



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

## SUMMARY OVERVIEW

*This summary overview provides a selection of key points from each information brief to enable readers to attain a summary understanding of the key issues in the Wildlife Sector. While this summary overview provides information at a glance, it is strongly recommended that each policy brief is read in full in order to attain a better understanding of the key issues in the Wildlife Sector based on the data and evidence provided.*

### BRIEF 1: THE END OF THE GAME? THE DECLINE AND DEPLETION OF TANZANIA'S WILDLIFE

#### MAIN ISSUE:

⇒ The best available scientific data suggests that wildlife is declining in all of Tanzania's main wildlife areas and ecosystems, including those which feature large protected areas such as national parks and game reserves.

area set aside as National Parks, Game Reserves, and Forest Reserves.

Tanzania's wildlife populations remain widespread, occurring both inside parks and reserves and outside protected areas, where wildlife co-exists with local communities on village and private lands. Wildlife underpins Tanzania's important photographic tourism industry and the tourist hunting industry, and is therefore a key economic resource for Tanzania.

#### Tanzania is losing its wildlife

Yet despite the large protected area and wildlife-related estate covering about 40 percent of the country, the latest research based on data collected under the auspices of the Tanzania Wildlife Research Institute (TAWIRI) from the late 1980s to the early 2000s and published in international scientific journals, provides clear evidence that Tanzania is gradually losing its wildlife. This scientific data - the best available - suggests that wildlife is declining in all of Tanzania's main wildlife areas and ecosystems, including those which feature large protected areas such as National Parks and Game Reserves. Most species, with the exception of giraffes and elephants, have undergone widespread declines in their populations since the mid 1980s.

#### Tanzania has the foremost wildlife estate and abundance in the world

Tanzania has the most substantial large mammal populations left in any nation on the earth. Tanzania has the largest population of lions and the most buffalo. Its increasing population of elephants comes close to Botswana's as the continent's largest national herd. The wildlife herds of the Serengeti ecosystem - over 2 million zebra, wildebeest, gazelles, and antelopes - represent perhaps the greatest concentration of wildlife left on the planet. The country has established one of the largest networks of protected areas of any country in the world, with about 30% of its total land

In partnership with



© TNRF 2008

## BRIEF 2: THE CAUSES OF WILDLIFE DECLINE IN TANZANIA

### MAIN ISSUES:

- ⇒ Tanzania has shown strong commitment to wildlife and biodiversity conservation, setting aside about 30% of its land as protected areas closed to human settlement.
- ⇒ However, these parks and reserves are often insufficient for conserving wildlife in any given area. Many species need resources during certain times of the year which are found outside the protected areas. Also much wildlife lives outside of protected areas at all times.
- ⇒ Conservation depends on wildlife being conserved both inside the boundaries of parks and reserves, and outside these areas on village and private lands.
- ⇒ Tanzania has yet to succeed in conserving wildlife outside protected areas. This is due to local communities and private landowners having insufficient reasons or incentives to conserve wildlife. By law most revenue collected goes to the Treasury and government agencies. Far too little revenue is retained by or returned to local communities and landholders.
- ⇒ The resources available to the Wildlife Division are also constrained by existing revenue-sharing arrangements.
- ⇒ For wildlife to be conserved it needs to legally generate major economic value for local communities who are de facto the main decision-makers with respect to land and natural resource use in rural areas.
- ⇒ The private sector and civil society should play a key role in the development of standards, management practices and innovative business models for wildlife in coordination with the Wildlife Division

### 1. *Protected areas cannot work on their own*

The first essential part of this explanation is that in many parts of the world parks and reserves are almost always insufficient for conserving wildlife in any given area. The reason for this is that protected areas are not closed systems. Wildlife ranges outside the boundaries of protected areas, often because it needs resources such as food and water which are found outside of these areas. If wildlife were confined inside the boundaries of parks and reserves, for example by erecting fences to keep the animals contained, their populations would decline sharply. This is particularly true for migratory 'keystone' species such as Wildebeest and Elephant. Wildlife usually needs additional ecological resources during certain times of the year which are found outside the protected areas, such as pasture, water, roosting sites and calving areas.

