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GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS

DEPARTMENT OF FORESTRY, FISHERIES AND THE ENVIRONMENT

NO. 7650 **2 July 2026**

NATIONAL ENVIRONMENTAL MANAGEMENT: BIODIVERSITY ACT, 2004 (ACT NO. 10 OF 2004)

CONSULTATION ON DRAFT GUIDELINES FOR THE MANAGEMENT OF DAMAGE-CAUSING ANIMALS IN SOUTH AFRICA

I, Willem Abraham Stephanus Aucamp, Minister of Forestry, Fisheries and the Environment, hereby consult on my intention to issue Guidelines for the Management of Damage-Causing Animals in South Africa, as set out in the Schedule hereto.

Members of the public are invited to submit, within 30 days from the date of publication of this notice in the Government *Gazette*, or publication of a notice in the newspaper, whichever date is the last date of publication, written comments on the draft Guidelines for the Management of Damage-Causing Animals in South Africa to any of the following addresses:

By post to: The Director General: Department of Forestry, Fisheries and Environment
Attention: Mr Mncedisi Cindi
Private Bag X447
PRETORIA
0001

By hand at: Environment House, 473 Steve Biko Road, Arcadia, Pretoria, 0083

By email: dcaguidelines@dffe.gov.za

Any inquiries in connection with the draft Guidelines for the Management of Damage-Causing Animals in South Africa can be directed to Mr Mncedisi Cindi on 012 399 9495 or 066 282 4970, or mcindi@dffe.gov.za.

Comments received after the closing date may be disregarded.

WILLEM ABRAHAM STEPHANUS AUCAMP, MP
MINISTER OF FORESTRY, FISHERIES AND THE ENVIRONMENT

SCHEDULE

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CHAPTER 1
INTERPRETATION, PURPOSE AND APPLICATION

1. Definitions

In these guidelines a word or expression, or any derivative or other grammatical form of such word or expression, to which a meaning has been assigned in the Biodiversity Act, has the same meaning and, unless the context indicates otherwise—

"adequately trained person" means a person that has undergone appropriate training, as required by the relevant issuing authority, for the application of a regulated method contemplated in paragraph 8 of these guidelines;

"applicable biodiversity legislation" means legislation in terms of which biodiversity matters are regulated, either at a provincial level within a province or at a national level;

"applicable legislation" means applicable biodiversity legislation and any other legislation that regulates a matter that is dealt with in these guidelines;

"Biodiversity Act" means the National Environmental Management: Biodiversity Act, 2004 (Act No. 10 of 2004);

"cage trap" means a cage with a trap door or doors, with or without a trigger that causes the door to shut, which is used to capture and restrain a live damage-causing animal to prevent it from escaping;

"competent person" means a person who is not an adequately trained person, but who is nevertheless regarded as competent by the relevant issuing authority to apply a regulated method contemplated in paragraph 8 of these guidelines;

"**conservation authority**" means any department or other organ of state in the national, provincial or local sphere of government responsible for the conservation of biodiversity, and may include the management of damage-causing animals;

"damage-causing animal" means an individual wild vertebrate animal, or a group of wild invertebrate animals, as the case may be, in respect of which, when in conflict with human activities, there is proof that it—

(a) causes substantial loss to livestock or to wild animals;

(b) causes substantial damage to cultivated trees, crops, other property or infrastructure; or

(c) presents an imminent threat to human life;

"darting" means the chemical immobilisation of a live wild animal by any means, method or device, using a tranquillising, narcotic, immobilising, or similar agent, for the purpose of restraining or anaesthetising the animal;

"dog" means—

(a) a bird dog or a gun dog trained and used for the management of birds that become damage-causing animals; or

(b) a hound or a group of hounds trained and used for the management of a wild vertebrate animal, other than a bird, that becomes a damage-causing animal,

but does not refer to a specific breed of dog;

"equipment" means an implement, machine, instrument, apparatus, device or other object which can be used, or is capable of being used or adapted—

(a) for the purpose of trapping, capturing, translocating or killing a damage-causing animal; or

(b) for in connection with the administration of a poisonous substance for the purpose of managing a damage-causing animal;

"Hazardous Substances Act" means the Hazardous Substances Act, 1973 (Act No. 15 of 1973);

"issuing authority" has the same meaning as defined in the Biodiversity Act;

"landowner" means—

(a) the person registered in a deeds registry as the owner of the land;

(b) the *bona fide* purchaser of land, prior to the registration of the deed of transfer in his or her name, but after the contract of sale has been concluded, to the exclusion of the person contemplated in paragraph (a);

(c) the authorised representative of the person contemplated in paragraph (a) or (b);

(d) the person designated in writing as the owner of such land by an association, where the legal title thereto is vested in an association, whether corporate or non-corporate;

(e) the management authority of a protected area;

(f) any organ of state responsible for land that is not a protected area;

