



Jumiko la Maliasili Tanzania

Tanzania Natural Resource Forum

## INFORMATION ON WILDLIFE IN TANZANIA

### Wildlife for all Tanzanians: Stopping the loss, nurturing the resource and widening the benefits

## POLICY RECOMMENDATIONS FOR SUSTAINING TANZANIA'S WILDLIFE

International attention is focused on Tanzania's wildlife largely because of concerns about conservation of biological diversity, but here in Tanzania, the issue of wildlife management is most importantly about social and economic development.

Tanzania's wildlife is an extremely valuable economic resource for the country's important and growing non-consumptive tourism industry, as well as for the smaller and more specialized tourist hunting industry.

***Wildlife gives Tanzania an important competitive economic advantage in today's globalized world economy, which no other natural resource can provide sustainably.***

Wildlife is a renewable resource. If Tanzania develops sustainable wildlife management policies and practices, economic activities based on wildlife can continue to grow and expand for decades into the future.

The worrying situation is that today Tanzania is losing its wildlife, and therefore losing its competitive economic advantage to regional competitors such as Namibia or Botswana which have increasing or stable

wildlife populations and which also have strong and growing photographic tourism and tourist hunting industries.

For Tanzanian policy-makers to respond to the challenge of developing sustainable wildlife management policies, several factors must be recognized.

1. Tanzania has established a large network of state protected areas - National Parks, Game Reserves, and Forest Reserves- and has increased the amount of land under this form of protection.
2. But wildlife continues to decline because even the largest parks and reserves are connected to land outside their borders, and wildlife moves across these boundaries where it does not receive adequate protection because of limited government resources and the lack of sufficient incentives for conservation by local communities.
3. A key challenge is to develop policies which encourage conservation on community and private lands outside the core protected areas. Strongly linked to policy design and development is the fact that the policies must become operational in a way which unequivocally work for wildlife and local landholders.

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In 1961 the Arusha Manifesto stated:

*“The survival of our wildlife is a matter of grave concern to all of us in Africa. These wild creatures amid the wild places they inhabit are not only important as a source of wonder and inspirations but are an integral part of our natural resources and our future livelihood and well being. In accepting the trusteeship of our wildlife we solemnly declare that we will do everything in our power to make sure that our children’s grandchildren will be able to enjoy this rich and precious inheritance.”*

During the 1990s, Tanzania’s Ministry of Natural Resources and Tourism carried out a wildlife sector review which concluded that:

***“It is essential to the future of wildlife conservation in Tanzania that local communities who live amongst the wildlife should derive direct benefit from it.”***

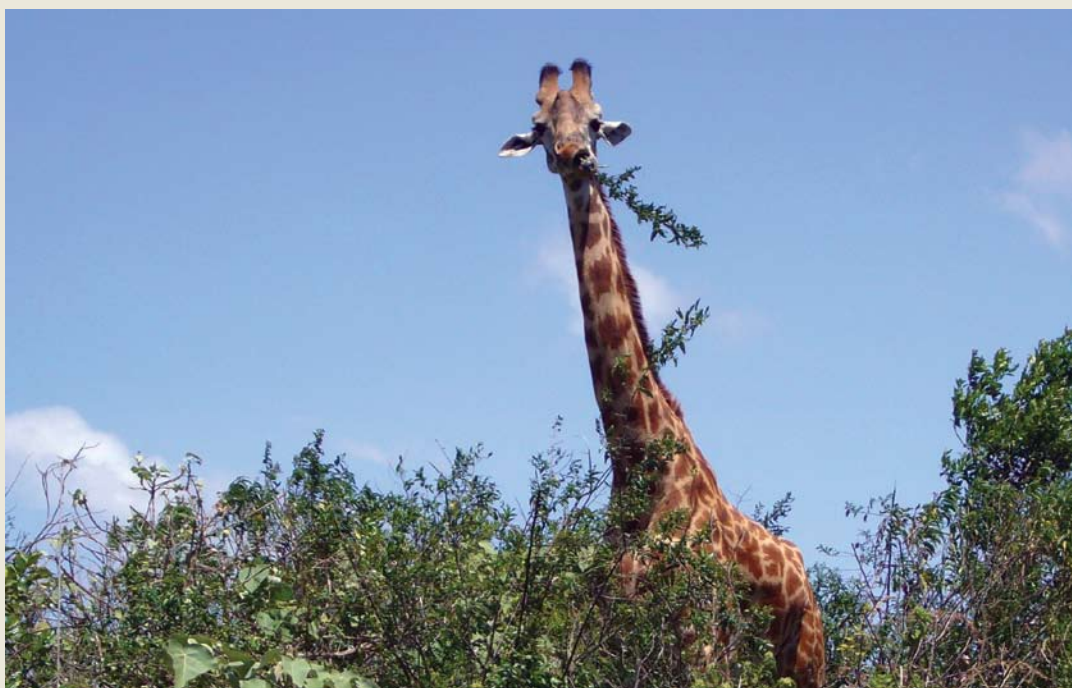
This was a key consideration in the 1998 Wildlife Policy and the emphasis placed in that policy for making wildlife a locally competitive form of land use and for establishing WMAs where local communities would have “full mandate” over wildlife in those areas. This policy was grounded in the economic reality that for wildlife to be conserved outside the protected areas it must generate benefits at the village level, as experiences in Tanzania as well as other countries in east and southern Africa have shown.