### 2. *Wildlife is not legally benefiting rural people sufficiently*

Wildlife is disappearing in rural areas for three important reasons:

- ⇒ The government owns all the wildlife but does not have the capacity to protect wildlife throughout all village and private lands outside the parks and reserves;
- ⇒ Local communities bear the costs of living with wildlife but often are unable to accrue its benefits legally.

If wildlife is more costly than it is beneficial to villagers, then villagers will do things to get rid of wildlife because they are trying to improve their lives and the well-being of their families. For example, villagers will expand farms and destroy wildlife habitat because farming provides benefits, whereas currently wildlife mostly brings losses.

- ⇒ The current management of wildlife in Tanzania does not provide sufficiently effective mechanisms for enabling local communities to legally benefit from wildlife.

### Why is wildlife declining in Tanzania?

Today, Tanzania has set aside about 30% of its land as protected areas where people are barred from residing. Few other nations in the world have made such a commitment to conservation. The number of National Parks and Game Reserves has been expanded consistently since independence, with more and more land set aside in these protected areas. So why is wildlife declining?

## BRIEF 3: MAXIMISING REVENUES FROM SUSTAINABLE UTILISATION

### MAIN ISSUES:

- ⇒ Wildlife is one of Tanzania's most valuable resources and a key source of competitive economic advantage to the nation.
- ⇒ To obtain the greatest economic returns on wildlife, it is important to promote open market competition with safeguards for access to wildlife through activities like tourist hunting and photographic tourism.
- ⇒ The problem of under-valued tourist hunting concessions cannot be fixed by the government raising the fees payable for concessions and individual animal trophies. Neither the government nor the hunting companies know what the 'right' price should be. Only the open competitive market can determine the 'right' price.
- ⇒ Photographic tourism and tourist hunting are alternative ways of utilizing wildlife. Hunting generates more revenue from every visitor, but photographic tourism can expand and grow much more than hunting.
- ⇒ Hunting tourism will continue to be important particularly in lower potential wildlife tourism areas where it remains the best wildlife use option.
- ⇒ In areas where there is high tourism potential it is much more economically productive for the wildlife to be used for photographic tourism. Tourist hunting can be carried out with photographic tourism with the right arrangements.
- ⇒ The Wildlife Division needs to be funded fairly and properly resourced for it to effectively manage wildlife in partnership with the private sector, communities and civil society. Currently, there is insufficient re-investment in the wildlife sector outside protected areas.

### Wildlife can contribute much more to national economic growth

Tanzania's wildlife populations, which are greater than any other country in Africa or the world, are valued by the photographic tourism industry and the tourist hunting industry. Wildlife is therefore a source of **competitive economic advantage** to the nation. This means that Tanzania has natural characteristics which make it better than other countries at

producing wildlife, and selling it to the world through photographic tourism or tourist hunting. While Tanzania has other valuable sources of revenue and trade, such as coffee, flowers, and cashews, it is much easier for other countries around the world to compete with Tanzania in terms of trading these products.

Wildlife is currently one of Tanzania's most valuable natural resources. It is the key asset in a tourism industry worth an estimated USD 862 million (TZS 1.03 trillion) as of 2006. Tourism has been one of the key drivers of macro-economic growth and economic recovery during the past twenty years.

Wildlife also provides the basis for **Tanzania's tourist hunting industry**, which is one of Africa's largest national hunting industries (behind only South Africa's).

### Hunting Concession Leasing Procedures

Tanzania is one of the only countries in east and southern Africa that is not using the principle of economic competition to help it get the most revenue out of its wildlife resources. **It is a basic economic principle that open competition between buyers for the purchase of a product results in the market determining the best and most accurate price of that product.** That is why, for example, local livestock herders in Tanzania take their livestock for sale at weekly markets - so that they can get the best possible price by selling their produce in a public competitive marketplace. This is called the '**law of supply and demand**'.

**A 'take-home' lesson from recent experiences in Tanzania is that the problem of under-valued hunting concessions cannot be fixed by administratively raising the fees payable for concessions and individual animal trophies. Neither the government nor the hunting companies know what the 'right' price should be.**

Only open market competition among the companies for the concessions can ensure that Tanzania maximizes the revenue from wildlife hunting. **Only the market knows the 'right' price.** There is a need for safeguards to ensure that the market is operating fairly and efficiently, and has not been distorted. In the absence of a transparent and competitive system of allocating hunting concessions, there will always be the potential for corruption in the hunting block allocation system.