(g) the occupier or lessee of land, in terms of a written agreement with the person contemplated in paragraph (a), (b) or (d);

(h) the person in whom the administration of such land is vested as executor, trustee, assignee, curator, liquidator or judicial manager, as the case may be, where the owner contemplated in paragraph (a) or (b) is dead or insolvent, or has assigned his or her estate for the benefit of his or her creditors or has been placed under curatorship by order of court or is a company being wound up or under judicial management;

(i) the lawful heir of the person contemplated in paragraph (a) or (b), at the death of the person, or the usufructuary where the land is subject to a usufruct; or

(j) a person or authority in control of communal land;

"leghold trap" means a device designed for the entrapment of a predator by trapping a leg of the predator through the calibrated mechanism of closing non-serrated or non-spiked off-set jaws or padded jaws, and triggered by such predator stepping in or on to the leghold trap;

"management intervention" means an action, activity or interference, whether lethal or non-lethal, including the application of a technique or method or the use of equipment to avoid, prevent or reduce loss or damage caused by damage-causing animals for the purpose of resolving or mitigating a conflict situation between humans and damage-causing animals;

"person" means a natural or juristic person, and includes a trust;

"poison" means any toxin, preparation or chemical substance used to kill or impair a damage-causing animal;

"poison collar" means a device fitting around the neck of an animal, with one or more sealed compartments containing a poison;

"translocation" means the—

(a) process of capturing a live animal at a particular location, the conveying or transporting of the animal and releasing it at another location; or

(b) moving of a live animal from one area and releasing it in another area;

"TOPS Regulations" means the regulations pertaining to threatened or protected species promulgated in terms of section 97 of the Biodiversity Act; and

"wild animal" means an animal that does not belong to a livestock species or to a recognised domestic species such as a cat, dog, horse, mule or any other similar species.

2. Purpose

The purpose of these guidelines is to—

(a) provide accessible, affordable and effective guidance to—

  (i) landowners, and persons contemplated in item (c), in respect of the application of management interventions or methods to avoid or minimise damage;

  (ii) issuing authorities, in respect of the issuing of permits for the management of damage-causing animals, as well as developing policies or legislation to regulate the management of damage-causing animals; and

  (iii) subsistence farmers and communities;

(b) reduce the indiscriminate killing and suffering caused by some of the management interventions relating to damage-causing animals;

(c) identify appropriate management interventions that may be used for the management of damage or damage-causing animals by a duly authorised person , or group of persons, organisation, registered business, practitioner, conservation authority or issuing authority;

(d) promote an integrated approach towards the management of damage-causing animals, by using a combination of deterrent methods, as well as non-lethal or lethal management interventions,

in order to prevent or minimise damage to livestock or wild animals; cultivated trees, crops or other property; or to prevent imminent threat to human life; and

(2) propose—

(i) minimum requirements that should be applied in respect of regulated methods or devices contemplated in paragraph 8, in order to minimise adverse effects to the damage-causing animal or damage-causing animals, or to biodiversity in general; and

(ii) a uniform approach to predation management and the application of management interventions relating to damage-causing animals.

3. Application of these guidelines

These guidelines—

(a) should be read alongside, and implemented in conjunction with, in particular but not limited to, the following legislation—

(i) Biodiversity Act;

(ii) TOPS Regulations;

(iii) provincial biodiversity legislation;

(iv) Animals Protection Act, 1962 (Act No. 71 of 1962);

(v) Hazardous Substances Act and its associated regulations;

(vi) South African Veterinary and Para-Veterinary Professions Act, 1982 (Act No. 19 of 1982); and

(vii) any other applicable legislation that also regulates a matter being dealt with in terms of these guidelines;

(b) apply to the management of a wild vertebrate animal within the Republic of South Africa that is a damage-causing animal; and

(c) do not apply to domestic animals that have become wild or feral.

CHAPTER 2

MANAGEMENT OF DAMAGE AND DAMAGE-CAUSING ANIMALS

Part 1

Provisions relating to damage-causing animals

4. Duty of care

(1) Any person should accept that—

(a) there is an inherent risk of wild vertebrate animals being in conflict with human activities; and

(b) predation and feeding on crops and cultivated trees by wild animals are natural ecological processes.

(2) Any person or authority whose activities may result in conflict with wild vertebrate animals, whether directly or indirectly, should, to the extent possible—

(a) anticipate and avoid practices and activities that could lead to conflict with wild animals occurring in the area; and

(b) take reasonable measures to—

(i) prevent or minimise damage being caused to his or her property by wild vertebrate animals; and

(ii) avoid impact on non-target species or the environment when implementing management interventions.

(3) A person who has—

(a) injured a damage-causing animal or a non-target animal to such an extent that the animal is suffering, should—

(i) acquire the service of a veterinarian as soon as possible to determine the best course of action; or

(ii) kill the animal in a humane manner; or

(b) captured a non-target animal, must release the animal as soon as possible.

