation priority with limited impact on wild populations. Prior to 2008, legal trade of lions and their derivatives was restricted largely to live animals (mostly captive-bred) and hunting trophies (considered non-commercial trade), both of which have been administered under CITES since the lion was listed in 1977. The number of hunting trophies exported by range states steadily increased until about a decade ago. The total number of trophies from wild lions subsequently decreased while the total overall continues to increase, due to massive growth in exports by South Africa of captive-bred lion trophies. The steady decline in the percentage of trophies coming from wild lions has been furnished as a conservation benefit by the South African captive lion hunt-

ing industry, i.e. by alleviating demand for wild lion hunts although captive-bred and wild lion hunting are widely regarded by hunting clients as different products (Lindsey et al 2012).

The first CITES permits for commercial trade in lion bones were issued to South Africa in 2008, apparently in response to demand from Asian consumer nations seeking substitutes for tiger bone (Williams et al 2017). The legal trade in bones has since grown rapidly, reflected by the issuance of CITES permits which averaged 314 skeletons/year from 2008–2011, and grew to 1,312 skeletons/year from 2013–2015 (Williams et al 2017). Williams and colleagues (2017) estimate that >6,000 skeletons weighing at least 70 tonnes have been shipped to East-Southeast Asia (mainly to Lao PDR and Vietnam, less so to China and Thailand) since 2008, almost all from South Africa (<1% of exports originated in Namibia). An annotation added to the CITES-listing at the 2016 CoP now restricts international commercial trade in lion parts from January 2017 only to captive-bred sources from South Africa (Outhwaite 2018).

Both forms of legal trade, in trophies and bones, have the potential to impact wild lion status. The impact of poorly regulated trophy hunting on wild lion populations is well established. Excessive and/or unselective off-takes can produce population declines, including in protected populations where hunting occurs along the boundaries of protected areas (Loveridge et al. 2007, Groom et al. 2014). Population-level impacts also occur where lions are already exposed to high levels of anthropogenic mortality, especially from poaching, such that trophy hunting produces additive rather than compensatory mortality (Creel et al. 2016). Lindsey et al. (2013) provide a detailed analysis of the current practices that impede the sustainability of legal trophy hunting of lions with recommendations for the necessary corrections.

The impact of the legal bone trade on wild lion populations is more speculative. Outhwaite (2018) summarized seizure records since 1999, and provides detail on 355 seizures of 3,283 individual lion parts and 87 kgs of lion parts. Claws were the commodity seized item (1,601 pieces, plus an additional estimated 3 kg), followed by teeth (748 pieces plus 3 kg; Outhwaite (2018). The origin – wild versus captive – of seized items is often unclear although seizures in Mozambique, Uganda, Tanzania and Zambia associated with other wildlife contraband indicate that wild lions are clearly involved in some and probably most of these cases (Everatt et al. in review, Outhwaite 2018).

Everatt and colleagues' case study in Mozambique (in review) provide more granular detail. They observed that most anthropogenic lion mortality entailed lions being killed illegally and their body parts removed, with targeted poaching of lions accounting for 34.7 % of all recorded lion deaths. Skin, meat and fat was sold locally however bones, teeth and claws were intended for the same international markets currently supplied by the legal trade; two shipments of teeth and claws confiscated by the Mozambican government authorities at an international airport in 2016 were destined for Vietnam, with one of the seizures including a combination of lion parts and elephant ivory (Everatt et al. in review). Everatt et al.'s study population in Limpopo National Park declined 68% between 2012–2017, due almost entirely to anthropogenic mortality.

Cases such as this raise significant concern over the opportunities for illegally killed wild lion parts to enter a porous legal trade but the extent to which the poaching-mediated decline of Limpopo NP's lions is mirrored elsewhere in Africa is opaque, highlighting the need for more data (see Williams et al. 2017, and Outhwaite 2018 for recent overviews). In the meantime, they also further highlight the urgent need for intensifying site-based and international efforts to increase the level of protection afforded the lion and the landscapes it occupies.

**Commented [A108]:** Substitute had for have

**Commented [A109]:** Substitute safari hunting for trophy hunting

**Commented [A110]:** Substitute safari hunting for trophy hunting

**Commented [A111]:** Add: but that is no longer the case. The Southern African range countries and the hunting community have proactively reduced off-take and improved practices in close coordination and cooperation with the scientific community's own learning curve. Today's safari Hunting off-take is a fraction of what it was a decade ago.

**Commented [A112]:** This sentence should be removed or modified to acknowledge that significant improvements have been made to regulate the hunting of lion.

**Commented [A113]:** Add: excessive

**Commented [A114]:** We suggest to add a table with the actual off-take of lions in selected countries for the period 2013–2017 to show that these allegations are not valid anymore.

**Commented [A115]:** Substitute "past practices" for "current" practices.

**Commented [A116]:** Replace "impede the sustainability" with reduce the conservation potential of regulated safari hunting.

**Commented [A117]:** Safari hunting

**Commented [A118]:** To mitigate this, most countries now insist that trophy lion carcasses are destroyed to avoid the harvesting of these by-products.

### Box 6.2.3 Case study of Kafue National Park, Zambia

#### Luke Hunter

Zambia's Kafue National Park is emblematic of the challenges faced by protected area managers across Africa. The park is very large, 22,500 km<sup>2</sup>, surrounded by a further 41,500 km<sup>2</sup> of communal Game Management Areas, a vast area in which to provide effective management. However, the budget provided to the Zambian Department of National Parks and Wildlife (DNPW) is only around

USD 1.25 million (in 2011; Martin 2011) or ~USD 56/km<sup>2</sup>, drastically short of the USD 1,000–2,000/km<sup>2</sup> required for effective management. Wildlife populations are significantly depleted inside the National Park as a result of pervasive bushmeat hunting over many years. The Zambian DNPW has developed CMPs with two NGOs [Panthera](#) and [Game Rangers International](#) to supplement anti-poaching capacity in and around the national park. If the poaching pressure on wildlife populations was successfully alleviated, populations of large carnivores and large ungulates inside the NP would increase an estimated 2.7 (elephants) to 8 (cheetahs) times their current levels. Additionally, if Kafue's wildlife populations were at capacity, their tourism potential has been estimated at almost 20 times their current value.



The potential growth in wildlife populations (Panthera, unpubl. data) and tourism revenue (Martin 2011) for Kafue National Park, Zambia, under robust protection.

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## 6.3 Settings for the conservation of wildlife and habitats

Kristoffer Everatt

The depletion of prey is recognised as one of the greatest, most pervasive and long-term threats to the conservation and viability of many of the world's large carnivore species, including lions (Ripple et al. 2015, Bauer et al. 2016). Ungulate populations across African protected areas have declined by approximately 59% from 1970–2005 (Craigie et al. 2010). As an apex predator lion biomass is limited by prey biomass at a ratio of approximately 0.009/1 (Carbone & Gittleman 2002) and areas depleted of prey beyond a critical threshold are unable to support lions (Everatt et al. 2014). Lion populations faced with depleted prey populations exhibit larger home range sizes and higher levels of transient individuals (Van Olsen et al. 1985, Packer 1986), both of which can lead to increased levels of conflict with humans. A reduction in prey may result in lions supplementing their diet with domestic livestock, creating conflict with agro-pastoralists (Chapter 6.7). Dispersing lions are especially prone to livestock depredation when moving through landscapes depleted of wild prey, exacerbating the challenges of predator conservation (Khorozyan et al. 2015).

While rainfall and soil nutrient availability are ultimately the factors limiting the distribution and abundance of ungulates across African savannas (Fritz & Duncan 1994) several anthropogenic factors are also responsible for limiting ungulate numbers, and in many cases these have become responsible for the severe declines of wild ungulate populations (Ripple et al. 2015).



**Fig. 6.3.1.** Commercial bushmeat poachers arrested in Limpopo National Park, Mozambique. Photo Greater Limpopo Carnivore Programme.

The conservation status of ungulate populations is not homogenous across Africa. Ungulate populations are closest to their carrying capacity in the National Parks (NPs) of Botswana, Namibia, South Africa, Tanzania and Kenya and show the greatest declines in the protected areas of Ethiopia, Central Africa, Malawi, Tanzania, Kenya, Zimbabwe and Zambia (Lindsey et al. 2017). Socioeconomic factors, including lower human infant mortality and higher GDP, both themselves associated with stronger economies and better governance, best explained these trends (Lindsey et al. 2017). Prey depletion is a consequence of one or several immediate anthropogenic pressures, including the unsustainable hunting of wildlife for meat, 'bushmeat' (Fig. 6.3.1), the loss of habitat and exploitive competition between wild ungulates and domestic livestock (Ripple et al. 2015). The status of ungulate populations however is also correlated to wider and more pervasive factors including economic investment in and management of protected areas (PAs) (Lindsey et al. 2017, Baghai et al. 2018), local economic development (Lindsey et al. 2017), quality of governance and levels of corruption (Smith et al. 2003), regional conflict and war (Daskin & Pringle 2018), wildlife disease (Preece et al. 2017) and climate change (Mduma et al. 1999, Ripple et al. 2015). Here, we will first present the different reasons for the decline of prey populations, before summarising possible solutions.

**Commented [A119]:** Again, the use of the term "protected area" without qualifying what this means. The sentence above refers to a "national park". What does this mean when referring to Kenya, Zimbabwe, Mozambique?

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## Challenges

### Over hunting

Bushmeat poaching, defined here as the unregulated and/or illegal hunting of wildlife for meat is leading to the widespread loss of ungulates across much of Africa, Asia and Latin America (Ripple et al. 2015). Meta-analyses have shown that bushmeat poaching is the primary threat to wild ungulates in 60% of African NPs (Lindsey et al. 2017). For instance, ungulate populations in Zambian NPs are only at an average of 21% of their ecological carrying capacity and ungulate populations in Mozambican NPs exist at only 2–60% of their ecological carrying capacity; in both countries this is largely due to overhunting (Lindsey et al. 2017, Baghai et al. 2018; Box 6.3.1). Bushmeat poaching operates on a continuum from smaller scale subsistence hunting to larger scale commercial hunting to supply foreign markets (Lindsey et al. 2013). It is often directly related to inadequate law enforcement, but is also influenced by wider social-economic factors including food security and poverty, local access to other economic opportunities and cultural preferences and trends (Milner-Gulland et al. 2003, Lindsey et al. 2013, Rogan et al. 2018). In West Africa, an increase in commercial bushmeat poaching was correlated to a collapse of commercial offshore fish stocks and subsequent loss of protein sources for a large portion of the population (Brashares et al. 2004), while in Botswana bushmeat poaching was largely undertaken as a means of revenue (Rogan et al. 2018). Commercial bushmeat poaching is also often associated with other, often illegal, commercial resource extraction industries such as mining, logging, and charcoal making (Lindsey et al. 2013). Workers in logging and mining camps may be fed bushmeat to reduce costs and trucks carrying logs or charcoal are often used to smuggle meat from the bush to cities. The building of new roads as development projects, into previously inaccessible wilderness, facilitates an increase in the extent of bushmeat poaching (Laurance et al. 2015). Bushmeat hunting is also simply a component of some cultural traditions (Milner-Gulland & Bennett 2003).

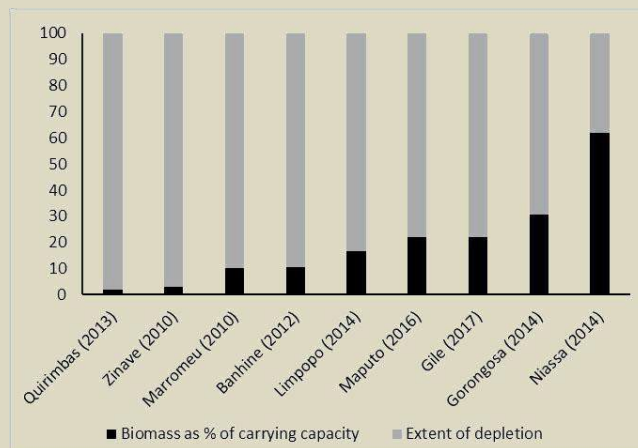
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### Box 6.3.1 The impacts of bushmeat poaching on prey populations and lion viability in Mozambique National Parks

Kristoffer Everatt

The unregulated hunting of 'bushmeat' (wild meat) for subsistence or commerce, may be one of the greatest threats to biodiversity and ecosystem health across much of Africa, Asia, and South America (Milner-Gulland & Bennett 2003; Wilkie et al. 2011). This pressure can result in the reduction, extirpation and extinction of species (Milner-Gulland & Bennett 2003), a decrease in habitat suitability (Michael & Hebblewhite 2012), changes in community structure (Peres 2000), including the loss of functional groups (Vanthomme et al. 2010) and consequent shifts of ecological stable states (Estes et al. 2011). However, despite the extensive ecological impacts of unregulated hunting, its effects can be disguised by the appearance of intact habitat; the "empty forest" syndrome (Redford 1992; Wilkie et al. 2011) or in relation to lion habitat, "the empty savannah syndrome" (Lindsey et al. 2012).

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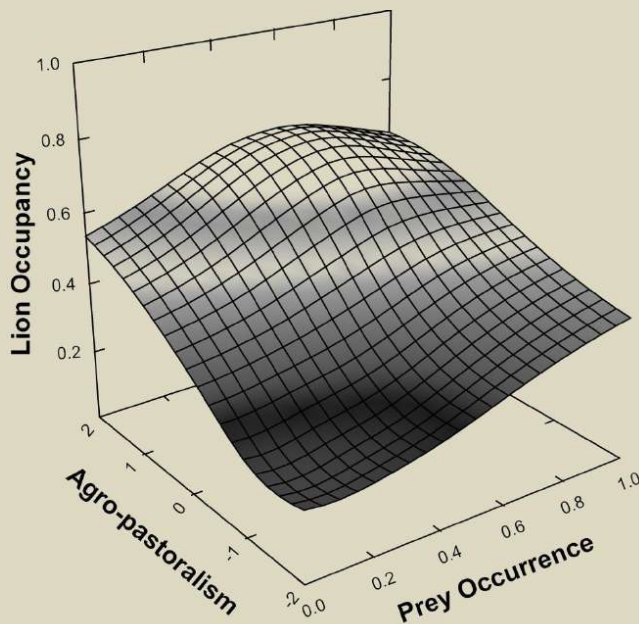


**Fig.1.** Percent depletion of wild ungulates in Mozambique National Parks from Baghai et al. 2018.

As an obligate predator lion biomass is correlated to prey biomass (Van Orsdol *et al.* 1985; Hayward et al. 2007). The emptying of the African savannahs for meat has, therefore, been one of the greatest contributors to the declining status of lions (Bauer et al. 2015). For instance, prey depletion by bushmeat poaching is listed as one of the key challenges to lion conservation in Mozambican National Parks (Lindsey et al. 2017). An analysis by Baghai et al. (2018) compared the realized biomass of wild ungulates, obtained from aerial surveys, with the ecological carrying capacity of ungulates based on rainfall and soil. Mozambican National Parks were found to suffer an average of 80 % depletion of ungulates (individual parks ranged from between 37.8 % to 97.9 % depletion) (Fig. 1) (Baghai et al. 2018). For instance, Baghai et al. (2018) found wild ungulate biomass to be 83.2 % below ecological carrying capacity in Mozambique's Limpopo National Park where Everatt et al. (2014) had previously shown lion biomass to be 67.5 % below the estimated carrying capacity based on available ungulates. Theoretically this park which currently supports only between 22-66 lions (Everatt et al. 2018) could, according to trophic scaling, support 1130 lions (based on Carbon & Gittleman's, 2002, model relating lion density to prey biomass) or a lion density of 10/100 km<sup>2</sup> which compares to the realized density of up to 11/km<sup>2</sup> in adjoining Kruger NP (Ferreira & Funston 2010).

While the biomass of wild ungulates is far below the ecological carrying capacity in Limpopo NP, 82% of the park's potential carrying capacity is consumed by domestic livestock (Baghai et al. 2018). More than 35000 head of cattle, sheep and goats can be found in the park, owned by resident communities, contributing to almost 5x the biomass as that of wild ungulates (Grossman et al. 2014). Here livestock are kept as a source of wealth rather than subsistence and the park's communities largely rely on bushmeat for their protein (Limpopo National Park management pers comms). The communities themselves are located along the few perennial water holes which allows their cattle to outcompete wild ungulates for much of the parks' higher quality riparian habitat (Everatt 2016). In addition, by hunting optimally, bushmeat poachers will deplete the wild ungulate populations from areas closest to settlements first (Everatt et al. 2014) leading to the replacement of wild ungulates with cattle.

While cattle are within the ideal weight range of prey for lions, this high biomass of cattle in the park is not available for lions. Lions which depredate on cattle in the park, often young dispersal age males, are typically killed in retaliation by the communities (Everatt et al. 2018). Lion viability in the park is hence strongly limited by this double-edged sword of pastoralism and poaching (Everatt et al. 2014; Fig. 2).



**Fig. 2.** Impact of pastoralism and poaching on lion occupancy in Limpopo NP, adapted from Everatt et al. 2014.

Bushmeat poaching has a potentially greater impact on ungulate populations than managed hunting activities because the methods employed by bushmeat hunters, including nets, traps and snares, are non-discriminant in their prey selection, killing female and young animals across a wide range of species (Lindsey et al. 2013). Also, many bushmeat hunting parties only return to their traps and snare lines every few days during which time snared animals will rot attracting carnivores, or hunters may simply not remove all snares, leading to further deaths as other animals are caught as 'by-catch' (K. Everatt, pers. obs.).

During some of Africa's civil wars or periods of unrest ungulate populations within National Parks have been depleted by military troops as a source of meat (Hatton et al. 2001). For instance, populations in some NPs in Mozambique and Angola have yet to recover from widespread slaughters during the last civil wars (Funston et al. 2017, Baghai et al. 2018).

### *Loss of habitat*

Habitat loss is a significant threat to many of the world's ungulate species (Ripple et al. 2015). [Human population growth rates in Africa](#) are approximately 2.5% per annum, with populations expected to reach 2.5 billion people by 2050 with over half of this population living in rural areas. Furthermore, human population growth rates are much higher along PA boundaries, at the wildlife-human interface, than in other rural areas (Wittemyer et al. 2008). Habitat for African ungulates is rapidly disappearing across Africa with the expansion of small-scale agriculture, unplanned settlements and urban development (Newmark 2008, Riggio et al. 2013, Ripple et al. 2015). Rapid human population growth coupled with the increasing number of settlements and farms is the primary cause for large scale wild ungulate declines (up to 72% for some species) in the Maasai Mara system between the 1970s and 1990s (Ogutu et al. 2008), and population declines of up to 95% for some ungulate species in the Tarangire system between 1988 and 2001 (Newmark 2008). Land use management can also pose a serious threat to many ungulate populations across landscapes and entire countries. Government land reform programs such as those experienced in Zimbabwe during the 1990s reduced the established wildlife tourism industries and led to increased wildlife lands being utilised for subsistence agro-pastoralism (Cumming 2003).

The building of fences can fragment ungulate habitat and impede migrations. Veterinary fences built to protect commercial cattle farms from diseases transmitted by wild ungulates can exclude wildlife from critical habitat with detrimental impacts on populations (Williamson & Williamson 1984, Gadd 2011). This happened for various ungulate species e.g. in the Okavango delta region, Botswana, with the cutting off from seasonally important habitats (Mbaiwa & Mbaiwa 2006), in the Kalahari region, Botswana, with the cutting off from dry season water holes (Williamson & Williamson 1984, Knight 1995), as well as in northern Botswana (Albertson 1997) and Namibia's Caprivi region (Martin 2005). In the Kalahari, these fences resulted or at least aided in the extirpation of zebra (Williamson & Williamson 1984), the death of 300,000 wildebeest in 1962 alone (Child 1972) and the decline of wildebeest from 262,000 individuals in 1979 to only 260 in 1987 (Gadd 2011).

In addition to preventing migrations and access to critical habitat, fences are also responsible for the direct deaths of large numbers of ungulate specimens through entanglement (Gadd 2011). Fences built along international borders to stop illegal human movements can have much the same effect on ungulate habitat, migrations and populations (Gadd 2011).

The damming of rivers for hydroelectric projects has eliminated substantial swathes of prime ungulate habitat across Africa. In the Zambezi river valley, the building of the Kariba Dam flooded 5,580 km<sup>2</sup> of prime wildlife habitat in 1963, and later the building of the Cahora Bassa dam in 1975 flooded an additional 2,700 km<sup>2</sup> of wildlife habitat, causing up to 95% population declines of buffalo, waterbuck, reedbuck and zebra in the now-dry former floodplains downriver (Beilfuss 1999). There are currently several plans to build further hydroelectric dams in Africa, which would again flood large areas of important habitat for lions and their prey (Conlen et al. 2017, Dye 2017). Although there is a great need for affordable energy for many developing nations, often such activities have significant repercussions for wildlife.

### Competition with **livestock**

Livestock benefits from protection offered by their owners and wild ungulates compete for and/or are excluded from resources by domestic livestock (Young et al. 2005, Odadi et al. 2011, Ripple et al. 2015, Ogutu et al. 2016). Cattle (*Bos indicus*) occupy a similar ecological niche of many medium to large wild ungulate species, while sheep and goat herds occupy similar niches as small to medium sized ungulates, and their occurrence diminishes resources available to important lion prey species including African buffalo, eland, zebra, wildebeest, impala and Grant's gazelle (Young et al. 2005, Odadi et al. 2011). There are approximately 156 million cattle in Africa with herds continuing to grow (Van den Bossche et al. 2010) and the increase of cattle herds is closely associated with the reduction of wild ungulate species across Africa (Prins 1992, Ripple et al. 2015).

In Kenya, wild ungulate herds declined by approximately 68%, between 1977 and 2016, while sheep and goat herds increased by 76%, resulting in livestock outnumbering wild ungulates by eight times (Ogutu et al. 2016). Domestic livestock herds are often associated with the highest quality habitat along permanent water sources and are more sedentary than wild ungulate herds, leading to local overgrazing and the reduction of prime habitat availability for wild ungulates. These high stocking rates of domestic livestock accentuate the effects of drought, ultimately leading to desertification (Ogutu et al. 2008).

The impact of livestock grazing on wild ungulate viability also extends into many NPs across Africa (Lindsey et al. 2017; Box 6.3.2). Cattle herds are increasingly occupying the Masai Mara reserve (Ogutu et al. 2008) and cattle biomass is approximately 5 times higher than wild ungulate biomass in Limpopo NP of Mozambique (Baghai et al. 2018).

In many cases political will to remove livestock from protected areas is limited as basic sociological problems are prioritised over conservation (Prins 1992). For example, the planned resettlement of agro-pastoralist communities and their livestock resident within Limpopo NP has been incredibly slow (Baghai et al. 2018).

Wild ungulates and domestic livestock are however known to co-occur at relatively high densities in some larger systems where traditional semi-nomadic pastoralism is practiced (Tyrell et al. 2017) indicating a need to further examine livestock husbandry practices and land use management for conservation purposes.

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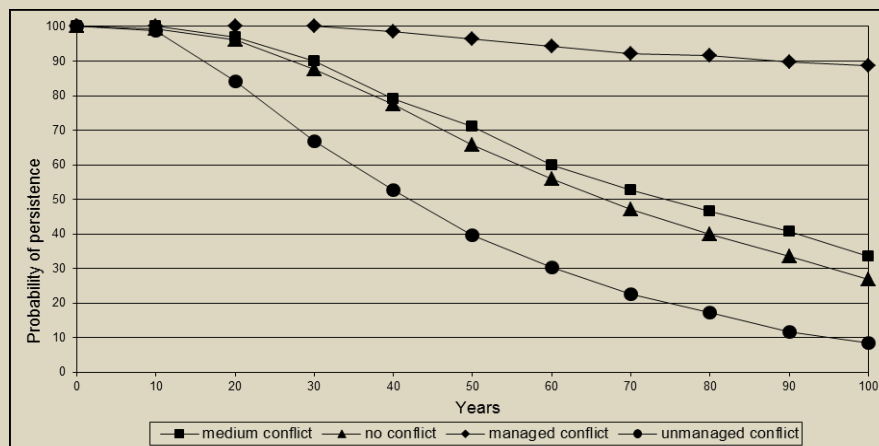


### Box 6.3.2 Competition between livestock and natural prey

Hans Bauer

Livestock incursions are common in unfenced Protected Areas across Africa; anti-poaching is a top-priority for most area managers but anti-grazing is often of a different category. In many areas, the distinction between inside and outside the Protected Area is not very clear and both wild ungulates and livestock occur in a mosaic of land use (e.g. Amboseli landscape). In other areas, parks are officially 'hard-edged', but due to a lack of enforcement capacity livestock enters illegally. In some areas, this is happening at massive scales; Waza NP in Cameroon had resident and nomadic pastoralists with a total of 100,000 heads crossing in the dry season (Bauer 2003), the WAP-ecosystem in Benin – Burkina Faso – Niger had an estimated 162,000 cattle and 10,000 shoats (Bouché et al. 2015), and Nechisar NP in Ethiopia had 20,000 cattle in an area where the most abundant wild ungulate was zebra, numbering only 1,500 (Yirga et al. 2014). When livestock outnumber wild prey, there is almost certainly competition for resources (fodder and water), a potential for disease transmission, direct disturbance from herders (e.g. in the case of Nechisar NP, food intake by zebra was limited as they do not graze when close to shouting herders), and an indirect impact on the ecosystem through harvest of firewood and other products by people attending their livestock.

In such areas, there is a high risk of human-wildlife conflict (Chapter 6.1), leading to substantial depredation and retaliatory killing of lions. Much attention has been given to mitigation of conflict (Bauer et al. 2010, Hazzah et al. 2014, Gebresenbet et al. 2018), but one aspect is of interest for areas where livestock has become dominant. Using a VORTEX model, Bauer (2003) showed that the probability of lion persistence in Waza NP would decrease if livestock were to be suddenly removed from the system, due to the time lag in the build-up of wild prey populations. Long term viability depends on management scenarios and their impact on lion killing, and gradual replacement of livestock by wild prey (Fig. 1).



**Fig. 1.** Results of the Population Viability Analysis, probability of persistence of lions over 100 years. The four scenarios are, all else being equal; (1) no conflict: removal of livestock leading to absence of depredation, 'background' lion killing set to one male and one female, (2) managed conflict: depredation continues but is mitigated leading to background lion killing only (3) medium conflict: depredation remains tolerable but lion killing is doubled, and (4) unmanaged conflict: depredation is intolerable and leads to the killing of 2 female and 4 male lions. Managed conflict leads to higher viability than no conflict or medium conflict, while unmanaged conflict leads to substantially lower viability in this model.

Unlike wild ungulates, domestic cattle are susceptible to bovine trypanosomosis and as such are limited by the distribution of tsetse flies which transmit the disease. Large scale programmes to eradicate the flies and/or the disease consisted in the past in the mass slaughter of its host, i.e. wild ungulates (Ford 1971), and today in the distribution of pesticide laden fly traps (Kuzoe Schofield 2004). The successful removal of tsetse flies has in turn allowed for further habitat encroachment of prime wildlife areas by livestock, including within NPs.

### *Disease*

Infrequent disease outbreaks have been responsible for massive and sudden declines of ungulates across Africa. The best-known case may be the great rinderpest epidemic at the turn of the 19<sup>th</sup> century, a disease passed on from cattle, which reduced buffalo abundances by approximately 90% (Plowright 1982). Climate change is also expected to result in distribution shifts and expansion of diseases with increase pathogen survival rates and host susceptibility (Harvell et al. 2002). For instance, the distribution of bovine trypanosomosis may shift leading to changes in cattle distribution (Carter et al. 2018) and ultimately wild prey habitat availability.

### *Climate change and desertification*

Increased atmospheric carbon dioxide levels are causing generally hotter, drier conditions across savanna Africa with more frequent droughts (Hulme et al. 2001). It is predicted that Africa will warm by up to 6°C over the next 100 years (Hulme et al. 2001). Drier, warmer conditions are expected to result in large scale shifts in mammalian species distribution patterns across Africa possibly resulting in widespread range loss (Thuiller et al. 2006). A critical condition for species' resilience towards climate change will be their ability to migrate or shift their distribution in accordance to changing environmental conditions (Thuiller et al. 2006), however wildlife areas in Africa are becoming increasingly isolated, either by increasing human settlements or fences (see above), thus limiting opportunities for species spatial adaptability.

Climate change coupled with the destruction of forests for timber and fuel wood or charcoal and overgrazing by Africa's growing cattle, goat and sheep herds is resulting in the rapid desertification in Africa (Economic Commission for Africa 2007). For instance, desertification is increasing at a rate of 20,000 hectares per year in Ghana and 351,000 hectares per year in Nigeria (Economic Commission for Africa 2007). A negative feedback is created whereby the loss of suitable habitat for humans and their livestock forces the expansion of the agro-pastoralist frontier, with its associated removal of more forests and overgrazing of more land (Economic Commission for Africa 2007). Climate change is expected to place increased pressure on African food production which in turn will place greater pressures on wildlife habitat (Zewdie 2014).

### *Governance*

Political corruption undermines conservation programs worldwide (WWF & TRAFFIC 2015), being the biggest facilitator of illegal wildlife trade (Smith et al. 2003, Garnett et al. 2011, WWF & TRAFFIC 2015, Packer & Polasky 2018). It is estimated that corruption costs Africa approximately USD 150 billion per annum, which includes 50% of the continent's tax revenue, 25% of the continent's GDP



and USD 30 billion dollars in aid money consumed by corruption per year (Economic Commission for Africa 2016). Specifically, corruption hinders the conservation of wildlife in Africa through the embezzlement of conservation funding, reducing the quality of services and volume of tax revenue, deepening of income inequality and poverty, adversely effecting good moral values in society, undermining the rule of law including acceptance of bribes to overlook illegal activities such as poaching and trafficking and allowing political gain to override responsible governance and wildlife management (Garnett et al. 2011, WWF & TRAFFIC 2015, Packer & Polasky 2018, Baghai et al. 2018). Generally, corruption extends from lower level officials, including National Park rangers, police and customs and border officials, up through the ranks of wildlife authorities to high level government positions; in Africa it is found throughout the major state institutions, including the executive, legislature and judiciary (Economic Commission for Africa 2016), with detrimental impacts to the success of wide-reaching conservation programs (WWF & TRAFFIC 2015).

#### *Investment and management capacity*

Africa includes many of the world's poorest countries and consequently many PAs are grossly underfunded undermining the ability of wildlife authorities to manage or conserve these landscapes (Lindsey et al. 2017, Packer & Polasky 2018). Africa as a whole is home to 33% of the world's most underfunded countries for biodiversity conservation (Waldron et al. 2013). While European and North American NPs are funded by country tax bases, most African countries do not have this luxury and conservation funding is therefore dependant on either income generated directly by the PA or on international donor funding (Packer & Polasky 2018). In addition to a lack of adequate funding, many African countries continue to suffer from poor technical and scientific capacity related to PA and wildlife management (Lindsey et al. 2017).

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## Solutions

The ultimate cause of ungulate declines across Africa is human population growth (Ripple et al. 2015), which is linked to economic development and welfare. As such, nature conservation is eventually benefitting from economic development and welfare, as long as policy facilitates nature conservation. The OECD has developed several documents on [green growth](#), i.e. "fostering economic growth and development, while ensuring that natural assets continue to provide the resources and environmental service on which our well-being relies". Curbing the human population growth in Africa requires decreasing fertility rates, which is achieved when women have increased access to education and economic development (Bremner 2012, Zulu 2012).

#### *Investment & management capacity*

Given that, with a few notable exceptions (mainly in Kenya, South Africa, Botswana and Namibia), most of Africa's National Parks are grossly underfunded (Lindsey et al. 2017; Box 6.2.1 in Chapter 6.2), greater financial investment in NP and other wildlife areas is therefore a conservation priority in order to enable parks to e.g. hire staff and buy equipment, allowing them to perform their conservation duties (Ripple et al. 2016). While the success of PAs at protecting prey populations is higher where there is economic utilisation of wildlife (Lindsey et al. 2017), it is unrealistic to think that reve-

nue generated locally, through either consumptive or non-consumptive tourism, could be sufficient to support the management and the protection of an adequate protected area network (Packer & Polasky 2018). Furthermore, because most African governments, unlike North American or European governments, do not have access to a tax base to be able to adequately support a protected area network (Packer & Polasky 2018), it becomes clear that international investment is critical for the conservation of African ungulate populations and general biodiversity (Balmford & Whitten 2003, Ripple et al. 2015). Increased funding to African conservation can be available from Western country's tax bases, private philanthropy and payment for biodiversity services programs (Balmford & Whitten 2003). For example, during 2017 African Parks brought in approximately US\$ 32 million in funding from international donors towards the reclamation of PA's in Africa (African Parks 2017). International carbon credit programs can be an option for funding the acquisition and protection of forests and woodland habitat as carbon sequestration banks which, if protected from over hunting can serve as wildlife refuges. Biodiversity offsets (measurable conservation outcomes of actions designed to mitigate biodiversity impacts of development projects) could also provide additional funding for PAs (Githiru et al. 2015; Chapter 6.9).

Funding is also needed in order to buy expertise in the form of training from external trainers. Management, technical, scientific, law enforcement and judicial capacity and expertise are lacking in many of Africa's PAs and wildlife management authorities, which greatly hinders the conservation of species and habitat. These issues can be tackled e.g. by implementing National Park co-management models (Box 6.2.2 in Chapter 6.2), and providing training courses to staff ranging from field rangers, to customs and border officials, police and prosecutors. Such training courses are often offered by International GOs and NGOs (Chapter 7). In countries that lack the capacity, the most effective co-management models for rehabilitation of national parks and protection of wildlife populations have been delegated management models where the external partner has full management power of the PA for the duration of a lease (Baghai et al. 2018; Box 6.2.2 in Chapter 6.2).

### Over-hunting (trophy hunting)

The building of a wildlife-based economy to provide economic incentives to citizens and the willingness of governments to set aside wildlife areas or keep existing wildlife areas free of livestock has positive effects on prey populations (Lindsey et al. 2017). Photographic tourism can support this economy however it is dependent on political stability, relatively easy accessibility to the concerned wildlife area and high densities of wildlife. Trophy hunting is generally more robust to political insecurity and poor infrastructure and has less of a requirement for high wildlife densities (Lindsey et al. 2007). Trophy hunting therefore has the potential to act as a more sustainable, wildlife supporting land use than agro-pastoralism in areas where a different form of tourism is not viable, and is already the primary economic industry in 1.4 million km<sup>2</sup> of wildlife areas of Africa (Lindsey et al. 2007). However, trophy hunting quotas must be properly guided by robust population ecology and sustainable wildlife management practices, and not by local politics or economics (Loveridge et al. 2007, Lindsey et al. 2013; see also Chapters 6.5; 6.6). Trophy hunting also has the benefit of being able to provide communities with meat, as a bi-product of the hunt, which may increase community sense of ownership and support of the land use (Lindsey et al. 2007).

### Loss of habitat

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**Commented [A126]:** Substitute with safari hunting

**Commented [A127]:** Safari hunting, not trophy hunting.

**Commented [A128]:** There are other benefits that need to be mentioned: antipoaching actions, community support, infrastructure development to name a few. Moreover in vast areas of Africa, safari hunting is the ONLY direct source of income for rural communities.

**Commented [A129]:** This is gross understatement of the benefits of safari hunting that provides most habitat, prey, poaching control within that habitat, incentives to increase tolerance, and operating budget revenue for the reliant wildlife authorities..

Community-based conservation **programs** (Chapter 6.9) have been widely implemented across Africa as an alternative to and partner to, the largely colonial developed, National Parks system (Hulme & Murphree 1999). As such, community-based conservancies have the potential to play an especially important role in providing dispersal and wildlife corridor habitat between existing source populations in NPs (Brown & Bird 2011).

The Namibian conservancy model, the Community-Based Natural Resource Management model (CBNRM; see e.g. Namibian Association of CBNRM Support Organisations (**NACSO**)), has been very successful at contributing to the conservation of ungulate populations and lessons can be learned from there and applied elsewhere (Brown & Bird 2011). There are 50 community conservancies (in 2007) together expanding available wildlife habitat in the country by 50% (Brown & Bird 2011). The success of the Namibian CBNRM model is attributed to the quality of leadership of the Namibian government and collaborations with NGOs (Brown & Bird 2011). The CBNRM was largely based on the successes and **failures** of the earlier established Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) program in Zimbabwe (Brown & Bird 2011; see also Chapter 6.9). CAMPFIRE has funnelled millions of US dollars to local government sectors, both through direct sales of wildlife and through international aid and is therefore generally lauded as a success (Frost & Bond 2008), however less emphasis has been placed on evaluating the programme's success from a wildlife conservation point of view. Repeat aerial surveys of the **Sebungwe** region of Zimbabwe revealed significant declines of elephant (-76%), buffalo (-73%), sable (-80%), zebra (-80%), kudu (-93%), waterbuck (-58%) and impala (-62%), corresponding with increases in cattle, goats, sheep and elephant carcasses between 2001 and 2015 (Dunham et al. 2015). **CAMPFIRE does not reflect a conservation success; the political situation in Zimbabwe has arguably led to the programme's failure** (Mapedza 2007) and strongly contrasts with Namibia's CBNRM program.