During the past ten years, though, the principles of the 1998 wildlife policy have not yet been sufficiently put into practice:

- ⇒ The WMAs have been designed in a way that makes it hard to establish these areas and which does not give communities clear rights to wildlife’s benefits.
- ⇒ Village contracts with tour operators which have generated benefits unfortunately have come into conflicts with tourist hunting, and these conflicts have persisted but could be resolved.
- ⇒ Land tenure conflicts surrounding the overlapping definition of many village lands as Game Controlled Areas have also contributed to conflicts and weakened local land tenure security.
- ⇒ Tourist hunting has not been managed in a competitive and open manner which would maximize revenue to the nation, and over the past year conflicts have emerged over the pricing of hunting concessions.

All of these issues are central to the sustainability of Tanzania’s wildlife and its contribution to national economic development and poverty reduction.

In order to contribute to the efforts of policy-makers and all governmental and non-governmental stakeholders to sustain Tanzania’s wildlife for the benefit of current and future generations, the following policy recommendations are made following the findings of the previous six information briefs.



*Under the Giraffe’s gaze - a national symbol of Tanzania*

## **1. REVISE WILDLIFE POLICY AND LEGISLATION IN ORDER TO ADDRESS CURRENT CHALLENGES AND CREATE A BETTER FRAMEWORK FOR SUSTAINABLE WILDLIFE MANAGEMENT IN TANZANIA.**

Many of Tanzania's challenges in terms of sustaining its wildlife populations and ensuring that the economic benefits of wildlife are increased into the future can only be addressed through various legal changes. Tanzania has been preparing new wildlife legislation for some years now and this legislation is about to be tabled in Parliament.

*The new wildlife legislation being in Tanzania needs most importantly to provide for the following if it is to effectively address the current challenges facing the country's wildlife sector:*

*First, it should provide for enhancing secure benefits from wildlife for rural communities. These benefits should be provided for in the sectoral legislation, and not only in regulations issued by the Ministry.*

*Second, it should provide for a more productive use of wildlife through a reformed tourism hunting management system that is transparent and competitive and which has the appropriate level of oversight.*

*Third, it should improve public participation, consultation, and access to information in the wildlife sector, including in the development of government policies and regulations.*

There are many people who would like to work with Government to see Tanzania's wildlife realise its full potential for being a major and sustainable economic resource for the country. It is clear that this vision is currently under substantial threat. Policy-makers should fully consult, listen to and utilise the combined expertise, experience and goodwill of civil society and the private sector to achieve this outcome. Underlying this is a need for building a solid **partnership**, based on trust and cooperation, through recognising and respecting the different roles and responsibilities of government, civil society and the private sector.

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## **2. STREAMLINE AND CLARIFY THE REGULATIONS FOR ESTABLISHING WILDLIFE MANAGEMENT AREAS ON VILLAGE LANDS.**

The **single most important issue** for the sustainability of Tanzania's wildlife is developing more effective incentives for local communities to support wildlife conservation. These incentives can only be developed by enabling local communities to capture a greater proportion of wildlife's economic value. WMAs are the main mechanism for achieving this, but the design of WMAs should be improved in order to make establishing WMAs easier and to ensure that local communities are the principal beneficiaries of the products and services of WMAs, since these local communities already live with the costs of wildlife on village lands.