(4) The reasonable measures contemplated in subparagraph (2) include, but are not limited to, deterrent measures contained in paragraph 7 of these guidelines.

5. Assessment of the impact of damage-causing animals

(1) A person who has experienced damage or loss caused by a damage-causing animal of a species that is not listed under the Biodiversity Act as threatened or protected, is encouraged to report the damage or loss to the relevant issuing authority, as soon as possible after becoming aware of the damage or loss.

(1A) Notwithstanding subparagraph (1), a person must report the damage or loss by any damage-causing animals if reporting is required in terms of applicable biodiversity legislation.

(2) An official of the relevant issuing authority must, if required in terms of applicable biodiversity legislation, conduct an inspection to confirm the cause of the damage or loss, and compile a report on the incident.

(3) The report contemplated in subparagraph (2) should, to the extent possible, contain the following information:

(a) any supporting documentation such as photographs or reports relevant to the damage, including a police report where applicable;

(b) a detailed description of the location or GPS coordinates, and circumstances surrounding the damage or loss that has been caused;

(c) a detailed description and analysis of the scale and duration of any non-lethal management interventions to prevent damage;

(d) cause of the damage or loss, with justification whether the damage or loss has been caused—

(i) by an animal other than a wild vertebrate animal; or

(ii) as a result of human error or negligence, in which case it must be clearly detailed;

(e) justifiable quantification of the extent and cost of the damage or loss, or indication of the severity of the damage;

(f) the frequency of the damage or loss, or the likelihood of the damage or loss recurring; and

(g) the time span between the implementation of a management intervention and the recurring of damage or loss.

(4) An official of the relevant issuing authority should consider the following criteria to determine the severity of damage caused by a damage-causing animal—

(a) actual loss of human life or serious physical injuries to humans;

(b) imminent threat of loss of human life or serious physical injuries to humans; or

(c) actual damage to, or loss of livelihood, revenue or property.

(5) The issuing authority should, based on the information contained in the report contemplated in subparagraph (2), and depending on the circumstances, propose the most appropriate management intervention.

(6) The issuing authority should, in proposing the most appropriate management intervention, consider whether the person contemplated in subparagraph (1) has implemented deterrent

measures, proportionate to their costs and practicality, contemplated in paragraph 7 of these guidelines in order to prevent or mitigate recurring damage or loss.

(7) Issuing authorities should, in addition to the information in the report contemplated in subparagraph (2), consider the broader impact, including but not limited to, the species as a whole or the impact on other landowners, of the management intervention proposed in terms of subparagraph (5).

(8) The proposed measures for the management of a damage-causing animal should be aimed at preventing or minimising damage, and—

(a) should include the application of deterrent measures contemplated in paragraph 7, or a combination thereof;

(b) may include live capture of the damage-causing animal for the purpose of—

(i) permanent removal by euthanasia, subsequent to the capture;

(ii) translocation and release back into the wild;

(iii) keeping a wounded or injured damage-causing animal in a rehabilitation facility for the purpose of treating it and releasing it back into the wild; or

(iv) upon prior approval by the relevant issuing authority, introducing it in a registered captive breeding facility, where the breeding project is aimed at the conservation of the species, or by a registered scientific institution with the approval of the ethical committee of the institution involved; or

(c) may include the killing of the damage-causing animal.

(9) A damage-causing animals should, within reason and depending on the circumstances, not be killed if the damage or loss is due to human error or negligence of the landowner.

Part 2

Methods to manage damage or damage-causing animals

6. Guidelines for the translocation of damage-causing animals

(1) Damage-causing animals should be translocated only when there is no scope for mitigating the conflict in the area where the damage or loss has been caused.

(2) Translocation of the damage-causing animal must be in accordance with any applicable legislation, policy and guidelines.

(3) The issuing authority should consider whether the translocation of the damage-causing animal could have a potential negative impact on the damage-causing animal itself, on the receiving population, including on the genetic integrity of the receiving population, or on the receiving environment of relocation.

(4) Any person or group of persons contemplated in paragraph 2(a) or (c)—

(a) must translocate a damage-causing animal under the conditions as determined by the relevant issuing authority, which should include the prior written consent of the—

(i) landowner on whose land the damage-causing animal is captured;

(ii) the landowner on whose land the damage-causing animal is to be released; and

(iii) landowner(s) adjacent to the land where the damage-causing animal is to be released, when deemed necessary by the issuing authority; and

(b) should keep accurate record of the capture and translocation of the damage-causing animal, which should include the following information:

(i) details of the method used to capture the damage-causing animal;

(ii) contact details of the landowners contemplated in item (a);

(iii) species, number and sex of damage-causing animals captured;

(iv) clear photograph of the damage-causing animal captured;

(v) date of capture and date of release;

(vi) sites of capture and release;

(vii) copies of the written consent contemplated in item (a); and

(viii) any other information that may be deemed necessary by the relevant issuing authority.