### *Competition with livestock*

Community grazing programs, where seasonal movement of cattle is managed to preserve dry season refuge habitat can also improve co-existence of pastoralist activities with wild ungulates (Tyrell et al. 2017). Alternatively, the strategic use of fences to restrict livestock encroachment from wildlife areas can contribute to ungulate conservation (Lindsey et al. 2017). However, ill placed fences may cut off migrations and cause large scale die-offs of ungulates as exemplified by the veterinary fences of Botswana (Gadd 2011). The impacts of these fences on ungulate ecology should be carefully considered and efforts made to remove fences, which are detrimental to wildlife migrations.

The creation of trans-boundary protected areas (Box 4.3.1 in Chapter 4.3) has had positive impacts on ungulate conservation by providing the mechanism for the removal of fences along some international borders (e.g. in the Greater Limpopo TFCA) thereby allowing ungulate populations to resume historic migrations and recolonise lost habitat as well as simply increasing the size of protected area networks (Hanks 2000).

### *Over-hunting (bushmeat)*

The demand for bushmeat can be reduced by providing access to alternative proteins and alternative livelihoods, and increasing the costs of bushmeat poaching through improved law enforcement. Examples of successful community level alternative protein projects have included the development of

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**Commented [A131]:** Word choice. Substitute "experience" for "successes and failures"

**Commented [A132]:** Subungwe is an outlier because of its impossible human population growth that displaced elephants. Literature available.

**Commented [A133]:** Not true. CAMPFIRE has been a success!

**Commented [A134]:** This is a strong, offensive and uninformed statement that should be deleted.

**Commented [A135]:** Restate, even in the face of the political situation. For example, Zim's stable or growing lion, leopard and elephant populations.

**Commented [A136]:** Substitute with illegal hunting.

fish farms in Zimbabwe (Shava & Gunhidzirai 2017) and rabbits, duck and domestic guinea fowl keeping in Niassa Reserve (Niassa Carnivore Project 2014). Such projects are generally implemented by international NGOs as they require significant investment including the building of infrastructure, supplying the source animals and training of local people and their success relies on maintaining community motivation (Shava & Gunhidzirai 2017). Large-scale commercial bushmeat poaching, supplying customers in urban areas, could also be reduced by providing alternative proteins. The development of more efficient industrial meat farming could fill this need. However this requires significant financial and technical investment and is thus dependent on political stability. Given the declining conservation of many fish stocks (Pauly et al. 1998), increasing reliance on commercial fishing should not be encouraged as an alternative to commercial bushmeat poaching. Promoting the consumption of insect or vegetable proteins, as an alternative to red meat, has however the potential to greatly reduce the demand for bushmeat. Insect and vegetable proteins also require less land, less water and contribute less to climate change and desertification than beef farming (Sabaté et al. 2014).

Access to revenue streams based on sustainable uses of wildlife is another important tool for tackling the bushmeat poaching problem. Photo tourism and hunting tourism can each bring in revenue to communities and encourage the conservation of wildlife. In some areas where neither of these industries are viable, there is the potential for community and cultural tourism ventures, including developing community campsites. However, the relationships between increased economic development and reductions in bushmeat use are not always simple and bushmeat is often consumed out of preference, or people with access to legal revenues may continue to poach commercially for additional income (Milner-Gullanda & Bennett 2003). Where the decision to eat or buy bushmeat is cultural, particularly for urban consumers, encouraging a cultural shift from bushmeat is required. For instance, a large scale media commercial campaign, “[THIS IS NOT A GAME](#)” has been implemented by the Wildlife Crime Prevention to discourage urban Zambians from buying bushmeat through focusing on the risk of zoonotic disease to consumers of bushmeat, the legal risks to buyers and economic losses brought on by poaching.

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## 6.4. Conservation landscapes for lions

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Threats to Africa's natural environment and biodiversity have never been more severe. Africa's human population is growing at an unprecedented rate, the current population being predicted to have almost trebled by 2060, from 1.1 billion to over 2.8 billion people (Canning et al. 2015). Burgeoning human populations are predicted to exacerbate the already significant demand for conversion of wild lands to agricultural production. Tilman et al. (2017) predict that to feed Africa's 2060 population 430 million hectares of wild habitat will need to have been cleared for food production, an area of land equivalent to the continental USA. This is likely to have dire consequences for the amount of wild habitat available for conservation of natural ecosystems. Furthermore, heavy investment in infrastructure geared towards industrial resource extraction, such as China's international Belt and Road Initiative, may well exacerbate environmental degradation (Demissie et al. 2016, Manongdo 2018).

Whilst there is a moral imperative to develop Africa's economies for the benefit of Africans and alleviation of poverty, if the continent's unique fauna, flora and ecosystems are to survive, conservationists and African governments need to plan for zonation of development and prioritisation and preservation of critical habitats. Wide-ranging species such as lions that conflict considerably with people and whose survival depends on extensive space and large populations of medium-sized ungulate prey, may need particular attention. Furthermore, because lions function as an umbrella for many species, conserving viable lion populations is likely to protect whole ecosystems (Macdonald et al. 2015).

Against this backdrop, African lion populations have become increasingly fragmented in the last 50 years (Chapter 2). This process of fragmentation is highly likely to accelerate, with lion range increasingly reduced to small habitat pockets. Small isolated populations are vulnerable to edge effects and highly prone to extinction through catastrophic events, such as disease epizootics, and demographic stochasticity (Woodroffe & Ginsberg 1998, Loveridge et al. 2016). It is clear that in the face of rapidly changing social, economic and environmental circumstances a 'business as usual' conservation approach is likely to fail.

The African protected area network protects 56% (926,450 km<sup>2</sup>) of extant lion range (Lindsey et al. 2017) and should be protected and managed as an absolute conservation priority. However, Lindsey et al. (in Press) found that most African protected areas are chronically underfunded and as such are likely to fail to safeguard the most vulnerable species and ecosystems (Box Underfunding in Chapter 6.2). Lindsey et al. (in Press) argue that support for conservation of Africa's protected areas should be funded as an international development priority.

However, effective conservation of African lions may hinge not only on protection and management of the current network of national protected areas, but also on identifying and protecting the habitat that links protected areas to allow long term gene-flow. Borklund et al. (2003) show that in order to maintain adequate levels of genetic diversity and avoid inbreeding lion populations should consist of at least fifty prides. In reality only a handful of large stronghold populations, (*sensu* Riggio et al. 2013) are likely to fulfil this theoretical criterion and some populations are by implication likely to already be suffering from some degree of inbreeding. Nevertheless, lions are highly mobile, with sub-adult

male dispersers having been recorded moving several hundred kilometres from their natal prides to settle in other regional populations (Elliot et al. 2014, A. Loveridge, pers. obs.). Where habitat corridors connect populations, as is likely to still be the case in large parts of southern and East Africa, it is probable that there is genetic exchange across a larger meta-population via dispersing animals. Maintaining this connectivity is critical for long term conservation and genetic integrity of the species. Methods in landscape ecology can provide empirical evidence to identify threats to habitat linkages and for prioritisation and conservation of critical habitats contributing to habitat connectivity within current lion range (Elliot et al. 2014, Cushman et al. 2015). Such initiatives also provide policy makers with clear visualisation of planning needs (Cushman et al. 2018). Box 6.4.1 provides an example of landscape prioritisation for lions within the Kavango-Zambezi (KAZA) Transfrontier Conservation Area in central southern Africa.

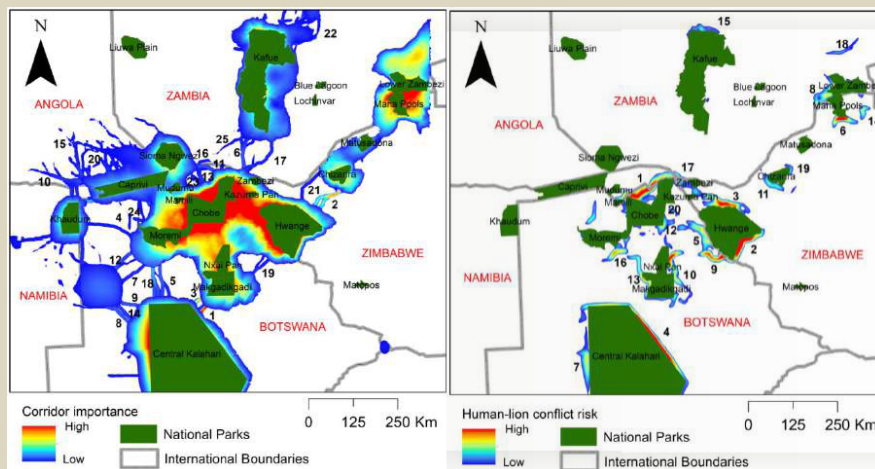
Whilst it is clearly desirable to maximise connectivity across lion range, this is not always feasible and conservationists must be realistic about the challenges African people face living with large predators. Because of this, it is sometimes more effective to limit lion movement through fencing isolated populations that are likely to be heavily impacted by edge effects and/or come into conflict with human communities. Packer et al. (2013) show that fenced lion populations are significantly more likely to persist than those in unfenced reserves and such populations require much smaller management budgets to protect. This has occasionally been a controversial view and it is self-evident that fencing is not always an appropriate intervention, particularly in ecosystems with migratory ungulate species (Pfeifer et al. 2014). Fencing is also expensive to install and maintain and if not adequately managed and repaired, quickly becomes ineffective (Kesch et al. 2015). Furthermore, steel fencing wire on poorly maintained fences is often used to manufacture wire snares for use in bush-meat poaching which exacerbates biodiversity loss.

Within the framework of creating landscapes that contribute to protection of lion populations, the attitudes and motivations toward lion conservation of human communities that live within putative habitat linkages between core protected lion populations are of utmost importance. Lions are dangerous predators, that threaten human lives and cause significant economic damage when they kill domestic stock. If people are to tolerate lions and other large predators, measures to mitigate these threats need to be put in place as part of landscape-level conservation. Programmes, such as the Lion Guardian Programme in southern Kenya, have been successful at promoting co-existence with lions (Hazzah 2006, Hazzah et al. 2014). Promoting effective livestock protection is also critical in order to reduce levels of conflict (Kissui 2008, Loveridge et al. 2017). Tolerance for lions and other large predators outside protected areas may hinge on cultural and economic valuations of these species (Dickman 2010) and as such income generation from wildlife-based economic activities, such as tourism, may play an important role. Such initiatives are essential if habitat outside the protected area network is to be maintained for wildlife. Nevertheless, in some situations conservationists need to be pragmatic about whether it is practical or indeed morally appropriate to expect people to co-exist with lions. In such cases clear land-use planning to ensure zonation between wildlife areas and community land may be required. Landscape ecology approaches may be useful in prioritising such land use decision making and maximising conservation outcomes.

### Box 6.4.1 KAZA Lion connectivity model

Andrew J. Loveridge and Lisanne Petracca

Landscape connectivity models allow the conceptualisation of long-term process over large spatial scales and test possible land use scenarios to inform future land use management decisions. These empirically-based models allow decision makers to design policy based on likely animal behaviour and avoid ad hoc designation of wildlife corridors. They also facilitate identification of threats to existing wildlife corridors. A team from the Wildlife Conservation Research Unit, Oxford University, modelled patterns of connectivity based on lion movement data across the 500,000 km<sup>2</sup> Kavango-Zambezi (KAZA) Transfrontier Conservation Area landscape in central southern Africa (Figure 1). Lion movements were predicted from GPS data collected from dispersing sub-adult males to create a cost or resistance surface (Elliot et al. 2014). Predicted movements of dispersing lions were calculated across the resistance landscape using software package UNICOR (Landguth et al. 2012) to generate maps of potential habitat connectivity and predicted corridor networks between habitat cores (Cushman et al. 2015, Cushman et al. 2018). To provide priorities for conservation policy makers, lion movement core areas and linkages between them were ranked according to their importance in connecting key populations and their predicted viability. The model also predicts potential human-lion conflict hotspots based on lion movement in the landscape.



**Fig. 1.** KAZA lion landscape connectivity model (Cushman et al. 2018). Left: Core population areas and linkages/corridors between lion core areas outside national parks/game reserves (green) in and adjacent to the KAZA TFCA ranked in order (1 being highest priority) of their conservation priority by their relative strength, importance in connecting potentially isolated elements of the landscape (see Cushman et al. 2018 for detailed methodology). Right: Human-lion conflict risk in and adjacent to the KAZA TFCA ranked by their relative conflict risk (1 being the highest conflict risk).

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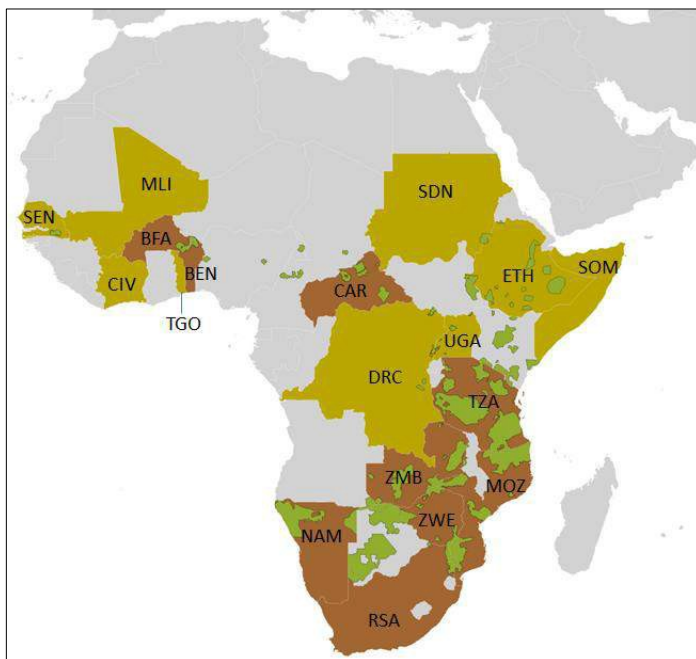
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## 6.5 Lion trophy hunting

Amy Dickman, Matt Becker, Colleen Begg, Andrew Loveridge and David Macdonald

### Introduction and overview

This sub-chapter provides an overview of lion trophy hunting and suggested best practices if it is used as part of a country's wildlife management strategy. It is important to note that only trophy hunting (also known as safari hunting or sport hunting) is covered here, which is defined by the IUCN as follows: "Trophy hunting generally involves the payment of a fee by a foreign or local hunter for a hunting experience, usually guided, for one or more individuals of a particular species with specific desired characteristics (such as large size or antlers). The trophy is usually retained by the hunter and taken home" (IUCN 2016). We are not covering the hunting and killing of lions for other reasons, such as for trade, retaliatory killing, traditional hunting etc., although these are likely to be of conservation interest in many populations (Box 6.1.2). We are also focusing on the hunting of wild lions, so the 'canned' hunting of captive lions is only included where specifically indicated.



**Fig. 6.5.1.** Trophy hunting for lions is legally possible in 18 African lion Range States (yellow and brown), of which 9 countries (brown) have exported lion trophies in recent years (USFWS 2015, Macdonald 2016). Lion distribution in green (Chapter 2).

Trophy hunting has not been regarded as one of the most significant threats to lions at a regional level – out of 9 ranked threats, experts ranked it as 8<sup>th</sup> in West and Central Africa (IUCN 2006a) and

**Commented [A137]:** Substitute safari hunting

**Commented [A138]:** Or tourist safari hunting

**Commented [A139]:** State 2014 – 2015 as per the text below, and include Ethiopia

**Commented [A140]:** No. Change to not regarded as a significant threat, instead of not regarded as one of the most significant threats. And add, that in the regional and national plans it has been recognized as one of the most important solutions to perpetuating lion.

6<sup>th</sup> in East and Southern Africa (IUCN 2006b) – but it can still be an important (and sometimes even primary) threat to specific populations, so the topic deserves careful attention. The US Fish and Wildlife Service found that as of May 2015, lion trophy hunting was legal in 18 African countries (U.S. Fish and Wildlife Service 2015), but this does not mean it actually happens across all of them – several of those countries no longer have extant lion populations, and/or have not trophy hunted lions in the recent past. Data collated in 2016 revealed that 9 African countries (Benin, Burkina Faso, Cameroon, Ethiopia, Mozambique, Namibia, South Africa, Tanzania and Zimbabwe; Fig. 6.5.1) exported lion trophies in 2014–2015 (Macdonald 2016); Fig. 1. Zambia did not export lion trophies in those years, but reinstated lion trophy hunting in 2016 after a 2013 moratorium (Macdonald 2016). Even including Zambia, lion trophy hunting has therefore recently occurred in less than half the 25 current African lion range countries (Bauer et al. 2016). However, it is worth noting that the 10 countries where trophy hunting has recently occurred collectively represent around 70% of remaining wild African lion range and around 75% of the wild population (Dickman et al. in prep).

Trophy hunting occurs on various land use zones, depending on national legislation. The extent of land covered by trophy hunting has been debated (and changes with national policies), but is extensive: in 2007, Lindsey et al. estimated that in countries where it was permitted, trophy hunting covered 22% more land than National Parks (Lindsey et al. 2007). In 2013 (before Botswana's trophy hunting ban), Lindsey et al. (2013) estimated that lions were hunted across at least 558,000 km<sup>2</sup>, representing 27–32% of the species' range in lion hunting countries (Lindsey et al. 2013), and around 16% of the lion's continental range (Riggio et al. 2013). This maintenance of lion range under a wildlife-based land use has been highlighted as one of the main conservation benefits associated with trophy hunting (Di Minin et al. 2016, Macdonald 2016). It can also generate substantial economic revenue, which often supports the country's wider conservation efforts: di Minin et al. (2016) reported that before the ban in Botswana, trophy hunting generated around USD 217 million annually across Botswana, Mozambique, Namibia, South Africa, Tanzania, Zimbabwe and Zambia. These figures include many species other than lions, but (Lindsey et al. 2012) found that lion hunts attracted the highest mean prices of all trophy hunts, that lions generated 5–17% of gross national trophy hunting income and that if lion hunting stopped, trophy hunting could become financially unviable across around 60,000 km<sup>2</sup>, risking the loss of that habitat (which is equivalent to around 4% of current African lion range; Dickman et al. in prep, Chapter 6.4).

However, trophy hunting can have marked negative impacts on individual lion populations, especially where harvest rates are high (Caro et al. 2009, Creel et al. 2016, Loveridge et al. 2007). Trophy hunting can have particularly damaging impacts where it occurs alongside other threats in poorly-regulated areas (Creel et al. 2016, Macdonald 2016), although sometimes trophy hunting can be the main or sole driver of decline (Packer et al. 2009, Rosenblatt et al. 2014, Mweetwa et al. 2018). Trophy hunting females (which is still legal in Namibia and South Africa), or young or prime-aged males is particularly damaging, with long-term population impacts including the disruption of social structures, rapid turnover of pride males and additional mortality through infanticide and the deaths of sub-adults (Elliot et al. 2014, Loveridge et al. 2007, 2010). There is particular concern over trophy hunting on the borders of National Parks, where a 'vacuum effect' draws territorial males into hunting zones, potentially affecting the long-term viability of lion populations even within core protected areas (Loveridge et al. 2010, Whitman et al. 2004). In areas where there are substantial other threats to lions, such as illegal killing, the legal offtake adds to the overall anthropogenic mortality in the population, so the overall mortality levels can be unsustainable (Mweetwa et al. 2018, Rosenblatt et

**Commented [A141]:** "Still"?

**Commented [A142]:** Why the overstatement? "Deserves careful attention"??

**Commented [A143]:** According to the map, Ethiopia is not listed as exporting lions.

**Commented [A144]:** Delete "has been debated" and add that it is most lion habitat.

**Commented [A145]:** That was in all of Africa. The hunting areas are most habitat where most lion exist, are stable and increasing..

**Commented [A146]:** Add that the 22 % in all of Africa lion range but it is as much as 5-6 times NP area in a number of countries securing the most lion.

**Commented [A147]:** In Tanzania, Zimbabwe, and Zambia it is as much as five to six times greater than the National parks.

**Commented [A148]:** This is a substantial understatement. Most lion depend on hunting area habitat and prey and poaching control on that habitat.. Conservation Force, 2017 revised 2018. More than one-half of lion habitat in Southern and Eastern Africa is outside of protected areas. Reggio, et al 2013. There is more than five times more area in hunting concessions than national parks in Tanzania. What Lindsey did not consider is the combined loss of lion and elephant trophy imports.

**Commented [A149]:** The evidence of this is the surrender of ~90 hunting blocks in Tanzania. Most of these blocks lie outside of state protected areas.

**Commented [A150]:** Marked?

**Commented [A151]:** Particularly damaging?

**Commented [A152]:** This statement must be put into context. Researchers among this Cat Specialist Group have since ~2004 undertaken several long-term research projects that investigated the impact of poorly regulated hunting of lion. In Zimbabwe this led to a 4-year moratorium; in Zambia there have been two such suspensions of hunting; in northern Mozambique a single outfitter voluntarily avoided hunting lions for 4 years (as referred to by Beggs (2018).

What these projects have shown is that under the appropriate regulation, and following an adaptive management approach, lion populations will recover rapidly. The explosion of the Bulye lion population demonstrates what happens when provided with ideal conditions. It is also evident from what has happened in Hwange in Zimbabwe (despite heavy lion control along the border within Botswana), and in the South Luangwa NP (as Mweetwa et al 2018 shows). But populations have not recovered in Kafue NP where there is high offtake of prey species both inside and outside the park, nor have the lion populations in Amboseli NP recovered to "full capacity" (if we apply the logic of Lindsey et al) despite there being a high zebra and wildebeest prey density.

The jury is still out on what has happened in Tanzania following the drastic decrease in lion hunting following the FWS suspension of imports. We await the results of the national carnivore survey being undertaken by Dr Dennis Mkandla and the results of Prof Belant in Serengeti.

The hunting industry has taken on board the findings of this research and by applying appropriate quotas and monitoring the offtake of appropriately aged lion, it has been able to mitigate the impacts alluded to in this paragraph.

**Commented [A153]:** Why "particularly damaging" this is the third exclamation in this paragraph's first three sentences.

**Commented [A154]:** Likewise, the same hunting can serve as an important buffer zone.

**Commented [A155]:** Particular concern should be substituted and qualified.

**Commented [A156]:** Can draw if the quota is excessive

**Commented [A157]:** This is the purpose of a "buffer zone". These act as dispersal areas for lion and other species. Applying well regulated hunting practices in these areas mitigates the "vacuum effect". Research by this group of scientists demonstrates this ... [2]



al. 2014). The degree of impact of trophy hunting varies considerably - in Hwange for example, lion mortality was the single largest cause of mortality for male lions (Loveridge et al. 2016), while on land adjacent to Ruaha National Park, mortalities from conflict dwarfed trophy hunting impacts, with over 35 lion conflict deaths in 18 months in an area of less than 500km<sup>2</sup>, including pregnant or lactating females (Amy Dickman, pers. obs.).

It is also a topic which raises significant ethical issues and concerns about animal welfare (Nelson et al. 2016), and is viewed by many people worldwide as unacceptable, especially after the high-profile trophy hunting of 'Cecil the lion' in 2015 (Macdonald et al. 2016). Nevertheless, the [Communique from the African Lion Range States meeting in 2016](#) declared that 'We....Highlight the benefits that trophy hunting, where it is based on scientifically established quotas, taking into account the social position, age and sex of an animal, have, in some countries, contributed to the conservation of lion populations and highlight the potentially hampering effects that import bans on trophies could have for currently stable lion populations'. It is clearly important that if trophy hunting is part of a range country's wildlife management policy, then it should be well-regulated, humane and ensure that it contributes significantly towards conservation. Here, we provide some general guidance on how that could be achieved.

## Suggested lion trophy hunting criteria and considerations

Overall, based on extensive examination of the subject (Macdonald 2016), we suggest that as best-practice guidance, trophy hunting of lions should only occur if two specific criteria are met: (i) that any such hunting is unlikely to cause detriment to the lion population from which it was taken and (ii) that the hunting contributes to lion conservation. It is worth noting that although within CITES, 'non-detriment' generally refers to an action 'not detrimental to the survival of the species' (see also Chapter 6.6), here, we interpret it as not only ensuring that the population survives, but also that lion numbers are maintained at a level healthy for the ecosystem concerned. With any hunting, there is of course detriment to the individual concerned, but our detriment consideration is aimed specifically at the population level, to ensure that any hunting does not negatively impact its conservation. Regarding the contribution to conservation, this has to be assessed at the level of that particular lion population. Good conservation management (e.g. through anti-poaching efforts, community engagement and financial support to conservation) should protect significantly more lions over the long term than are killed on trophy hunts.

The individual aspects of these criteria (such as defining suitable target animals and quotas), and some additional suggested considerations, are discussed more below.

## Ensuring that trophy hunting does not cause detriment to the lion population

### Defining suitable trophy lions

In order to avoid detriment, female lions should not be eligible as trophy animals, due to their significance for the reproductive success of populations (Macdonald 2016, Packer et al. 1988). Furthermore, to avoid additional mortality from social disruption, pride-aged males should be avoided: the best available science recommends restricting hunts to male lions aged 7 years or older (Creel et al. 2016). However, there is a high degree of uncertainty surrounding the threshold age at which remov-

**Commented [A158]:** After the hunting community and authorities effectively stopped all other off-take.

**Commented [A159R158]:**

**Commented [A160]:** Ditto in Botswana where 200 Lion were killed in conflict at one site in a year. John Jackson, personal communication.

**Commented [A161]:** Others take the position that it is perverse ethics to upset most lion habitat, prey base, poaching control and a large share of management revenue for one's personal feelings.

**Commented [A162]:** Delete as irrelevant ".significant ethical issues and concerns"!!!!Delete the entire first sentence

**Commented [A163]:** Why is this in here? The opinion of local people is what is relevant, not those that seenDisney's Lion King .

**Commented [A164]:** This continues the over emphasis

**Commented [A165]:** Humane?

**Commented [A166]:** What is this subjective additional condition doing here? This is more than an NDF, too.

**Commented [A167]:** Macdonald is not an expert on regulated hunting and, worse, he has written extensively that it is not ethical.

**Commented [A168]:** Best rather than Practical for NDF?

**Commented [A169]:** Why not quote the IUCN guidelines on hunting prepared by SULI? Afterall this is an IUCN document.

**Commented [A170]:** CITES standard is not detrimental species, not a particular population/pride

**Commented [A171]:** The second criteria is beyond the First, non-detriment required by the convention.

**Commented [A172]:** CITES is species level so strike this.

**Commented [A173]:** "Any" means never and in this case a particular pride or population which is all stricter than an NDF at the species level

**Commented [A174]:** In a perverse way, changes brought about in policy on land adjacent to national parks through the stance taken by anti-hunting lobbies is equally detrimental to the conservation of lion. This is especially the case where tolerance levels are reduced, as is allegedly the case in Botswana and as described here for Ruaha NP.

**Commented [A175]:** Fails to mention habitat

**Commented [A176]:** All three of these criteria are supported by the safari hunting community with the result that landscapes for lion are maintained.

**Commented [A177]:**

The best available science (Miller et al. 2016) determined that professional hunters and biologists were most proficient at aging lions when differentiating between age classes. Miller et al. 2016 found a lower aging error for males 7 years old and older, and for that reason recommended that 7 years old be used as the minimum acceptable age for trophy lions. There is, therefore, no support for setting 8 years as a minimum age point. Furthermore, there is no evidence whatsoever that even experts would be able to distinguish between a lion that is 7 versus 8 years of age, even using the best available aging techniques, on live or post-mortem animals.

Since the development and implementation of age-based trophy selection programs, there has been a marked reduction in the number of lions taken as trophies. This is due to multiple factors including:

... [3]

**Commented [A178]:** I support the observations made by Paula White above. I would add that hunting organisations and aut...

... [4]

**Commented [A179]:** Add: except when situationally justified,

**Commented [A180]:** This excludes "pride age males" which is open ended, beyond an CITES NDF, etc.

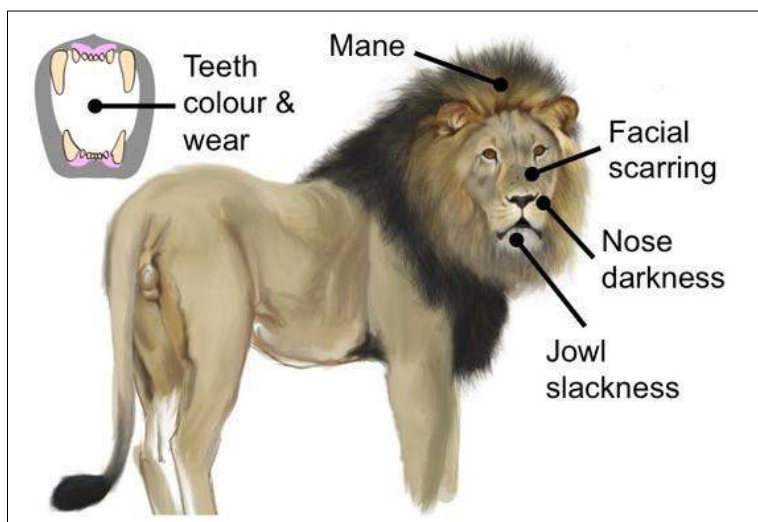
**Commented [A181]:** 7 or 6? 6

**Commented [A182]:** The science is really not validated and in development . Strike this as too limiting.



ing males from the population causes minimal **disruption**, and there is an urgent need for more research on this topic. In well-studied populations such as Hwange, data suggests that 6-8 year old males are often pride males with dependent cubs, so hunting 7 year old males under such circumstances causes high levels of social disruption and is likely to have negative impacts on population dynamics. The impacts of removing males of a certain age (e.g. 7 years) may vary between populations, or even within populations at different times. Therefore, although many national policies now use **7 years** as a guideline, we advocate that the precautionary principle is applied and conservatively only older males (possibly **8 years or above**) being hunted, and continued research is needed to monitor the impacts of the offtake and adjust recommendations as needed.

It is possible (particularly with adequate training of professional hunters; (Miller et al. 2016)) to age lions with relatively good precision using nose colour as well as additional characteristics such as mane length and coverage, tooth colour and facial scarring (Miller et al. 2016, Whitman and Packer 2007); Fig. 6.5.2). In addition to those ageing guides, there are now [open-access sites](#) where people can learn how to age lions and test themselves for accuracy. However, under field conditions, ageing can be inaccurate, particularly in the 5–6.9 year age range (Miller et al. 2016), which is another reason to set trophy eligibility to 7 years or above (Fig. 6.5.3), if not older, to increase likelihood of accurate ageing. It is therefore important that professional hunters should receive adequate training and testing in identifying a suitable lion under their field conditions, and also that professional hunters are not influenced in their choice by pressure from the **client**.



**Fig. 6.5.2.** Phenotypic characteristics used for aging lions in the field. Source of the picture is "[Aging the African Lion](#)", a website created by lion biologists to facilitate training in lion aging.

**Commented [A183]:** Agreed. For example, large groups of 5 – 6 year coalition males that are displaced into the “vacuum areas”.

**Commented [A184]:** This is not observed at Bubyie Conservancy. This age group is hunted, and the lion population continued to increase.

**Commented [A185]:** The population is at or near capacity and the off-take is below one lion per 2000 km<sup>2</sup>, so this is too great a concern.

**Commented [A186]:** Add 5,6, or 7

**Commented [A187]:** Not true.

**Commented [A188]:** Theory not validated. Too few lion live to that age to pay for the habitat, poaching control community incentives and tolerance, et al.

**Commented [A189]:** If 20 hunters take a safari before one gets a lion or age and each expends 100k for the costs, the costs expended for one lion is two million Dollars.

**Commented [A190]:** This has been applied for the past 4 years where lion hunting occurs. This sentence should be modified to acknowledge that professional hunters have responded to these guidelines.

### Defining appropriate quotas

Some of the earlier guidelines on trophy hunting offtakes based their recommendations on the percentage of adult males (or sometimes adult lions in general) which could sustainably be removed. Creel and Creel (1997) suggested that a 5% removal of adult males would be sustainable, while Greene and Mangel (1998) put the level at 10% of adult males. Caro et al. (2009) recommended offtake of 5% of total population, which (as most trophy hunted lions are adult males) would lead to a higher removal of adult males than either Creel and Creel (1997) or Greene and Mangel (1998) indicate would be sustainable. However, very few lion populations have sufficiently accurate and regular population surveying to determine population size, composition and dynamics (Chapter 5), so setting quota numbers based on a percentage of the adult males (or even total population) is not generally recommended (Macdonald 2016). Instead, it is better to set quotas for the removal of adult males based on lion age and/or the area of land hunted, as outlined below.

Quotas should ideally be set and managed at the level of the hunting area (not at a national level), and should be verified and audited by an independent committee of stakeholders in each country (Macdonald 2016), which should not be just a government agency, or a hunting agency, but a truly independent and representative group of relevant stakeholders. That committee should, according to (Macdonald 2016):

- Audit hunting practices;
- Set and monitor quotas;
- Encourage certification of hunters;
- Ensure adequate training of professional hunters (especially in marksmanship and animal welfare issues);
- Ensure transparency and compliance, and
- Verify the age of hunted lions based on hunt reports, photos and tooth X-rays.

The costs of operating these committees would normally be met by stakeholders such as the hunting industry, relevant NGOs, international and local governments.

The age-based approach to quota setting is founded on the principle that removing older males (which are likely to have already reproduced successfully) has little impact on population sustainability, regardless of the population size or numbers hunted (Whitman et al. 2004). Removal of such males should lead to less social disruption and killing of sub-adults, although it is not guaranteed: Data from some locations such as Hwange (ZWE) suggest that even old males can still be reproductively active and their killing may still have wider negative social impacts (Macdonald 2016). Whitman et al. (2004) et Whitman et al. (2007) originally suggested that males aged 5 years or over could be sustainably harvested without marked negative population impacts, but for caution, more recent studies recommend only hunting males aged 7 years or older (Creel et al. 2016). However, even restricting hunters to males of 6 years or older has proved to reduce pressure on hunted lion populations in Mozambique (Begg et al. 2018). Several countries have now developed age-based adaptive quota setting, where a hunting operator's quota for the next year is based on the number and ages of the lions hunted that year, with penalties for hunting younger males and rewards for compliance with age restrictions (Box 6.5.1). These have proved effective at improving hunter compliance with age restrictions and reducing pressure on hunted lion populations (Begg et al. 2018).

**Commented [A191]:** The Zimbabwe and Namibia professional hunting apprenticeship programme ticks all these boxes and has done so for many years.

**Commented [A192]:** Is this correct? It is one study. Need to review this study.

**Commented [A193]:** 6 or 7? Or the offtake be less than one lion per 2000 KM2

**Commented [A194]:** This is a place to add that as a management consideration the management authority has to be careful not to be too limiting. To maintain the important and significant benefits of the hunting from habitat to poaching control, et al, the opportunity must be reasonable. One operator in Tanzania had twenty unsuccessful clients for each lion take playing over two million dollars in total per lion. Some impact has too be accepted or the lion will have to survive without hunting which is a greater risk than harvest having some impact. There must be balance and the ethics of those who have been influenced by the Lion Kill movie is not relevant to a wildlife management decision in Africa.

**Commented [A195]:** And Tanzania. Chardonnet

**Commented [A196]:** Use Taking rather than hunting younger males

**Commented [A197]:** "Reducing the pressure" on lion that are stable or increasing and are the largest populations in the world is not necessarily smart management. What is the objective or agenda behind this?

**Commented [A198]:** I think this is a badly worded sentence. Reading the paper, I think the authors are suggesting that fewer unacceptable lions were hunted, thus reducing pressure on the population

### Box 6.5.1 Point system for lion trophy hunting

The procedure for the first “points system” established in Niassa Reserve, Mozambique in 2006 (Begg et al. 2018), which has now been utilised successfully in other countries such as Zimbabwe. A worked example is shown below. The Niassa Point System is a three-step process:

**Step 1:** At the end of each hunting season (November) each lion trophy taken is aged by SRN (Sociedade de Gestão e Desenvolvimento da Reserva do Niassa) representatives (currently K. and C. Begg) based on teeth, nose colour, mane development and general body condition.

**Step 2:** Points are assigned to each trophy according to the following system:

| Quota                   | Number of points for each trophy |           |         |        |                 |
|-------------------------|----------------------------------|-----------|---------|--------|-----------------|
|                         | >6 yrs                           | no trophy | 4–6 yrs | <4 yrs | incomplete info |
| For quotas of 3 or more | 4                                | 3         | 2       | -3     | 0               |
| For quotas of 2         | 4                                | 3         | 2       | 0      | 0               |
| For quotas of 1         | 6                                | 3         | 0       | 0      | 0               |

For each concession, points are tallied for that year, divided by 3, rounded to the next whole number up to a maximum of 5 lions and that is the quota issued for the next hunting season. (An example is given in the Table below, taken from the [Supporting Information](#) to Begg et al. 2017).

**Step 3:** SRN will endeavour to inform operators of the new quota to allow time for marketing at safari shows in January.