*The priorities for improving the WMA regulations are to:*

- ⇒ *Reduce the number of requirements for communities to form a WMA;*
- ⇒ *Clarify in the regulations the benefit-sharing formula for WMAs, ensuring that at least 75% of direct revenue from WMAs is kept at the community level;*
- ⇒ *Ensure that local communities are the legal decision-makers with respect to investments in WMAs, including determining which tourist hunting companies are authorized to hunt in the WMAs.*
- ⇒ *WMAs should be harmonized with Village Land Forest Reserves so that communities can obtain maximum benefits from natural resources on village lands. Creative cross-sectoral approaches are needed.*

These recommendations are made in order to facilitate the establishment of WMAs which will give communities a greater and more secure stake in wildlife's economic benefits and therefore cause local communities to support wildlife conservation and maximize wildlife's contribution to poverty reduction and wealth creation.

### 3. SUPPORT ALTERNATIVE WAYS FOR LOCAL COMMUNITIES TO BENEFIT FROM WILDLIFE THROUGH COMMUNITY-PRIVATE TOURISM JOINT VENTURES.

While the establishment of WMAs has been challenging during the past ten years, existing models for local communities to benefit from wildlife also exist from many successful village contracts with private tourism investors. Since the early 1990s, numerous villages have become involved with tourism by granting private companies tourism concessions on village lands in exchange for set concession fees. These concessions are managed by legal contracts ensuring that villages and district councils capture significant revenues from wildlife through tourism. These agreements have been carried out legally under the Local Government Act (1982) and the Village Land Act (1999).

The Loliondo area is the most notable example, where seven villages now earn over USD 300,000 (TZS 360 million) in total from such village tourism ventures. These benefits have been achieved without having to go through the complex and costly process of establishing a WMA. There is no reason to establish a WMA in such areas where communities are already receiving very significant benefits from wildlife tourism, land use plans exist and the wildlife resource-base is secure. Both conservation goals and local economic interests are already being realized by such arrangements.

Allowing alternative ways for communities to benefit from wildlife will allow *innovation* in conservation arrangements. A recent example is a **land easement** developed between tourist hotel owners, tour operators and villages in Simanjiro - part of the Tarangire Ecosystem. Villages have agreed to receive payments in order to keep key areas of village land under grazing with no farming allowed in order to safeguard the seasonal calving grounds of Wildebeest.

In many places these village-private tourism ventures are an increasingly important component of Tanzania's tourism industry, and contribute to national goals of growing the tourism industry. However, these ventures have not been actively supported by policy-makers in the wildlife sector during the past ten years, even though some ventures like those in Loliondo Division were originally supported by both the Wildlife Division and TANAPA. They are supported by other government policies such as MKUKUTA, which calls for increasing community earnings from tourism and wildlife.

The lack of support comes from two sources:

1. These tourism ventures have conflicted in some places with tourist hunting concessions granted by the Wildlife Division in the same areas.
2. In 2007 the Ministry of Natural Resources and Tourism released regulations for non-consumptive tourism which established a fee structure which requires most fees be paid to the Wildlife Division.

If these regulations are implemented, without direct, sufficient, predictable and timely revenue sharing (currently this is not happening), the villages that have benefited directly from tourism will lose the revenue they have received for many years. This would not have a good impact on either poverty reduction, wealth creation, or on community incentives to conserve wildlife. Therefore it would contribute to existing problems facing the wildlife sector.

It is understood that a justification for the non-consumptive wildlife utilisation regulations is the allegation that tourist companies are under-paying villages. **Centralising collection of administratively set fees by government will not prevent under-payment.** Instead, supporting market-based competition will allow communities to receive the highest level of benefits from the private sector. The role of government is to provide oversight to ensure the market is functioning fairly, and to encourage innovative business arrangements.

The contradiction in policy and practice is clearly not in the interest of the nation, its people and wildlife resources and this contradiction has to be overcome.