(5) The translocated damage-causing animal should, if practicable, be fitted with a tracking device to monitor its movements.

7. Deterrent methods to prevent or minimize damage

(1) Acceptable methods to deter damage-causing animals, which generally do not require a permit in terms of applicable biodiversity legislation, include, but are not limited to, the following:

(a) fencing—

(i) kraals;

(ii) night enclosures;

(iii) camps;

(iv) barriers;

(v) jackal-proof fencing;

(vi) steel cables or non-lethal electric fence; or

(vii) protective screens on doors and windows;

(b) neck collars—

(i) cell phone collars;

(ii) bell and smell collars;

(iii) protective sheep collars; or

(iv) smart technology collars;

(c) guarding or herding techniques—

(i) shepherding; or

(ii) livestock guarding animals, including but not limited to herding dogs, alpacas, donkeys, ostriches or other wild animals;

(d) repellants and scare tactics—

(i) alarms;

(ii) bells;

(iii) smells;

(iv) lights; or

(v) noise;

(e) erection of raptor perches;

(f) management practices, including but not limited to seasonal lambing coordination, breed selection, breed mixtures or stock rotations;

(g) motion detection techniques, including GPS tracking for livestock; or

(h) camera traps for monitoring.

(2) The most effective management interventions involve the application of a combination and alternation of deterrent methods.

8. Regulated methods to manage damage or damage-causing animals

(1) Methods relating to the management of damage or damage-causing animals that generally require a permit in terms of applicable biodiversity legislation include, but are not limited to, the following:

(a) cage trap;
(b) poison collar;
(c) darting;
(d) call and shoot;
(e) leghold trap;
(f) dogs; and
(g) poison ejecting apparatus.

(2) The holder of a permit that authorises the use or application of the methods contemplated in subparagraph (1)—
(a) must comply with the provisions of applicable legislation; and
(b) should execute the permit in accordance with the requirements contemplated in Part 3 below.

(3) A method contained in this paragraph remains prohibited if the use thereof is prohibited in terms of any legislation.

(4) Issuing authorities are encouraged to train, or facilitate the training of, the persons contemplated in paragraph 2(a) or (c) in the effective and efficient use of the methods contemplated in subparagraph (1).

Part 3

Minimum requirements applicable to regulated methods

9. Minimum requirements for the use of a cage trap

(1) A person or group of persons contemplated in paragraph 2(a) or (c) who uses a cage trap to capture a damage-causing animal—
(a) must comply with the conditions applicable to the use of a cage trap, as determined by the relevant issuing authority;
(b) should place the cage trap—
  (i) in the shade, or in the absence of shade, cover the cage trap with branches or shade cloth; and
  (ii) as close as possible to the site where the damage occurred;
(c) should check the cage trap at least once every 24 hours to ascertain whether any animal has been captured in the cage trap;

(d) should cover the cage trap with a sheet or tarpaulin as soon as possible after discovery of the captured damage-causing animal to reduce stress;

(e) should safely release a non-target animal immediately after its discovery in the cage trap; and

(f) to the extent possible, should remove the captured damage-causing animal from the cage trap within 24 hours of its discovery.

(2) The person or group of persons contemplated in paragraph 2(a) or (c) should not—

(a) injure or cause injury to the captured animal, or allow it to be injured;

(b) place the cage trap in front of dens, shelters or sleeping sites of non-target animals; or

(c) once discovered, leave the captured damage-causing animal unprotected against any natural or environmental elements or other disturbances, or without providing sustenance.

(3) A cage trap should conform to the following minimum requirements:

(a) the cage trap should be species-specific and of appropriate size for the target damage-causing animal intended to be captured;

(b) the design of the cage trap should be appropriate, and covered with smooth steel mesh, to prevent—

(i) the animal from escaping the cage trap; or

(ii) undue damage or injury to the animal when trapped, or when making an attempt to escape;

(c) the cage trap for baboon and dangerous predators should be equipped with a safety catch on the door;

(d) the cage trap should be free of any sharp metal edges and wires on the inside;

(e) the door frame of the cage trap should be equipped with a stopper at the bottom to prevent the trap door from falling through when it is picked up; and

(f) the cage trap should be equipped with handles to allow the cage trap to be lifted and carried safely.

(4) In the case where live bait is used in conjunction with a cage trap, the cage trap should be set in a manner that does not provide a wild vertebrate animal with direct access to the live bait.