Some examples of quotas calculated using the Niassa Points System for African lion.

| Number of lions in each |                    |         |        |         |           |                    |              |         |         |
|-------------------------|--------------------|---------|--------|---------|-----------|--------------------|--------------|---------|---------|
| Current                 | age-point-category |         |        |         |           | Points calculation |              |         | New     |
| quota                   | >6 yrs             | 4–6 yrs | <4 yrs | No info | Not taken | Sum                | Total points | Pts / 3 | quota   |
| Quotas of 2             | 4 pts              | 2 pts   | 0 pts  | 0 pts   | 3 pts     |                    |              |         |         |
| 2 lions                 | 1                  | 1       | 0      | 0       | 0         | 4+2                | 6            | 2.0     | 2 lions |
| 2 lions                 | 1                  | 0       | 1      | 0       | 0         | 4+0                | 4            | 1.3     | 1 lion  |
| 2 lions                 | 2                  | 0       | 0      | 0       | 0         | 4+4                | 8            | 2.6     | 3 lions |
| Quotas of 3             | 4 pts              | 2 pts   | -3 pts | 0 pts   | 3 pts     |                    |              |         |         |
| 3 lions                 | 0                  | 0       | 0      | 0       | 3         | 3+3+3              | 9            | 3.0     | 3 lions |
| 3 lions                 | 0                  | 0       | 0      | 1       | 2         | 0+3+3              | 6            | 2.0     | 2 lions |
| 3 lions                 | 2                  | 0       | 1      | 0       | 0         | 4+4-3              | 5            | 1.6     | 2 lions |
| 3 lions                 | 0                  | 3       | 0      | 0       | 0         | 2+2+2              | 6            | 2.0     | 2 lions |
| 3 lions                 | 3                  | 0       | 0      | 0       | 0         | 4+4+4              | 12           | 4.0     | 4 lions |
| Quotas of 4             | 4 pts              | 2 pts   | -3 pts | 0 pts   | 3 pts     |                    |              |         |         |
| 4 lions                 | 1                  | 3       | 0      | 0       | 0         | 4+2+2+2            | 10           | 3.3     | 3 lions |
| 4 lions                 | 3                  | 0       | 1      | 0       | 0         | 4+4+4-3            | 9            | 3.0     | 3 lions |
| 4 lions                 | 4                  | 0       | 0      | 0       | 0         | 4+4+4+4            | 16           | 5.3     | 5 lions |
| Quotas of 5             | 4 pts              | 2 pts   | -3 pts | 0 pts   | 3 pts     |                    |              |         |         |
| 5 lions                 | 4                  | 0       | 1      | 0       | 0         | 4+4+4+4-3          | 13           | 4.1     | 4 lions |
| 5 lions                 | 3                  | 0       | 2      | 0       | 0         | 4+4+4-3-3          | 6            | 2.0     | 2 lions |
| 5 lions                 | 5                  | 0       | 0      | 0       | 0         | 4+4+4+4+4          | 20           | 6.6     | 5 lions |
| 5 lions                 | 2                  | 1       | 0      | 1       | 1         | 4+4+2+0+3          | 13           | 4.1     | 4 lions |

Age-based quota settings have proved useful in reducing the negative impacts of trophy hunting, but given the **likelihood** that **many** lion populations are declining, and subject to multiple other threats, and the possibility of errors in accurate ageing, the **most** precautionary approach is to combine an age-based method with an area-based one. Creel et al. (2016) recommend that alongside restricting hunting to adult males of 7 years or above, there should be a maximum offtake of ~0.5 lions per 1,000 km<sup>2</sup>, with intermittent 2–3 year **periods** of non-hunting used to enable population **recovery**. Appropriate quotas will depend on the population concerned: hunting could be conducted at a higher level if there are good data to show that well-managed lion populations subject to that pressure are nevertheless stable or increasing (Macdonald 2016, ZPWMA 2015). Some high-density lion populations (e.g. the Selous, TZA) could probably sustain an offtake of 1 lion per 1,000 km<sup>2</sup> (Packer et al. 2011), while in low-density populations the quota may need to be reduced (Macdonald 2016).

If needed, then even relatively short **moratoria** (e.g. 3 years) have proved effective at markedly improving the status of lion populations in hunted areas (Mweetwa et al. 2018).



Fig. 6.5.3. Old male lion suitable for trophy hunting. Photo Ewan Macdonald.

Although the points-based system shown in Box 1 appears to have worked well in places like Niassa (Begg et al. 2018), substantial concerns remain about the potential negative impacts of trophy hunting lions right on the **edges** of a core protected area such as a National Park, as it is possible to draw suitable trophy lions from the Park without managing the hunting area well. Given how difficult it can be to accurately monitor lion populations, we suggest that prey surveys should also be undertaken in hunting concessions, as prey populations tend to be easier to survey and show a strong correlation with lion **densities**. If hunters are able to kill **relatively high numbers** of trophy lions (even of the right age) in areas with low prey densities, then it should raise concerns about whether those lions are being drawn from nearby areas, such as National Parks. Ideally, lion quotas should be kept as low as **possible** and an index of prey base should also be included as a metric in the points system, to try to ensure that the hunting area is maintaining **its** own wildlife populations sustainably rather

**Commented [A199]:** No, the prime hunting countries are the strongholds.

**Commented [A200]:** “Many lions” are not declining in hunting areas. To the contrary, that is where they are doing best but these heavy restrictions would curtail the hunting thus the benefits that are wholly or largely overlooked in these best practices.

**Commented [A201]:** This rationale contradicts the statement that quotas should be population specific, not the status of “many populations”

**Commented [A202]:** The lion populations in the prime hunting countries or stable or growing without adopting the MOST precautionary approach.

**Commented [A203]:** The “most precautionary approach” it too high. This would reduce the important benefits of lion hunting that is essential to the survival of most lion.

**Commented [A204]:** Why must it be “the most precautionary approach”?

**Commented [A205]:** This is too much. it will cripple the best and most successful lion programs in Southern and Eastern Africa. It will reduce the benefits and jeopardize the lion populations that depend upon and exists because of safari hunting.

**Commented [A206]:** There is no justification to impose moratoriums if the indicators show that the lion population is stable/increasing. This is confirmed in the paragraph below.

**Commented [A207]:** Packer said quotas should be no more than one lion per 1000 km<sup>2</sup> if the aging protocol was not followed, not both, rather either or.

**Commented [A208]:** Buby Conservancy sustains a much higher level than this.

This ratio also suffers from scale: Selous is ~50,000 sq km implying that it can sustain an offtake of 50 acceptably aged lions. The same applies to Niassa (at ~42,000 sq km) where any reasonable person would bulk at a quota of 42 lions.

There is also the issue of apply this ratio to a hunting block: a 2000 sq km hunting block may about a 5,000sq km PA. In such circumstances it is not clear how the unit is defined: 2000 or 7000? The reverse is equally true.

It is therefore important that other factors are taken into ... [5]

**Commented [A209]:** 3 years are not short for operating without revenue and incentive. incentives. A long time to put import ... [6]

**Commented [A210]:** This is a very partial and misleading quoting of Mweetwa et al 2018. ... [7]

**Commented [A211]:** Safari hunting.

**Commented [A212]:** It would be interesting to see the range of ages applied to this lion!

**Commented [A213]:** The Niassa points system provided a baseline upon which informed decisions could be made by th ... [8]

**Commented [A214]:** Not Begg et al 2017?

**Commented [A215]:** This has already been said.

**Commented [A216]:** Older lions moving out of prime areas (i.e., national parks) and ... [9]

**Commented [A217]:** Exactly.

**Commented [A218]:** Agreed. This is the direction that several hunting concessions are following: developing systems to re ... [10]

**Commented [A219]:** What are “relatively high numbers”? This can only be determined through adaptive management and ... [11]

**Commented [A220]:** “As low as possible”?

**Commented [A221]:** What exactly is “as low as possible”? And why would this be ideal? ... [12]

**Commented [A222]:** This is a different issue beyond a NDF or sustainability. The hunting on community and private lands ... [13]

than drawing animals from other, better-managed areas. It would also be good to conduct prey surveys (and implement better wildlife protection, if needed) even within the protected areas as well as on any adjacent hunting zones, as many protected areas have both lions and prey populations substantially below carrying capacity (Lindsey et al. 2017). The aim should be to ensure that the entire ecosystem, including both core protected areas and trophy hunting zones, is managed as effectively and holistically as possible.

## Ensuring that trophy hunting contributes to lion conservation

Trophy hunting should not only be sustainable where it is practiced, but it should also provide a net contribution to lion conservation. There are some forms of trophy hunting where this is clearly not the case. For example, although legal in several countries (and conducted most extensively in South Africa) most reputable scientists conclude that the practice of ‘canned’ hunting, i.e. the hunting of captive lions in very small, fenced areas, has no such conservation benefit. Canned or captive lion hunting raises considerable ethical and welfare concerns and has been condemned by a wide variety of stakeholders, including the IUCN, the Operators and Professional Hunting Associations of Africa, the Dallas Safari Club and the African Lion Working Group. Safari Club International does not allow the recording of trophies from canned lions in its record books, and the US Fish and Wildlife Service does not allow the importation of captive-bred lion trophies. There is no definition for how small an area constitutes ‘canned’ hunting, but a reasonable best-practice recommendation would be to only trophy hunt lions in areas sufficiently large to offer conservation benefit (suggested  $\geq 500 \text{ km}^2$ ), and where the lion population is demonstrably well-managed within a functional ecosystem (Macdonald 2016).

Other aspects of trophy hunting should also be improved to maximise potential conservation benefit. Most hunting areas are leased to the operator, but if these leases are short-term with no guarantee of a long-term stake, there is little incentive to invest in conservation, and it is likely that the maximum number of animals will be hunted to maximise return on the cost of lease, even if this means that wildlife are over-exploited as a result (Damm et al. 2008, Macdonald 2016). We would suggest minimum leases of 10 years, with an option to renew if conservation requirements have been met (Macdonald 2016). Hunting areas are also not always allocated transparently, so it is hard to gauge whether good conservation management has been a key part of the decision-making, or whether the process is fair. We suggest that areas should be allocated transparently using open auction systems (Dickson et al. 2009), that recognizes the extent of past conservation investments in each block (Macdonald 2016). In some countries, the outfitter has to pay a mandatory fee for the lions they are allocated to hunt, even if they are not shot, which does not provide any incentive for hunting operators to reject lions that are too young, leading to reduced trophy quality and unsustainable harvesting (Packer et al. 2006). Ideally, trophy hunting fees should only be applied for hunted animals (rather than fixed quotas, where operators pay for lions allocated, even if they are not shot) to reduce the killing of unsuitable animals (Packer et al. 2006). Fees should ideally also reflect the scarcity of lions, so areas with few suitable trophy animals should have higher fees. Professional hunters should be trained to the highest standards, and hunting operators could also be certified using an adaptive method to ensure compliance with strict environmental, social and ethical criteria (Wanger et al. 2017). Professional hunters should be encouraged (for instance through long-term leasing of blocks, see below) to remain in the same area for several years at least, in order to im-

**Commented [A223]:** Depends on the management objectives of the two systems. An area with high prey numbers may not be “better managed”.

**Commented [A224]:** Having wildlife at carrying-capacity is not desirable and maintaining populations before CC is more productive- it is a generator of more prey.

**Commented [A225]:** Managed as best possible? These cumulative conditions are not warranted in countries where lion populations are stable or growing. They are not practical or necessary. The litany of conditions are a threat to the populations that are doing the best today. It is cost prohibitive! These recommendations are suspect and are not a legal or practical non-detriment determination.

**Commented [A226]:** Interesting comment. Does this mean that population reduction is condoned in “core protected areas”?

**Commented [A227]:** This is beyond an ND standard

**Commented [A228]:** What is this referring to? Is this a general statement referring to small fenced game ranches or specifically targeting properties where canned lion hunting is taking place. This needs clarification.

**Commented [A229]:** Perhaps add that the formation of large private or communal conservancies rather than smaller captive breeding farms could prove quite valuable, such as Bubyne and Save Valley Conservancies.

**Commented [A230]:** Maximise... of benefits is beyond NDF standard

**Commented [A231]:** Change too : there may be less incentive or state that there would be greater incentive, not “little.”

**Commented [A232]:** “Likely” is incorrect. Change to “may.” That said, it is simply not true in most cases. Few operators max-out their quotas. It is the exception rather than the norm. Suggest striking the whole section because it Isabelle over stated hypothesis.

**Commented [A233]:** Change “will be” to “may be”

**Commented [A234]:** Several others have mentioned in the comments that the authors of this section do not appear to understand the business model of allocating hunting concessions. There are pros and cons to all allocation systems (tender, auction, direct bid etc.). There are examples of how to avoid the pitfalls to improve the transparency and ensure that the “right” operator secures the concession and that investments are made in conservation. Critical to this process are the terms and conditions of the agreements, and the audits of the performance of the operator during the tenure of the agreement.

I agree that this section could benefit from a re-write.

**Commented [A235]:**

This is a popular scheme because it brings an instant influx of cash into the wildlife authorities. While seemingly a good idea, it is fraught with well-documented problems. It does not result in the best operators obtaining the best blocks. In fact, the very system of checks and balances and vetting of bidders is precisely the n... [14]

**Commented [A236]:** Not necessarily true if true at all. To the contrary, most operators strive to provide quality trophies no matter the arrangement. These arguments are all stated too conclu... [15]

**Commented [A237]:** This paragraph is based on theory BEFORE most of the country that allow lion hunting applied age-based approaches. Now is outdated and it is not reflecting the r... [16]

**Commented [A238]:** That is not really true. It is a hypothetical that is contrary to experience. Few if any party in interest will kill “unsuitable animals.” Operators and Clint’s have high sights. ... [17]

**Commented [A239]:** Nonsense. Hunters do not pay more for depleted areas and poorer opportunities. McDonald is not an expert on safari hunting which hunting does not suit his “ethics”.

**Commented [A240]:** Especially in the current climate of exorbitant lion trophy hunt costs, and penalties for shooting anything younger than allowed, h... [18]

**Commented [A241]:** Why “highest standards” instead of reasonable?



prove their ability to age lions accurately and ensure they have a vested interest in the long term conservation of the area where they hunt. Beyond conducting trophy hunting in the best possible way, trophy hunting operators should also perform valuable conservation activities to reduce other forms of lion mortality, which could include (1) assisting with or conducting anti-poaching activities, (2) working with local communities to engage them in conservation and reduce conflict, and (3) ensuring that the local communities receive direct revenue and benefits from trophy hunting. These direct, local benefits could include (i) actual revenue, (ii) meat distribution, (iii) social responsibility, (iv) community development projects (such as investments in education and healthcare) and (v) clear commitments to hire staff from local communities. Furthermore, at all levels, from the national government down to the trophy hunting operator, it would be optimal to maximise the amount of trophy hunting revenue allocated to conservation efforts.

Currently, most of the records regarding the export (and sometimes re-export) of trophy hunted lions are collated by CITES, providing an invaluable resource for monitoring the trophy hunting industry. However, at present it is possible for multiple different parts of the same lion (e.g. skull, skin, claws) to be recorded individually, so the records of body part exports cannot easily be equated to a number of individual lions. It would be important to adapt these CITES procedures to ensure that body parts exported are assigned to a single trophy lion, so that the level of export (and re-export) of lions could be tracked most effectively. Furthermore, given the growing threat of the lion bone trade (Williams et al. 2015), all non-exported bones from hunted lions should be verifiably destroyed, in order to help prevent trafficking.

Although by necessity this is only a brief summary of the issues, these recommendations are intended to help ensure that where trophy hunting is practiced, it minimises the risk of adverse outcomes on the population and maximises the chance of effective conservation.

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**Commented [A242]:** “Best possible” again..

**Commented [A243]:** There is no revenue if the area is rested for 3 years.

**Commented [A244]:** What about hunting areas where there are no resident communities? And how does one apply these conditions to photographic operators based in national parks?

**Commented [A245]:** All this is already done in the great majority of hunting areas. The authors are not well informed or are trying to mislead the reader.

**Commented [A246]:** Change “threat” to “concern”

**Commented [A247]:**

All the recommendations here are already implemented, and have been for the past several years in hunting areas throughout the range states where lion hunting still occurs. Age-based trophy selection with minimum age standards, quota setting based on area-size, using adaptive management within hunting areas to assess lion populations and hunter performance on annually, and increase or reduce quota as needed, ALL offer sustainability and stability. Regional wildlife authorities manage their own country's wildlife, while USFWS, EU, CITES, all jointly monitor and oversee sustainability.

Implementing a moratorium is always an option. However, moratoriums are ONLY necessary IF and where harvest is unsustainable. The idea that moratoriums should or will be automatically implemented as a “management tool” every few years is illogical. This is akin to predicting that all of the existing measures, all of the ‘best practices’ developed by scientists and implemented by managers, are insufficient to ensure sustainability. This is essentially saying that you do not believe in the effectiveness of your own previous recommendations.

A crucial basis for well-managed hunting operations is stability. It is important for the operator to know that s/he will have the rights to an area for a long period of time. It is important for the community to be confident that the jobs, income, meat, community projects, and all the other benefits contracted to them by the operator will be forthcoming and that they can depend on receiving these benefits without interruption. Threatening moratorium destabilizes that agreement on every level. Everyone is well aware that moratorium can happen – and that moratorium will happen if people do not follow best practices.

**Commented [A248]:** The effect of these recommendations is to minimize safari hunting of lion and deprive lion of the benefits that regulated hunting has been providing.

**Commented [A249]:** The hunting industry has taken on board all the suggested recommendations and in many cases has enhanced these. Possibly the worst action to take is a moratorium when there is no justification. The fall out from this is seen in Tanzania where vast tracks of wildlife habitat are at risk, while the vigorous debate currently taking place in Botswana to re-open regulated hunting highlights the feelings of communities that benefited from safari hunting.

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## 6.6 Non-Detriment Findings

Byron du Preez and José Vicente López-Bao

### Background

The CITES convention requires that a permit should be issued only where the exporting Scientific Authority has determined that trade is not detrimental to the survival of the species. As populations of many species, especially large carnivores, vary across the extent of their range in terms of relative densities, protection afforded, amount and type of trade, and robust population data available; regulating the international trade in such species at a sustainable level is challenging. Compounding these complexities, many contiguous populations extend across the international borders of two or more countries, each with potentially differing wildlife management plans or regulations. There is therefore no single formula that can be applied to every situation; however it is possible to define a set of guidelines that will help the Scientific Authority of a Range State to evaluate the potential impact of trade on the conservation status of a particular species.

A Non-Detriment Finding (NDF) for a CITES Appendix-I or -II species is the result of a scientific assessment, in which the Authority takes into account a wide range of information and parameters, with the aim of verifying that a proposed export from a Range State is not detrimental to the survival of that population ([Resolution Conf. 16.7 \(Rev. CoP17\)](#)). General guidance on how to perform a NDF was provided by Rosser and Haywood (2002) and Parry-Jones (2013). A NDF is essentially a risk assessment. The precautionary measures and the amount of monitoring and research required should be proportionate to the risk that the harvest of a specimen will be detrimental to the species in the Range State concerned. Such a finding is necessarily reliant on the available data. However, the data quality varies along with the population dynamics, wildlife management, and monitoring effort throughout the species' range, and even within a given Range State.



**Fig. 6.6.1.** Ernest Hemingway posing with a lion shot during a safari in Africa in 1934 (photo [Wikipedia](#)). The author did likely not care about NDF. In his days, as many as 200,000 lions are estimated to have roamed sub-Saharan Africa.

**Commented [A250]:** This chapter, and the whole document in general, is uninformed of the fact that between 2016 and 2017 the following countries have done comprehensive NDFs for African Lion: MZ, TZ, ZA, ZM and ZW. They were, in general, sent to the importing countries and not disclosed to the public.

All the recommendations on hunting in this document are already implemented, and have been for the past several years in hunting areas throughout the range states where lion hunting still occurs. They were accounted in the NDFs but the authors have not requested them from the Range States.

## Practical Non-Detriment Finding for lions *Panthera leo*

The majority of international trade in lions *Panthera leo* has historically been mainly comprised of trophy hunted specimens (Macdonald et al. 2016; Fig. 6.6.1) with a secondary, but recently escalating, demand for lion body parts, especially bones (Riggio et al. 2013; Williams et al. 2015), to be used in traditional medicine (Chapter 2.3). Robust population data is lacking for many areas (Chapter 2.1). Consequently, in the cases where lions are rare, under-researched, and not subject to specific management and monitoring, the making of a robust NDF will be challenging.

As per *Conf. 16.7*, there are various ways in which a Party's Scientific Authority can make NDFs. There exist a range of various different management approaches in the lion Range States in Africa, which may lead to the different assessment strategies. However, extant lion populations can be generally placed into one of two categories:

- *known* – those for which robust population data exist; and,
- *unknown* – those that are data deficient (the majority).

Those lion populations for which robust density and/or demographic data exist are better placed to make a NDF. For the lion populations that are data deficient, a far more cautious and restrictive approach to harvest must be applied. In these cases, it is necessary to rely on knowledge of the species' behavioural ecology with which to guide the assessment of sustainability.

With regard to the guiding principles contained in *Conf. 16.7*, the NDF for lion may include:

- Information relating to distribution, status and trends of populations based on national conservation plans, where applicable, and which inform harvests;
- A review of the sustainability of harvest levels taking account all mortality sources affecting the wild population of the species, including mortality due to illegal killing.

As a broad principle, the consumptive use of a species should be part of a wildlife management plan. It should be sustainable, adaptive, and producing tangible conservation benefits for the species and local people. In terms of trophy harvest, it is recommended that when undertaking a NDF, the Scientific Authorities should consider the following principles with regard to lion export:

- Lion trophy harvest is sustainably managed, with respect to:
  - a transparent regulatory framework relating to the harvesting of the species;
  - an effective enforcement mechanism with adequate deterrents and penalties for non-compliance;
  - a monitoring system designed to effectively monitor population trends and status;
  - an adaptive management system through which harvest levels can be adjusted according to the needs of the specific population and based on results of the monitoring programme;
- The harvesting practice does not undermine the conservation of the species (or any other);
- The harvest activity provides benefit to local communities.

In practical terms, based on the available information, and specific to lions, the Scientific Authorities could consider the following key attributes for satisfying a NDF:

**Commented [A251]:** Though highly desirable, this is beyond a NDF under the Convention.

- **Age** – With respect to lion trophy harvest, several Range States have self-imposed a minimum age criterion (of generally 6 years and older). This rule targets males surplus to breeding, and tends towards ensuring that harvesting of the population is compensatory to mortality, not additive (e.g. Begg et al. 2018; Whitman et al. 2004). The age-restrictive criterion is performance-based for which there are consequences that include quota adjustments for subsequent seasons. As such, once implemented, this system is self-regulating: Any areas that export underage animals on average will be penalised with a reduced quota in future. Those areas consistently exporting older animals surplus to breeding will be rewarded with an increased quota for their selectivity and investment in the conservation of the area that has led to a large and stable population. Range States that have applied this system include Zimbabwe, Tanzania, Zambia and Mozambique, which notably have some of the largest levels of both trade and lion population densities throughout the extant lion range. An advantage of this system is that it is easy to judge the age of lions post-harvest, and the system is transparent allowing all stakeholders to review the performance-based quota allocation process (Box 6.6.1).
- **Sex** – Due to the complex social relationships within the pride, where related females of several generations form the core structure, and in which all females may take part in caring for the cubs (e.g. Schaller 1972), it is generally accepted that trophy harvest should target males past prime to limit impact on population recruitment and survival (e.g. Whitman et al. 2004). Most range States limit harvest to males (past prime) with a view to reducing disturbance to the group.
- **Rate of offtake per unit area** – Lion density (and indeed carrying capacity) varies throughout the species' range, but many areas lack robust density estimates or even information on population status. However, it has been modeled that limiting off-take to 1 lion per 2 000 km<sup>2</sup> reduces the risk of over-harvesting resulting in a population decline (e.g. Packer et al. 2010). Permitting harvest at this level would allow data deficient areas to benefit from having lions on their land, however it would be recommended that these areas increase their efforts to obtain reliable population estimates, trends and threats, from which sustainable offtake levels in subsequent seasons may be calculated.

Though additional factors may be considered, these three attributes (age, sex, and rate of offtake per unit area) in particular have a distinct advantage from a regulatory perspective in that they are applicable across the board, and are all easy to assess post-mortem, and in a transparent manner that is open to all stakeholders.

As an example of a desirable attribute that is difficult to regulate, it is generally agreed that trophy hunting should exclude pride members (e.g. Bertram 1975; Packer et al. 2009). However, due to the intricacies of lion society as discussed, and because post-mortem assessment of pride status is difficult, this criterion may thus be impractical for assessment of Non-Detriment.

Another factor that may be encouraged by the overall NDF process is the inclusion of a dedicated anti-poaching effort in the area where the harvest is conducted. This benefits the overall conservation of wildlife, but in particular reduces potential additive mortality. The presence of an anti-poaching unit is not necessarily required to achieve a NDF, though the process of performance-based quota allocation may subsequently encourage and facilitate this activity.

**Commented [A252]:** Not correct as stated. Should exclude pride members less than 6 years of age rather than pride members.

**Commented [A253]:** Also, a NDF relates to the survival of the species not a particular pride.

## Conclusion

In the case of lion trophy harvest, trade is only permitted where the CITES Scientific Authority can issue a positive opinion, stating that the specimen was obtained in a sustainable manner and, as appropriate (*Conf. 17.9*), provides benefits for both species-habitat conservation and local communities. However, the CITES Scientific Authorities of both exporting and importing nations are continually challenged to determine whether a particular export will be detrimental to the lion population – especially with a general lack of robust data and inconsistent information throughout its range relevant to assessing the impact of trade on the species, conservation, and local communities. Compounding this, specific rules cannot be uniformly applied across the extant lion range due to variation in populations, habitats, threats, land use, management, and government systems.

Trophy harvest should be part of a species management plan, be sustainable, adaptive and produce tangible conservation benefits for the species and local people. Populations with robust data may have greater flexibility in how they are managed, however a more cautionary approach should be applied to populations of unknown size and demographic structure. Given that minimum age, sex, and rate of off-take restrictions may be safely and practically applied to populations of unknown status, these criteria are therefore preferable. Age-based regulations (in combination with sex-restriction) are advantageous in being self-regulating and site specific, and encourage sustainable trade, reducing the risk of over-harvesting the resource.

## Recommendations

The age-based restriction (in most cases combined with sex-based restriction), being performance-based and thus self-regulating, is the preferable method for limiting impact of harvest and improving sustainability, and facilitates the process of NDF.

In the cases where age-based restrictions are impractical to implement for whatever reason, and where there is limited information on population status or density to support an NDF, then a precautionary rate of offtake per unit area approach of allowing 1 lion per 2 000 km<sup>2</sup> would be prudent (together with sex-based restrictions where appropriate). This would enable limited harvest whilst encouraging efforts to obtain reliable population estimates, trends and threats, based on robust and on-going surveys.

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Parts of this draft document appear to reflect the continued efforts of protectionist organizations/NGOs/individuals to maintain their grip on controlling range states' management of their native species on their sovereign lands. This is inappropriate, especially when scientific inputs have all been openly received and incorporated into national management plans and numerous studies conducted by internationally recognized scientists. All previous results and inputs have been carefully received, considered, implemented, and enforced into national management plans to the very best of everyone's abilities.

In addition, there already exists exhaustive scrutiny and oversight on multiple levels and from a wide variety of stakeholders. In place of further scrutiny aimed at trophy hunting, we call for investment of stakeholders in national park management including photographic lodges who exist outside of national parks to avoid paying their fair share of fees thereby shirking on contributing to direct conservation costs.

We further call for increased support (including financial) for programs to decrease anthropogenic mortality of lions arising from sources other than legal trophy hunting. Sport hunting, after all, has been shown repeatedly as referenced already many times, to have direct conservation benefits that cannot be easily replaced, if at all, by any other means.

It is time for the focus to shift to address the many other threats already identified as the biggest hurdles to the long-term survival of this species.

**Commented [A255]:** Many of the protectionist organisations are reluctant to engage with the hunting fraternity who they perceive to be a threat. Little do they realise that by removing this sector the threat to protected areas will be increased many times over.

**Commented [A256]:** Hunting provides these added on benefits, but it is beyond the Convention to make it a requirement.

**Commented [A257]:** Under CITES, for Appendix II species like the African lion, only exporting countries should assess the requirements of Article IV through an NDF. The importing countries are doing so under their stricter domestic measures and most of the times without considering the findings of the exporting countries.

### Box 6.6.1 Example of a sustainable quota setting practice

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Several of the more significant lion trophy-exporting Range States have implemented both sex and age-based criteria with a *minimum* acceptable trophy being a male of 6 years old.

This system is performance-based, where current quotas are established from the results of the previous season; and the present year's performance will in turn affect subsequent quota allocations. The most practical implementation of this method is a point system (Table 1), where older trophies are awarded higher points and younger trophies are penalised and cost points; with the overall effect that the system is therefore self-regulating.

When implementing this system, each hunting area would have a starting quota, based on previous performance. In the cases where an area was previously not hunted it would be awarded a conservative quota as a starting point (e.g. 1 lion per 2 000 km<sup>2</sup>, unless robust population data and density estimates are available with which to calculate an acceptable initial quota).

**Table 1.** Example of the point allocation for a performance-based quota allocation system (Begg et al. 2018).

|              | ≥7 years old | No hunt | 6 years old | 5 years old | <5 years old | Failure to submit return/<br>incomplete hunt returns |
|--------------|--------------|---------|-------------|-------------|--------------|--|
| Quotas of ≥3 | 4            | 3       | 3           | 1           | -3           | 0  |
| Quotas of 2  | 5            | 3       | 3           | 1           | 0            | 0  |
| Quotas of 1  | 6            | 3       | 3           | 1           | 0            | 0  |

Quota setting process: *The total points for each area are added up and divided by 3 to yield the quota for the next year.*

Table 1 is based on a similar system successfully implemented in Zimbabwe (see du Preez et al. 2016; Macdonald et al. 2016); points are allocated to each trophy harvested based on age. The total points for each area are divided by 3 and rounded down to determine the next season's quota. A hunting operator can choose not to utilise some or all of their quota with no penalty for the subsequent season, which encourages selectivity; whereas harvesting a young animal would be detrimental to future hunt opportunities. Failing to comply with the system also results in reduced quota allocation.

As an example of this system in practice, at the end of each hunting season in Zimbabwe, all stakeholders (including professional hunters and safari operators, photographic tourism operators and guides, ecologists and conservationists, non-governmental organisations, and the Zimbabwe Parks and Wildlife Management Authority) gather to review every lion trophy harvested within the country that year. The trophies are aged by a panel of experts representing the stakeholders, and the results are presented to the audience along with photographs of each of the harvested animals and their skull with which to explain how the age was judged. Any queries regarding the ageing of any particular animal are openly discussed until the issue is resolved. In many cases this process has encouraged professional hunters and operators to conduct their own lion research projects, for example collecting time-stamped photographic records of all lions in their areas with which to provide accurate ages in future based on unique whisker spot patterns of each individual. This practice is an excellent outcome of the process and is endorsed by the lion-ageing panel as photographic proof of age trumps expert opinion. Once all ages are agreed upon for each specimen, the points are allocated and the next season's quotas are calculated and presented to the entire audience. This process produces a public record of the quota allocated to each area and for the country as a whole, and makes the system entirely transparent.

**Commented [A258]:** Delete this. Already covered above

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## 6.7 Persistent stock-raiding lions and problem animal control

Laurence Frank

Populations of lions and other African predators are in rapid decline, also due to retaliatory killing by humans over livestock losses (Fig. 6.7.1). Livestock depredation is most serious where wild prey has been reduced by overgrazing, agricultural development or widespread bushmeat poaching, and where traditional livestock management practices have been abandoned. Most losses to predators can be prevented through diligent application of practices which have been used by African pastoralists for millennia. These include close herding during the day, by men rather than children, accompanied by dogs to warn of predators. At night, stock should be enclosed in secure bomas or kraals, with strong gates to keep cattle from breaking out when panicked by lions, and to prevent hyenas and leopards from entering. Traditional thorn bush bomas are effective if the walls are thick, regularly maintained, and if suitable bush is abundant. A variety of highly effective 'lion proof bomas' have been developed in recent years, including portable panels of chain link fencing (Frank 2011), walls of stone or wood posts (Ogada et al. 2003), and 'living bomas' of dense thorn bush (Lichtenfeld et al. 2014; see also Chapter 6.1).

However, some individual lions persist in taking livestock despite protective measures. Persistent losses can cause resentment against wildlife and conservation, and can lead to indiscriminate poisoning (Frank et al. 2011a, Ogada et al. 2015), spearing, trapping or shooting. In such cases, precisely targeted lethal Problem Animal Control (PAC) of identified persistent stock raiders is far preferable to indiscriminate killing by individuals or communities. In most countries, local or national wildlife authorities are legally tasked with the removal of persistent problem animals.



**Fig. 6.7.1.** Male lion shot after killing calves, 1998.  
Photo Lance Tomlinson.

## Lion Management in Laikipia County, Kenya, 1995-2018

On the commercial beef ranches of Laikipia County in central Kenya, all five species of large African carnivores share 3,700 km<sup>2</sup> of well managed semi-arid Acacia savanna rangeland with cattle and abundant wild prey (Frank et al. 2005, Frank 2011). Low intensity wildlife tourism augments income from livestock on many ranches, an incentive for conservation. To protect livestock from predators, ranchers use traditional African husbandry methods: Cattle are attended by herders while grazing by day and brought back into secure bomas at night.

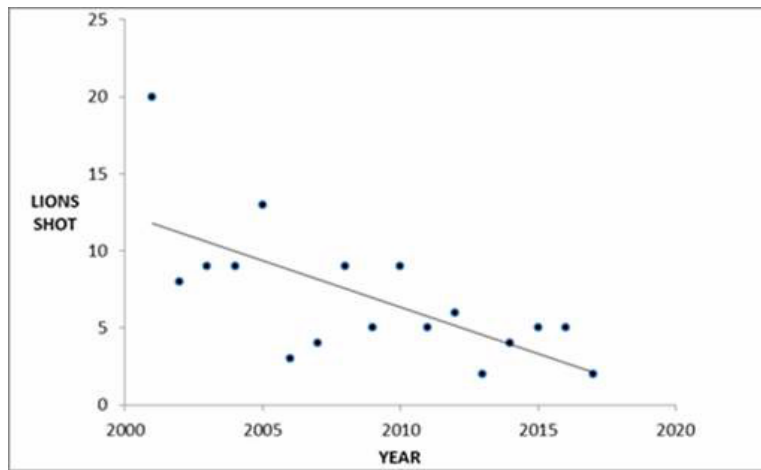
[Living with Lions](#) has been working with Laikipia ranchers since 1997 to assist in conserving predators while minimizing depredation losses. In 1995–96, 15 surveyed ranches reported shooting 31.5 cattle-killing lions per year, or 2.1 per ranch per year. In 1998–2002, shooting in response to livestock losses removed a mean of 19.4% of the lion population annually (Woodroffe & Frank 2005). Although mortality was high, lethal control was carefully targeted at offending individuals: When losses became excessive, the rancher would ‘sit up’ over a lion-killed cow the following night and shoot the lion which returned to feed.

The great majority of cattle depredation occurred either when stock were lost in the bush and left out of the boma overnight, or when lions approached a thorn bush boma, stampeding cattle which broke out through the boma gate, typically the weakest point (Ogada et al. 2003). Steady improvements in boma construction culminated with the development of ‘mobile bomas’, interlocking panels of chain link mesh, by rancher Giles Prettejohn in 2007 (Frank 2011). These are nearly 100% effective in preventing stampedes and were rapidly adopted by most commercial ranches, dramatically reducing cattle losses and lions shot in retaliation.

When the mobile bomas essentially eliminated lions’ ability to take cattle at night, some ranches saw an increase in day time depredation. A variety of effective incentive systems have been developed on different ranches to reward diligent herders who do not lose cattle to lions.

Research activities also contributed significantly to reducing losses. We found that both Laikipia ranchers and Maasai pastoralists in southern Kenya were less likely to kill radio-collared lions they had come to know as individuals through our research; a lion with a name and a known history may be forgiven for depredation, which would have previously provoked retaliation. Day time losses declined when we fitted one female in each group with a Vectronic Aerospace GPS collar which recorded hourly fixes and uploaded the data at 07:00 h each morning via the Iridium satellite phone system. Initially, we e-mailed daily maps of lion movements and morning rest sites to all ranches, allowing ranch managers to direct herders away from lion locations. These were subsequently replaced with a real-time website showing the movements of each collared lion. Improved livestock management resulted in a marked decline in both cattle losses and lions killing. In 2001, 20 lions were known to have been shot on the ranches, declining to two in 2017 (Fig. 6.7.2). The lion population of Laikipia has been largely stable since at least 2003, currently standing at 7.8 /100km<sup>2</sup>, or about 295 for the county. Omitting cubs, the density is 5.8/100km<sup>2</sup>, or 220 adults and subadults (Living With Lions, unpublished data). The decline in shooting has led to more young animals dispersing onto community lands adjacent to the commercial ranches, where there is little wild prey and superabundant goats, sheep, and cattle; we believe that most dispersers are killed when they turn to taking livestock.