#### **4. MAXIMIZE THE ECONOMIC VALUE OF WILDLIFE BY INTRODUCING AN OPEN AND COMPETITIVE SYSTEM FOR ALLOCATING TOURIST HUNTING BLOCKS, SUCH AS AN OPEN TENDER OR PUBLIC AUCTION SYSTEM.**

Tourist hunting is a very valuable and important use of wildlife, and it is important that the nation's hunting management system is both sustainable and ensures maximum economic returns on the country's wildlife resources. The current system of allocating hunting concessions administratively, and setting prices administratively, does not do that.

***Only an open and competitive system for allocating hunting blocks can ensure that the country gets the best possible prices for hunting concessions.***

That is why nearly all other African countries have adopted open and competitive systems for allocating hunting concessions, and why such systems are recognized as international best practice for managing tourist hunting.

The principle of open and competitive bidding is also the underlying basis for Tanzania's national system of public procurement as defined by the Public Procurement Act.

However, while open and competitive bidding for hunting is the way forward, attention needs to be paid as to how communities can choose who hunts on their land. One option is that a combined WMA Consortium of all the Authorised Associations auctions WMA hunting blocks while the Wildlife Division auctions hunting blocks in Game Reserves—with the same principles and guidelines. A key advantage to this approach is that it will help resolve existing conflicts between communities and some hunting companies. But other options are likely to be appropriate as well.

***In maximizing national economic returns from wildlife, there is a need to reconsider which wildlife-based enterprises should be undertaken in different areas, using current data on wildlife's economic returns per a given land area (see Brief 3). Following the growth of tourism in northern Tanzania during the past twenty years, the 'per hectare' yields from non-consumptive tourism have become much greater than the yields from tourist hunting in many areas. It no longer makes economic sense to carry out tourist hunting exclusively in some of these areas, for example in lands adjacent to Tarangire or Serengeti National Parks which have very high actual or potential value for photographic tourism. Similar trends are slowly emerging in the southern tourism circuit as well, and policy-makers need to be aware of the tradeoffs between allocating certain areas for tourist hunting as opposed to non-consumptive tourism.***

## 5. GOVERNMENT SHOULD WORK TO INCREASE CENTRAL TREASURY REVENUE FROM WILDLIFE BY FOCUSING ON COLLECTING INDIRECT FORMS OF REVENUE – PARTICULARLY EXISTING TAXES, WHILE ENSURING THAT LOCAL COMMUNITIES AND LANDHOLDERS CAPTURE DIRECT REVENUES SUCH AS CONCESSION FEE PAYMENTS FOR HUNTING AND TOURISM.

A key issue for the future of wildlife in Tanzania is ensuring equitable sharing of revenues so that wildlife will increase, be conserved by all stakeholders, and the total national value of wildlife enterprises will increase.

*Central government should be the regulator of wildlife outside the core protected areas, and not the direct manager of wildlife and direct revenues as is the case today. This will lead to much larger growth in revenues over the medium term both for central government and communities than will be the case if the existing system remains in place.*

Government will be able to substantially increase its revenue by focusing on effective taxation policies and promoting investment in tourism businesses, while enabling communities to capture direct revenues from tourism and hunting concessions thereby maintaining and growing the wildlife resource base outside protected areas.

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## 6. RESOLVE CONFLICTS BETWEEN WILDLIFE MANAGEMENT AND COMMUNITY LAND RIGHTS.

Large parts of the country are designated as overlapping reserved lands and village lands as a result of being designated as Game Controlled Areas. Game Controlled Areas have never been a land management category, and place no restrictions on human activities or residence except for the utilization of wildlife. Because of this, **GCA provide no value at all to wildlife conservation**. This is because the only legal meaning of GCA is that wildlife in GCAs cannot be utilized without a government license; but wildlife everywhere in Tanzania cannot be utilized without a license.

Therefore **GCA do not serve any useful added purpose in terms of conservation**. This is the conclusion that the 1995 Ministry wildlife sector review made about GCAs, and this is why the 1998 Wildlife Policy recommended that all GCAs either be upgraded to Game Reserves or converted to WMAs.

However, as with other recommendations made a decade ago, these suggestions have not been implemented and today the overlap of GCAs and village lands creates conflict and weakens the land tenure security of many local communities

*GCAs do not serve any purpose for wildlife conservation, and create conflicts for local land rights. All GCAs should be abolished. The abolition of GCAs would not have any negative implications for wildlife conservation, and would have a positive impact on local land tenure and ease the establishment of WMAs as conservation and economic initiatives.*