10. Minimum requirements for the use of a poison collar

(1) A person or group of persons contemplated in paragraph 2(a) or (c) who uses a poison collar—

(a) must comply with the conditions applicable to the use of the poison collar, as determined by the relevant issuing authority;

(b) should prominently display clearly visible warning notices on the boundaries or access gates of the relevant property, or of the relevant camps within such property, of the intended use of the poison collar for the full duration of its use;

(c) should immediately remove and dispose of the carcass of any animal killed by the poison collar, or the carcass of an animal wearing a poison collar that did not survive an attack by a damage-causing animal, upon discovery thereof, in accordance with paragraph 16;

(d) should immediately shave off and burn the wool or hair of the prey animal wearing the poison collar that survived an attack of a damage-causing animal, or bury it in accordance with paragraph 16; and

(e) should keep a poison collar that is not used in safe custody in order to prevent any unauthorised person from unlawfully obtaining such poison collar.

(2) The poison collar must be registered in terms of applicable legislation for the purpose of poisoning the damage-causing species involved.

(3) Only sodium monofluoroacetate (Compound 1080) should be used in a poison collar, or any other poison that may be registered for this purpose in terms of the Hazardous Substances Act subsequent to the promulgation of these guidelines.

11. Minimum requirements for the darting of a damage-causing animal

(1) A damage-causing animal may be darted only by—

(a) a veterinarian who is—

(i) registered with the South African Veterinary Council; and

(ii) competent to use a chemical substance intended for the tranquilisation or immobilisation of a damage-causing animal; or

(b) a person other than a veterinarian, who is authorised—

(i) by a license issued in terms of the Medicines and Related Substances Control Act, 1965 (Act No. 101 of 1965);

(ii) in writing by the South African Veterinary Council; and

(iii) where applicable, by a permit issued in terms of applicable biodiversity legislation.

(2) A person contemplated in subparagraph (1)(b) must dart a damage-causing animal in accordance with the conditions—

(a) of the license contemplated in subparagraph (1)(b)(i);

(b) as determined by the South African Veterinary Council; and

(c) as determined by the relevant issuing authority.

12. Minimum requirements for call and shoot

A person or group of persons contemplated in paragraph 2(a) and (c) who uses the method of call and shoot—

(a) must comply with the conditions applicable to the use of the call and shoot method, as determined by the relevant issuing authority;

(b) should, to the extent possible, target only specific individual animals known to cause damage; and

(c) should not use call and shoot to deliberately lure animals out of protected areas.

13. Minimum requirements for the use of a leghold trap

(1) A person or group of persons contemplated in paragraph 2(a) and (c) who uses a leghold trap to capture a damage-causing animal—

(a) must comply with the conditions applicable to the use of the leghold trap, as determined by the relevant issuing authority;

(b) should check the leghold trap at least once every 24 hours to ascertain whether any animal has been trapped in it; and

(c) ensure that any leghold trap that is not in use, is safely locked away with the jaws closed.

(2) The leghold trap should conform to the following minimum requirements:

(a) the size and type of leghold trap should be target-specific and selective towards trapping the individual damage-causing animal;

(b) the jaws should be offset jaws or padded jaws, and may not be spiked or serrated;

(c) should have a screw capable of adjusting the tension of the pan, which should be set for at least 1.75 kg to exclude most foxes and carnivores smaller than the black-backed jackal, in order to release the jaws of the leghold trap when the target animal sets off the leghold trap;

(d) the galvanised chain which connects the leghold trap to an anchoring pin should have at least two swivels and a steel spring to absorb shock and minimize injury; and

(e) the attachment of the chain should be at the bottom-center of the leghold trap to ensure that animals are pulling directly away from the leghold trap and not sideways, in order to reduce injuries.

(3) The leghold trap may be used in conjunction with a scent or lure to draw the individual damage-causing animal to such leghold trap.

(4) The leghold trap should not be set—

(a) in any pathway, road or track;

(b) within two meters from a hole in a fence, and not directly in front of the hole;

(c) within a 100-meter radius of any waterhole or watering point;

(d) in front of dens or shelters of non-target animals;

(e) near natural prey killed by predators, excluding the prey that the damage-causing animal has killed;

(f) in areas where critically endangered animal species occur; or

(g) on a pole to trap birds of prey.

(5) The use of leghold traps should be considered as a last resort only, where no other viable method is possible, subject to stringent justification to the issuing authority.

14. Minimum requirements for the use of hounds or dogs

(1) A person or group of persons contemplated in paragraph 2(a) or (c) who uses hounds or dogs for the management of a damage-causing animal—

(a) must comply with the conditions applicable to the use of hounds or dogs, as determined by the relevant issuing authority;

(b) should register each pack of hounds or dogs, its owner and the handler, with the relevant issuing authority;

(c) should mark each registered hound or dog by means of a tracking or identification device such as a microchip or Global Positioning System collar;

(d) should indicate on the application for registration contemplated in item (b), the number of the microchip of each hound or dog, and provide a full-body picture of the hound or dog;

(e) should carry proof of the registration of the pack of hounds or dogs whilst out in the field;

(f) should be in the presence of the pack of hounds or dogs at all times whilst out in the field;

(g) should take responsibility for the actions of the hounds or dogs in the veld; and

(h) should ensure that all the hounds or dogs used for the management of the damage-causing animal are removed from a property subsequent to the intervention.