**Fig. 6.7.2.** Number of lions known to have been removed from commercial ranches in Laikipia County, Kenya. Decline in lethal control was due to improvements in cattle management which reduced depredation losses. “Lion proof” mobile bomas were introduced in 2008 and today shooting is rare except on the few ranches with no tourism, poor cattle management, and little commitment to conservation.

However, a breakdown in cattle management can reverse progress. In 2016, the Laikipia ranches were invaded by heavily armed pastoralists from further north, bringing over one hundred thousand cattle. These were not kept in secure bomas at night and many were killed by lions. Unusually high rates of depredation on ranch cattle persisted even after the invaders were eventually removed by the government a year and a half later, demonstrating that good management must be consistent over time and on a wide geographic scale in order to maintain the good behaviour lions gradually learn when management reduces livestock availability.

## Recommendations

Even when lethal problem animal control was still routine in Laikipia, most ranchers tolerated considerable loss before removing a lion, and were conservative and highly selective in doing so. Based on their practices, we offer the following recommendations to wildlife conservation authorities.

### Definition

It is essential to have a clear definition of what constitutes a problem animal that warrants removal, and these may vary depending on land use, conservation priorities and other factors. At one extreme, in areas with high densities of people and livestock and little wild prey, any lion that strays into the area might be defined as a problem animal. Where tourism or trophy hunting provide economic benefits to rural people, some degree of depredation losses might be tolerated before a lion is deemed to be a problem. Where restoration of a lion population is a paramount goal, significant livestock loss may need to be tolerated. In each management area, definitions must be set and followed.

### *Investigation and education*

The first response of a PAC team should be to investigate the circumstances of livestock loss to assess measures short of killing a lion which might resolve the problem. In some cases, disease or drought deaths may be blamed on predators if carcasses are subsequently fed upon by scavengers. In cases where depredation is not chronic and severe, the simple act of responding promptly to discuss complaints may satisfy livestock owners. Perhaps the most common cause of losses is leaving stock out of the boma at night, usually a result of inattentive herding. Basic education on livestock management reminds pastoralists that their ancestors effectively protected livestock through strong bomas and diligent herding. However, a low level of loss may be unavoidable where lions and livestock coexist: Cattle which stumble onto sleeping lions by day are at risk, and lions will take stock in the bush at night, even if they are not habitual problem animals.

### *Lethal control*

The decision to remove a lion should only be made when there is evidence that people are doing their part to avoid depredation, and that an individual lion meets the definition of a problem animal set for the area.

Every effort should be made to kill only known problem animals. If good trackers are available, the best method is to track a lion from its kill the next morning and shoot it. However, lion hunting requires advanced skills and must never be attempted by the inexperienced. A wounded lion is extremely dangerous and every effort must be made to track it down.

As lions normally return to finish a carcass the night after the prey was killed, a PAC team can 'sit up' in a hide (blind) by the carcass, and shoot the lion that returns to it, normally the offending individuals. To avoid wounding, a spotlight should be switched on when lions are heard feeding on the bait. Personnel should be well trained in basic anatomy, shot placement and quick, accurate shooting by spotlight. Military rifles carried by most rangers are inadequate and appropriate heavier calibre weapons should be used.

Alternatively, a trap can be set using last night's carcass as bait. However, trapping has several disadvantages:

- Compared to shooting, traps are not selective – nontarget animals are frequently caught.
- Cats captured in cage traps frequently badly damage their claws and teeth (Frank et al. 2003) which may severely impede hunting success and ability to defend against conspecifics or competitors.
- Leg hold (gin) traps, if not used with great care and checked frequently, may cause serious wounds and suffering. Foot snares (Frank et al. 2003) are humane, but both types of foothold trap nontargets (e.g. hyenas, leopards, young lions) which must be chemically immobilised to remove them from the trap. Darting requires the necessary training, drugs, and equipment.

### *Translocation*

Although widely used, translocation of trapped problem predators is rarely justifiable because it usually leads to prolonged suffering and eventual death. Lions, leopards and hyenas are highly territorial and strangers newly released into occupied habitat are chased or killed by residents. They will try to find their way home, moving long distances and often taking livestock along the way. They have usually been caught in cage traps, with consequent damage to claws and teeth. Young males may be an occasional exception, as they are adapted to dispersal and avoidance of resident males.

Translocation is only justifiable when animals are moved into vacant habitat that have no or very few resident lions and where humans will no longer kill them, i.e. newly created reserves. In those rare cases, released animals should be radio collared and closely monitored. Translocation should not be undertaken if there are not adequate financial and logistical resources to allow proper monitoring.

### *Poison*

**Poison should never be used under any circumstance!** Poisoning is extremely destructive, killing whole prides and all other species that eat the bait (Frank et al. 2011, Ogada et al. 2015). Poison should be universally outlawed, all infractions vigorously investigated, and offenders subject to heavy penalties.

### *Record-keeping and Research*

We have a great deal to learn about effective PAC, and local situations may present unusual circumstances. It is essential that good records be kept of all complaints and interventions, including details of the complaints, the results of investigations, details of any interventions performed, and whenever possible, follow-up monitoring of results. Records should be kept in a uniform format which should be standardised across all lion Range States. A central database of all PAC activities would allow continent-wide analysis of circumstances, interventions and results, resulting in the development of more effective response.

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## 6.8 Reintroduction, genetic management and genetic rescue of lion populations

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The overarching goal of African lion conservation efforts should be – besides securing the survival of viable populations – to restore any missing ecological processes and allow populations to recover on their own with the minimum amount of human intervention. Where it is not possible to restore ecological processes, lion conservation efforts should seek to mimic natural processes using appropriate interventions such as reintroduction, genetic management and, in extreme cases, genetic rescue. ‘Genetic management’ is intended to be used to add to a population to maintain genetic diversity and prevent inbreeding, while ‘genetic rescue’ can be used to reverse inbreeding. While this approach is not highlighted in the generic guidelines for reintroductions and other conservation translocations published by the IUCN in 2013, much of the information contained in these guidelines is applicable to the African lion (IUCN/SSC 2013). The IUCN guidelines should therefore be consulted before embarking on any reintroduction or reinforcement of African lion and this section is intended to compliment these guidelines. In this section, we will report on past reintroduction efforts and provide details specific to African lion.

### Historic reintroduction and reinforcement projects

South Africa has a long history of reintroducing African lions into small (<1,000 km<sup>2</sup>) fenced<sup>1</sup> wildlife areas, or reserves. For the purpose of this document, we define reserve as any publically or privately owned conservation area where lions are free-roaming. Starting with a few reserves in the early 1990s, there are now approximately 700 lions in 45 reserves (Miller et al. 2015a; Chapter 2). All of these reintroductions were into areas where lions historically occurred and were extirpated by the early 1900s (Nowell & Jackson 1996). While scientists have questioned the conservation value of these reintroduced populations (Hunter et al. 2007, Hayward & Kerley 2009, Slotow & Hunter 2009), a managed metapopulation approach is now being implemented and should increase their conservation value (Miller et al. 2015a, 2016). The lion populations on these small reserves now account for approximately 25 percent of wild lions in South Africa (Miller et al. 2016). Most of these efforts were reintroductions with follow-up reinforcement over the years to prevent inbreeding. In one case, Hluhluwe-iMfolozi Park, genetic remedy was required due to a small founder population and subsequent inbreeding (Trinkel et al. 2008, 2010). The success of this genetic remedy, or genetic rescue, has been confirmed (Miller et al. in prep).

Much has been learned from these reintroduction and reinforcement efforts. In 2011, the Lion Management Forum (LiMF) was started by wildlife managers in South Africa to share their experiences and improve the management of lions in small populations (Box 6.8.1). The ethos of LiMF is to mimic natural systems as much as possible (Miller et al. 2013, Ferreira & Hofmeyr 2014) and this is the approach taken in this section.

<sup>1</sup> All of the African lion populations in South Africa are fenced due to legal requirements. A public liability insurance programme should be considered to protect the landowner from any potential legal liability that may occur if any individual lions break out of the property. This will vary by country.

**Commented [A259]:** The experiences from Zambia should be included here.

### Box 6.8.1 Lion Management Forum

Susan Miller



The [Lion Management Forum](#) (LiMF) was formed in 2010 by a small group of people who met to discuss the unique challenges associated with the management of free-roaming lions in small protected areas in South Africa.

Since this first meeting LiMF, has expanded to over 70 members and includes managers, veterinarians, researchers and government officials. LiMF is committed to a holistic approach that seeks to restore ecological processes, and if not possible, mimic the outcomes of such processes when developing management strategies.

**LiMF Vision:** The managed wild lion population of South Africa is a robust lion population that contributes to the well-being of people.

**LiMF Mission:** To provide a platform for the development and sharing of best practice guidelines for managed wild lions in South Africa through facilitating relevant research, risk assessments and socio-economic development initiatives.

LiMF will achieve this through:

- Recognition of the contribution that lion makes to conservation, culture and economics;
- Integrated and common approach to conservation management across conservation agencies and the private sector;
- A holistic ecosystem approach rather than a species-specific approach;
- Being broadly inclusive of all stakeholders;
- Incorporating economic outputs and outcomes into an integrated plan;
- Applying ethical principles to defining best practice management for lion;
- Using evidence based decision-making;
- Developing documented and agreed best practice for planning, management, monitoring, and directed research guiding lion conservation;
- Aligning with regional and international laws, policies, guidelines, and strategies.

LiMF is first and foremost a forum for members to share their experiences and to discuss solutions to the unique challenges associated with lion management on small fenced areas. Subjects of discussion have included over-population, disease control, genetics and human-wildlife conflict.

LiMF members have published a collective peer-reviewed scientific paper outlining the issues surrounding lion management in South Africa and some possible solutions (Miller et al. 2013). A second collective publication on historical contraception of lionesses is currently under review. Members have also contributed scientific data to numerous other peer-reviewed publications over the years.

The Department of Environmental Affairs (DEA) in South Africa developed a Biodiversity Management Plan (BMP) for lions in South Africa (Funston & Levendal 2015). LiMF was involved in the development of the BMP and is involved in its implementation. As part of the BMP for lions, a managed metapopulation approach is being implemented across small reserves in South Africa.

More recently reintroductions have occurred in other African countries, most notably Zambia, Rwanda (Box 6.8.2) and Malawi (Briers-Louw 2017, Box 6.8.2). All of these reintroduction efforts were managed by African Parks and Zambia used lions from neighbouring populations while Rwanda and Malawi used lions from the South African small reserve network (Box 6.8.2).

### Use of reintroduction, reinforcement and genetic rescue in future conservation efforts

Once found in an almost continuous population across the African continent, African lions are facing a shrinking and fragmenting habitat. While some populations are still large enough to persist on their own, natural movements between lion strongholds are becoming less common and those individuals that do venture between protected areas are highly persecuted (Riggio et al. 2013). Fencing is increasing (Packer et al. 2013) and has proven effective at protecting small populations (Bauer et al. 2015). Thus more and more populations are cut-off from neighbouring populations and are facing inbreeding threats and, in the extreme, local extinction. Björklund (2003) calculated that a minimum of 50 prides are required to prevent inbreeding in an isolated population. If connectivity cannot be restored between these isolated populations (see efforts in Chapter 6.4), any population smaller than this will likely require some human intervention to ensure long-term genetic sustainability. Ideally this would be through regular reinforcement events with suitable individuals, typically male lions to mimic nomadic males moving into a new area with occasional translocation of females to mimic less common lioness migration. In cases where a population is already experiencing inbreeding, a genetic rescue effort may be necessary. In cases where lions are extinct in an area, reintroduction is the only way to speed up the re-establishment of lion populations in the area.

While lions were not historically associated with metapopulation dynamics, this has changed over time with fragmentation of populations resulting in a metapopulation situation in the wild (Dolrenry et al. 2014). Approaching conservation planning within this context can be useful allowing humans to assist with movement between populations where natural movements are reduced or no longer occur. The scale at which this is necessary will depend on the level of fragmentation and connectivity and may range from minimal interventions of one or two individuals as needed up to fully managed metapopulations. A managed metapopulation approach has been successfully applied to African wild dog (*Lycaon pictus*) (Mills et al. 1997, Gusset et al. 2008, 2010, Davies-Mostert et al. 2009, 2015) and cheetah (*Acinonyx jubatus*) (Lindsey et al. 2011, Buk et al. 2018) and is being implemented across the small reserves in South Africa for African lion through a Biodiversity Management Plan (BMP; Funston & Levendal 2015, Miller et al. 2015a).

### Box 6.8.2 Lion reintroductions in Zambia, Malawi and Rwanda

Angela Gaylard

African Parks (AP) is a non-profit conservation organisation that takes on direct responsibility for the rehabilitation and long-term management of protected areas in partnership with governments and local communities. A key restoration activity is the re-establishment of historically occurring faunal species and their ecological roles. Moreover, some species play a significant role for promotion as tourism destinations, providing a catalyst for job creation and economic growth in the region. As apex predators, lions have been re-established in four of the protected areas managed by AP – Liuwa Plain National Park (Zambia), Majete Wildlife Reserve and Liwonde National Park (Malawi), and Akagera National Park (Rwanda).

The lion population in Liuwa Plain NP was all but eradicated until four lions were translocated from the nearby Greater Kafue area, onwards of 2009. The population has grown relatively slowly with three of the reintroduced animals succumbing to poaching or disease. Despite the reintroduction of an additional lion to enhance the genetics of the population, the dominant male is siring cubs with his mother and sister. In addition, although the park is unfenced, natural dispersal of new males into the park is unlikely, given the high levels of human disturbance in the corridors between parks with persistent lion populations. Although slow population growth is desired, active metapopulation management is now required to prevent further inbreeding.

Lions had been extirpated from Malawi decades ago. For the reintroduction into Majete WR in 2012, lions were sourced from South Africa, and the population has since grown to 17 animals. Since the park is relatively small (691 km<sup>2</sup>), fenced, and surrounded by human settlements, active interventions are also required to manage the genetic integrity and growth of this population. Metapopulation management of the Majete population was therefore initiated in February 2018, through the removal of two male lions for reintroduction into Liwonde NP, and the supplementation of the population with five lions from South Africa. Seven lions from South Africa joined the two males brought from Majete WR to complete the reintroduction of the species in Liwonde NP.

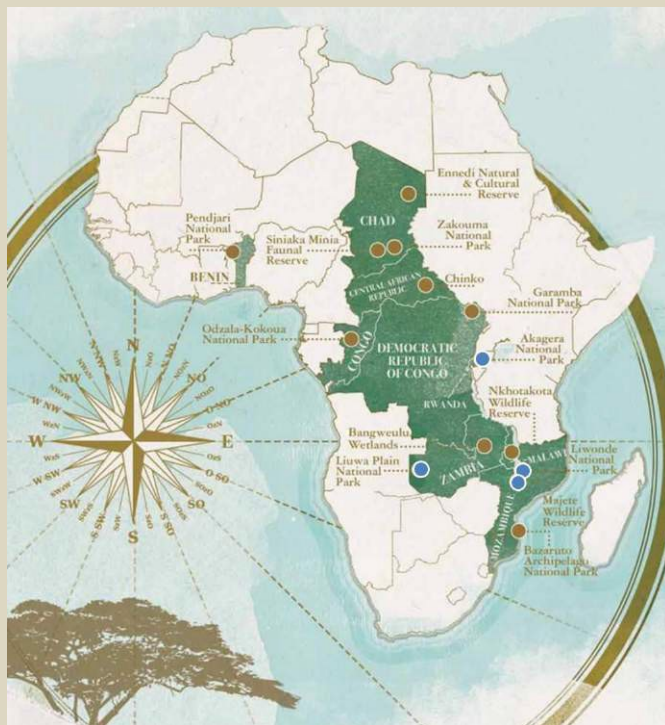
When regional sources of lions could not be found during 2015 and 2017 for reintroduction to Akagera NP due to their widespread extirpation, again lions from South Africa were used. In Order to maximize genetic heterozygosity and allelic richness the founder population was constructed of lions from multiple genetic sources in South Africa, comprising five unique genetic origins from three different protected areas.

The lessons learnt through AP's lion reintroductions can be summarized as follows:

- Ideally, lions should be sourced regionally to protect the genetic integrity of regional ecotypes. However, where regional lion populations are dwindling or have been extirpated, re-establishment of lion populations may necessitate the prioritization of conservation of the species above regional genetic integrity;
- Difficulty sourcing lions regionally can be alleviated through partnerships between managing authorities and the establishment of functional forums such as the Lion Management Forum (LiMF, South Africa);



- It may be necessary to reintroduce lions from further afield, comprising multiple, unrelated sources to maximize genetic heterozygosity and allelic richness – this requires knowledge of the lineages of source lion populations;
- After reintroduction, lion populations are able to grow rapidly in the absence of natural social regulating mechanisms;
- Strategic metapopulation management is therefore essential in order to mimic these social processes lost through fragmentation of protected areas, hard boundaries with human populations, and lack of functional dispersal corridors – such management requires individual identification, knowledge of the lineages of the reintroduced and growing lion populations in each park and the ability to locate particular individuals for targeted interventions.



**Fig. 1.** Parks under management of African Parks (adapted from African Parks 2018). Parks where lions were introduced are highlighted with blue symbols.

## Specific points to consider for African lion reintroduction

### Founders

#### (i) Captive or wild?

The IUCN guidelines suggest that either captive or wild individuals can be considered as a source of individuals for reintroductions. Currently there is no shortage of wild lions for reintroduction efforts for lions from eastern and southern Africa (*P. l. melanochita*) or any evidence of success in reintroducing captive lions into a wild environment (Hunter et al. 2013) and therefore wild individuals are preferred for reintroductions. There have, however, been some practical complications regarding sourcing the appropriate wild lions for reintroductions (Box 6.8.2).

#### (ii) Demographics

Depending on the ecological status of the proposed reintroduction site, several approaches are possible. Traditionally reintroduction efforts have introduced males and females together to form a 'ready-made' pride. This may be appropriate if there is a fully functional case ecosystem already in place. However, it may be useful to stagger lion introduction to more closely mimic recolonisation of an area. In natural systems, young males disperse innately and more often than any other demographic, thus they are likely to colonise vacant habitats first, with females following more slowly. This process can be mimicked by introducing young males first, followed by young females (unrelated to the males).

Regardless of the introduction approach, initial reintroduction populations should mimic natural pride dynamics as much as possible within the constraints of available resources. Typically related females will form the basis of a pride with either a single unrelated male or a coalition of often related males (although unrelated individuals can be bonded in a boma prior to release if necessary).

Lions, especially in small fenced areas protected from persecution, reproduce at a rapid rate (Miller & Funston 2014; see below for reasons). Planners must take this into account when determining the number of founders for a reintroduction effort. A balance should be sought between providing enough individuals to ensure genetic diversity while not overwhelming the available prey resources within a few years. A simple R script ([GrowLS](#)) was developed to assist with predicting lion population growth over time with varying starting populations (Miller et al. 2015b). While this program was designed to simulate population control measures, it can equally be used in situations where this is not planned, providing some basic lion growth parameters are available to mimic the expected conditions.

In a managed metapopulation setup, existing populations can be used as a source of both females and males and 2–3 year old individuals are often available from reserves looking to control population growth and prevent inbreeding. Pedigree (including where translocated animals originated from) and/or genetic data should be used to ensure that founders are not closely related; likewise for any individuals chosen for reinforcement.

### (iii) Genetics

Like all other species, individuals should be sourced from populations as close as possible to those that were historically present in the past. When this is not possible, the next closest population should be used (IUCN/SSC 2013). Recent evidence suggests that there are two subspecies of African lion: one found in India and West/Central Africa (*Panthera leo leo*) and one in East/Southern Africa (*Panthera leo melanochaita*) (Bauer et al. 2016). The African Lion Working Group (ALWG) has compiled some [genetic recommendations for translocations of African lions](#) which should be considered when planning a reintroduction, reinforcement or genetic remedy effort (African Lion Working Group 2016). Richard Frankham has published extensively on genetic management of fragmented populations including a recent book (Frankham et al. 2017) which is an invaluable resource.

The genetics of African lions had not been studied before the first reintroductions into South Africa and as a result, there has been a mixing of individuals from four different sources: Etosha NP in Namibia, Kruger NP in eastern South Africa, Kgalagadi Transfrontier Park (TP) in northwestern South Africa/southern Botswana and Greater Mapungubwe TP in South Africa/Botswana/Zimbabwe (Miller et al. 2014, 2015). The ALWG recommends that none of the managed wild lion populations in South Africa be used for reintroductions outside of the South African region (African Lion Working Group 2016), although lions from these populations were introduced into Rwanda and Malawi (see Box 6.8.2) when no other lions could be easily sourced.

Whatever the origin, the genetics of new populations should be monitored. Several techniques can be applied. Microsatellites exist and have been validated for use in African lion populations (Antunes et al. 2008, Bertola et al. 2011, Dubach et al. 2013, Miller et al. 2014) and Single Nucleotide Polymorphisms (SNPs) are available (Bertola 2015). Whichever method is used, a geneticist should be consulted to ensure that this analysis is performed correctly and the results interpreted accurately.

### (iv) Disease and parasites

A complication when choosing individuals for translocation beyond the genetic component is disease and parasites. Several diseases are known to affect lions with varying levels of severity including, but not limited to: tuberculosis (TB), feline immunodeficiency virus (FIV), canine distemper (CDV), rabies, echinococcosis (tapeworm). African lions can live with TB and/or FIV and thus some consideration to the disease status of individuals considered for reintroduction efforts should be given. Other diseases are often fatal and for some, vaccinations are available. A wildlife veterinarian with lion experience should be consulted regarding vaccination/parasite medication prior to any translocations and the general IUCN Guidelines for Reintroductions should be followed (IUCN/SSC, 2013).

**Tuberculosis TB** – TB has been introduced into several lion populations, most notably Kruger NP, through infection of buffalo by domestic cattle. No lions should be moved from an area of known TB infection to an area without TB infection without appropriate testing of all individuals to confirm that they do not carry the disease.

**Feline Immunodeficiency Virus FIV** – African lions coevolved with FIV (Antunes et al. 2008) and early studies suggested that it has no effect on lion populations (Brown et al. 1994, Carpenter & O'Brien 1995, Hofmann-Lehmann et al. 1996, Packer et al. 1999). However, more recent evidence suggests that some wild populations may be adversely affected (Roelke et al. 2006, 2009). No evidence of an

interaction between FIV and TB in co-infected animals has been found in the Kruger NP (Maas et al. 2012).

**Canine Distemper Virus CDV** – The most famous outbreak of CDV was in the Serengeti NP population in 1994 where over 1,000 lions died representing a third of the population (Roelke-Parker et al. 1996). In this case, a drought had resulted in an increase of the tick-borne *Babesia* and was fatal when lions were co-infected with CDV (Munson et al. 2008). In smaller populations, CDV can be devastating. For example, Welgevonden Game Reserve, South Africa, had an outbreak in December 2015 which wiped out all but one of their lions. They were able to rebuild their population through translocations from other populations in the metapopulation network (pers. comm. A. Burger), thus emphasising the importance of managing these small populations collectively.

### *Long-term population management*

In large open systems lions naturally regulate population size and the gene pool is large enough to prevent inbreeding. In smaller, closed systems normal social dynamics are compromised. For example, takeover opportunities are non-existent or limited and even if they are possible, there is a good chance that they would result in inbreeding due to a limited gene pool; space is limited and nomadic males cannot avoid interactions with existing pride males; competition between prides is reduced either due to only one pride being present or no competition for resources. Some of these systems can be mimicked through management interventions and should be considered and incorporated into any long term reintroduction plans.

#### *(i) Growth phase*

It has been shown on the small reserves in South Africa that these populations do not reach a natural equilibrium and can continue to grow up to the detriment of other species. Growth rates are accelerated by younger ages of first reproduction, shorter inter-birth interval and increased cub survival compared to lionesses in more open systems. Planning must take this into account both when deciding the number of founders to introduce and then for control of this growth to acceptable levels through contraception and the removal of 'excess' lions over time (Miller & Funston 2014). A simple R model ([GrowLS](#)) has been developed to allow managers and planners to explore the impact of contraception on growth rates of lion populations in small reserves (Miller et al. 2015b).

#### *(ii) Genetic diversity and prevention of inbreeding*

In open systems, genetic diversity is maintained through the lion social system whereby males regularly challenge for tenure over a pride. When (an) outside male(s) succeed(s) in taking over a pride, he/they will usually kill any young cubs, ensuring that future offspring carry his/their genes. In open systems, takeovers happen regularly and new males are usually unrelated to the existing pride females thus ensuring minimal inbreeding. Takeovers are rare events on many small reserves and even when they do happen, within a few generations all individuals on a reserve are often related. By mimicking processes such as takeovers (see below) and realistic growth rates (see above), within the context of a managed-metapopulation, genetic integrity should be maintained. Periodic monitoring of genetic measures, specifically relatedness, or mean kinship, values serve as a good indicator of a

population's genetic health as explained in more detail in Ralls et al. (2018).

(iii) Mimicking a takeover

Some reserves in South Africa have introduced new male lions with the hope that they will naturally take-over from existing pride males. However, this does not always work as was documented in Addo Elephant National Park (Tambling et al. 2013): In this case two males were introduced in the hopes that they would form a coalition and replace the existing, older solitary male. However, the introduced males did not stay together and one of them joined the existing pride male who then remained in charge of the pride (Tambling et al. 2013). African Parks also experienced problems with the introduction of a young male (Box 6.8.2). Using a larger coalition, which more closely mimics a natural takeover scenario, may be a solution to this problem. In cases where this is not possible due to size constraints, it may be necessary to remove the existing pride male(s) before/at the same time as introducing new ones to ensure a takeover. Timing is critical however, as it has been observed that if no new male takes over the pride, a male as young as 23 months old can successfully mate with a lioness and produce offspring (Miller & Funston 2014). Unless other techniques are developed, the best a manager can do is to ensure a minimum length of time when there are no unrelated adult males on the property and hope that lionesses will mate with unrelated males before they mate with younger, related males.

(iv) Genetic rescue

If genetic reinforcement has not been adequately applied to a population, genetic rescue may be necessary. The lion population in Hluhluwe-iMfolozi Park (HiP) in KwaZulu Natal, South Africa is an excellent example of a genetic rescue effort (paper in prep). In HiP the lion population was originally founded from a handful of lions which then resulted in a highly inbred population. Lions were sourced from two reserves in South Africa which had lions originating from Etosha NP. These lions successfully integrated into the existing population resulting in a successful genetic rescue effort (S. Miller, pers. obs). Frankham (2015) has provided revised guidelines for genetic rescue of small inbred populations.

*Considerations for release of translocated individuals*

(i) Release strategy

A soft release involving a temporary holding boma within the reserve should be used for all lion releases. This allows the lions to recover from the stress of the capture and transport as well as effects from the drugs used in the relocation. It also provides time for acclimatisation to their new surroundings and for bonding with new pride members if lions from different sources are introduced together. In the case of lions captured from unfenced areas, it allows them to learn to respect electric fences. Lions from different sources should be bonded in the same boma (no internal fencing needed). Individuals should, ideally, arrive and recover from sedation at the same time. If this is not possible, a sedated lion can be introduced into a boma with alert lions. An alert lion, however, should not be introduced into a boma under any circumstances. Extreme care must be taken to ensure that the lions in the boma do not form an association between people or vehicles and food. One successful approach to minimise human-lion contact is to add a screened "feeding camp" to the boma with a

gate that can be opened from outside the boma once the food has been placed inside. Details of the boma recommendations can be found in Box 1 of Miller et al. 2013.

## (ii) Habitat requirements

Before reintroducing lions into an area the habitat and prey base must be secured. If restocking of herbivores is required, ideally these animals will be predator aware. If other carnivores are also being introduced, it is generally accepted that smaller carnivores should be introduced first, followed by larger ones. Again, lion-aware carnivores are preferred to naïve ones.

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## 6.9 Incentives for lion conservation and financial tools for co-existence

**Commented [A260]:** There is no mention of case studies on hunting benefits .

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### Introduction

Lions have immense global value: they are one of the world's most charismatic and highly-valued species (Macdonald et al. 2017, Courchamp et al. 2018). They are the most common species used as a national animal (even in countries far beyond their global range), and their image is used internationally to promote everything from snacks to sports teams. More tangibly, they also generate significant economic revenue at national scales, as they are one of the most sought-after animals by both photographic tourists and trophy hunters (McNeely 2000, Lindsey et al. 2012). As long ago as the 1980s (when there were far more lions than today), the value of a single lion in Amboseli National Park in Kenya was estimated to exceed USD 120,000 (Thresher 1981). Introducing lions into South Africa's Pilanesberg National Park was thought to contribute around USD 9 million per year to the regional economy (McNeely 2000). Lions are also the highest-value species in the trophy hunting industry, which has been estimated to generate over USD 200 million annually in Africa (Lindsey et al. 2007, di Minin et al. 2016).

However, in marked contrast, live lions usually have very little, no, or even negative value for local Africans who live alongside them. Conversely, in some areas the value of dead lions is increasing through illegal trade in bones, skins, teeth and claws, for both international and domestic markets (Williams et al. 2017). Furthermore, the presence of lions can incur very significant costs in terms of attacks on livestock and humans, as well as through important indirect and opportunity costs (see Chapter 6.1). Although the economic costs of such losses tend to be less than through other factors such as disease (Frank et al. 2006, Dickman et al. 2014), they are particularly damaging as they tend to occur unpredictably, are not equally distributed, and a single attack can have devastating impacts on individuals, which makes it very hard for poor, pastoralist households to recover from (Lybbert et al. 2004). Although mechanisms exist in some areas to share the international value of lions (e.g. tourism revenue) with local stakeholders, these benefits are usually not equitably matched to the households who suffer most costs, and are usually insufficient to outweigh the multiple costs of lion presence. This leads to a situation where lions are locally extirpated, and this poor local cost-benefit ratio has been a major factor in the huge contraction of lion range over recent decades (Riggio et al. 2013, Bauer et al. 2016). It is one of the most pressing issues facing lion conservationists today, as more than half the remaining lion range is outside formally protected areas (Riggio et al. 2013), so they persist there on human-dominated land, often utilised by extremely poor people.

This is a classic example of a 'market failure', where an internationally-valued resource (here, the presence of live lions) is depleted because there are insufficient economic incentives to maintain it locally (Nelson 2009, Dickman et al. 2011). The challenge is how to effectively translate the international value of live lions down to a local scale, so that it not only offsets the costs imposed by them, but is also sufficient to incentivise long-term coexistence. Ideally, this has the added benefit of reducing poverty in rural communities, therefore helping to address the [first Sustainable Development Goal](#) (SDG). Depending on how benefits are used within the community, they can also contribute to

many of the other SDGs, such as [reducing hunger](#), [improving health and wellbeing](#), and [reducing inequalities](#). One of the most challenging aspects of payment systems is ensuring they are at the correct level: they must be sufficient to outweigh local costs of lion presence, but also proportionate to the international level of conservation benefit/willingness to pay (Dickman et al. 2011). In addition to the costs of any payments, there will also be costs of developing the initiative, monitoring compliance etc, and those should also be considered. Another substantial challenge is ensuring that payments are equitable, and reach those households experiencing the costs of living with lions. Here, we provide a brief overview of some of the financial mechanisms which exist to try to incentivise co-existence, and highlight some of the most promising approaches for lion conservation.

However, it is also important to recognise that this is more than an economic issue, as lions have both positive and negative cultural value as well. For example, lions may be viewed particularly negatively if they are associated with sorcery (Israel 2009), or if they kill cattle in particular, which have cultural and social worth which exceeds its economic value (Spear & Waller 1993, Dickman 2009). Conversely, some people value lions more than might be expected if they view them as a totemic animal (E. Macdonald, pers. comm.), or they believe they have other important cultural value (Spear & Waller 1993). Therefore, while financial mechanisms can seem one of the simplest ways of encouraging tolerance of lions or maintaining lion friendly landscapes, it is vital to consider any such approach within the social and cultural context of the community concerned, or it is unlikely to succeed and may even exacerbate conflict (Israel 2009).

## Overview of some potential financial mechanisms for lion conservation and co-existence

Here, we briefly examine some different financial approaches intended to improve lion conservation and coexistence, namely compensation and insurance, revenue-sharing and employment, community wildlife areas, conservation products, conservation performance payments and landscape-level business models such as [Lion Carbon](#). An overview of the intended mechanisms, key operational considerations and likely benefits in terms of poverty and lion conservation are provided in Table 6.9.1.

### *(i) Compensation and insurance*

Compensation is one of the most common mechanisms for trying to reduce human-lion conflict. Suspected depredations are reported, investigated, and if verified, a payment is made to the livestock keeper, with the aim of reducing anger towards the predator, and ideally reducing retaliatory killings. Sometimes there is an explicit conservation clause, with financial penalties if wildlife killings occur (Hazzah et al. 2014). Insurance initiatives use the same general model, but livestock-keepers pay premiums to receive coverage, and these schemes tend to be more community-driven. Insurance initiatives have been developed for other species, such as snow leopards (Mishra et al. 2003), and a Human/Animal Conflict Self-Insurance Scheme (HACSIS) has been developed in Namibia (Kasaona 2006). Initial examination suggested that peoples' livestock management practices did improve under HACSIS, but there were still high numbers of depredation incidents, and similar issues as with compensation regarding dissatisfaction over unpaid claims and low levels of payment (Kasaona 2006).

Compensation on Mbirikani Group Ranch in Kenya was linked to fewer lions being killed (MacLennan et al. 2009, Hazzah et al. 2014), so it can be successful, but these initiatives can be problematic, especially if not very well-managed (Johnson et al. 2018). Payments need to accurately track market value of livestock, and verifications must be accurate and rapid, which is challenging, especially in remote areas of Africa. Studies suggest that payments (especially given poor verification) rarely compensate for the full market value of lost livestock: in Botswana, compensation was set at 80% of livestock value, but ranchers only received 42% of market value due to penalties and lack of verification, so lion presence still incurred a substantial cost (Hemson et al. 2009). There is a need for substantial ongoing external investment (the level of which is hard to predict). Additionally, there is a risk of attempted fraud, particularly if the compensation rate is higher than the market value (e.g. during droughts), and the system may be biased against poor, illiterate livestock-keepers who are least able to follow the reporting regulations (Dickman et al. 2011). Furthermore, these schemes can create a perception that lions belong to someone else, rather than being a natural component in the landscape. There is a risk of ‘moral hazard’, where people are less inclined to protect their livestock in the presence of compensation or insurance payments (Nyhus et al. 2003, Bulte & Rondeau 2005), although this can be reduced if penalties exist for poor livestock husbandry and if verification is good. Ultimately, although compensation and insurance can reassure people that action is being taken to help them, and can reduce the direct costs of lion presence (and even lion killing in some cases), they do not generally outweigh the overall costs (including indirect ones) of lion presence, and do not give people a meaningful reason to actually want lions in the landscape.

### *(ii) Revenue-sharing and employment*

Revenue-sharing – and other forms of engagement such as direct employment in conservation services – is probably the most common financial mechanism in Africa to encourage coexistence, especially around protected areas. The revenue may accrue through photographic tourism, trophy hunting, philanthropy or other activities, and can be substantial: in Uganda, revenue-sharing around 3 National Parks led to over USD 80,000 being invested in community development, with marked improvements in local attitudes towards conservation (Archabald & Naughton-Treves 2001). However, this revenue can be limited in scope, reaching certain ‘gateway’ locations close to a Park entrance gate, for example, and failing to reach more remote communities which may in fact suffer higher wildlife costs (Walpole & Goodwin 2000). Providing revenue to improve livelihoods is undoubtedly worthwhile, but people may associate the benefits with the Park, tourism department or NGO, without making a clear link to lion presence, especially if there are no associated penalties for wildlife killing. Around Uganda’s Queen Elizabeth National Park, local peoples’ support for lion conservation was mainly due to the Park’s foreign currency revenue and the Uganda [Wildlife Authority’s Revenue Sharing Program](#) (Moghari 2009). However, it was notable that despite such support, most people still felt that retaliatory killing of lions was ‘justified’ or ‘acceptable’ (Moghari 2009).

### *(iii) Conservancies and other community wildlife areas*

Under these approaches, instead of external agencies providing some amount of revenue to local stakeholders (as in the section above), the stakeholders themselves (sometimes in joint venture partnerships with other organisations and/or investors) set aside and/or manage land for wildlife,

generate revenue for community development, or provide other services valued by the community e.g. increased security.

One classic example of this kind of arrangement is the CAMPFIRE (Communal Areas Management Programme for Indigenous Resources) model, where the [CAMPFIRE Association](#) works with local communities to help them better manage their land, and realise financial benefits from effective resource stewardship (mainly by selling safaris to both photographic tourists and foreign sport hunters). The Association aims to help people manage and profit from conserving healthy wildlife populations, enabling sustainable community development through the presence of wildlife. Over the first 12 years of the CAMPFIRE model (1989-2001), it generated over USD 20 million to participating communities, 89% of which came from sport hunting (Frost & Bond 2008). This led to substantial community development, and some reported positive impacts on wildlife populations, although there is limited data on this (Frost & Bond 2008). However, there was marked variability in revenue generation: 12 of the 37 districts who could market wildlife produced 97% of all CAMPFIRE revenues (Frost & Bond 2008). The CAMPFIRE model has been strongly affected by political upheaval in Zimbabwe and [changes](#) in international restrictions on [trophy](#) hunting, highlighting that financial mechanisms are often particularly subject to external impacts.