(2) Hounds or dogs may be used for the purpose of pursuing or tracking a damage-causing animal or a wounded damage-causing animal, or for flushing, pointing and/ or retrieving a damage-causing animal only, but may not be used for the purpose of killing a damage-causing animal.

15. Minimum requirements for the use of a poison ejecting apparatus

(1) A person or group of persons contemplated in paragraph 2(a) or (c) who uses an approved poison ejecting apparatus to kill a damage-causing animal—

(a) must comply with the conditions applicable to the use of a poison ejecting apparatus, as determined by the relevant issuing authority;

(b) should use only finely powdered sodium cyanide in the apparatus;

(c) should not place the poison ejecting apparatus in areas likely to cause adverse impacts on humans or non-target species;

(d) should not place the poison ejecting apparatus on public land used as recreational areas by the public;

(e) should use an appropriate lure to limit the possibility of attracting animals of non-target species;

(f) should place warning signs in areas where the poison ejecting apparatus will be used;

(g) should check the poison ejecting apparatus at least once every 24 hours; and

(h) should remove the poison ejecting apparatus as soon as the predation problem has been minimised, and not later than 3 days after the placement thereof.

(2) The person or group of persons contemplated in subparagraph (1) should not be allowed to set a poison ejecting apparatus on property where predator species that are listed as threatened species in terms of the Biodiversity Act, occur or are likely to occur.

(3) The poison ejecting apparatus must—

(a) fire the sodium cyanide from a sealed capsule; and

(b) operate by means of a spring-driven plunger.

Part 4
General Provisions

16. Disposal of carcasses

(1) The issuing authority may dispose of the carcass of a damage-causing animal as it deems appropriate, or determine how the carcass may be disposed of, except for a carcass contemplated in subparagraph (2) and (3).

(2) Any person who has killed a damage-causing animal by means of poison should without delay burn the carcass, or bury the carcass at least one meter deep and cover it with lime.

(3) Any person who has shot a damage-causing animal with a bullet containing lead should bury the carcass and not leave it where avian or mammalian scavengers or predators can gain access to the carcass.

(4) The carcass of a damage-causing animal contemplated in subparagraph (2) or (3) should not be buried in close proximity of water sources and courses in order to prevent contamination.

17. Monitoring and reporting

(1) The effectiveness of the regulated methods contemplated in paragraph 8, and the possible impact thereof on non-target species, should be closely monitored.

(2) The person who has reported an incident of damage or loss caused by a damage-causing animal should keep a record of the incident that contains the following information, or may record the information on the template attached as **Annexure A**:

(a) date and location of the damage;

(b) extent of damage and species involved;

(c) the non-lethal management measures employed to mitigate the damage, prior to the loss occurring;

(d) particulars of a site inspection by the issuing authority, if applicable;

(e) type of management intervention recommended or instituted by the issuing authority; and

(f) reference to titles and locations of all relevant documentation.

(3) The person or group of persons contemplated in paragraph 2(a) or (c) who uses or applies the methods contemplated in paragraph 8 should keep record of each management intervention, and should submit a report to the issuing authority at the end of each year that, to the extent possible, contains the following information:

(a) the species involved;

(b) in respect of each animal involved in the management intervention—

(i) number of damage-causing animals and non-target animals captured or killed, as well as the sex, length from the tip of the nose to the tip of the last tail vertebra, weight, approximate age and general condition of each animal;

(ii) in the case of females, whether it was a pregnant female and the number of fetuses, or whether it was a lactating female; and

(iii) a photographic record of the damage-causing animal, whereas in the case of spotted hyaena, leopard, wild dog, serval and brown hyaena, the report should include clear photographs of both sides of the afore-mentioned damage-causing animal, laid out on its side;

(c) photographic record or records of the extent of the damage caused;

(d) date on which, and location where, the management intervention was implemented or executed;

(e) whether any injury has been incurred by the specimen captured, and the nature of such injury;

(f) whether the management intervention is a repeated intervention or a first-time intervention, and in the case of a repeated intervention, particulars of previous management intervention(s).

ANNEXURE A

DAMAGE-CAUSING ANIMAL INCIDENT REPORT FORM

(To be completed in accordance with paragraph 17(2) of the Damage-Causing Animal Guidelines)

SECTION A: GENERAL INFORMATION

Information	Details
Report Reference Number	
Date of incident	
Name of complainant / permit holder	
Identity number / registration number (*where applicable*)	
Contact number	
Email address	
Farm / Property name	
Physical address	
District	
Province	
GPS Coordinates (*if available*)	

SECTION B: INCIDENT DETAILS

Information	Details
Date of damage or loss	
Time of damage or loss (*if known*)	
Exact location of damage or loss	
Species responsible (*if known*)	
Number of animals involved	

Was this the first incident?	
If No, provide previous incident reference(s)	