Collective land management and revenue-sharing has seemed beneficial in Kenya, where 'group ranches' manage their wildlife collectively. Between 1977 and 1994, wildlife numbers in Kenya dropped by 29–65% in areas where most of the revenue went to tourism industry and the government, but group ranches had stable wildlife numbers over the same period (Norton-Griffiths 1998), although later studies failed to find similar [results](#). Communal conservancies in Namibia, where wildlife revenue is retained internally, have also been successful, with increasing populations of lions and other wildlife (Davis 2008). However, these approaches depend on the area being suitable for photo-tourism and/or trophy hunting. Another potential mechanism is the '[conservation easement](#)' approach, where local communities enter into legal agreements with other stakeholders who manage land for conservation. An example of this is in Tarangire, Tanzania, where a consortium of tourism companies pay local villagers an annual lease fee to maintain plains as livestock pasture rather than converting it to settlement or farming, integrating wildlife conservation concerns with local land use planning.

However, land may have greater economic return under an alternative land use, such as farming, and communities may be restricted in land-use options and activities within these models, leading to additional opportunity costs (Gibson & Marks 1995, Redford et al. 2007). However, this approach has advantages of not being heavily reliant upon external funding, increasing community empowerment, and providing direct benefits from lion presence which may be sufficient to outweigh costs.

#### (iv) Conservation products

This approach involves developing a product, which is often certified and premium-priced, from a land-use with conservation practices aimed at benefiting the targeted species as well as local people. Examples from other species include '[cheetah-friendly beef](#)', '[Jaguar-friendly coffee](#)' and '[Snow Leopard Enterprises](#)' where local women produce handicrafts from snow leopard areas. This approach has multiple community benefits, including empowering and skills-training local people, but again may not be the most profitable form of land use, so may have opportunity costs, especially if

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Also, the authors should describe the Tanzania WMA initiatives. There are several publications on the subject.

the markets for such products are small. Yields tend to be lower under '[conservation-friendly forms of farming](#)', so if more land is required to be converted to farmland to provide the same returns then there is a risk of unintended negative consequences. It is also unclear how firm the linkage is between some of these products and conservation actions, and how well they equitably distribute the benefits according to people who suffer most costs of wildlife presence. Regarding lions, a '[Mara Beef](#)' initiative has been developed, which is a 'direct to market' approach for pastoralists in southern Kenya, so they can make cattle production more profitable and increase food security. They also receive rangeland management and training, with the aim of improving pastoral livelihoods, restoring rangelands, preventing degradation, and supporting the conservation of lions and wider biodiversity. [Mara Beef](#) is still in its early stages, and has not been certified as 'wildlife-friendly' in the same way as many of the products above, and so far there are no data on the conservation impacts for lions, although the approach seems promising in terms of better rangeland management.

#### *(v) Conservation performance payments*

'Performance payments' for conserving wildlife have been used very successfully in Europe for species such as lynx and wolverines (Zabel & Holm-Muller 2008, Zabel & Engel 2010). The usual concept is that payments are made in return for clear conservation commitments (such as maintaining agreed land-use zones, not snaring or poisoning wildlife etc). They have been used successfully for land use planning and promoting lion friendly landscapes around communities inside one relatively small (580 km<sup>2</sup>) concession inside Mozambique's Niassa National Reserve. Here, approximately 2,200 people receive [community funds](#) for keeping to agreed conservation contracts, from sightings of key species and through bed night levies, and receive penalties for actions such as killing lions or setting snares. In Namibia, every time lodges see a specified species (including lions), the government and international donors combine funds to make a payment to local communities. These '[wildlife credit funds](#)' are used for conflict mitigation, offsetting indirect wildlife costs, wildlife monitoring and community development. A similar approach, based on villagers camera-trapping wildlife on their land, is operating through the [Ruaha Carnivore Project](#) in southern Tanzania (Fig. 6.9.1, Box 6.9.1).

These kinds of payments make a very clear, direct link between wildlife presence, conservation behaviour and benefit, and have proved effective at reducing risks to lion populations and managing land-use (C. Begg, pers. obs). However, unlike business-based models, they usually require continued external investment in some form, usually philanthropy unless some or all of revenue is directed into enterprises which then pay back into the fund. There is a risk of exacerbating local sensitivity to environmental fluctuations: for example, during a drought, not only would livestock numbers decline, but wildlife numbers and therefore payments may as well, multiplying the negative impacts on local people. However, the funds can be valuable in strengthening communities and therefore reducing the impact of such events. To avoid unintended consequences, such as increasing local vulnerability in times of drought, indicators of successful conservation need to be chosen with care, such as a reduction in the number of wildlife killing events, rather than merely changes in wildlife numbers. It is hard to provide sufficient community benefits to outweigh the household costs (or potential risks) of lion presence, but nevertheless, this remains a promising approach which is likely to deserve further attention.



Fig. 6.9.1. This camera-trap image generated 30,000 points for the village concerned (15,000 points per lion). For details see Box 6.9.1.

#### (vi) Landscape-level business models

Performance payments to local communities can be made more financially sustainable by linking them to markets for ecosystem services (MES) that are valued internationally e.g. carbon sequestration offsets and water mitigation banks. An example currently benefitting lions is a new [Lion Carbon initiative in Luangwa valley, Zambia](#) where for 30 years payments for forest and wildlife conservation commitments by local communities are generated through the sale of verified forest carbon offsets through an avoided deforestation mechanism known as REDD+ (Reducing Emissions from Deforestation and Degradation). Another REDD+ initiative is currently being implemented in the [Chuyulu Hills](#) area of Kenya: this is again a 30-year 'payment for ecosystem services' initiative, aimed at improving grazing and livestock management to reduce the degradation of rangelands, which represent key habitat for lions. This is the first REDD+ initiative in Kenya which is entirely owned and managed by the local community. In both cases, communities receive funds for avoided carbon dioxide emissions, and use those for projects which benefit both the community and the environment.

Markets for ecosystem services are still relatively unstable but increasing recognition of their financial and conservation value is a growing business opportunity for some sectors. If properly linked to local lion conservation commitments, as occurs within Lion Carbon, MES represent a direct and sustainable mechanism for transferring the international value of lions to those that bear the costs of living with them. Furthermore, initiatives such as the Chuyulu Hills REDD+ approach helps improve local governance, and both promote the good management of the wider landscape, including but not limited to lions. Business models that provide financial sustainability to lion conservation activities, give them the capacity to scale-up over large areas. The REDD+ project behind the Lion Carbon initiative is operational over 1 million hectares of important lion habitat and the predicted expansion is 10 million hectares in 10 years. Very few incentives for conservation have the potential for such scale.



Another emerging business approach (which could be used in collaboration with many of the approaches above) is impact investments, ‘payment-by-results’ or ‘development impact bonds’. These are contracts between investors and the public sector, where the investor agrees to pay for improved social (and increasingly, conservation) outcomes, which then result in public sector savings. The investor provides up-front funding and if the project delivers the outcomes laid out in a contract, then the ‘service provider’ (e.g. a conservation organisation) would be paid, and the investor receives back their initial investment as well as a small return. This provides a mechanism for private investors to finance public projects, and as the returns on the investment are dependent only upon successful delivery of agreed metrics, the funding is not tied to specific actions, but can be used however as most needed to achieve those metrics. Furthermore, the contracts are often longer than the traditional short-term conservation grant models, which is important for delivering long-term goals. This is a more flexible, targeted and sustainable option than most of the traditional conservation models, and has recently been trialled for rhino conservation using [‘Rhino Impact Bonds’](#). It could be another potential mechanism for generating up-front funding for lion conservation, and increasing the chances of sustainable, long-term funding of successful conservation initiatives. However, it does depend on having clearly measurable impacts, and the ‘service provider’ (which here would be lion conservation practitioners) risk non-payment of funds if the outcome is not achieved, even for reasons out of their control.

Ultimately, there is no single solution which will ensure the equitable, sustainable transfer of the global value of lions to a local level. However, there is a considerable range of approaches, both traditional and novel, which can help not only to offset the local costs of lions, but also to ensure that they are ultimately seen as a net benefit to the people most affected by their presence. This may take time, but each mechanism has shown success when used in appropriate ways, so there are promising tools available to reduce the costs of lion presence, improve the benefits associated with them, strengthen and empower local communities, and improve the chances of long-term coexistence with benefits for both people and lions.

### Box 6.9.1 Community camera-trapping in Tanzania's Ruaha landscape

Amy Dickman

The Ruaha landscape in southern Tanzania is very important for large carnivores, particularly lions, as well as being highly significant for other wildlife species such as elephants. Wildlife presence provides regional and national benefits, for instance through tourism revenue from Ruaha National Park. However, relatively few benefits come to the village or household level, which is where the costs of wildlife presence are felt most acutely.

The [Ruaha Carnivore Project](#) (RCP) (part of Oxford University's [WildCRU](#)) was established in 2009, and has been working since then to research carnivore ecology and ease human-carnivore conflict in the landscape. In response to community needs, RCP has developed a variety of benefit initiatives, such as scholarship programmes, school feeding, and the provision of healthcare and educational supplies to local villages. These have had positive impacts on local peoples' lives, and improved relationships between villagers and conservation organisations. However, benefits were usually seen as due to the presence of the project, not directly because of wildlife presence. To address this, RCP developed a new initiative called '[community camera-trapping](#)' (CCT), where the provision of additional community benefits is based specifically on wildlife presence.

The concept is discussed with the village and if they are interested, they choose two people to be 'CCT officers'. RCP equips each officer with camera-traps, batteries, a GPS unit, phone and a bicycle, and trains them in camera-trap placement. RCP then employs them to place camera-traps out on their village land, wherever they think is most appropriate (with some caveats, e.g. camera-traps must be spaced at least 1 km apart). Every month, for every individual wild animal camera-trapped, the village receives a certain number of points, with more threatened, larger and more conflict-causing species allocated more points. [Points are currently allocated as follows: smaller herbivore: (smaller than kudu) 1000; larger herbivores (kudu and larger) 2000; snakes 1000; primates 1500; smaller carnivores (smaller than wild dog) 5000; less threatened large carnivores (leopard and spotted hyaena) 10000; threatened large carnivores (cheetah and lion) 15000; endangered large carnivores (African wild dog) 20000; all other mammals (excluding rats and mice) 1000.]

Villages are organised into groups of 4, and every 3 months, USD 5000-worth of community benefits are distributed to each group, split according to which village has generated most points that quarter (so the 1<sup>st</sup> village gets USD 2000-worth, 2<sup>nd</sup> USD 1500 worth, 3<sup>rd</sup> USD 1000 worth and 4<sup>th</sup> USD 500-worth). Benefits are split equally between local priority areas of healthcare, education and veterinary health, with RCP working with each village to determine, purchase and distribute the relevant benefits. Benefits are distributed at large celebrations in each group's winning village each quarter, and the programme and images are regularly explained at community DVD nights across all villages. The points are then reset to zero and the competition begins again.

This programme now operates in 16 villages, and has reinforced the link between community development and wildlife presence, rather than merely NGO presence. It has resulted in people legally protecting their camera-traps, taking more conservation-friendly actions and has been recognised as a major driver of community development. It is not flawless – as with many approaches, it requires ongoing external investment, but the level is low for the scale of potential community and conservation benefits. In the future, the initiative may be adapted to include penalties (e.g. for wildlife killing) as well as rewards, but for now, it has proved a very valuable step in demonstrating to local communities that wildlife can be a major driver of development and livelihood improvement, and can help ensure that benefits are delivered to those communities living right alongside wildlife and risking its costs.

**Table 6.9.1.** Summary of some potential financial mechanisms to encourage lion conservation and coexistence

|                    |                                | Financial mechanisms   |  |   |   |   |  |   |
|--------------------|--------------------------------|--|--|---|---|---|--|---|
|                    |                                | Compensation   | Insurance  | Revenue-sharing   | Conservancies/community   | Conservation products   | Performance payments   | Landscape models, e.g. REDD+                          |
|                    |                                | conservation areas   |  |   |   |   |  |   |
| Mechanisms         | Source of funds                | Usually established by conservation NGOs or governments  | Usually collaboration between conservation NGOs and communities                                      | Diverting funds from existing revenue streams                         | Usually collaboration between conservation NGOs and communities       | Collaboration between producers, business and often conservation NGOs   | Governments or conservation NGOs                                       | Usually businesses                                    |
|                    | Recipients of payments         | Usually individuals  | Usually individuals  | Usually communities   | Usually communities   | Variable  | Variable, but usually communities                                      | Landowners - may be individual or collectives         |
|                    | Motivations for coexistence    | Reduced costs of lion presence, so reduced incentive for retaliatory killing                         | Reduced costs of lion presence, so reduced incentive for retaliatory killing                         | Increased local benefits linked to carnivore presence                 | New or additional revenue from lion presence, encouraging coexistence | Higher prices paid for products produced using lion-friendly approaches | Increased local benefits paid as a direct result of carnivore presence | Receive payments for conserving land                  |
| Operational issues | Governance required            | Medium - verification, payments  | Medium - premiums, verification, payments  | High - need effective structures to disburse funds to affected people | Medium - land use zoning and management                               | High - product development, verification, payments                      | High - need effective structures to disburse funds to affected people  | High - needs landscape monitoring, payments disbursed |
|                    | Potential for fraud            | Low - may try to claim for other losses, but unlikely to be verified                                 | Low - may try to claim for other losses, but unlikely to be verified, especially in community        | Medium - potential for corrupt disbursement of funds                  | Medium - potential for corrupt disbursement of funds                  | Low if well-structured and verified                                     | Medium - potential for corrupt disbursement of funds                   | Low if well-structured and verified                   |
|                    | Likelihood of being sufficient | Low - unlikely to offset all costs of lion presence, and may be hard to verify even true depredation | Low - unlikely to offset all costs of lion presence, and may be hard to verify even true depredation | Low - revenue unlikely to be sufficient to outweigh all costs         | Medium - depends on relative costs and benefits                       | Medium - may be sufficient at the scale of the producer                 | Medium - depends on relative costs and benefits                        | Medium - depends on relative costs and benefits       |

|                 |                                     |   |   |   |   |   |   |  |
|-----------------|-------------------------------------|---|---|---|---|---|---|--|
| Examples of use | Amount of external funding required | High and difficult to plan  | Medium - initial setup, then depends on premiums  | Low once business operational   | Medium, mainly needed for initial setup   | Low once business operational   | High  | Low once business operational  |
|                 |                                     | Low - once initiated, must continue long-term   | Medium - depends on willingness of the community to keep paying premiums  | Medium - can be relatively sustainable if revenue comes from a good business  | High if business model is good  | High if business model is good  | Low unless payments are linked to a source of revenue generation  | High as long as carbon market is good  |
|                 |                                     | Medium - seems to have worked in Amboseli but has had many problems elsewhere   | Low - some trials but low buy-in so far amongst poor farmers  | Medium - has been used around many Parks, but often revenue is quite low and has limited reach  | High - has worked particularly well in Namibia for lions  | Medium - examples for other predators (e.g. cheetah-friendly beef) but not proven for lions as yet            | High - has worked well in Mozambique, some success in Tanzania  | Medium - initiatives are starting but not proven as yet  |
|                 |                                     | Potential for poverty alleviation   | Low - does not provide additional money for participants  | Low - does not provide additional money for participants, and involves cost of premiums   | Medium - provides revenue, but may restrict land use options  | Medium - provides revenue, but may restrict land use options  | High, depending on the market and the skills training and empowerment of communities                                    | High, as long as payments are sufficient & ongoing   |
|                 |                                     | Potential for lion conservation   | Low - just reduces the direct costs, so does not provide a reason to conserve lions, unless there are penalties for killing lions | Low - just reduces the direct costs, so does not provide a reason to conserve lions, unless there are penalties for killing lions     | Medium - provides conservation revenue, but not linked to direct lion conservation actions                        | High, but often depends on the quality of the area for tourism and/or trophy hunting                          | High if the business is well-managed and revenue are high enough to offset costs  | High - as long as recipients are rewarded directly for metrics likely to have direct lion conservation impacts |
| Examples of use |                                     | <a href="https://biglife.org/wildlife-protection/predator-compensation">https://biglife.org/wildlife-protection/predator-compensation</a> | <a href="http://pubs.iied.org/G03733/">http://pubs.iied.org/G03733/</a>   | <a href="http://www.uws.org/wp-content/uploads/QEPA%20RS%20brief.pdf">http://www.uws.org/wp-content/uploads/QEPA%20RS%20brief.pdf</a> | <a href="http://www.met.gov.na/services/conservancies/193/">http://www.met.gov.na/services/conservancies/193/</a> | <a href="https://qcat.wocat.net/en/summary/4020/?as=html">https://qcat.wocat.net/en/summary/4020/?as=html</a> | <a href="http://www.niassalicon.org/conservation-benefits.php">http://www.niassalicon.org/conservation-benefits.php</a> | <a href="https://www.lionlandscapes.org/lion-carbon">https://www.lionlandscapes.org/lion-carbon</a>            |

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## The School for Field Studies

The School for Field Studies (SFS) offers a variety of semester courses and summer sessions in many different countries, incl. a semester course on Wildlife Management Studies, as well as summer sessions in the Fundamentals of Wildlife Management and Carnivores of the African Plains, respectively, all of them in Tanzania (SFS 2018a, b, c). A semester course takes 15 weeks, a summer session 4 weeks (SFS 2018a, b, c). Applicants for the semester course must be at least 18 years of age and must have completed at least one semester of college-level ecology, biology or environmental studies/sciences (SFS 2018a). The costs for a semester course are around USD 23,000, for a summer session around USD 7,500 (SFS 2018a, b, c). Students of SFS can apply at SFS for financial aid, and the website of SFS lists further opportunities for scholarships & loans, although some of them are exclusively for U.S. students (SFS 2018d).

## Southern African Wildlife College ([wildlifecollege.org.za](http://wildlifecollege.org.za))

The main campus of the Southern African Wildlife College (SAWC) is located near Kruger National Park's Open Gate, South Africa. It covers various subjects within Natural Resource Management, Wildlife Guardianship, Community Development and Youth Access, and Sustainable Use & Field Guiding. Courses are offered on different levels:

- **Higher Education and Training.** The SAWC offers 2 programmes in higher education: one for the Advanced Certificate in Nature Conservation: Transfrontier Conservation Management, and one for the Higher Certificate in Nature Conservation: Implementation and Leadership, respectively. Both take 1 academic year and are “designed for those involved in operational positions within the nature conservation environment who will be moving into entry-level managerial or supervisory positions in their organisations”.
- **Occupational Qualifications.** The SAWC offer 5 Skills Programmes, taking between 35–75 days and mainly aimed at Field Rangers; 2 National Certificates, taking 40-52 weeks and mainly aimed at protected area staff; and 1 Further Education and Training Certificate in professional hunting taking 24 months.
- **Short Courses.** The SAWC offers 42 different short courses in the subjects of SMART, computer skills, sustainable utilisation and guiding, law enforcement, people and conservation, administration for conservation, research and monitoring and wildlife area management. Short courses usually take 4–10 days.
- **Skilled Practitioner Classes.** The SAWC offers Skilled Practitioner Classes on 39 different subjects. These classes mostly consist of presentations that take about 90 minutes. Subjects include e.g. behaviour and ageing of lions or wildlife damage control.
- **Youth Access Courses.** The Youth Access Course is aimed at school leavers interested in a career in conservation. The course takes 6 months (SAWC 2018).

For more details on the entry requirements and course fees we refer to the [website](#) and the Prospectus 2018 (SAWC 2018).



## Universities

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In Senegal, programmes in protected area management are offered by the [Université Alioune Diop de Bambey](#) and the [Université de Thiès](#) (A. Fall, pers. comm.). Both, the [École Doctorale – Sciences Agronomiques et de l'Eau](#) of the [Université de Parakou](#), and the [Université d'Abomey-Calavi](#) are located in Benin and offer programmes the management of natural resources. The EDSA additionally offers a masters and a PhD programme, respectively, in biodiversity monitoring and conservation. The [Université de Dschang](#), Cameroon, offers a 3-year programme in animal biology. The [University of Cape Coast](#) is located in Ghana and offers a bachelor programme in entomology and wildlife, as well as a master and a PhD programme in wildlife management. The [University of Nairobi](#), Kenya, offers a bachelor programme in environmental conservation and natural resource management, as well as a master programme in biology of conservation. The [Namibia University of Science and Technology](#) offers a bachelor and a master programme of natural resource management (nature conservation) as well as a PhD programme in natural resource sciences. The [University of Namibia](#) offers a bachelor programme in wildlife management and ecotourism, with plans to introduce a master and a PhD programme in wildlife management. Both, the [Tshwane University of Technology](#) and the University of South Africa (UNISA) are located in South Africa and offer an education in nature conservation on different levels – from a [national diploma](#) to a [doctoral degree](#). For information on the requirements of admission, length of the programmes, fees, financial aid etc. we refer you to the websites of the universities.

## IUCN Program on African Protected Areas & Conservation ([papaco.org](http://papaco.org))

The IUCN Program on African Protected Areas & Conservation (IUCN PAPACO) offers in collaboration with the [École Polytechnique Fédéral de Lausanne](#), Switzerland, free [Massive Open Online Courses](#) (MOOCs) in English and French in four subjects: protected areas management in Africa, ecological monitoring, law enforcement and species conservation. Participants can go through the courses at their own pace, but it is estimated that it takes about 2 months to complete one of the courses.

## Wildlife Campus ([www.wildlifecampus.com](http://www.wildlifecampus.com))

Wildlife Campus is an online virtual campus endorsed by the Field Guides Association of Southern Africa (FGASA). Amongst others, the Wildlife Campus offers theoretical courses on wildlife management, anti-poaching, animal tracks and signs of Africa, or a behaviour guide to African carnivores, but no practical lessons. Complete courses cost ZAR 600–7,000, but can also be bought in individual components costing ZAR 55–125. Upon registration, one component of every course is made available for free. There are no pre-conditions for starting a course, and students may start at any time of the year and work through the material at their own speed. Upon passing the test, students receive a certificate.

### African Leadership University – School of Wildlife Conservation

([www.alueducation.com](http://www.alueducation.com))

The African Leadership University – School of Wildlife Conservation (ALU SoWC) is situated at the ALU campus in Kigali, Rwanda. It offers an [undergraduate degree programme in global challenges](#). The programme takes a total of 3 years, with 8 months per year on campus, and 4 months of internship. There is also an [MBA for Conservation leaders](#) on offer, which takes 20 months (mostly interactive, online learning, interspersed with week-long in-classroom “intensive” sessions) and “combines world-class business education with cutting-edge training in leadership and pressing conservation issues”. The ALU SoWC also plans to launch a number of short courses of up to one week to be held across Africa, e.g. in Dar Es Salaam, Tanzania; Nairobi, Kenya; Lusaka, Zambia; Maputo, Mozambique; Kruger National Park, South Africa; Port Elizabeth, South Africa; or Windhoek, Namibia (ALU SoWC 2018). The estimated costs of attendance for the undergraduate programme in Kigali amount to USD 7,260–13,000 per 8 months on campus (ALU 2018a). The MBA programme tuition costs USD 30,000 for the 20 months excl. travel costs to attend the “intensive” sessions in Kigali, Rwanda (ALU 2018b). Students at the ALU can apply for financial aid (ALU 2018b, c).

### International Ranger Federation ([www.internationalrangers.org](http://www.internationalrangers.org))

The website of the International Ranger Federation (IRF) contains the [Ranger Toolkit](#) – “a collection of documents and links to websites of relevance to rangers and the work that they do” incl. e.g. anti-poaching training guidelines in [English](#) and [French](#).

### PAMS Foundation ([pamsfoundation.org](http://pamsfoundation.org))

The PAMS foundation offers amongst others [support for rangers and village game scouts](#) by providing training as well as basic equipment and resources for patrolling.

### Game Rangers’ Association of Africa (cf. Chapter 9.3; [www.gameranger.org](http://www.gameranger.org))

The Game Rangers’ Association of Africa runs a variety of projects to support rangers in Africa by providing training and equipment. The [Safe Ranger Project](#) provides rangers with training and equipment for first aid in remote areas. The GRAA offers an advanced field ranger course, a protected area security operations planning course, and a counter insurgency tracking training course (GRAA 2018). The GRAA also administers a ranger training bursary fund “to financially assist members who wish to enter, or who already attend a GRAA approved educational establishment, to study towards or further a career in conservation and/or protected area management” (GRAA 2018).

### Bhejane Nature Training ([www.bhejanenaturetraining.com](http://www.bhejanenaturetraining.com))

Bhejane Nature Training is located in northern KwaZulu Natal, South Africa. It offers a [field ranger and monitoring assistant course](#) taking 4 weeks to complete, costing ZAR 22,500.

## 7 Capacity development in conservation and management

### 7.1 Existing training opportunities in Africa

Roland Bürki

Having well-trained people is as vital in nature conservation and management as in any other field. While at its basis, training mainly serves the improvement of skills and knowledge, there are more subtle purposes as well: training courses are most often not performed exclusively for the staff of a single institution, but brings together people from a variety of places, allowing them to also increase their network and the exchange of experiences (cf. chapter 9.3). Moreover, regular training allows participants to learn about new approaches and developments, enabling them to adapt to new challenges. Last but not least, training may also keep up the motivation and enthusiasm of participants. Especially in the challenging work environment of nature conservation, training sessions can help reminding about the significance and importance of their work and make them feel appreciated (Kopylova & Danilina 2011).

Below we have compiled a number of training opportunities in Africa or online. The selection is by no means exhaustive or exclusive, nor is it a recommendation compared to institutions not listed below. With our selection, we have attempted to capture the broadness of available opportunities on offer both for academics as well as for field personnel. We would also like to refer you to publication no. 17 in the IUCN Best Practice Protected area Guidelines Series “Protected Area Staff Training: Guidelines for Planning and Management” by Kopylova & Danilina (2011). For overview of Central Africa, there is also the [Réseau des Institutions de Formation Forestière et Environnementale de l'Afrique Centrale](#) (RIFFEAC), a grouping of 23 Central African educational institutions, offering courses and programmes regarding the sustainable use of environmental resources.

#### École de faune de Garoua, Cameroon ([www.ecoledefaune.org](http://www.ecoledefaune.org))

The *École de Faune de Garoua* (EFG), Cameroon, describes itself as the only institution in french-speaking Africa for the education in animal conservation and protected area management. It was established in 1970 and has since then trained more than 2,000 people from 22 African countries, which now work as directors of protected areas, conservation project leader, heads of anti-poaching units, or as CITES officers (EFG 2018a). The formation consists of four semesters of courses plus a research internship during the summer, with shorter courses for rangers also on offer (USFWS 2014). Students are housed in dormitories and costs for the education amount to about XAF 7,000,000 for the two years (EFG 2018b, c). Various organisations offer financial support for students of the EFG (EFG 2018d).

## African Bush Training ([www.africanbushtraining.com](http://www.africanbushtraining.com))

African Bush Training has camps in South Africa and Botswana. ABT offers a [wilderness protection course](#), taking 21 days to complete, costing ZAR 23,100. The course is aimed at career orientated individuals, school-leavers and gap-year students.

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## 7.2 Diploma in International Wildlife Conservation Practices

Egil Drøge

Conservation at the front-line requires committed, talented field biologists whose practical skills and ingenuity are well-founded on solid, high level, science. This foundation of theory and practice underpins the need to tirelessly monitor populations, work with local communities or lead anti-poaching patrols. Passion is necessary but not sufficient – too often talent goes untapped due to inadequate theoretical foundations and insufficient training. In 2008, WildCRU started a [Diploma in International Wildlife Conservation Practices](#) aimed at young, practical conservationists (often working for local NGOs, international NGOs, in studies linked to universities or working in protected area management within government wildlife services) and from developing countries.

To enrol, applicants have to go through a [competitive selection procedure](#). The program involves 7 months of intensive, residential tuition at WildCRU and over the last 11 years trained over 75 students from 39 different countries. The course is made possible by a donation from the Recanati-Kaplan foundation which covers all course related costs (tuition, visa and travel costs) and students receive a living stipend and are provided with housing on site at WildCRU. In addition, the course benefits from our collaborations with the University of Oxford's Department for Continuing Education (DCE), and Lady Margaret Hall college. The course is provided in English, but because of the diverse background of students, the students are only required to meet the standards which provides them with an English visa.

The aim is that once graduated they will build on their role as a field biologist and conservation practitioner, working within a national or regional wildlife management and protected area systems organisation, for NGOs or as independent practitioner. In addition, their knowledge and expertise will benefit their colleagues through informal peer-learning, skills transfer and the encouragement of critical thinking and debate.

We have received and trained 25 students from 10 different African lion range states. Many of those students were involved with lion management or research before they enrolled in the Diploma, and most of them went back to their respective jobs or projects with their newly gained skills or obtained other management positions affecting lion management (Box 7.2.1).

The Diploma teaches many sides of conservation and provides the students with a solid background in statistics and GIS and focuses on various techniques to monitor, manage and detect trends, in populations and biodiversity as well as equip them with knowledge about human-wildlife conflict (HWC) mitigation practices. Amongst others, techniques taught are distance sampling, occupancy modelling, spatial explicit capture-recapture (SECR) and population viability analysis. The whole process of research and monitoring is addressed during the course, from study design to collecting the data, entering the data, preparing the data for analysis, doing the analyses and interpreting the results of the analyses and presenting them in various ways. This is done with a mix of lectures, labs in the field, labs in class, discussions and workshops and taught by various world-class experts. Various free software packages like R, QGIS, PRESENCE, DISTANCE and Vortex are used so students will be able to use those programs even after finishing the Diploma. Multiple other monitoring and management techniques are discussed in class too. Some management approaches discussed include fencing of PAs, hunting, vaccinations of wildlife and domestic animals, contraceptives, livestock prac-

tices, relocations and reintroductions. A dedicated reintroduction workshop is organized where students explore all pros and cons which need to be considered, according to the IUCN guidelines for such undertakings. These are compared to a theoretical scenario and also actual reintroductions are reviewed and tested to the IUCN guidelines. Students are assessed throughout the Diploma with 5 different assignments and an independent project which needs to be completed in two phases and which culminates in a report in the form of a scientific paper and a presentation at a WildCRU seminar.

Emphasis in the Diploma is placed on the human dimensions of conservation, especially on human-wildlife conflict. Several large projects led by WildCRU researchers, for example the Hwange Lion Project in Zimbabwe, the Ruaha Carnivore Project in Tanzania, Living Landscapes in Kenya and the Ethiopian Wolf Conservation Programme in Ethiopia deal with various types of HWC with carnivores. This huge amount of experience within WildCRU is utilized in the Diploma to teach the students about HWC and approaches used to mitigate in these conflicts. After lectures and in-class discussions, it culminates in a 3-day workshop. A hypothetical HWC situation is set out in detail, along with a budget, a time frame and the costs of some common project expenses. Students then have to present a detailed project proposal, including a timeline and a budget and with measurable achievements at the end of the workshop.

At the end of the course the students have a comprehensive knowledge of globally occurring terrestrial conservation problems with a focus on large carnivores, the most widely-adopted solutions to these problems, and barriers to their effectiveness. They have gained the skills to apply methods of biodiversity and population monitoring, are able to select appropriate field techniques depending on the information needed, and have the technical expertise to plan, implement and draw conclusions from their field work. They are also able to get their message across to a variety of audiences, be they scientists, government staff, donors or the general public.

### Box 7.2.1 Account of an alumnus

#### Martial Kiki

Born in Benin, one of the countries with the largest population of lion (*Panthera leo*) in West Africa, I have been fortunate enough to attend the WildCRU Diploma in International Wildlife Conservation Practice at the University of Oxford. Before the Diploma I had general knowledge on wildlife conservation and research. However, I was not skilled and confident enough to conduct both research and conservation work on my own. I learnt a tremendous amount of practical skills in conservation during my time in Oxford which has significantly improved my knowledge and skills in wildlife conservation and research but was also a big opener of my awareness to the global world as of how I could contribute to the development challenges of my country and the wider Africa. Thanks to the Diploma, I successfully conducted research on “The status and conservation of the Critically Endangered lion (*Panthera leo*) population and other carnivores in Nigeria” with wildlife practitioners from WCS (Wildlife Conservation Society); using different techniques to survey large carnivores that I learnt from WildCRU and also gave training to rangers and students working in the protected areas. I also led a Lion Guards program in Benin. Through this program funded by the National Geographic Society’s Big Cats Initiative, I carried out the first large scale camera trapping survey in W NP which is now helping us to learn more about the interactions between lions, their prey and illegal human activities in this landscape. We have also conducted the first successful environmental education to students in this area to increase their awareness and that of the local communities about lion conservation. The WildCRU Diploma also allowed me after my return to train other students in Benin, Burkina Faso and Nigeria with some of them pursuing their academic goal in conservation science at Master level and other serving at various job positions with organizations such as ZSL, African Parks and GIZ in Benin, Niger and Burkina Faso. As regard to myself, the Diploma allowed me to demonstrate sufficient academic merit to start a PhD degree at the University of Florida which will help me build on my previous knowledge to successfully protect the last lions of West Africa.

## 7.3 Establishing trained and effective National Coordinators

Sarah Durant

Regional strategies and national conservation action plans (NAPs) need to be far reaching, if they are to be able to halt the decline of lions. Hence, they must encompass multiple aspects of lion conservation, ranging from mitigating human-lion conflict and delivering benefits from lions for local communities, to large scale planning of movement corridors and transboundary conservation. This means that the implementation of NAPs requires good coordination, to ensure that different departments, and sometimes different ministries, deliver on the activities outlined in the plans. It is critically important that a broad range of stakeholders are actively engaged with the national conservation action planning process to ensure ownership and to secure the commitment required to see the plans through to implementation.

A model which has proven effective in implementing NAPs is that used by the Range Wide Conservation Programme for Cheetah and African Wild Dogs (IUCN/SSC 2007a, b, 2012, 2015). Here, once the NAP is developed by the government and relevant stakeholders, the national wildlife authority agrees to appoint a National Coordinator. The Coordinator is a single individual charged with coordinating the implementation of the plan. Such an individual should, ideally, be based within the most relevant wildlife department within the country concerned, and should ensure that coordination is mainstreamed within, and between, relevant departments. The National Coordinator is not, however, responsible for implementing specific activities themselves, although they may also choose to do some of this. Instead, they coordinate NAP implementation by ensuring that relevant government departments, NGOs, and individuals move ahead in implementing the activities laid out in the plan. The national wildlife authority, after seeking the necessary agreements, should select and publicly assign the National Coordinator role to a suitable individual among their employees. When selecting a National Coordinator, consideration should be given not only to the conservation management knowledge of the candidate, but also to the personal skills that they will need to enable them to work productively with a broad range of stakeholders. A significant portion of the time of the Coordinator should be allocated to their coordination role, to ensure they can be effective in this role. The same individual should be kept in place as Coordinator for a minimum of three years and, ideally, a National Coordinator deputy or assistant should also be appointed to maintain the role through staff changes.

A National Coordinator should, ideally, have prior experience in large carnivore conservation, however they may also need training and mentoring to help them develop in their role. As government employees, who need to address a diverse array of wildlife management responsibilities, Coordinators are unlikely to be lion 'experts', and thus they will benefit from targeted training to give them the skills and knowledge they need for coordinating lion conservation activities. An example of how this can be achieved is provided by the training and mentoring programme carried out by the Range Wide Conservation Programme for Cheetah and African Wild Dogs, with coursework support from the Tropical Biology Association (Box 7.3.1). In this programme, a series of short targeted courses were provided to a cohort of National Coordinators for the National Conservation Action Plans for Cheetah and African Wild Dogs. Training courses were backed up with long term mentoring support from three regional coordinators (southern Africa; eastern Africa; and western, central and northern Africa), and a small budget to allow Coordinators to implement key activities within their National



Conservation Action Plans, to help develop skills in project development, management and communication. The result of such a training and mentoring programme should be a cadre of coordinators with the knowledge and the skills they need to coordinate the implementation of their action plans, and to engage the support of a wide network of stakeholders.

In order to ensure implementation of NAPs does not lose momentum over time, it is vital to establish a system of reporting back on progress, including regular meetings. Ideally, these meetings will be at a regional or continental level, that also provide opportunities for peer-to-peer learning where coordinators can learn from each other. Such meetings can be combined with training courses, or can be organised separately, and should happen at least once every two years, ideally every year. National Coordinators should report back on the activities undertaken in their countries in line with their NAP, identify challenges to implementation and provide feedback on lessons learned. National Coordinators will need to liaise with relevant stakeholders, to develop their reports on progress, since this progress is achieved jointly together with multiple stakeholders. An NAP is expected to last for a minimum term of five years. Thus, as well as the regular meetings described above, a full mid-term review should be undertaken two to three years into the NAP, including a report back on progress on each activity within the NAP. After five years, another review should be undertaken to determine whether the NAP can be renewed for another five years, or whether it needs to be updated.

In conclusion, the NAP should be the start of a conservation process – not the end result. The implementation of a NAP does not happen automatically, but requires some thought and planning, including support to governments, and their selected Coordinators, along their NAP implementation journey. While the development of a NAP is likely to need external support, the process should be designed in a way that fully engages all relevant stakeholders and ensures that NAPs are owned by national governments and stakeholders. Formal and explicit governmental support for the NAP is vital to ensure the process of implementation moves forward effectively. As a first step, governments should establish a National Coordinator who can be tasked with coordinating the implementation of the NAP. The international community, through the IUCN Cat SG, should help to address the training needs to support the Coordinator in fulfilling their role, including ongoing mentoring, as they start to face the challenges in conserving their lion populations. Regular meetings, to allow reporting on progress in implementing the NAP, are essential to maintain momentum over the 5-10-year cycle of NAPs. This will require long term commitment from stakeholders and donors.

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### Box 7.3.1 Training for National Lion Coordinators

Sarah Durant, Nick Mitchell and Rosemary Groom

This training programme is adapted from one used for the training of National Coordinators for Cheetah and African Wild Dogs (Fig. 1), conducted by the Range Wide Conservation Program for Cheetah and African Wild Dog, with the support of the Tropical Biology Association.

A cohort of National Coordinators from multiple countries will vary in their experience in lion conservation and management and are likely to have a wide diversity of knowledge and skills. Thus, a training programme designed to provide Coordinators with the skills they need for lion conservation must be sufficiently flexible to accommodate this range of experience.



**Fig. 1.** Participants of a two-week long training course for a cohort of ten National Cheetah (or Carnivore) Coordinators (NCCs) from ten cheetah range states across Africa.

A cohort of National Coordinators from multiple countries will vary in their experience in lion conservation and management and are likely to have a wide diversity of knowledge and skills. Thus, a training programme designed to provide Coordinators with the skills they need for lion conservation must be sufficiently flexible to accommodate this range of experience. National Coordinators are government employees and hence have substantial constraints on their time and schedules, thus training is best conducted over several short training sessions, rather than a single long course. This also provides for periods of consolidation and for applying new knowledge, and then for reporting back to colleagues and peers on experiences associated with implementing NAPs. Each course should provide opportunities for feedback on the training from Coordinators to ensure each subsequent course can be carefully tailored according to their needs.

Within each training course, formal lectures should be interspersed with facilitated discussions, role plays, practical exercises and field visits. Local lion research and conservation organisations should be engaged in the training courses to provide opportunities to learn from on-the-ground lion conservation projects, including visits to communities impacted by lions and the observation of lions in the wild. Thus, the location for these courses should be selected in terms of access to active lion conservation and research projects.

Within each course, the Coordinators should develop workplans and implementation timetables to move their NAPs forward. Thus, enough time should be scheduled for this activity, when they should also be provided with one-on-one mentoring support from a regional coordinator or trainer.

Based on the experience of the Range Wide Conservation Program for Cheetah and African Wild Dog, who have provided similar training to a cadre of National Cheetah and African Wild Dog Coordinators, the curriculum should include the following topics:

**Ecology, Science and Research**

- Lion ecology and habitat needs
- Lion survey and monitoring techniques
- Database management and data analysis

**Implementing Conservation Action Plans**

- Managing the implementation of lion conservation action plans
- Developing annual work plans for each country
- Fundraising for conservation

**Coexistence and livelihoods**

- Human-lion conflict and coexistence
- Enhancing livelihoods of local communities

**Communication and Collaboration**

- Education and awareness raising in schools, communities and governments
- Working with NGOs for effective lion conservation

**Trade**

- Understanding the legal and illegal trade in lions
- How to engage with CITES and CMS

A total of 3-4 weeks is needed to cover all this course work. This could be conducted as a single, month-long course or, preferably, broken down into two or three courses of 1-2 weeks duration, which are likely to be easier to fit into busy government schedules.

## 7.4. Training for handling poisoning incidences and poaching evidence

Matthew Becker, André Botha, Kelly Marnewick and Lizanne Roxburgh

Wildlife poisoning in general, and the poisoning of lions in particular, is a rapidly emerging threat across Africa, with serious ecological and human impacts. Poisoning is typically associated with 1) retaliatory killings arising from human-wildlife conflict, 2) as a means of reducing detection of poaching (by killing scavengers), or 3) as part of an increasing network of wildlife trafficking in animal parts and skins. Here we present an overview of poisoning, its impacts, drivers, and means of addressing incidences through training programmes.

### Background to poisoning

The poisoning of wildlife has had a substantial negative impact on many species; for example five of Africa's vulture species are listed as critically endangered due to poisoning (Botha et al. 2017). The impacts of a poisoning incident can be far reaching, not only involving the targeted species but also other mammalian and avian scavengers that eat either the poison, or succumb to secondary poisoning though eating other poisoned animals.

The scale of these poisonings can be substantial, and there have been several incidents in Southern and Eastern Africa in the last 10 years which have resulted in the loss of more than 100 animals, across a range of species per incident. The most extreme example of this happened in the Zambezi region of Namibia in June 2013 when between 400-600 vultures and an undetermined number of mammalian scavengers were killed after feeding on a single elephant carcass that was deliberately poisoned after being poached for its ivory (Ogada et al. 2016).

Poison is widely available throughout Africa and generally its use for killing carnivores is illegal, but very hard to regulate. A wide variety of poisons are used and there appears to be some regional preference for certain poisons e.g. in East Africa carbamates like, carbofuran and carbosulphate and a range of organophosphates are used, while in Southern Africa aldicarb, strychnine and organophosphates are commonly used.

Poisons and their unregulated use also pose a threat to human health both through consumption of poisoned animals and through direct handling of the poisons. Very little is known about the impacts of consuming parts from poisoned lions (e.g. fat and bones) and research is needed in this area. It is documented that people can suffer negative health effects from consumption of poisoned vultures and other wildlife (Richards et al. 2017). There is also a substantial risk to human health when handling and working with pesticides and other chemicals without adequate protective equipment and clothing.

As a top predator declining across its range, the African lion has become increasingly impacted by poisoning. Multiple incidences of poisoning mortality have been documented, perhaps most notably by the eradication of the well-known Marsh Pride in the Maasai Mara Game Reserve in 2015. Poisoning is one of the methods used to kill lions in retaliation for livestock predation (Bauer & De longh 2005 ) and has also been documented areas across including: Botswana (Snyman et al. 2015), Tanza-

nia (A. Dickman, pers. Comm.), and Kenya (Hazzah et al. 2014). In a recent trend, lions are being poisoned and snared for their body parts for trade. In the Limpopo National Park (Everett & Kokes, submitted) and Niassa National Reserve (C. Begg, unpubl. data), Mozambique, this poaching has been linked to organised crime. In South Africa captive lions are being targeted for their parts (Marnewick unpublished).

Lions are an excellent flagship species that can be used in addressing the ecological impacts of poisoning. As such, it is important that the poisoning of lions is addressed both in terms of the impact on lion populations, and to prevent the potential catastrophic impacts that secondary poisoning can have on scavengers.



A poisoned lion with parts harvested (Photo A. Botha).

### Monitoring and quantifying poisoning impacts on lions

Poisoning incidents involving lions are not reported in any standardised way or to any centralised database. This makes trends and impacts difficult to quantify. However, the African Wildlife Poisoning Database ([www.africanwildlifepoisoning.org](http://www.africanwildlifepoisoning.org)) was established as a joint initiative of the Endangered Wildlife Trust (EWT) and the Peregrine Fund Wildlife, and poisoning incident data can be submitted to [wildlifepoisoning@ewt.org.za](mailto:wildlifepoisoning@ewt.org.za) for inclusion in the database. The database has been for-

**Commented [A267]:** Evidence of this is lacking but Mozambican Authorities has seized Lion parts in different unrelated shipments bound to an Asian country.

mally maintained since 2017, although records date back to 1961. The database was established because poisoning is the main threat to critically endangered African vultures and has severely impacted populations of many other species, including lions, hyenas, Tawny Eagles, Bateleurs and jackals. The database consists of 451 poisoning incident records resulting in 14,992 mortalities for a variety of species. Lion poisonings are displayed in Table 7.4.1.

Additionally, the EWT has been recording the deliberate poisoning of captive lions in South Africa using open sources and direct reports (K. Marnewick, unpubl. data) since 2016. South African has a captive lion population of approximately 8,000 (van der Vyfer, pers. comm. June 2018) however some estimates are as high as 12,000. These lions are kept in captive conditions and are habituated to humans, making them particularly vulnerable to being targeted for poisoning. The EWT has recorded 23 incidents involving 68 lions being killed, all of which were poisoned. The type of poison used is not known. The body parts taken included: feet (15 incidents), front of the face (14 incidents), the mouth/jaw (five incidents), head and skin (four incidents each) and tails (two incidents).

Not much is known about the demand and trade routes for these parts, however, lion parts are commonly found in muthi markets in South Africa and have also been seized with other wildlife contraband like rhino horn destined for the East. Thus we suspect that there are both national (African) and international (Eastern) demand for lion products.

## Reducing the impact of poisoning

Although the intentional killing of wildlife by means of poisoning is very difficult to prevent, the impact of individual poisoning events in terms of the losses of wildlife can be reduced through rapid response and immediate action to prevent further losses and contamination of the environment (Box 7.4.1; Murn & Botha 2018). At the same time as securing and stabilising a poisoning site, it is essential to collect appropriate evidence for possible prosecution should the perpetrators of such acts be apprehended. Both effective poison site management and the collection of samples from such incidents require particular knowledge, skills and equipment. It is also imperative that due consideration and training to ensure the safety of the individuals involved is ingrained in this process. In the case of reducing targeting killing of lions, it is imperative that this is done as part of a holistic approach to dealing with human-lion conflict.

## Training for poison management

The EWT-Vultures for Africa Programme, in partnership with The Hawk Conservancy Trust, offer poisoning intervention training to rangers, law enforcement officials and other interested parties across Southern and East Africa. Since 2015 training has been provided to 1500 people in nine countries across the lion's range in Africa. Apart from reactive capability, knowledge of the drivers, methods and substances used in wildlife poisoning events also enable conservation and law enforcement staff on the ground to proactively be on the look-out for substances and possible perpetrators and, through effective legal intervention, prevent incidents where wildlife is poisoned.

**Box 7.4.1 Poison intervention training: a case study of Zambian lions**

Matthew Becker



Treating poisoned lions from South Luangwa's Big Pride in Zambia. Photo M. Becker

Luangwa Valley, Zambia, is one of ten remaining lion strongholds on the continent (Riggio et al. 2012). While poisoning had not been occurring at a high level in this area, there were increasing incidents from elephant poaching and conflict, as well as from poisoning of birds such as crowned cranes for consumption. Consequently members of the Zambia Department of National Parks and Wildlife (DNPW) as well as multiple non-governmental conservation organizations, underwent the intensive poisons training described above in July, 2016. Several weeks after this training, fourteen lions of the South Luangwa National Park's iconic Big Pride were found feeding on a carbofuran-poisoned elephant, with one lion already dead and multiple animals displaying advanced signs of poisoning. Utilizing the poisons response skills, the newly-trained department and NGO team undertook a week-long effort to dart and treat all poisoned lions, prevent further consumption of the elephant, and destroy both the elephant carcass and all contaminated faeces and vomit from the lions. This effort was successful and no additional lions succumbed to poisoning (additional lions attempted to visit the carcass in the night—including the famous male lions, Ginger and Garlic—but were prevented), and no vultures, hyenas or other scavengers were poisoned. The success of this operation was entirely due to the poisons response training enabling the team to safely and effectively respond to the incident. Without this training most, if not all, of the lions would have succumbed to poisoning, as would have an untold number of avian and mammalian scavengers. Similarly, given the human health risks posed by the poisoned carcass, the safety of the team could have been seriously jeopardized had the situation been improperly handled. Poisons response training has since been conducted across most of the ecosystems where lions occur in Zambia, but more is required to ensure an effective response to future poisoning incidences.

**Table 7.4.1.** Records of lion poisoning incidents from the African Wildlife Poisoning Database  
([www.africanwildlifepoisoning.org](http://www.africanwildlifepoisoning.org))

| Country      | Year | Sum of Mortality |
|--------------|------|------------------|
| Kenya        | 2002 | 25               |
| Kenya        | 2003 | 17               |
| Kenya        | 2004 | 30               |
| Kenya        | 2005 | 11               |
| Kenya        | 2006 | 10               |
| Kenya        | 2007 | 21               |
| Kenya        | 2008 | 12               |
| Kenya        | 2009 | 9                |
| Kenya        | 2010 | 5                |
| Kenya        | 2011 | 5                |
| Kenya        | 2012 | 4                |
| Kenya        | 2014 | 2                |
| Kenya        | 2015 | 13               |
| Kenya        | 2016 | 4                |
| Kenya        | 2017 | 2                |
| Tanzania     | 2016 | 1                |
| Tanzania     | 2018 | 21               |
| Uganda       | 2010 | 6                |
| Uganda       | 2018 | 11               |
| South Africa | 1986 | 1                |
| South Africa | 2015 | 5                |
| South Africa | 2016 | 4                |
| South Africa | 2017 | 6                |
| Namibia      | 1980 | 7                |
| Namibia      | 2016 | 3                |
| Mozambique   | 2014 | 6                |
| Mozambique   | 2015 | 1                |
| Mozambique   | 2016 | 2                |
| Zimbabwe     | 2016 | 1                |
| Zambia       | 2016 | 1                |
| Grand Total  |      | 246              |

Training covers both theoretical and practical aspects and is conducted on-site. The specific aspects are displayed in Table 7.4.2 as per the standard protocols which have been drafted by the EWT and its partners over more than 25 years of addressing poisoning incidents in southern Africa. In addition to training poisoning response kits are distributed. These kits contain the basic equipment needed to manage and conduct investigations at wildlife poisoning scenes.



**Table 7.4.2.** Outline of the theoretical and practical aspects of the poison intervention training

|   |
|---|
| An overview of wildlife poisoning and its impact on species         |
| Signs and symptoms of wildlife poisoning                            |
| Information on chemicals commonly used                              |
| Safety of staff and basic equipment required                        |
| Scene investigation and collection of samples                       |
| Assessment of mortalities (Species, age, sex, etc)                  |
| Legal process and relevant legislation                              |
| Emergency treatment and evacuation of live specimens from the scene |
| Sterilization of the scene to prevent further poisoning             |
| Data capture and dissemination                                      |
| Poisoning Intervention Planning (SOP's)                             |

Greater emphasis is currently being placed on the training of trainers in countries where wildlife poisoning has been identified as a significant problem and good results have been achieved. An example of this is a training workshop held in the Maasai Mara Game Reserve, Kenya in November 2016 that was attended by representative from a range of organisations, which included lion research and conservation projects. More than 400 individuals have subsequently been trained during 33 interventions by teams of trainers that attended this training, and initial feedback indicates that the improved awareness and preparedness to respond to poisoning incidents have contributed to a significant reduction in the number of recorded poisoning events in the Maasai Mara (M. Virani, pers. comm.). A project aimed at training trainers in six SADC countries in this regard will aim to achieve the same objective in the region over the next two years.

## Conclusion

With burgeoning human and livestock populations, and an increasing illegal trade in wildlife parts, the threat and impact of poisoning is likely to only increase in Africa. As the continent's top predator and an iconic species of significant economic value, lions have the potential to serve as a flagship species to garner support and resources to address this serious threat to ecosystems and people. The drivers and impacts of poisoning are still poorly understood and in need of continued investigation to help guide, inform and evaluate conservation efforts to address it. However poisons response training commensurate with these efforts has clear benefits in combatting the impacts of poisoning on lions, people, and ecosystems, and should be implemented across lion ranges in Africa.

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## 7.5 Law enforcement and site based intelligence training

Nick Beale and Mark Booton

Law enforcement and intelligence training span a broad spectrum of different skills and disciplines. From the more military-directed skills such as weapons training through to more policing-focused skills such as interview training and community engagement techniques, the types of different training which can be delivered under the law enforcement and intelligence banner are extremely diverse and varied. Regardless of the actual type of training which is on offer, the three most important questions to ask when planning a site-based law enforcement and intelligence training programme are: Who needs it? Why do they need it? And who is going to deliver it? Training can be delivered to groups or individuals. Sometimes it may be best to train a few key individuals before training the main group. For example, training patrol managers in planning and leadership before training rangers in patrolling tactics.

### An Overarching Strategy

The planning and delivery of site-based law enforcement and intelligence training should form part of a broader strategic plan for protected area management. This strategic plan serves to direct resources towards the primary threats facing big cats in any given Protected Area (PA). Coordinating the delivery of training under a broader strategic plan ensures these investments are delivered to the right people at the right time, and avoids the trap of delivering training in a vacuum. An effective way of ensuring that this happens is by using a proven business and decision making model that's been adapted for the conservation context. For example, some conservation organisations involved in countering wildlife crime use a system based on the [British Police National Intelligence Model](#) to help shape strategic thinking. Under this model, investing in 'human assets' is a key part of increasing capacity.

Having proper site-based systems in place ensures all site staff, including from partner organisations, work to consistent standards and procedures across a whole site. In a law enforcement and intelligence capacity this means adopting a system which supports the [Intelligence Cycle](#), a proven systematic approach to the planning, collection, processing, analysis and dissemination of information. By having this cycle as a focus, information can be used more effectively and patrols tasked and directed more efficiently, increasing the chances of countering or deterring poaching activity.

### Who needs law enforcement and intelligence training?

Managers and decision-makers assessing whether to invest resources in training staff in law enforcement and intelligence skills, first need to have a good understanding of what this training includes and more importantly who needs to receive it. The best way to start this process is to assess the skills of existing staff (see below). By having this as the initial focus, managers are able to avoid prioritising training simply because it is offered and can instead focus on what is most needed. All training needs to address two key criteria: to ensure the safety of staff whilst they carry out their normal job-related duties and to enable them to do their jobs more effectively. Training should also allow for future changes in job requirements due to emerging threats or risks.

Law enforcement and intelligence training is therefore not just about the upskilling of frontline staff, namely the rangers. Whilst this obviously forms a vital part, to have an effective law enforcement and intelligence capability on site, key people who have been identified or recruited to provide the support to frontline staff will also need to develop their skills. These skills include tasking and leading ranger teams and collecting and analysing information. Any plan for the delivery of law enforcement and intelligence training therefore should include plans to train patrol managers and planners, analysts, community engagers, technicians as well as the rangers themselves.

### Conducting a training needs analysis

Before training is delivered, a training needs analysis (TNA) should take place. Knowledge of the site or protected area and its staff will provide some answers to key questions. Whilst the process need not be formal, conducting a site based TNA is more effective if you use a proven systematic approach such as the 'Three Level Analysis' model by McGhee and Thayer (1961), where training needs are identified by looking at the organisational, operational and individual level. By using this approach, it helps synergise the delivery of training into the overall strategic plan for a site and avoids the common pitfall of first jumping into delivering training to rangers at an individual level. Often law enforcement and intelligence training will be requested directly by a PA's management to a foreign NGO or training provider. A person in charge of the management of a PA may well have already identified areas where they feel their staff need to be trained.

### Course content and design

When planning law enforcement training for rangers, it is important to consider how the course is structured and the basic standards you want the majority of the course to achieve; i.e. What are the core competencies for a ranger to do his or her job effectively and safely? For more guidance on this see the 'Anti-Poaching Training Guidelines' (available in [English](#) and [French](#)) produced by the [International Ranger Federation](#) (IRF). Any training programme needs to take into account the aspirational level which needs to be reached by the participants in any particular subject area: foundation, practitioner or expert.

To take account of diverse site and staff skills requirements, training programmes are best designed with a modular approach. There are some training modules such as patrolling, navigation and first aid (Fig. 7.5.1) which are classed as core skills, and are more often than not always included in the delivery of foundation level ranger training. More advanced skills are normally taught as part of follow-on courses, once the basic skills have been mastered. What is taught and to what level will always link back to the findings from the TNA. Having a generic course which is always delivered to different groups of rangers in different sites is rarely possible. Sites will always have their own specific sets of training requirements based on what is happening in their sites and the threats and challenges faced.



Fig. 7.5.1. First aid training in Pendjari, Benin. Photo Vincent Lapeyre.

An example of some of the different law enforcement skills that can be taught to ranger teams are as follows:

- Patrol and or operational tasking, planning, briefing and de-briefing
- Field craft and basic patrol skills, including camouflage and concealment, tactical movement, obstacle crossing (Fig. 7.5.2)
- Navigation
- Tracking
- Arrest techniques
- Evidential procedures and crime scene management
- Search
- PoacherCam deployment training
- Safe weapons handling

Key individuals or smaller staff groups within a site could be trained in:

- Management and leadership
- Interviewing skills
- Analysis training
- SMART data entry and profiles training
- Image management and technical asset training.



Fig. 7.5.2. Patrolling tactics training in Pendjari, Benin. Photo Audrey Ipavec.

This is by no means an exhaustive list. As mentioned earlier, the key to designing an effective protection strategy is identifying what skills staff need to do their jobs more efficiently and safely, and also what do they need to get better at capturing and deterring the poachers. Once this is identified, professionals can be brought in to address the particular training need as necessary. Where trainers from within teams are used, they should have the relevant operational experience and ideally be experienced instructors. NGOs delivering law enforcement and intelligence training should consider how they can impart the required knowledge and skills to park-based staff so that, over time, they can be in a position to conduct their own site-based training programmes.

### A sustainable approach to skills development

It is important to consider that training forms part of an ongoing cycle to allow people reach their potential, and time must be allowed for selection, basic and continuation training. Team structure should allow for experienced mentors to mentor new, less experienced recruits. All training should be followed by a period of consolidation, mentoring and coaching. Further training (including in the consolidation phase) should be guided by operational requirements, specific to the team's area of work. Trainers and senior staff within the team should devise and lead such further training, and should be supported by management. This approach ensures sustainability over the longer term.

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## 8 Public awareness and education programmes

Roland Bürki

“Public awareness brings the issues relating to biodiversity to the attention of key groups who have the power to influence outcomes. Awareness is an agenda setting and marketing exercise helping people to know what and why this is an important issue, the aspirations for the targets, and what is and can be done to achieve these” (Hesselink et al. 2007). In other words, public awareness is a question of communication. According to a [Quick guide on communication, education and public awareness programmes for protected area practitioners](#) by the Convention on Biological Diversity and Rare (Ervin et al. 2010), an effective communications program consists of 7 steps:

- 1) Understanding the societal and conservation context
- 2) Changing knowledge and attitudes
- 3) Changing social norms, values, perceptions and conversations
- 4) Removing barriers and creating incentives
- 5) Motivating positive actions
- 6) Sustaining behaviour change over time
- 7) Assessing and monitoring the impacts of behaviour change.

Crucially, for a public awareness campaign to be successful its target audience needs to be clearly identified and the message fitted and adapted accordingly (e.g. in Waza NP, see Box 8.1; Hesselink et al. 2007, Ervin et al. 2010). Below, we list some examples of public awareness publications. For this chapter, we distinguish between technical awareness publications (usually aimed at practitioners or managers), educational publications for children or adults, and general public awareness publications.

This chapter provides a short and exemplary selection of materials and publications. Many organisations involved in lion conservation provide educational brochures or awareness raising material. Further documents or links to websites can be found on the Lion Web Portal maintained by CMS (Chapter 9.2).

### Technical publications

#### [\*Manuel de gestion des aires protégées d’Afrique francophone\*](#)

This manual by Triplet (2009) is aimed at protected area managers and staff from French-speaking Africa. It covers in much detail a wide variety of subjects, ranging from personnel, management plans and indicators, involvement of local communities, communication, visitors and necessary structures, species monitoring and management, to financing.

**Box 8.1 Information, Education and Communication in West and Central Africa**

Hans Bauer, Aristide C. Tehou, Etotépé A. Sogbohossou and Hans de Jongh

Information, Education and Communication (IEC) is an essential part of community engagement, especially in areas with lion-livestock conflict (Gebresenbet et al. 2018). We present cases from Pendjari and W NP in Benin, Northern Guinea and Waza NP and Benoue NP in Cameroon (full report in Bauer et al. 2010). Activities were technically supported by the West and Central African Lion Conservation Network (ROCAL), but implemented in partnership with respective national conservation authorities.

In Benin, improved livestock enclosures were combined with the creation of fodder plantations and the use of manure and compost for organic cotton. Mitigation was successful and broadcasted over local radio. More recently, we organised bush-camps for a total of 100 school children and provided [French versions of the Niassa human lion conflict toolkit](#). A survey showed that respondents didn't like lions in their proverbial backyards, but they agreed that lions should continue to exist in the area and were prepared to tolerate some depredation. Even though adoption of mitigation measures was not widespread, people responded that they would invest more resources if depredation became intolerable, especially by disturbance, analogous to routinely practised elephant deterrent methods.

In Cameroon, two different sites were involved; Benoue NP and Waza NP. In the Benoue area, we organised several children's bush-camps. In Waza NP, we worked on improved enclosures, but the area is quite remote and there is no easy access to imported materials such as barbed wire or cement. In view of post-project sustainability we opted for not introducing foreign technology and for intervening through local elites. Six villages in the buffer zone were selected and 75% of the pastoralists in these villages participated in upgrading their enclosures to standards of 'best local practice', using a sufficiently thick layer of thorny shrubs and/or earth walls and with a safe gate (either made of wood or using a complete *Acacia seyal* (Delile) crown as a 'gate-plug'). The improved enclosures around Waza NP in Cameroon and Pendjari NP in Benin led to a significant decrease in depredation.

The only mitigation measure that is widely practised throughout the region, and maybe throughout rural Africa, but which has received little attention from human wildlife conflict specialists, is the use of religious, traditional and spiritual practices ('magic'). Every single individual we met invested important sums of money in magical protection, e.g. by paying for prayers by a professional 'marabout', or purchasing amulets. The effectiveness of these measures is irrelevant here – they should receive far more attention as starting point for community discussions. In Guinea, religious leaders were invited to prepare statements and sermons on nature in general and carnivore conservation in particular, using relevant Sourats (verses in the Koran). These materials were distributed to and used by several mosques and community radio stations. Due to insecurity, we were unable to monitor the impacts of this approach.



### La boîte à outils

Cirad and Awely (no date a, b, c) produced together a toolbox for human-wildlife conflicts, ranging from rodents to large herbivores and large carnivores. Two brochures address the conflicts, the [Fauna Booklet](#) and the [Conflicts Booklet](#), the third brochure, the [Solutions Booklet](#), presents the possible mitigation measures, within the categories 'prevent', 'keep out', 'repel' and 'remove'.



Fig. 8.1. Example page from the Fauna Booklet by Cirad and Awely.

### *Le guépard & les principaux carnivores du complexe WAP*

#### *Large carnivore identification: a basic guide*

These publications by Berzins & Kriloff (2008) and Dickman & Msigwa (2007), respectively, are aimed at the eco-wardens of the WAP complex, and at rangers in Tanzania. They present the different carnivores occurring in the areas with their distinctive features including spoors and scats for correct identification of the species. The guide for WAP also includes e.g. dentition, whereas the guide for Tanzania includes e.g. identification of a kill by the various species.

### *A hunter's guide to aging lions in Eastern and Southern Africa*

The guide by Whitman & Packer (2007) is available in a printed version from [Safari Press](#). An online guide and training tool is provided by [Aging the African Lion](#). The website offers also pocket guides, which differentiate between lions from [Southern and high-lying Africa](#) (Hwange, Serengeti) and lions from [West-Central and Eastern low-lying Africa](#) (Niassa, Selous).

### Human-lion conflict toolkit

The human-lion conflict toolkit by Begg & Kushnir (2010) can be found in three versions, [English](#), [French](#) and [Portuguese](#) on the website of the [Niassa Carnivore Project](#). It is a living document that is

updated with new tools as they emerge and prove to be effective. The toolkit covers the protection of livestock, the reduction of bush pigs and warthogs in folds to prevent attracting lions into fields, and the protection of people at home, as well as the development of educational programmes (e.g. on safe behaviour) or community monitoring systems. It provides an overview of available solutions and contact details to projects experienced in the implementation of the tools (see also Chapter 6.1).

## Educational publications

### [\*Programme casquettes vertes en RD Congo\*](#)

### [\*Caps Programmes in Zambia\*](#)

The France-based international organisation Awely has published two similar brochures for the Democratic Republic of Congo (Awely 2011) and Zambia (Awely 2015), respectively, aimed at the local communities. In the DRC, Awely has a ‘green caps programme’, which consists of actions to improve the situation of an emblematic endangered species – in this case, the bonobo. Apart from bonobo-specific matters, the brochure teaches about biodiversity, the consequences of bushmeat hunting and sustainable alternatives. In Zambia, Awely has a ‘red caps programme’, which consists of actions to resolve human-wildlife conflicts – in this case, concerning the elephant. Apart from elephant-specific actions, the brochure teaches about living with wildlife in Africa, the balance of the ecosystem, and other wildlife in Zambia. Both publications are fully bilingual in French and Lingala, and in English and Chinyanja, respectively.

## General publications

### *Public service announcements by WildAid*

[WildAid](#) performs public service announcements, e.g. against poaching and against the buying and use of products from endangered species. Their public service announcements come in the form of short videos, documentaries, billboards and print ads on television, radio, social media in airports, subways, bus and train stations, hospitals banks and shopping centres, not only in the Range States, but also in consumer states: “When the buying stops, the killing can too” (WildAid 2018a). WildAid uses a series of ambassadors – famous and usually idolised people from e.g. popular culture and sport from the respective countries – to get their conservation message across. A recent campaign for World Lion Day (“Give lions some space!”) featured Po as an ambassador – the title character of the animated movies ‘Kung Fu Panda’ (WildAid 2018b).

### *Fact sheet Lion Panthera leo*

Fact sheets are a very simple and basic way of raising public awareness for a species or to a certain conservation issue. An example of such a fact sheet for the lion was produced by [Panthera](#). It covers the IUCN Red List status, distribution and population size and compares them with the historic situation, explains the most important threats to the species and the conservation actions proposed by the organisation.

### [Beyond Cecil: Africa's lions in crisis](#)

This joint report by Panthera, WildAid and WildCRU (Funston et al. 2016) was published in response to the public reaction to the case of 'Cecil'. It is aimed at the general public and uses the international media publicity of this individual lion to raise awareness on the status of all lions. Similar to the fact sheet mentioned above it presents the status of the lion, the threats to the species and proposes solutions, but more in detail. The report is available in English and [Swahili](#).

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## 9. Sharing data and information

### 9.1. The African Lion Database (ALD)

Samantha Page-Nicholson and Peter Lindsey

In recent decades, there has been increasing concern over the fate of the lion (*Panthera leo*) on the African continent. Bauer et al. (2015) inferred a decline of almost 43% over three lion generations. However, comprehensive robust data supporting the claims of significant population declines are lacking and are not uniform across Range States. There is significant difficulty in compiling and consequently interpreting lion numbers; the 2015 Red List Assessment, for example, did not use total lion numbers for the assessment but rather inferred a decline based on time trend analysis of census data from selected reference areas (Bauer et al. 2015). In addition, knowledge of the status and trends in lion populations is generally quite poor and the collective ability of governments and the conservation community to identify priorities, or to assess the impacts of conservation interventions is very limited. This can be largely attributed to the lack of a single, shared repository of data regarding the species' abundance, status, trends and fine-scale distribution in each of the Range States. Current information tends to be siloed and therefore only of limited conservation value. Further, large areas of the species' distribution have not been surveyed and are therefore excluded from range maps. Conservation decisions should be informed by the most up-to-date and reliable information available on both population numbers and distribution. A range-wide African Lion Database (ALD) would provide a solution to the current shortcomings.

At the CITES CoP17 in 2016 in Johannesburg, South Africa, the CITES Secretariat was given the specific mandate to “develop an inventory of African Lion populations across its range, taking due consideration of existing inventories developed by African Lion range States” and to “support the development of relevant databases by African Lion Range States” (Dec. 17.241 b and c). These decisions were also adopted and directed at the CMS Secretariat by the 12<sup>th</sup> CoP of CMS in 2017 in Manila, Philippines (CMS Dec. 12.67 ii and iii).

The concept of a species-specific population database is not a novel one. The [African Elephant \(\*Loxodonta africana\*\) database \(AED\)](#) was initiated by Iain Douglas-Hamilton in 1986 (Barnes et al. 1999) to provide a comprehensive assessment of elephant numbers and distribution across Africa (Barnes et al. 1999; Thouless et al. 2016). The AED is today a digital information system that stores population estimates and associated geographic information about the species (Barnes et al. 1999). This database provides reliable figures and data to demonstrate that the elephant population is in fact declining (Thouless et al. 2016).

Using the idea of the AED, and as a collaborative effort between government, researchers and non-governmental organisations (NGOs), we aim to establish the ALD with the long-term intention of expanding it into a broader multi-species database for large carnivores (potentially including Cheetah *Acinonyx jubatus*, Snow Leopard *Panthera uncia*, African Wild Dog *Lycaon pictus*, or Leopard *Panthera pardus*, the focal species of the joint CITES-CMS African Carnivore Initiative (Chapter 1, 4.1)).

The vision is to establish a database as an instrument for lion conservation and management by facilitating the sharing of information between stakeholders. The goal is to create a database that will be

used to compile, analyse and store data on lion distribution, abundance and population trends. This database will be used to assist the continuous assessment of the status of lion populations; inform range countries and national and international institutions about the status of lions; disclose the reliability of information and gaps in knowledge, and continuously help improving the monitoring of lions, and conservation planning and resourcing for the species.

The ALD aims to create the most authoritative and up-to-date compilation of data on the numbers and distribution of lions at national, regional and continental levels across Africa. Broadly, the ALD will focus on the collection of data on two key conservation aspects. The first is population data that will include data from all protected areas and those populations occurring outside of protected areas. Secondly, the database will collate data on the distribution of lions across the continent. This will incorporate ad hoc sightings outside protected areas (point data) and protected areas with lions (polygon data). This will provide the most up to date, and potentially most accurate, range map on their distribution. Similar to the AED, this database will be a dynamic one, with continuous updates that will form a fundamental component of the database management. The ALD will contain both spatial and non-spatial attribute data, which will be managed using GIS-software (ESRI, GIS) and a relational Database Management System (DBMS). The database will collate data across all Range States in Africa (Bauer et al. 2015).

The specific project objectives for the next two years include:

- 1) Build partnerships with lion conservation organisations, lion researchers, and the relevant Range States for the creation and maintenance of the lion database.
- 2) Identify the needs, possibilities, and datasets available for the lion database.
- 3) Identify the willingness of researchers and institutions to share data.
- 4) Assess the conceptual integration of the ALD into IUCN processes (Red List/Species Information Service and Strategic Planning for Species Conservation).
- 5) Assess the technical feasibility and financial consequences of integrating a lion/felid database into a multi-species database.

In order for the ALD to be successful, it requires support from all lion Range States as well as overseeing parties. While the ALD will be institutionally 'owned' by the IUCN SSC Cat Specialist Group, on behalf of the wider conservation community, it is the long-term goal that the data can be viewed on an online-system where organisations can access elements of the data. The database coordinator (Sam Page-Nicholson) is based at the Endangered Wildlife Trust (South Africa). An oversight committee, comprising key individuals involved in lion research and management, will be established to assist the coordinator with establishing the database and will provide technical expertise. Cooperation and support of Range States and lion researchers is tantamount to the success of the ALD. The ALD would require the sharing of data of global lion researchers and institutions. It is therefore important to note that data-ownership of such contributors will be respected and credited.

The ALD requires a collaborative effort and partnerships between park management authorities, scientific institutions, non-governmental organizations, local communities and the private sector are pivotal in the success of the ALD and ensuring its perpetuity in lion conservation. The ALD has significant potential to aid in lion conservation and be used as an effective tool to aid in decision-making processes. The current funded period of the project is only between October 2018 and September 2020. During this period, it is aimed that the specific project objectives mentioned above will be

achieved and that this initial phase of the project will lay a strong foundation for the multi-species database.

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## 9.2 The Lion Web Portal

Yelizaveta Protas

The Lion Web Portal is produced jointly by CITES, CMS, and the IUCN SSC Cat Specialist Group. The target audience is wildlife managers and all users in lion Range States, for whom a collection of lion policies, scientific studies, action plans, database, management tools, and other information would prove useful information to guide and inform their work. The creation of the portal is called for in [CITES Decision 17.241 j](#) (*create a portal on the CITES website to permit, amongst other things, the posting and sharing of information and voluntary guidance on the making of non-detriment findings for African lion*) and [CMS Decision 12.67 a, item ix](#) (*Consult with the CITES Secretariat on developing a joint web portal to permit, amongst other things, the posting and sharing of information regarding conservation and management of African Lions*). The Lion Web Portal will also support other provisions in Decision 17.241 and Decision 12.67 by hosting the results of implementing those provisions, and creating a common portal of collaboration across the lion Range States.

Much information and referenced source material of the *Guidelines for the Conservation of Lions in Africa* shall be made available on the Lion Web Portal. The following information will be included with the understanding that this is meant to be a dynamic and growing web page that can be amended as more information becomes available.