Extent of Damage - tick the applicable box(es):

☐ Livestock loss

☐ Damage to crops

☐ Damage to cultivated trees

☐ Damage to property or infrastructure

☐ Threat to human life

☐ Other (specify): _____

Describe the extent of the damage:

_____

_____

_____

_____

_____

_____

_____

SECTION C: NON-LETHAL MANAGEMENT MEASURES EMPLOYED PRIOR TO THE INCIDENT

Tick all measures that were implemented before the damage occurred:

☐ Fencing

☐ Jackal-proof fencing

☐ Night kraals/enclosures

☐ Livestock guarding animals

☐ Shepherding

☐ Motion detection/GPS tracking

☐ Scare devices (lights/noise/alarms)

☐ Camera traps

☐ Protective collars

☐ Other (specify):

Were these measures effective?

☐ Yes

☐ No

Comments:

SECTION D: SITE INSPECTION (*To be completed where applicable*)

Information	Details
Was a site inspection conducted?	
Name of issuing authority	
Name of inspecting official	
Date of inspection	
Findings of inspection	

Recommended Management Intervention:

SECTION E: MANAGEMENT INTERVENTION IMPLEMENTED

Information	Details
Date of intervention	
Location of intervention	
Permit number (*if applicable*)	
Type of management intervention used	
Was the intervention recommended by the issuing authority?	

SECTION F: DETAILS OF ANIMALS INVOLVED

Species	Damage-causing / non-target	Captured / Killed	Sex	Length (cm)	Weight (kg)	Approximate Age

SECTION G: SPECIMEN CONDITION

Did the specimen sustain any injury?

☐ Yes

☐ No

If yes, describe the nature of the injury:

SECTION H: PHOTOGRAPHIC RECORD

Please attach the following where applicable:

☐ Photographs of the damage caused

☐ Photographs of the damage-causing animal

☐ Photographs of non-target animals (*if applicable*)

For spotted hyaena, leopard, wild dog, serval and brown hyaena, attach clear photographs of both sides of the animal laid on its side.

Number of photographs attached: _____

SECTION I: SUPPORTING DOCUMENTATION

Please indicate the supporting documents attached.

☐ Site inspection report

☐ Permit

☐ Maps/GPS records

☐ Veterinary report

☐ Photographs

☐ Previous incident reports

☐ Other:

Titles and locations of attached documents:

SECTION J: PREVIOUS MANAGEMENT INTERVENTIONS

Is this:

☐ First-time intervention

☐ Repeated intervention

If repeated, provide details of previous intervention(s), including dates and outcomes:

SECTION K: PREVIOUS COMPENSATION

Have you previously received compensation for damage or loss experienced?

☐ Yes

☐ No

Nature and details of the compensation, including amount if monetary:

DECLARATION

I hereby declare that the information contained in this report is, to the best of my knowledge, true and correct.

Name: _____

Capacity: _____

Signature: _____

Date: _____

SECTION L: FOR OFFICIAL USE ONLY

Receiving official:

Issuing authority:

Date received:

Reference number:

Comments:

SECTION M: ADDITIONAL INFORMATION

Please provide any additional information relevant to this incident or the management intervention that has not been captured elsewhere in this report.

Background

Currently black-backed jackal and caracal are the two most prominent predator species responsible for livestock predation in Southern Africa, due to the general extermination of larger predators such as lion and brown hyena in some regions of South Africa. In spite of countless management interventions over many years to reduce or eliminate livestock predation, it still persists, which is an indication of its complexity.

Results of research conducted by the African Large Predator Research Unit at the University of the Free State under the leadership of Prof HO de Waal, and published in 2010[1], 2014[2] and 2016[3], indicated that direct losses caused by predators such as black-backed jackals to sheep, goats, cattle and wildlife equated to more than R2 billion per year at the time. However, the current scale of solutions for human-wildlife conflict does not match the scale of the problem, as the afore-mentioned figure does not reflect the economic impacts of broader human-wildlife conflict caused by wild animals other than predators.

A scientific assessment on the management of livestock predation (Kerley *et al.*, 2018)[4] (the Scientific Assessment) highlighted the following as some of the challenges in respect of predation:

(a) Poorly understood and quantified costs:
    (i) of predation to society; and
    (ii) to manage livestock predation;
(b) Lack of coordinated predator conflict monitoring across provinces;
(c) The current legislative framework:
    (i) lacks a single, coherent national policy, whereas inconsistent policies between national and provincial governments have resulted in policy uncertainty;
    (ii) involves a plethora of outdated and fragmented legislation; and
    (iii) provides for an impractical permit system;
(d) Increase in predator numbers and predation rates, due to reduction in coordinated predation control efforts by the state;