The needs of the end users (lion Range State wildlife managers and policy makers) should guide the information that is added to the web portal, which will be not only targeted to their needs, but also continuously supplemented through their own materials and products as they become available. The Portal will also provide a way to filter each document and piece of information by country, enabling a manager from a particular country to find documents relevant to their own country. The broad subdivision of information contained on this web portal will be as follows:

1. Introduction
2. Lion Conservation Planning
3. Status of the Lion
4. Lion Management
5. Legal and Illegal Trade in Lion Specimens
6. Community Conservation
7. Lion Projects

A compilation of Regional Conservation Strategies and National Action Plans (Chapter 3.1, 3.2) will be made available and updated as countries or regions create or revise such plans. Up to date information about the Status of the African Lion will be provided and linked to the most recent IUCN Red List Assessment. This will also contain an explanation of and link to the Lion Database (Chapter 9.3). This section will be of special use to new wildlife managers who need a broad overview of current lion conservation status, but nonetheless providing links to more detailed information where they can delve deeper when needed.

Up to date information about various aspects of lion management will be provided for on topics such as:

- Human-lion conflict mitigation, including some tools for managers tasked with dealing with lion conflicts and helping with making decisions on when to remove a lion;
- Awareness raising and educational materials in English, French, and Portuguese;
- Dog use, the SMART tool, and other current techniques that managers can chose from, and try to adapt to their sites;
- Protected Areas and transboundary lion conservation, including relevant habitat protection measures, connectivity, movements between and outside of Protected Areas, anti-poaching measures, large-scale transboundary approach, etc.;
- Links and descriptions of law enforcement courses and other useful information that can be adapted by managers in their respective countries will be presented, and well as links to [Interpol](#) and whatever tools and knowledge they have in relation to lions and other big cats.

Trade issues as related to lions will provide information on topics such as:

- Basic instructions to managers for how to set quotas, [best](#) practices to manage hunting;
- Non-detriment findings information with description and information re: voluntary guidance on the making of NDFs, and possibly examples of NDFs from countries, which choose to make them public. Results from workshops and discussions around this topic, and any literature that could aid in making NDFs;
- In addition, there will be provided an overview of legal and illegal trade in lions, including lion bones and other parts and derivatives: This information will be continuously renewed, in co-operation with those organisations that are involved in trade and wildlife crime, such as [TRAFFIC](#).

**Commented [A268]:** How about “practical” practices?

Information for interacting with communities, gleaned from the experience of groups such as [IUCN Sustainable Use and Livelihoods Specialist Group](#) will be given in the form of case studies, lessons learned, best practices, and analysis. Such might include descriptions of ongoing community work, insurance schemes, and bolstered by examples that have worked in the past. Finally, a compilation of current practitioners, projects, ongoing studies, and important ongoing activities all over the range of the African lion will provide a practical look at collaboration and what is already being done.

We would also like to encourage a transparency about funding and funding opportunities available for lion projects, and information on funding will be placed here, alongside the information on existing projects.

Viewed in the context of the African Carnivores Initiative, the Lion Web Portal may also provide a template for creating similar web portals for the other 3 species of the ACI, namely the cheetah, leopard, and African wild dog.



## 9.3 Networks

Roland Bürki

“Networking provides informal and formal ways to know what is going on, who is doing what and when” (Hesselink et al. 2007). As such, networking can be performed in a huge variety of forms. The most basic purpose of exchanging information on activities (Hesselink et al. 2007 above) can be altered or enhanced, too. It may be complemented or replaced e.g. by an exchange of experience and/or data, a sharing of resources, and/or the development of common rules, standards etc. Below, we have compiled a few examples of networks in a very broad sense, where the co-operation has been more or less formalised.

### Southern African Development Community (SADC; [www.sadc.int](http://www.sadc.int))

The Southern African Development Co-ordination Conference (SADCC) was established in 1980, before it was transformed into the Southern African Development Community (SADC) by signing of the [SADC Treaty](#) on 17 August 1992. Among the Objectives of SADC in the Treaty is to “achieve sustainable utilization of natural resources and effective protection of the environment” (SADC 1992). SADC consists of the African mainland countries south of and including the Democratic Republic of the Congo and Tanzania, plus the island States of Comoros, Madagascar, Mauritius and Seychelles (SADC 2018a). The member States have signed in 1999 a common [Protocol on Wildlife Conservation and Law Enforcement](#) to establish “common approaches to the conservation and sustainable use of wildlife resources and to assist with the effective enforcement of laws governing those resources”. It is implemented institutionally by means of a “a) Wildlife Sector Technical Coordinating Unit; b) Committee of Ministers responsible for Food, Agriculture and Natural Resources; c) Committee of Senior Officials; and d) Technical Committee” (SADC 1999). The Wildlife Technical Coordinating Unit is part of the Secretariat of the Treaty (SADC 2018b). Other regional African treaties include the [Eastern African Community EAC](#), the [Intergovernmental Authority on Development IGAD](#), the [Economic Community of West African States ECOWAS](#) and the [Union Economique et Monétaire Ouest Africaine UEMOA](#). Although they mention cooperation or support in environmental sectors in the respective treaties, they have no separate specific protocol on wildlife conservation or similar.

### Organisation for the Conservation of Wildlife in Africa (OCFSA)

The Organisation for the Conservation of Wildlife in Africa (*L’organisation pour la Conservation de la Faune Sauvage en Afrique* OCFSA) was founded in 1983 in Khartoum, Sudan. After some issues and years of inactivity, an extraordinary session of the ministerial conference on 17 June 2015 initiated a revival of the OCFSA (COMIFAC 2018). OCFSA has six member states, namely Cameroon, Chad, the Republic of the Congo, Central African Republic, Gabon, and Sudan. It is planned to enlarge the organization to include the same members as the [Central African Forests Commission](#) founded in February 2005 (*Commission des Forêts d’Afrique Centrale* COMIFAC; COMIFAC 2018).

## CITES Task Force on African Lion

*[The CITES Task Force, its terms of reference and modus operandi should be a subject for the Range State meeting in Bonn (see below). As such, the paragraph about this group will be fully reworked after the meeting.]*

The 17<sup>th</sup> CITES Conference of the Parties (CoP17) in Johannesburg, South Africa, adopted [Decision 17.243](#) directed to the Standing Committee to create a CITES Task Force on lions (Decision 17.243c) and to define its terms of reference and modus operandi (Decision 17.243d) as well as to consider the creation of a multi-donor trust fund for the work of the Task Force and to support the effective implementation of conservation and management plans and strategies for African lions (Decision 17.243e). At its 69<sup>th</sup> meeting in Geneva, Switzerland, the Standing Committee formed an intersessional working group chaired by Niger and consisting of lion range States, consumer states for lion parts and derivatives, IGOs and NGOs (CITES 2017). The intersessional group recommends to the 70<sup>th</sup> meeting of the Standing Committee in Rosa Khutor, Sochi, Russia, to “mandate the Secretariat to provide support with the implementation of item d) of the Working Group mandate [i.e. consider and provide term of reference and *modus operandi* for the CITES Task Force on African lions] by making recommendations for consideration during the upcoming Meeting of Range States for the Joint CMS-CITES African Carnivores Initiative to guide the development of terms of reference and modus operandi for the CITES Task Force on African lions as directed in Decision 17.243, paragraphs c) and d)” (CITES 2018).

## Kavango Zambezi (KAZA) Carnivore Conservation Coalition

See Box 9.3.1.

## Lion Management Forum in and for South Africa ([limf.co.za/](http://limf.co.za/))

See Box 6.8.2 in Chapter 6.8.

## Large Carnivore Task Force at the Kenya Wildlife Service

See Box 9.3.2.

## IUCN/SSC Cat Specialist Group ([www.catsg.org](http://www.catsg.org))

The Cat Specialist Group (IUCN/SSC Cat SG) is part of the [Species Survival Commission \(SSC\)](#) of the [International Union for Conservation of Nature \(IUCN\)](#). The IUCN SSC joins more than 7'500 volunteer experts in a science-based network who's aim is that “the species extinction crisis and massive loss of biodiversity are universally adopted as a shared responsibility and addressed by all sectors of society taking positive conservation action and avoiding negative impacts worldwide” (IUCN/SSC 2016). Most members of the IUCN SSC are part of one of its Specialist Groups. The IUCN/SSC Cat SG contains [194 members](#) from 62 countries. Members of the Specialist Groups, and as such of SSC, are invited by the Chairs of the Specialist Group and reviewed every 4 years after (re-)election of the

Chairs at the World Conservation Congress (IUCN/SSC 2017). Both, the IUCN/SSC and the IUCN/SSC Cat SG have Terms of Reference for their members (IUCN/SSC 2016, IUCN/SSC Cat SG 2018).

ALWG ([www.africanliongroup.org](http://www.africanliongroup.org))

See Box 9.3.3.

ROCAL ([www.rocal-lion.org](http://www.rocal-lion.org))

The West and Central African Lion Conservation Network (*Réseau Ouest et Centre Africain pour la Conservation du Lion* ROCAL) aims to ensure the conservation and sustainable management of the lion in West and Central Africa. Its individual members must be associated with a wildlife conservation institution, and must have worked on large carnivores in West and/or Central Africa (ROCAL 2018).

#### Box 9.3.1. A Collaborative and Consensus Driven Approach to Conserving Lions at Scale across the KAZA TFCA

Kim Young-Overtton

KAZA is Africa's largest conservation landscape and the world's largest trans-frontier conservation area. At 520,000 km<sup>2</sup> it is a bold partnership among five southern African countries to conserve biodiversity at scale, and to market this biodiversity using nature-based tourism as the engine for rural economic growth and development.

Being home to 15% of the world's lion population and encompassing 36 protected areas, KAZA is an extremely important conservation landscape for conservation of African lions. Not only is conserving KAZA's lion populations important for the persistence of the species *per se*, but the opportunity to conserve the natural dispersal and movement patterns of lions among protected areas and across large landscapes is paramount for the conservation of the ecology of the species (see Cushman et al. 2018).

##### *The KAZA Carnivore Conservation Coalition (KCC)*

To overcome the challenges of scale and realise the opportunity that KAZA provides, conservation practitioners, government officials, researchers and advisors formed the KAZA Carnivore Conservation Coalition or KCC. KCC members are committed to working collaboratively and collectively at the KAZA-wide scale to develop and implement both a strategic and unified program of outcome-focussed conservation and development activities to secure KAZA's large carnivore populations. The Coalition is now a formal part of the KAZA structures. It is led by a Steering Committee and comprises five focal working groups dedicated to key areas where carnivore and human needs are both greatest and aligned. Focal working groups form the engine rooms of the Coalition and include more than 177 participants from over 100 organisations across the five KAZA partner countries.

### Box 9.3.2 The Large Carnivore Task Force at the Kenya Wildlife Service

Patrick Omondi, Stephanie M. Dloniak, Shadrack Ngene and Bernard Kuloba

The Kenya Wildlife Service (KWS) created The Large Carnivore Task Force in 2006 in response to declining numbers of large carnivores and high rates of conflict between carnivores and people in Kenya. The task force was formed in recognition of the need to bring multiple stakeholders with relevant expertise and experience together, to collaborate towards successful conservation of the large carnivores that are of great importance for both Kenya's national heritage and its safari tourism industry. The main functions of the group have been outlined within its terms of reference. These functions include:

- 1) Advising KWS management on large carnivore conservation matters, including priorities for critical conservation actions, in a structured and participatory way
- 2) Integrating species conservation with the review of research activities and advice on appropriate research and monitoring programmes
- 3) Providing relevant information for the development of policy options for the conservation and management of large carnivores
- 4) Steering the formulation and implementation of large carnivore recovery and action plans that will ensure the long-term survival of healthy populations of species and their habitats
- 5) Collaboratively mobilizing resources to formulate and implement large carnivore recovery, action plans and management guidelines
- 6) Enhancing capacity building for carnivore conservation by involving Kenyans at scientific and site levels
- 7) Raising the profile of carnivore species through better awareness approaches to minimise conflict and enhance positive attitudes towards carnivore conservation

KWS is a state agency mandated to conserve and manage wildlife and their habitats in Kenya, and thus chairs the task force, provides the secretariat, and oversees the development and implementation of species conservation strategies. KWS has a dedicated liaison officer to champion the implementation of the large carnivore recovery and action plans.

Over the past decade, the task force has been comprised of between eight and twelve members including three or four KWS members from the Biodiversity Research and Planning directorate and the Community Wildlife Service. Additional voluntary members of the task force include local and international researchers with species and/or conservation expertise, as well as representatives from various NGOs and other conservation or natural resource management organizations. The group aims to meet quarterly, to discuss and plan actions to address both timely and long-term issues under the terms of reference.

Development and implementation of the species conservation strategies has been variable due to various challenges, mainly a lack of financial and human resources. It is also often difficult to schedule meetings and achieve a quorum, due to task force members living and working across the country, if not across the globe.

Despite these challenges, KWS and the task force, with assistance from others, including the IUCN SSC Cat, Canid, and Hyaena Specialist Groups, have managed several notable achievements. These include development and implementation of two national strategies for large carnivore conservation in Kenya 2009–2014 (for [Lions and Spotted Hyenas](#), and for [Cheetahs and Wild Dogs](#)), streamlining carnivore research activities, use of technology to enhance carnivore research and monitoring, and implementation of an annual conference on carnivore research and conservation. The task force continues to ensure efficient collaboration and the sharing of experience and technical information across the network of people working on various aspects of large carnivore conservation and management across the country.

### Box 9.3.3 African Lion Working Group

Sarel van der Merwe

The [African Lion Working Group](#) (ALWG) was founded in October 1999 at Bela-Bela in South Africa. It consisted of 15 members then, and through the years steadily grew to 113 members in October 2018. It functions in close relationship with the Cat Specialist Group and the Conservation Planning Specialist Group of the IUCN/Species Survival Commission. Most of the group's activities involve electronic communication to provide a forum for discussion and debate about a large variety of lion-related topics. This resulted, amongst other things, in the drafting of a FIV fact sheet and a hunting policy. Recently, genetic integrity of free-ranging African lions has moved rapidly to the foreground of the group's attention, and a white paper on the subject is in the draft stadium at the moment. The unplanned and haphazard translocation of captive-bred lions is of great concern.



Conservation entities which are involved in ALWG's activities from time to time are the IUCN SSC Cat Specialist Group and Conservation Planning Specialist Group, the IUCN Red List Committee, the *Réseau Ouest et Centre Africain pour la Conservation du Lion* ([ROCAL](#)), the Endangered Wildlife Trust, the Trade Records Analysis of Flora and Fauna in Commerce (TRAFFIC), World Wide Fund for Nature (WWF), Born Free Foundation, South African National Parks (SanParks), Conservation Force, and also local communities of lion range countries as interested and affected parties.

Several African countries, through ALWG's members are regularly contacted, e.g. Namibia, Mozambique, Zimbabwe, Zambia, Angola, most West African countries and northwards to Ethiopia.

*The Mission* of the ALWG is the promotion of comprehensive, science-based conservation strategies for all free roaming lion populations in Africa. Its aims are to:

- Provide a forum for discussion and debate regarding lion conservation and relevant research matters, and act as a communication and networking portal;
- Disseminate factual, scientifically based information to managers, politicians, NGO's and the general public;
- Support individuals conducting research on lions and who are working in Africa towards the conservation and management of free roaming lion populations in accordance with IUCN principles;
- Promote the development and maintenance of comprehensive management strategies and plans for all lion populations in Africa;
- Work with stakeholder groups within the framework of ALWG policy;
- Seek assistance from its affiliate organisations and any other credible organisation, if required, to support its recommendations.

The African Lion Working Group is affiliated with the [Cat Specialist Group](#) and the [Conservation Planning Specialist Group](#) of the International Union for the Conservation of Nature/Species Survival Commission. Its members contribute to the continuous assessment of the conservation status of the lion in Africa.

### PRIDE Lion Conservation Alliance ([pridelionalliance.org](http://pridelionalliance.org))

Six women, who lead conservation projects on lions in Kenya, Mozambique, Tanzania and Zambia have together formed the PRIDE Lion Conservation Alliance. Its purpose is the elimination of competition between the Alliance's members' projects for the sake of the conservation of wild African lions. The member projects share not only their knowledge, experiences and data, but also their funding. This joining of efforts allows the members to spend more focus on the actual conservation of lions in the field (PRIDE 2018).

### Operators and Professional Hunting Associations of Africa ([ophaa.org](http://ophaa.org))

The Operators and Professional Hunting Associations of Africa (OPHAA) consist of representatives of nation-wide professional hunting associations, where such exist. Their mission is "to promote legal and ethical fair-chase sustainable hunting" (OPHAA 2018). OPHAA has developed a code of conduct, to which every member of every associated organization strictly adheres (OPHAA 2018).

### Game Rangers' Association of Africa (cf. chapter 7.1; [www.gameranger.org](http://www.gameranger.org))

The Game Rangers' Association of Africa (GRAA) is a member of the worldwide International Ranger Federation (IRF). The GRAA has over 1800 members in more than 24 countries. It provides networks and support for rangers in Africa, provides equipment and training, and promotes the interests of rangers in Africa (GRAA 2018a). Moreover, the GRAA has a project aiming to provide rangers with insurance, and another one to ensure the emotional wellbeing of rangers working daily at the forefront against poaching with rising number of post-traumatic stress disorder and other syndromes (GRAA 2018b, c). The Association has its own [Constitution](#).

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## 10 Building lasting structures to implement lion conservation activities

### 10.1 International cooperation and national coordination

Sarah Durant

#### Putting the national structures in place

The conservation of wide-ranging species like lion depends on international cooperation, even though implementation will ultimately have to be tailored to national policy and legislative environments. This can be managed through the development of regional strategies, where countries work together to develop an agreed conservation framework over a large region that encompasses multiple nations (Chapter 4.2, Fig. 4.2.3). The development of these strategies is most effective when regions are grouped according to broadly similar approaches to wildlife conservation. In the conservation strategic planning process for cheetah and African wild dogs, Africa was grouped into three regions: [southern Africa](#) (IUCN/SSC 2015); [eastern Africa](#) (IUCN/SSC 2007); and the largely francophone region of [western, central and northern Africa](#) (IUCN/SSC 2012). This grouping proved to be effective and manageable in developing regional consensus when planning for the conservation of these species. In general, regions should not be so large that the workshop process needed to seek a consensus becomes unmanageable.

Once Regional Conservation Strategies (RCS) are developed and agreed by Range States, these can then be used as blueprints for National (Conservation) Action Plans (NAPs), whereby each country uses the RCS as a framework from which to develop its own NAP. This allows each country within a region to produce a NAP that is broadly aligned, in terms of overall goal, objectives and results (Chapter 4.2). NAPs will, however, differ in the detail of the activities that need to be implemented to deliver the Objectives and Results, as these will need to be aligned to the specific conservation and policy context of the country concerned. Nonetheless, broad alignment at an international level ensures that countries sharing transboundary populations can more easily coordinate and collaborate to meet shared Results and Objectives, even if the specific activities may differ. NAPs that are in alignment help ensure that countries are speaking the same language when they meet to plan transboundary conservation management of lions and eliminate any possibility of conflicting Objectives.

A potential disadvantage of using the RCS to develop the NAP is that it could be perceived to reduce the autonomy of national stakeholders in designing their own NAP. However, if the RCS is well designed, this shouldn't be a major problem, as the required Objectives and Results needed for an effective NAP will already be incorporated. Even so, the NAP development process still provides substantial flexibility for adjusting and, where necessary, rewriting activities to suit the specific context for each country, and countries are free to add or remove Objectives as they see fit, subject to time constraints within the workshop process. Thus a small loss in autonomy is more than compensated by good transboundary alignment and the reduction in time invested in the development of the NAP by busy wildlife professionals because a blueprint or framework, by way of a RCS, already exists. Out



of 20 NAP workshops undertaken to develop NAPs from regional strategic frameworks for cheetah and African wild dogs, none required a major deviation from the regional framework.

The NAP should be accepted and endorsed by the government to ensure implementation. Once the NAP is in place and endorsed, it will provide a pathway to implementation that can then, in turn, deliver on the RCS. **National Coordinators**, appointed by each government (see Chapter 7.3), are responsible for coordinating the implementation of the NAP, and are also key point people for trans-boundary cooperation.

### Putting the international structures in place

The [African Carnivores Initiative](#) under CITES and CMS provides an important international framework to guide cooperation of range states in the cause of lion conservation. However, it is crucial that sufficient financial and human resources are put in place, either within CITES or CMS, or through a separate international institution or programme, to support range states in moving forward with implementing their conservation programmes. A good model is provided by the [Range Wide Conservation Programme for Cheetah and African Wild dogs](#) (Fig. 10.1.1), whereby **Regional Coordinators** are appointed to coordinate each RCS, and who are tasked with providing support to range states in moving forward with their NAP activities; providing training to address capacity gaps; helping to gain access to funding sources to support activities; coordinating timely report backs on progress; and identifying and addressing gaps in implementation, all in close partnership with the relevant governments. This model ensures that momentum on implementing NAPs can be maintained while lasting capacity can be established to improve the long term sustainability of lion conservation. This will require long term investment; however, without such support, there is a risk that the NAPs may not get implemented, to the detriment of lion conservation.



**Fig. 10.1.1.** The [Range Wide Conservation Program for Cheetah & African Wild Dogs](#) has adapted and refined the strategic planning approach for species conservation as started for the conservation of lions in Africa in 2005 with the development of the Regional Conservation Strategies (Chapter 3.1).

Regional Coordinators for lion conservation can also act as point people for communication between NGOs and other stakeholders, and particularly between the National Coordinator and the supporting NGOs. Since they are tasked in focusing on gaps in implementation, they are not in competition with other stakeholders in delivering on activities. It is important that coordinators maintain a pseudo-diplomatic status and non-aligned role in implementing their NAPs, to ensure they can maintain the trust and confidence across a wide range of government and non-governmental stakeholders.

National Coordinators do not report to Regional Coordinators – they report to their national governments. However, both the Regional Coordinators and the National Coordinators (and their governments) have a common interest in implementing the NAPs, and this is the focus of the work they may do together. Finally, Regional Coordinators can also be tasked with providing training, mentoring and support to National Coordinators, enabling them to fulfil their roles and develop the skills they need to implement their NAPs. They can also be tasked with developing standardised international data requirements for sharing data between countries (see e.g. Chapter 9.1).

### Transboundary conservation

Lion populations know no borders, and a single population may straddle multiple countries. Each country will have different policy, legal and institutional structures, management and governance regimes. They may also be affected by different social, cultural and economic factors, and conservation may be hampered by complex relationships between neighbouring countries. Transboundary conservation is an approach that has emerged as a practical way to address these challenges and achieve cooperation to deliver conservation goals across international boundaries.

The IUCN [World Commission on Protected Areas](#) (WCPA) describes three types and one special designation of Transboundary Conservation Areas (see also Chapter 4.3):

Type 1 – **Transboundary Protected Area**: A clearly defined geographical space that consists of protected areas that are ecologically connected across one or more international boundaries and involves some form of cooperation.

Type 2 – **Transboundary Conservation Landscape** and/or Seascape: An ecologically connected area that sustains ecological processes and crosses one or more international boundaries, and which includes both protected areas and multiple resource use areas, involving some form of cooperation.

Type 3 – **Transboundary Migration Conservation Areas**: Wildlife habitats in two or more countries that are necessary to sustain populations of migratory species and involve some form of cooperation.

Special designation – **Park for Peace** is a special designation that may be applied to any of the three types of Transboundary Conservation Areas, and is dedicated to the promotion, celebration and/or commemoration of peace and cooperation.

There are now multiple transboundary conservation initiatives encompassing lion range with varying degrees of formal cooperation between neighbouring countries, from relatively informal joint management agreements to government-to-government treaties. An added advantage of establishing transboundary conservation agreements is that this can help to provide a common ground for neighbouring states to cooperate, and hence can promote peace and reduce conflict, hence the designation of ‘Park for Peace’ recognised by the WCPA (Chapter 4.3).

Establishing the multiple agreements that are required for lasting cooperation in the conservation of a transboundary area, such as joint law enforcement operations; immigration and customs agreements to allow wildlife tourists to move easily from country to country; transboundary monitoring of wildlife populations etc. is a complex undertaking and is outside the scope of these Guidelines. However, useful guidance is available through the IUCN’s handbook on [‘Transboundary conservation: a systematic and integrated approach’](#) (Vasilijević et al. 2015).

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## 10.2. International support for lion conservation and funding opportunities

Peter Lindsey, Andrew Jacobson and Jason Riggio

### Funding opportunities relevant to lion conservation

There are a number of funding opportunities for lion conservation in Africa (Table 10.2.1). Some of these are exclusively available to governments, others only to non-governmental organisations (NGO), and others to both. Some funders do not accept unsolicited proposals (preferring to invite applications), whereas others issue open calls for proposals. Funders can be broadly categorised as follows:

#### *Multi-lateral donor agencies*

There are a variety of multi-lateral agencies that provide or administer conservation funds. Examples include the Global Environment Facility, World Bank, United Nations Development Programme, United Nations Environment Programme, and the European Union.

#### *Bi-lateral donor agencies*

A number of countries regularly support wildlife conservation efforts in Africa, including among others those of France, Germany, Norway, UK, and USA.

#### *NGOs and zoos*

Some NGOs act as pure implementers (see next section), others act as pure funders, and some undertake a combination of funding and implementing of their own projects. For example, African Parks acts as a pure implementer and does not issue grants. The African Wildlife Foundation undertakes a mixture of implementing and granting. The Lion Recovery Fund (a joint initiative of Wildlife Conservation Network and the Leonardo DiCaprio Foundation) is a pure funder (Box 10.2.1). Similarly, zoos typically focus primarily upon granting, though some also implement their own conservation projects.

#### *Foundations and philanthropists*

There are a number of foundations that provide significant funding to conservation efforts of relevance to lions, such as Band, Oak, Segré, Wild Cat and Wyss Foundations.

### Non-governmental conservation projects relevant to lion conservation in Africa

There are a vast number of conservation projects undertaken by not-for profit organisations in Africa (Table 10.2.2). The distribution of these projects is somewhat skewed with particular concentrations in a minority of southern and East African countries, with the majority of range states having few. The activities of conservation NGOs are extremely varied. However, the majority of projects fall in one of the following categories:

### *Support for the management of wildlife areas*

A number of projects are designed to provide support to wildlife authorities, communities or private landowners for the management of wildlife areas. There are a growing number of such projects in Africa's state PAs. Such projects generally fall within one of three types of partnership model: financial and technical support, co-management, or delegated management (Box 6.2.2 in Chapter 6.2; Baghai et al. 2017). These projects are relevant to lion conservation because they provide support to wildlife authorities for tackling threats such as the poaching of prey for bushmeat, targeted lion poaching, and habitat destruction stemming from illegal incursions of people and livestock into PAs.

### *Tackling the illegal wildlife trade*

A number of projects are designed specifically to tackle the trade in illegal wildlife products, such as bushmeat or big cat body parts. Methods employed by such NGOs (working in conjunction with the relevant authorities) are e.g. anti-trafficking, training of the police and judiciary, courtroom monitoring, advocacy for the strengthening of wildlife-laws, and campaigns to reduce the demand for illegal wildlife products.

### *Coexistence between people and wildlife*

Several projects were designed to work with communities and private landowners to promote coexistence between people and wildlife outside of and often on the edges of state PAs. These projects fall within a number of sub-categories, including (among others):

- Support for the establishment of wildlife areas on community or private land;
- Support for the land rights of communities;
- Support for the sustainable management of livestock and rangelands;
- Support to help mitigate conflict between lions and livestock farmers;
- Support for anti-poaching on community or private lands;
- Support for the training of community members;
- Support for community-based tourism development; and
- Financial incentives for conservation outside of PAs, such as compensation programmes, conservation easements, payments for environmental services, carbon offsets, and performance payments.

At a number of sites in Africa, variants of the conservation model developed by the NGO 'Lion Guardians' has been adapted and rolled out. This model basically involves hiring community members to act as liaisons between the conservation organisation and the community, and to undertake combinations of the following activities:

- Monitoring of lions in high conflict zones;
- Providing training to communities in conflict mitigation methods;
- Finding lost livestock;
- Intervening before retaliatory lion killing occurs;

- Warning communities when lions approach their livestock; and in some cases,
- Chasing lions away from homesteads or livestock-grazing areas.

#### *Others*

NGOs are engaged in a wide range of other activities of relevance to lion conservation, including (among others):

- Support for the development of transfrontier conservation areas (TFCAs);
- Veterinary support (e.g. for treating animals wounded in snares);
- Research including population surveys, demographic studies and threat assessments;
- Support for the training of rangers and other wildlife authority staff;
- Convening around pertinent conservation issues;
- Campaigns designed to build public or political will for conservation; and
- Rehabilitation of wounded or orphaned wild animals.

**Table 10.2.1.** Examples of funding opportunities relevant to lion conservation (derived and adapted from [CITES Notification to the Parties No. 2018/042](#)).

| Source  | Funding programme   | Grant Size                         | Path to accessing funding   |
|---|---|------------------------------------|---|
| <b>GOVERNMENT AGENCIES AND MULTILATERAL SOURCES</b>                             |   |                                    |   |
| Critical Ecosystem Partnership Fund   | Small Grants  | USD \$15,000                       | Application process via <a href="#">ConservationGrants website</a>  |
|   | Large Grants  | USD \$150,000 - 500,000            | Application process via <a href="#">ConservationGrants website</a>  |
| DOEN Foundation   | Dutch Postcode Lottery  | Large and Medium grants            | <a href="#">Application process via website</a><br>Available to legal entities<br><a href="#">Website</a>   |
| EU  | International Cooperation and Development / European Development Fund | Large grants                       | <a href="#">Calls for proposals made public on website</a><br>Available to Governments, NGOs, IGOs  |
| GEF   | Small Grants Program (implemented by UNDP)                            | Up to USD \$50 000                 | <a href="#">Application process via website</a><br>available to Governments, NGOs, IGOs   |
|   | Full-sized Projects   | Over USD \$2 Million               | Available to Governments<br><a href="#">Website</a>   |
|   | Medium-sized Projects   | Up to USD \$2 Million              | Available to wide range of stakeholders<br><a href="#">Website</a>  |
|   | Enabling Activities   | Up to USD \$1 million              | Available to Governments and GEF Agencies<br><a href="#">Website</a>  |
| Germany   | International Climate Initiative (IKI)                                | Large grants                       | <a href="#">Application process via website</a><br>Available to Governments, NGOs, IGOs   |
| UK / Defra  | Darwin Initiative Main project funding                                | Medium grants (£50,000 - £430,000) | <a href="#">Application process via website</a><br>Available to organisations based in any country. Project to take place in specified list of countries. |
|   | Darwin Initiative Illegal Wildlife Trade (IWT) Challenge Fund         | Medium grants                      | <a href="#">Application process via website</a><br>Available to organisations based in any country. Project to take place in specified list of countries. |
|   | Darwin Initiative Scoping Projects                                    | Small grants                       | <a href="#">Application process via website</a><br>Available to organisations based in any country. Project to take place in specified list of countries. |
| USAID   | Environmental and Global Climate Change                               | Large and Medium grants            | Application process via <a href="#">grants.gov website</a>  |
| US Fish and Wildlife Service  | International Affairs Program   | Large and Medium grants            | Application process via <a href="#">grants.gov website</a>  |
| <b>ORGANISATIONS AND CHARITABLE FOUNDATIONS SUPPORTING CONSERVATION EFFORTS</b> |   |                                    |   |
| Association of Zoos and Aquariums   | Conservation Endowment Fund   | Average USD \$18,000               | <a href="#">Application process via website</a><br>PI must have AZA membership  |
| Band Foundation   | Nature conservation   |                                    | <a href="#">Website</a> proposals by invitation only  |
| Chicago Zoological Society  | Endangered Species Fund   | Maximum USD\$5000                  | <a href="#">Application process via website</a><br>Proposals must be endorsed by SSC Specialist Group, AZA, WAZA, or other zoo organisation               |
| Christensen Fund  |   | USD \$5,000-\$100,000              | <a href="#">Application process via website</a><br>Available to organisations   |

| Source                                   | Funding programme                | Grant Size                      | Path to accessing funding  |
|--|----------------------------------|---------------------------------|--|
| Cleveland Metropark Zoo                  | Africa Seed Grants               | USD \$1,000 - \$3,500           | <a href="#">Application process via website</a>  |
| Conservation, Food and Health Foundation |                                  | Average USD \$20,000            | <a href="#">Application process via website</a><br>Available to organisations  |
| David and Lucile Packard Foundation      | Conservation and Science Program | Small, Medium, and Large grants | Initial submission of short request via <a href="#">online form</a><br>Available primarily to NGOs   |
| Disney Corporation                       | Disney Conservation Fund         | Maximum USD \$50,000            | <a href="#">Application process via website</a><br>Available to charitable organisations   |
| Earthwatch Research Funding              |                                  | USD \$20,000–\$80,000           | <a href="#">Requests for proposals posted on website</a><br>Available to researchers with a PhD, affiliated with a university, government agency, or science-focused NGO                 |
| Endangered Species Chocolate Company     |                                  | Minimum USD\$10,000             | Application process unspecified<br>Available to current GiveBack Partners<br><a href="#">Website</a>   |
| Ernest Kleinwort Charitable Trust        |                                  | Small and Medium grants         | <a href="#">Application forms available on website</a><br>Available to charitable organisations registered in the UK   |
| Explorers' Club                          | Exploration Fund                 | USD \$500 - \$5,000             | <a href="#">Online application process</a><br>Available to students<br><a href="#">Website</a>   |
| Fondation Segré                          | Biodiversity and Conservation    |                                 | <a href="#">Website</a> – on invitation following submission of a satisfactory concept note  |
| Fresno Chaffee Zoo                       | Wildlife Conservation Fund       | USD \$2,000 - \$4,000           | Application via email or post<br><br>Available to investigators associated with accredited zoo, academic institution, conservation or non-profit organisation<br><a href="#">Website</a> |
| Gordon and Betty Moore Foundation        |                                  | Varies                          | Initial inquiry via email<br>Available to non-profit organisations<br><a href="#">Website</a>  |
| Helen V. Brach Foundation                |                                  | USD \$225-\$50,000              | Application process unspecified<br><a href="#">Website</a>   |
| Idea Wild                                |                                  | USD \$50-\$1500                 | <a href="#">Application process via website</a><br><br>Provides research equipment to students of conservation   |
| Indianapolis Zoo                         |                                  | USD \$300,000                   | By invitation only<br><a href="#">Website</a>  |
| John Ball Zoo                            | Wildlife Conservation Fund       | USD \$750 to \$2,500            | <a href="#">Application form on the website</a><br><br>Available to investigators associated with accredited zoo, academic institution, conservation or non-profit organisation          |



| Source                                      | Funding programme                    | Grant Size                      | Path to accessing funding  |
|---|--------------------------------------|---------------------------------|--|
| Keidanren Nature Conservation Fund          |                                      | Medium and Large grants         | <a href="#">Application process via website</a><br>Available to groups or organisations                                      |
| Kohlberg Foundation                         |                                      | Small, Medium, and Large grants | By invitation only<br><a href="#">Website</a>  |
| Lee and Ramona Bass Foundation              |                                      | USD \$35,000 to \$200,000       | Application process not specified  |
| Levinson Foundation                         |                                      | USD \$30,000                    | Available to various organisations, application process not specified<br><a href="#">Website</a>                             |
| Linden Trust for Conservation               |                                      | USD \$100 - \$560,000           | By invitation only<br><a href="#">Website</a>  |
| Lion Recovery Fund (Box 10.2.1)             |                                      | Up to USD 150,000               | By invitation only<br>Available to NGOs and other entities<br><a href="#">Website</a>  |
| Liz Claiborne and Art Ortenberg Foundation  |                                      | USD \$1,000 - \$650,000         | By invitation only<br><a href="#">Website</a>  |
| Lynn Chase Wildlife Foundation              |                                      | None Specified                  | Not accepting applications<br><a href="#">Website</a>  |
| Memphis Zoo                                 | Conservation Action Network (CAN)    | None Specified                  | By invitation only, led by Memphis Zoo staff<br><a href="#">Website</a>  |
| Mohamed bin Zayed Species Conservation Fund |                                      | Maximum USD \$25,000            | <a href="#">Application process via website</a><br>Available to anyone directly involved in species conservation             |
| Morris Animal Foundation                    | Research grants for animal health    | Up to USD \$50,000 per year     | <a href="#">Application process via website</a><br>Available to scientists researching animal health                         |
| Nando Peretti Foundation                    |                                      | None Specified                  | <a href="#">Application process via website</a><br>Application system opens December 2018<br>Recipients unspecified          |
| National Geographic                         | Big Cats Conservation                | Maximum USD \$50,000            | <a href="#">Application process via website</a><br>Available to individuals and organisations                                |
|   | Early Career Grant                   | USD \$5,000 - \$10,000          | <a href="#">Application process via website</a><br>Available to early career conservationists                                |
|   | Exploration Grant                    | USD \$10,000 - \$30,000         | <a href="#">Application process via website</a><br>Available to experienced project leaders                                  |
|   | Species Recovery                     | Maximum USD \$50,000            | <a href="#">Application process via website</a><br>Available to individuals and organisations                                |
| Oak Foundation                              | Illegal Wildlife Trade               |                                 | <a href="#">Website</a>  |
| Phoenix Zoo                                 | Conservation and Science Grants      | Up to USD \$3,000               | <a href="#">Application process via a two-part process available through a link on the website</a><br>Recipients unspecified |
| Pittsburgh Zoo and Aquarium                 | Conservation and Sustainability Fund | USD \$1,000 - \$3,000           | <a href="#">Application process via website</a><br>Recipients unspecified  |
| Rainforest Trust                            | New Protected Areas                  | Large grants                    | <a href="#">Application process via website</a><br>Available to NGOs based in the country of the proposed protected area     |

| Source                                       | Funding programme                            | Grant Size                    | Path to accessing funding  |
|--|--|-------------------------------|--|
| Regina Bauer Frankenberg Foundation          |  | USD \$40,000 - \$125,000      | <a href="#">Application process via website</a><br>Available only to USA-based NGOs  |
| Riverbanks Zoo and Gardens                   | Satch Krantz Conservation Fund               | USD \$1,000 - \$5,000         | <a href="#">Application process via online application</a><br>Available to individuals   |
| Roger Williams Zoo                           | Sophie Danforth Conservation Biology Fund    | USD \$1,000 annually          | <a href="#">Application process via website</a><br>Available to organisations  |
| Rufford Small Grants Foundation              |  | Up to £6,000                  | <a href="#">Application process via website</a><br>Available to individuals or small groups  |
| SeaWorld and Busch Gardens                   | SeaWorld and Busch Gardens Conservation Fund | USD \$10,000 - \$25,000       | <a href="#">Application process via website</a><br>Available to NGOs, Governments, schools and universities                        |
| Shared Earth Foundation                      |  | Small grants                  | New partners or unsolicited applications not accepted<br><a href="#">Website</a>   |
| SOS Save Our Species (Box 10.2.2)            | Threatened Species Grants                    | USD \$25,000 – 800,000        | Available to Governments, NGOs, IGOs<br><a href="#">Website</a>  |
|  | Rapid Action Grants                          | Up to USD \$25,000            | Available to Governments, NGOs, IGOs<br><a href="#">Website</a>  |
| Van Tienhoven Foundation                     |  | Maximum € 20,000              | <a href="#">Application process via website</a><br>Available to NGOs and scientific institutions                                   |
| Wallace Genetic Foundation                   |  | USD \$5,000 - \$2,000,000     | By invitation only<br><a href="#">Website</a>  |
| Wallace Global Fund                          |  | USD \$1,000 - \$250,000       | <a href="#">Application process via website</a><br>Available to NGOs   |
| Whitley Fund for Nature                      | Whitley Awards                               | £40,000                       | <a href="#">Application process via website</a><br>Available to individuals from low income countries                              |
|  | Continuation awards                          | £70,000                       | <a href="#">Application process via website</a><br>Available to individuals from low income countries who are previous winners     |
| Wild Cat Foundation                          |  | USD \$50,000-1,000,000        | <a href="#">Website</a>  |
| Wild Felid Legacy Scholarship                |  | USD \$5,000                   | <a href="#">Application process via website</a><br>Available to Graduate level university students involved in wild felid research |
| Woodland Park Zoo                            | Wildlife Survival Fund                       | USD \$2,000 to \$5,000        | Upon recommendation by Woodland Park Zoo curators<br><a href="#">Website</a>   |
| World Association of Zoos and Aquariums WAZA |  |                               | <a href="#">Website</a><br>Fundraising initiatives for “branded” conservation projects   |
| World Bank                                   |  |                               | <a href="#">Website</a>  |
| Wyss Foundation                              |  |                               | <a href="#">Website</a> – application via invitation only  |
| Zoo Boise                                    | Zoo Boise Conservation Fund                  | Small and Medium sized grants | Currently not accepting applications.<br><a href="#">Website</a>   |

**Box 10.2.1 The Lion Recovery Fund ([www.lionrecoveryfund.org](http://www.lionrecoveryfund.org))**

Peter Lindsey

The Lion Recovery Fund (LRF) is a partnership between the Wildlife Conservation Network and the Leonardo DiCaprio Foundation. The LRF was established in light of the catastrophic decline in lion numbers experienced in Africa over the last 20 years (a 43% decline in 21 years (Bauer et al. 2016)). The aim of the LRF is to help to halt declines in the species, and turn population declines into recovery, with the ultimate aspirational vision of doubling the number of lions by 2050. This vision was outlined in recognition of the fact that if Africa's protected areas (PAs) were optimally managed, they could support 3–4 times the numbers of the current wild African population (Lindsey et al. 2017). The LRF has developed a strategy which recognises that for lion conservation to succeed, conservation stakeholders need to collectively succeed in:

- Expanding the footprint of conservation support in lion range;
- Scaling the funding available for the conservation of lions and their landscapes; and
- Building the public and political will for the conservation of lions and their landscapes in Africa.