[1] Van Niekerk, Hermias Nicolaas, 2010. The cost of predation on small livestock in South Africa by medium-sized predators. M.Sc. Agric. dissertation. University of the Free State, Bloemfontein, South Africa
[2] Badenhorst, Coenraad Geldenhuys, 2014. The economic cost of large stock predation in the North West Province of South Africa. M.Sc. Agric. dissertation. University of the Free State, Bloemfontein, South Africa
[3] Schepers, Anche, 2016. The economic implications of predation on the Wildlife Ranching industry in the Limpopo Province, South Africa. M.Sc. Agric. dissertation. University of the Free State, Bloemfontein, South Africa
[4] Kerley, G. I. H., Wilson, S. L. and Balfour, D. Eds. 2018. *Livestock Predation and its Management in South Africa: a Scientific Assessment.* Centre for African Conservation Ecology, Nelson Mandela University, South Africa

(e) Insufficient scientific research in respect of:
  (i) the effectiveness of predation control efforts;
  (ii) the ecology and biology of mesopredators, e.g. social behaviour, activity patterns, reproduction, home range and habitat selection in the landscape where they live, dispersal and population densities; and
  (iii) mechanisms to mitigate predation by mesopredators, in the African context;
(f) Insufficient formal scientific observations relating to livestock predation rates (recent surveys are more reliable, but still largely depend on farmers' perceptions);
(g) Although losses in the formal livestock sector are estimated to exceed R3 billion annually, the cost impact is relatively small if considered in relation to the national economy; and
(h) Livestock predation results in conflicting interests and moral obligations, which have ethical implications, such as the argument that animals are sentient beings and have the right to be free of pain, hardship and death.

To address the above-mentioned challenges, the following recommendations were provided in the Scientific Assessment:

(a) National policy is required to manage the costs and conflicts arising from livestock predation;
(b) The policy should be informed by local conditions, as well as ethical and cultural considerations;
(c) Knowledge gaps should be addressed through a strategic national research program;
(d) Livestock predation interventions should be based on an adaptive management framework, and should include a range of complimentary methods, considering the:
  (i) type of livestock operation, season, location and environmental conditions; and
  (ii) socio-economic position of landowners; and
(e) Mechanisms should be developed to promote compliance with legislation; e.g. an adaptive or flexible permit system.

Draft Norms and Standards for the Management of Damage-Causing Animals in South Africa (the draft norms and standards) were developed in terms of section 9 of the National Environmental Management: Biodiversity Act, 2004 (Act No. 10 of 2004) (the Biodiversity Act) and published for public participation in Government *Gazette* No. 33806 of 26 November 2010 under Government Notice No. 1084, and in Government *Gazette* No. 40412 of 10 November 2016 under Government Notice No. 749.

Non-compliance with norms and standards issued under the Biodiversity Act currently does not constitute an offence; however, provisions of norms and standards that apply to listed threatened or protected

species are enforceable through a permit condition that binds the permit holder to any norms and standards that apply to the purpose for which the permit was issued. Many species that are responsible for damage or livestock predation, e.g. black-backed jackal, caracal, porcupine, warthog, bushpig or hippopotamus are not listed as threatened or protected species. The implication is that the regulatory mechanism required for the uniform implementation and enforcement of national norms and standards in respect of non-listed species, would be lacking.

The provisions of these guidelines could nonetheless be enforceable through a permit condition, either issued in terms of the Biodiversity Act, or in terms of provincial conservation legislation to the extent that a provincial permit is required. In most cases, the breaching of a permit condition would constitute a punishable offence in terms of the particular legislation under which the permit was issued.

These guidelines, once implemented, do not intend to dictate how DCAs should be managed, nor to prohibit the use of certain methods, as prohibitions of this nature should be done through legislation. Instead, the guidelines are intended as an interim measure, aiming to provide uniformity in the application of those methods used for the management of DCAs that are regulated through a permit system in terms of applicable legislation. It will focus primarily on:

(a) reporting of DCA incidents and requiring an assessment of the impact of a DCA;
(b) providing a list of non-invasive deterrent methods and promoting the application thereof;
(c) providing a list of regulated methods for which permits under the Biodiversity Act and/ or provincial conservation legislation would be required;
(d) providing minimum requirements for how each of the regulated methods should be used in order to reduce its negative impact on the target DCA, non-target animals or the environment;
(e) disposal of a carcass of a DCA; and
(f) reporting on DCA management interventions deployed and monitoring the effectiveness thereof.

The White Paper on Conservation and Sustainable Use of South Africa's Biodiversity (the White Paper) was published for implementation in Government *Gazette* No. 48785 of 14 June 2023, under Government Notice No. 3537. In strengthening integrated mechanisms and tools to conserve biodiversity, both inside and outside of protected areas, the White Paper makes provision for the development and implementation of appropriate measures and tools to prevent, avoid, mitigate and/or manage human-wildlife conflict.

The Department of Forestry, Fisheries and the Environment has recently initiated a project under the United Nations Environment Programme, funded through the Global Environment Facility, that will focus on broader human-wildlife conflict matters.

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