The LRF makes three kinds of investments:

- Field conservation projects (which account for the large majority of funds);
- Campaigns designed to build the public, political and philanthropic will for lion conservation; and
- Convening – in situations where encouraging key stakeholders to work together can increase conservation impact.

While a wide range of conservation actions are required to secure lions, the majority of LRF investments in lion conservation fall into one of three categories:

- Support for the management of PAs and other wildlife areas;
- Promoting coexistence between people and lions; and
- Tackling the illegal wildlife trade (principally the trade in bushmeat and lion body parts).

The LRF has not identified specific priority sites. Rather, their investments are focused on three scenarios, named 'Retain', 'Recover', 'Rescue':

- Retain: speaks to investing in sites with the largest lion populations;
- Recover: speaks to investing in sites with the greatest potential to foster recovery in lion numbers; and
- Rescue: speaks to investing in countries where lions are at greatest risk of going locally extinct.

The LRF funds non-governmental organisations that work hand in hand with governments and/or communities. Proposals are reviewed on invitation by a granting committee comprised of conservationists with broad geographic and thematic expertise. Since its formation in 2017, the LRF has (as of September 2018) invested USD 2.4 million in 28 projects from 20 organisations in 14 countries. The LRF strictly abides by the '100% model', whereby 100% of funds raised are re-granted, with zero overheads being taken off.

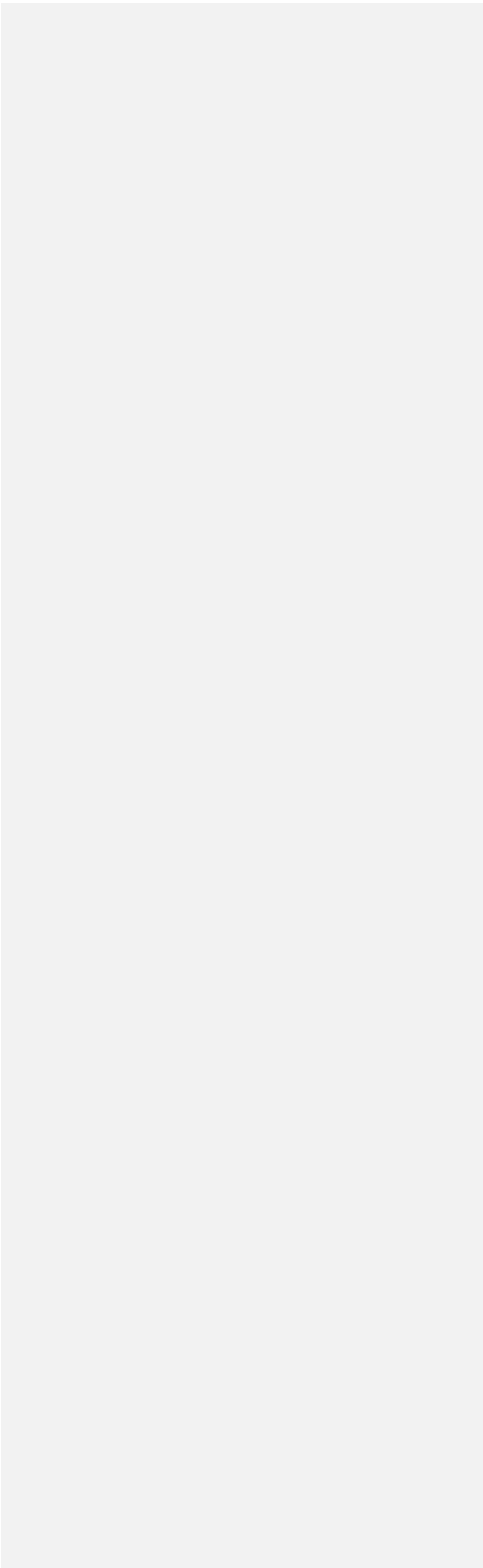
**Table 10.2.2.** Non-exhaustive list of examples of NGOs working on activities relevant to lion conservation in Africa (adapted from Jacobson & Riggio 2018).

| Name  | Focal Area(s)   |
|---|---|
| <a href="#">Africa Nature Investors</a>                                     | NGA (Gashaka Gumti)   |
| <a href="#">Africa Network for Animal Welfare (ANAW)</a>                    | KEN   |
| <a href="#">African Conservation Centre</a>                                 | KEN (South Rift)  |
| <a href="#">African Conservation Foundation</a>                             | CMR, COD, MOZ   |
| <a href="#">African Conservation Trust</a>                                  | ZAF   |
| <a href="#">African Lion &amp; Environment Research Trust (LionALERT)</a>   | Africa, ZMB   |
| <a href="#">African Parks (AP)</a>  | BEN (Pendjari), CAF (Chinko), MWI (Liwonde, Majete), RWA (Akagera), TCD (Zakouma), ZMB (Liuwa Plain)          |
| <a href="#">African People &amp; Wildlife Fund</a>                          | TZA (northern Tanzania)   |
| <a href="#">African Predator Conservation Research Organisation</a>         | BWA (CT 3 Tamafupa)   |
| <a href="#">African Wildlife Conservation Fund</a>                          | ZWE   |
| <a href="#">AfriCat Foundation</a>  | NAM (Okonjima Nature Reserve)   |
| <a href="#">Amboseli Ecosystem Trust</a>                                    | KEN (Amboseli)  |
| <a href="#">Anne K. Taylor Fund</a>   | KEN (Mara Triangle)   |
| <a href="#">Askari Wilderness Conservation Programme</a>                    | ZAF (Pidwa Wilderness Reserve)  |
| <a href="#">Association for the Valorisation of the Ecotourism in Niger</a> | NER (Dallol Bosso)  |
| <a href="#">AWARE Trust</a>   | ZWE   |
| <a href="#">African Wildlife Foundation (AWF)</a>                           | ETH (Bale Mountains), KEN (Amboseli-Tsavo, Chyulu Hills, Nairobi-Kitengela) NAM (Etosha), TZA (Maasai Steppe) |
| <a href="#">Big Life Foundation</a>   | KEN (Chyulu Hills, Amboseli-Tsavo)  |
| <a href="#">Birdlife Zimbabwe</a>   | ZWE   |
| <a href="#">Born Free</a>   | ETH (Babile Elephant Sanctuary), KEN (Amboseli NP, Mt Elgon, Mt Kenya, Meru-Kora), TZA (West Kilimanjaro)     |
| <a href="#">Botswana Predator Conservation Trust</a>                        | BWA (Okavango Delta)  |
| <a href="#">Bulindi Chimpanzee &amp; Community Project</a>                  | UGA (Bulindi)   |
| <a href="#">Bumi Hills Foundation</a>                                       | ZWE (Bumi Hills)  |
| <a href="#">Bushlife Support Unit</a>                                       | ZWE (Mana Pools)  |
| <a href="#">CAMPFIRE Association</a>  | ZWE   |
| <a href="#">CARACAL</a>   | BWA (northern Botswana)   |
| <a href="#">Care for the Wild, Kenya</a>                                    | KEN (Tsavo NP, Masai Mara Conservancies)  |
| <a href="#">Carnivore Research Malawi</a>                                   | MWI (Liwonde, Kasungu, Nyika, Vwaza Marsh)  |
| <a href="#">Central Kalahari Lion Research</a>                              | BWA (Central Kalahari GR)   |
| <a href="#">Cheetah and Wild Dog Rangeland Conservation Programme</a>       | Africa  |
| <a href="#">Cheetah Conservation Botswana</a>                               | BWA   |
| <a href="#">Cheetah Conservation Fund</a>                                   | NAM (Otjiwarongo)   |
| <a href="#">Claws Conservancy</a>   | BWA (Okavango Delta)  |
| <a href="#">Conservation &amp; Wildlife Fund</a>                            | ZWE   |
| <a href="#">Conservation International</a>                                  | Africa  |
| <a href="#">Conservation Lower Zambezi</a>                                  | ZMB (Lower Zambezi)   |
| <a href="#">Conservation South Luangwa</a>                                  | ZMB (South Luangwa)   |
| <a href="#">David Sheldrick Wildlife Trust</a>                              | KEN   |
| <a href="#">Desert Lion Conservation</a>                                    | NAM (Skeleton Coast NP)   |
| <a href="#">Dete Animal Rescue Trust</a>                                    | ZWE   |
| <a href="#">Eco Activists for Governance and Law Enforcement (EAGLE)</a>    | BEN, CIV, CMR, COG, GAB, GIN, SEN, TGO  |
| <a href="#">East African Wildlife Society</a>                               | KEN   |
| <a href="#">Endangered Wildlife Trust (EWT)</a>                             | ZAF   |
| <a href="#">Ewaso Lions</a>   | KEN (Westgate)  |
| <a href="#">Fauna &amp; Flora International (FFI)</a>                       | Africa, MOZ (Chuilexi Conservancy in Niassa NR)   |
| <a href="#">Flying for Wildlife</a>   | ZWE   |
| <a href="#">Friends of Hwange Trust</a>                                     | ZWE (Hwange NP)   |
| <a href="#">Friends of Nairobi National Park</a>                            | KEN (Nairobi NP)  |
| <a href="#">Friends of Serengeti</a>  | TZA   |

**Commented [A269]:** Conservation Force is not here

| Name  | Focal Area(s)   |
|---|---|
| <a href="#">Frankfurt Zoological Society (FZS)</a>                              | COD (Virunga), ETH (Bale Mountains), TZA (Mahale Mountains, Selous, Serengeti), ZMB (North Luangwa, Nsumbu NP) ZWE (Gonarezhou) |
| <a href="#">Game Rangers International</a>                                      | ZMB (Kafue)   |
| <a href="#">George Adamson Wildlife Preservation Trust</a>                      | KEN   |
| <a href="#">Global Wildlife Conservation</a>                                    | Africa  |
| <a href="#">Gorongosa Lion Project – Projecto Leões da Gorongosa</a>            | MOZ (Gorongosa NP)  |
| <a href="#">Great Plains Conservation &amp; Foundation</a>                      | BWA, KEN, ZWE   |
| <a href="#">Greater Limpopo Carnivore Program</a>                               | MOZ (Limpopo NP)  |
| <a href="#">Greater Virunga Transboundary Collaboration</a>                     | COD, RWA, UGA (Greater Virunga)   |
| <a href="#">Hemmersbach Rhino Force</a>   | ZAF (Greater Kruger), ZWE (Hurungwe Zimbabwe)   |
| <a href="#">Honeyguide Foundation</a>   | TZA (northern Tanzania)   |
| <a href="#">Hwange Lion Research</a>  | ZWE (Hwange)  |
| <a href="#">International Fund for Animal Welfare (IFAW)</a>                    | Africa  |
| <a href="#">Integrated Rural Development and Nature Conservation</a>            | NAM   |
| <a href="#">International Anti-Poaching Foundation</a>                          | ZAF, ZWE  |
| <a href="#">International Foundation for the Conservation of Wildlife (IGF)</a> | MOZ (Gile), TZA   |
| <a href="#">Invictus K9</a>   | Africa  |
| <a href="#">Kalahari Conservation Society</a>                                   | BWA (Kalahari)  |
| <a href="#">Kalahari Research and Conservation</a>                              | BWA (Kalahari)  |
| <a href="#">Kariba Animal Welfare Fund Trust</a>                                | ZWE   |
| <a href="#">Kasanka Trust</a>   | ZMB (Kasanka & Lavushi Manda)   |
| <a href="#">Kenya Wildlife Conservancies Association (KWCA)</a>                 | KEN   |
| <a href="#">Kenya Wildlife Trust</a>  | KEN   |
| <a href="#">Kenya-Tanzania Borderlands Conservation Initiative</a>              | KEN-TZA border area   |
| <a href="#">Kgalagadi Lion Project</a>  | BWA, ZAF (Kgalagadi)  |
| <a href="#">Kope Lion</a>   | TZA (Ngorongoro)  |
| <a href="#">Kwando Carnivore Project</a>  | NAM (Kwando, Zambezi region)  |
| <a href="#">Laikipia Wildlife Forum</a>   | KEN (Laikipia )   |
| <a href="#">Leo Foundation</a>  | CMR (Benoue, Boubu-Ndjidda, Faro), KEN (Amboseli, Nairobi NP), NGA (Gashaka-Gumti), TCD (Sena Oura)                             |
| <a href="#">Lilongwe Wildlife Trust</a>   | MWI   |
| <a href="#">Lion Guardians</a>  | KEN (Amboseli, Maasai Maro, Tsavo) RWA (Akagera), TZA (Mikumi, Ngorongoro, Ruaha, Tarangira)                                    |
| <a href="#">Lion Landscapes</a>   | KEN (Laikipia-Samburu), ZMB   |
| <a href="#">Living With Lions</a>   | KEN (Mara; Laikipia)  |
| <a href="#">Looking4Lion</a>  | BWA (Okavango Delta)  |
| <a href="#">Maasai Wilderness Conservation Trust</a>                            | KEN (Chyulu Hills)  |
| <a href="#">Mara-Meru Cheetah Project</a>                                       | KEN (Masai Mara, Meru)  |
| <a href="#">Matusadona anti-poaching project</a>                                | ZWE (Matusadona)  |
| <a href="#">Matusadona Lion Project</a>   | ZWE (Matusadona)  |
| <a href="#">Milgis Trust</a>  | KEN (northern Kenya)  |
| <a href="#">Mpingo Conservation and Development Initiative</a>                  | TZA (south-eastern Tanzania)  |
| <a href="#">Na'an ku se Carnivore Research Project</a>                          | NAM   |
| <a href="#">Namibia Nature Foundation</a>                                       | NAM   |
| <a href="#">Natural Resource Conservation Network</a>                           | UGA   |
| <a href="#">Nature Uganda</a>   | UGA   |
| <a href="#">Network of Protected Areas of Central Africa (RAPAC)</a>            | Central Africa  |
| <a href="#">Ngamba Island (Chimp Sanctuary and Wildlife Conservation Trust)</a> | UGA   |
| <a href="#">National Geographic Society, Okavango Wilderness Project</a>        | AGO, BWA  |
| <a href="#">Niassa Carnivore Project</a>  | MOZ (Niassa NR)   |
| <a href="#">Nigerian Conservation Foundation</a>                                | NGA   |

[Nikela Wildlife](#) Africa, TZA



| Name   | Focal Area(s)  |
|--|--|
| <a href="#">Northern Tanzania Rangelands Initiative</a>                  | TZA (northern Tanzania)  |
| <a href="#">Nyika-Vwaza Trust</a>  | MWI (Nyika NP, Vwaza Marsh)  |
| <a href="#">Painted Dog Conservation</a>                                 | ZWE  |
| <a href="#">Painted Dog Research Trust</a>                               | ZWE (Hwange NP)  |
| <a href="#">PAMS Foundation</a>  | TZA  |
| <a href="#">Panthera</a>   | Africa   |
| <a href="#">Peace Parks Foundation</a>                                   | AGO, BWA, MOZ, MWI, NAM, ZAF, ZMB, ZWE   |
| <a href="#">Protrack Anti-poaching Unit</a>                              | ZAF  |
| <a href="#">Robin Hurt Wildlife Foundation</a>                           | KEN, NAM, TZA  |
| <a href="#">Ruaha Carnivore Project</a>                                  | TZA (Ruaha)  |
| <a href="#">Safari Club International Foundation</a>                     | BWA, CMR, COG, ETH, MWI, MOZ, NAM, SWZ, TAZ, ZAF, ZMB, ZWE   |
| <a href="#">SAVE-wildlife</a>  | BWA (Makgadikgadi NP & Kalahari Botswana)  |
| <a href="#">Shamwari Wildlife Rehab Centre</a>                           | ZAF (Shamwari GR)  |
| <a href="#">Singita Grumeti Foundation</a>                               | TZA (Serengeti - Grumeti)  |
| <a href="#">Sino-Zim Wildlife Foundation</a>                             | ZWE  |
| <a href="#">Soft Foot Alliance</a>                                       | ZWE (Hwange)   |
| <a href="#">SORALO</a>   | KEN (South Rift Valley region)   |
| <a href="#">Southern Africa Wildlife College</a>                         | ZAF  |
| <a href="#">Tanzania Natural Resources Forum</a>                         | TZA  |
| <a href="#">Tarangire Lion Project</a>                                   | TZA (Tarangire)  |
| <a href="#">The Nature Conservancy</a>                                   | KEN (Samburu-Laikipia, Loisaba, Maasai Mara)   |
| <a href="#">The Tashinga Trust</a>                                       | ZWE (Zambezi Valley)   |
| <a href="#">Tikki Hywood Trust</a>                                       | ZWE  |
| <a href="#">Tlhokomela Botswana Endangered Wildlife Trust</a>            | BWA  |
| <a href="#">Tongwe Trust</a>   | TZA (Mahale Mountains)   |
| <a href="#">Uganda Carnivore Program</a>                                 | UGA (Queen Elizabeth NP)   |
| <a href="#">Uganda Conservation Foundation</a>                           | UGA  |
| <a href="#">Uganda Wildlife Society</a>                                  | UGA  |
| <a href="#">Ujamaa Community Resource Team</a>                           | TZA  |
| <a href="#">Victoria Falls Anti-Poaching Unit</a>                        | ZWE (Victoria Falls)   |
| <a href="#">Victoria Falls Wildlife Trust</a>                            | ZWE (Victoria Falls)   |
| <a href="#">WASIMA</a>   | TZA (Mpimbwe)  |
| <a href="#">Wildlife Conservation Society (WCS)</a>                      | CMR (Bouba Ndjida), COD (Virunga, Itombwe), MOZ (Niassa), NGA (Yankari), SSD (Boma NP), TZA (Katavi-Rukwa, Ruaha-Rungwa), UGA (Murchison, Queen Elizabeth, Kidepo) |
| <a href="#">Wild Nature Institute</a>                                    | TZA  |
| <a href="#">WildAid</a>  | Africa   |
| <a href="#">WildCRU, Lions and the trans-Kalahari Predator Programme</a> | BWA (Northern Botswana)  |
| <a href="#">Wildlife ACT Fund</a>  | BWA, ZAF   |
| <a href="#">Wildlife Action Group Malawi</a>                             | MWI (Thuma and Dedza-Salima FRs)   |
| <a href="#">Wildlife Conservation Foundation of Tanzania</a>             | TZA  |
| <a href="#">Wildlife Crime Prevention</a>                                | ZMB  |
| <a href="#">Wildlife Direct</a>  | KEN  |
| <a href="#">Wildlife Environmental Society of Malawi</a>                 | MWI  |
| <a href="#">Wildlife NOW</a>   | KEN (Kora NP), TZA (Mkomazi NP)  |
| <a href="#">Working Dogs for Conservation</a>                            | Africa   |
| <a href="#">World Wide Fund For Nature (WWF)</a>                         | Africa   |
| <a href="#">Zambezi Society</a>  | ZWE (Zambezi Valley)   |
| <a href="#">Zambezi Valley Conservation Alliance Network (Z-CAN)</a>     | ZWE (Zambezi Valley)   |
| <a href="#">Zambian Carnivore Programme</a>                              | ZMB  |
| <a href="#">Zoological Society of London (ZSL)</a>                       | Africa   |

**Box 10.2.2. IUCN SOS African Wildlife: A grant making mechanism for carnivore conservation in Africa (<http://www.saveourspecies.org/african-wildlife>)**

Ana Nieto

The African Wildlife Initiative (AWI) is a 12 million Euro European Commission funded programme under IUCN's Save Our Species (SOS) portfolio. The five-year programme, which started in 2017, is coordinated by IUCN as a grant making mechanism geared towards providing rapid small (maximum of EUR 20,000) and medium to large (maximum of EUR 500,000) grants to Non-Governmental Organisations (NGOs) to carry out actions that prevent the extinction of threatened species and improve their conservation status. This initiative is set up to ensure smaller projects funded through SOS are complementary to larger projects directly supported by the European Commission to implement its approach to wildlife conservation in Africa, as laid out in the strategy "Larger than Elephants". Grants awarded under this initiative will also contribute to Sustainable Development Goals: 1 (poverty), 12 (responsible consumption and production), 13 (climate action), 15 (life on land) and 17 (partnerships).

Concretely, the initiative aims to tackle specific threats such as habitat loss, human-wildlife conflict and illegal wildlife trade. Projects supported at species and landscape levels contribute to two objectives: (i) to demonstrate impact of conservation actions on threatened species and their habitats in Africa, in particular large African carnivores, and (ii) to empower and strengthen civil society organisations which are committed to biodiversity conservation and sustainable development. Probable carnivore conservation actions to be funded by AWI include those that address and reduce human-wildlife conflict, poaching of carnivores and their prey, wildlife trafficking, as well as those focussed on enhancing law enforcement and implementing solutions that empower communities to participate in conservation as part of innovative livelihood solutions.

In its first year of operation, one call for proposals was issued and over EUR 2 million has been earmarked for disbursement to NGOs through 11 projects. These projects target carnivores (lions, leopards, cheetahs, wild dogs and Ethiopian wolves) and other flagship species (notably wild ass, zebra and giraffes), and will be implemented in eight countries across West, East and Southern Africa.

Capacity building is a hallmark of the initiative's activities. SOS will organise and participate in various capacity building events with the aim of helping national/ local organisations to develop and submit good proposals in response to future AWI calls. In addition, other events will be organised to provide a platform for grantees, nature conservation organisations and other stakeholders in Africa to share examples, case studies and lessons learned from their grant implementation and ultimately facilitate the adoption of successful experiences in threatened species conservation projects and conservation activities more broadly.



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**Thoughts for a statement rebutting the CMS-CITES draft:**

We resist these continued efforts to restrict legal safari hunting which is the only source of anthropogenic lion mortality that provides recognized and documented conservation benefit to lions and lion habitat.

We ask why have there not been more efforts to study and curtail other sources of lion mortality that provide no benefit except to the few selfish individuals who perform them such as poaching and illegal trade?

We ask: where is the science and studies of the number of lions lost annually to retaliatory killing and problem animal control? What is the number of lions killed as “problems” in Botswana during the many years of hunting closure? How many females and juveniles? Lions that died bringing zero value to conservation, zero value in fees or permits going to the wildlife authority, zero value in tourist dollars from foreign hunters. What is the number of increased “problem” lions killed in Zambia during the few years of moratorium on cat hunting? Where are these figures and why is there not more emphasis on these numbers? What is the number of lions dying in Kenya each year where they are not trophy hunted? Just to name a few examples...

Instead, there is this continued effort to put a stranglehold on legal trophy hunting and all of its associated benefits. The jobs and meat – all of the things listed here as “goals” are already being provided by the trophy hunting industry.

We have already accepted and implemented, adopted, written, mandated, enforced, and now manage using every single best practice that has been provided and recommended over the last several years that studies have been conducted on sustainable hunting. We utilize all of the references from best available science.

**And we maintain the largest share of the Lion population remaining in Africa thanks to our management practices.**

Parts of this draft have **as their only goal** to make trophy hunting more restrictive. This has gotten away from conservation, from sustainability, from practicality, from ensuring survival of the species, of ensuring non-detriment – we have already demonstrated that we have met all of those requirements.

Raising the bar again and continually shifting the goal posts is simply a foolish exercise. It is missing the point. All of the experts say that safari hunting is not a main issue for lion conservation, and yet it remains the focal issue in these talks.

It is time to recognize this as a problem. For some time now, range states have been doing everything that they have been asked, everything that is expected of them, everything that is best for the lion populations, and what remains now are the other problems: human overpopulation and lack of land use planning. We must work on those aspects and leave safari trophy hunting alone. We are over regulating it to the point where it will become non-viable. The people that recommend things like 2-3 year moratoriums are completely ignorant of the way that hunting works; of the way sales occur, timing of the marketing season, the process of selling a hunt, and the extremely detrimental impact that unnecessary closures can have on buyer confidence. Their only goal is to shut down hunting completely. Although they claim this is not the case, if they really believe this is not the case then they simply do not know what they are doing. People book lion hunts years in

advance – how can you suddenly impose a moratorium on a whim and expect this not to have a serious impact on everyone?

What is the justification to propose routine moratorium when things are being managed sustainably? A moratorium is an alarm that something has gone wrong. It is not an everyday tool. It is a last resort and no one should be happy about having to sound an alarm.

When safari trophy hunting is being managed sustainably there is no need for a moratorium. There must be stability and security – it is key to maintaining the recognized conservation benefits that come with trophy hunting.

Let us now change the focus of our efforts to deal with all of the other problems facing lion conservation as effectively as we have worked to ensure sustainability of safari hunting.

Do not kill the goose that lays the golden egg.

**Page 89: [2] Commented [A157] Author**

This is the purpose of a “buffer zone”. These act as dispersal areas for lion and other species. Applying well regulated hunting practices in these areas mitigates the “vacuum effect”. Research by this group of scientists demonstrates this (Hwange, South Luangwa). The alternative is a change in land use to livestock/crops and an increase in lion-livestock conflicts. It is under these circumstances that there should be “particular concern”.

See the following paragraph below.

**Page 90: [3] Commented [A177] Author**

The best available science (Miller et al. 2016) determined that professional hunters and biologists were most proficient at aging lions when differentiating between age classes. Miller et al. 2016 found a lower aging error for males 7 years old and older, and for that reason recommended that 7 years old be used as the minimum acceptable age for trophy lions. There is, therefore, no support for setting 8 years as a minimum age point. Furthermore, there is no evidence whatsoever that even experts would be able to distinguish between a lion that is 7 versus 8 years of age, even using the best available aging techniques, on live or post-mortem animals.

Since the development and implementation of age-based trophy selection programs, there has been a marked reduction in the number of lions taken as trophies. This is due to multiple factors including:

- 1) greater awareness by professional hunters and their clients of the importance of selecting older, non-breeding lions as trophies
- 2) resources to help teach professionals and clients to age lions
- 3) adoption of age minimums by lion range state wildlife authorities as part of their management programs
- 4) inspection of lion trophies by wildlife authorities in the range states, and oversight programs by other independent stakeholders/external reviewers to determine which individual trophies meet minimum age standards
- 5) significant reduction in allocated quotas by wildlife authorities in the range states in response to best available information, and employing the precautionary principle
- 6) exponential reduction in utilized quotas since development and implementation of all of the best guidelines in lion trophy hunting practices

**Page 90: [4] Commented [A178] Author**

I support the observations made by Paula White above. I would add that hunting organisations and authorities are now working closely to ensure that acceptably aged lions are hunted and are developing guidelines to include in the legislation. Moreover, with the increasing use of camera traps, many professional hunters are seeking second opinions on the acceptability (or not) of a potential trophy before it is hunted.

**Page 94: [5] Commented [A208] Author**

Bubye Conservancy sustains a much higher level than this.

This ratio also suffers from scale: Selous is ~50,000 sq km implying that it can sustain an offtake of 50 acceptably aged lions. The same applies to Niassa (at ~42,000 sq km) where any reasonable person would bulk at a quota of 42 lions.

There is also the issue of apply this ratio to a hunting block: a 2000 sq km hunting block may abut a 5,000sq km PA. In such circumstances it is not clear how the unit is defined: 2000 or 7000? The reverse is equally true.

It is therefore important that other factors are taken into consideration (prey base, lion population structure etc) since decisions made solely on this ratio can adversely affect the economics of the hunting area which in turn can affect the long-term survival of lion populations.

**Page 94: [6] Commented [A209] Author**

3 years are not short for operating without revenue and incentive. incentives. A long time to put import habitat, prey base and leave and abandon a population.

**Page 94: [7] Commented [A210] Author**

This is a very partial and misleading quoting of Mweetwa et al 2018.

The conclusions of that paper are: *“While the response in the lion population we observed was large, we caution against the use of regular hunting moratoria as a panacea. Any sustainable harvesting strategy must consist of conservative quotas, age-based harvesting, and systematic monitoring to address the inherent uncertainty that accompanies our understanding of demography in naturally sparse large carnivores. Likewise, many factors limit lion populations and conservative harvest policies, including the use of hunting moratoria, may not address other limiting and likely additive factors (e.g., habitat loss, wire snare by-catch, prey-depletion, poaching, retaliatory killing, and disease) that threaten the persistence of lion populations across Africa. “*

**Page 94: [8] Commented [A213] Author**

The Niassa points system provided a baseline upon which informed decisions could be made by the management authority. Although Beggs et al (2018) claim that it was well received and that *“....hunters did not resist the age-based system initially nor have there been any disputes over the past 10 years of implementation”* should be qualified. This system was guardedly accepted and there were disputes/debates especially given that there was no process in place to challenge the decision of the assessor. Its saving grace however was that a broad 4 – 6 year age class is included in the categories. This provided some latitude and, in many cases, diffused the situation and offset confrontations whether the trophy was 4 or 5. Nonetheless the lessons learnt from applying this system have been adopted by other range states (as it is claimed). The hunting fraternity has tightened up the applicability of the 4 – 6 age class to 5 – 7 age class where the benefit of the doubt may be applied. Moreover, a panel of independent experts can be called upon to assess trophies rather than leave this in the hands of a single person. Further advances in defining the indicators are being made such that the assessment can draw on empirical data (i.e. dentine ratios) rather than subjective (e.g. molars slightly worn, worn etc.). This, coupled with the education of professional hunters and close monitoring, is showing dividends on the sustainability of lion trophy hunting.

**Page 94: [9] Commented [A216] Author**

Older lions moving out of prime areas (i.e., national parks) and into surrounding areas of lower prey density are likely being displaced and driven out by other lions due to normal social pressures. These “nomadic lions”, so we are told by scientists, are precisely the individuals most expendable to the lion population.

**In short – these are exactly the lions that should be targeted as trophies**

**Page 94: [10] Commented [A218] Author**

Agreed. This is the direction that several hunting concessions are following: developing systems to reording robust prey abundances indices.

**Page 94: [11] Commented [A219] Author**

What are “reatively high numbers”? This can only be determined through adaptive management and applying indices to determine when to increase/decrease the quotas.

**Page 94: [12] Commented [A221] Author**

What exactly is “as low as possible”? And **why** would this be ideal?

**Page 94: [13] Commented [A222] Author**

This is a different issue beyond a NDF or sustainability. The hunting on community and private lands buffer zones justifies the cooperation and support and more for the NP. PAs can serve as perpetual Noah’s Arks enriching the surrounding land holders and owners. Many PAs have resident lions and lion core areas beyond their boarders because of the value arising from the regulated hunting, but it must be profitable, notprohibitive, to the land holder.

**Page 95: [14] Commented [A235] Author**

This is a popular scheme because it brings an instant influx of cash into the wildlife authorities. While seemingly a good idea, it is fraught with well-documented problems. It does not result in the best operators obtaining the best blocks. In fact, the very system of checks and balances and vetting of bidders is precisely the method already in place for block allocation. In contrast, auctioning favors rich individuals who can afford to outbid anyone else. They may have no standing as conservationists, and no motivation to contribute back to the communities as established operators do.

Auctioning is often touted by wildlife authorities because it brings in instant cash – to them. For the same reason, it is often promoted by uninformed donors and NGOs for the same reason – it appears on the surface that it will provide a lot of funding for wildlife authorities. This it does. But sadly, we know what can happen to large sums of money provided in lump sums... The monies received from auctions are invariably not available for managing wildlife later on. Auctioning does not promote long-term management, conservation or community upliftment.

**Page 95: [15] Commented [A236] Author**

Not necessarily true if true at all. To the contrary, most operators strive to provide quality trophies no matter the arrangement. These arguments are all stated too conclusively. Other concerns are more important and effect decision making more.

**Page 95: [16] Commented [A237] Author**

This paragraph is based on theory BEFORE most of the country that allow lion hunting applied age-based approaches. Now is outdated and it is not reflecticting the reality on the ground- This paragraph should be deleted.

**Page 95: [17] Commented [A238] Author**

That is not really true. It is a hypothetical that is contrary to experience. Few if any party in interest will kill” unsuitable animals.” Operators and Clint’s have high sights. This whole section should be deleted or written by

trully qualified hunting experts or wildlife managers,

**Page 95: [18] Commented [A240] Author**

Especially in the current climate of exorbitant lion trophy hunt costs, and penalties for shooting anything younger than allowed, hunting clients can and are choosing to go to ONLY the best areas with the best lions and best chances of obtaining a trophy.

It is hard to even find the logic in this argument. It is simple ignorance to suggest that anyone would choose to pay more to go to an area with fewer lions. This is a classic example of a comment originating from those who do not understand the basic fundamentals of safari hunting.