## Balancing Hunting Tourism and Photographic Tourism

Tourist hunting and photographic tourism are two important but, economically and financially, quite different ways of generating revenue and investment from wildlife. Tourist hunting commands much higher fees from each client than photographic tourism. However, hunting can only accommodate a limited number of clients in a given area each year because the number of animals that can be hunted responsibly is limited and only one client group can hunt in an area at any given moment.

Photographic tourism, can accommodate many more customers. Photographic tourism is thus lower-priced but higher-volume than hunting. An additional difference is that photographic tourism tends to require more infrastructure - roads, camps, lodges - while tourist hunting can be carried out in areas with virtually no permanent facilities. Photographic tourism also generates more indirect investments, jobs, and incomes through numerous other services - these are called 'multiplier effects'.

The differences between tourist hunting and non-consumptive tourism have important implications for maximizing national income from wildlife. In general, **tourist hunting is very important as a way of earning income from wildlife in remote areas** which lack the infrastructure, scenic attractions, and dense wildlife populations that photographic tourists generally demand. **But where photographic tourism becomes established, revenues from increasing volumes of photographic tourists may eventually overtake the revenue that tourist hunting can generate.**

## Under-investment in wildlife management

The insufficient transfer of wildlife use, benefits and management rights as a key factor behind the decline in wildlife populations also can be seen as an under-investment in wildlife management at community level.

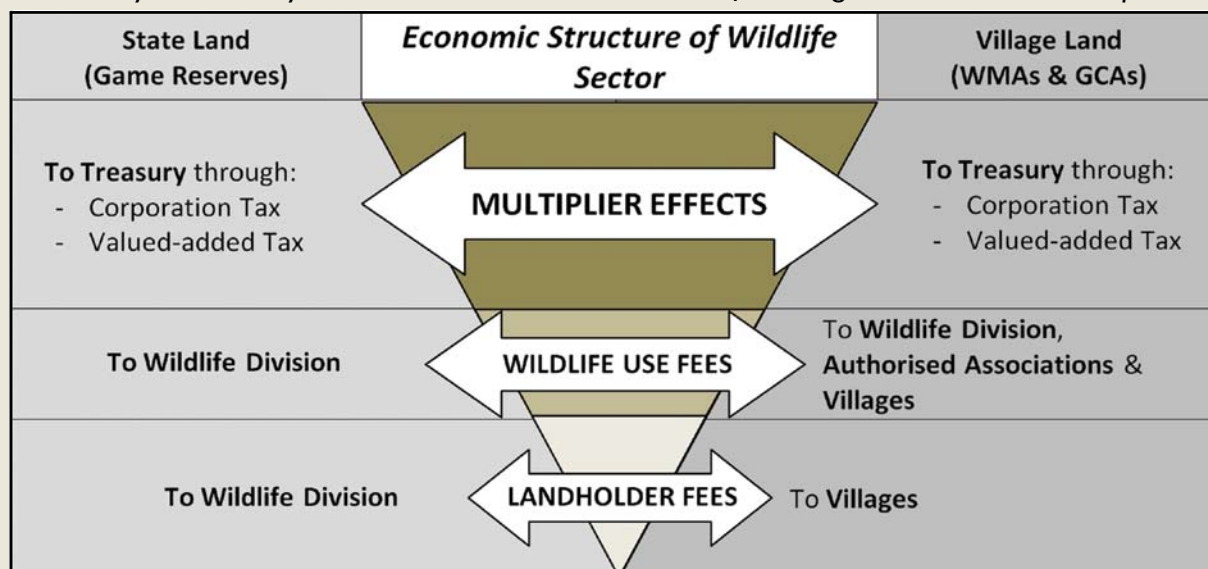
Government figures suggest that: TANAPA is able to spend about USD1,130 per km<sup>2</sup> per year on wildlife management. In comparison the Wildlife Division only has access to funds equivalent to about USD24 per km<sup>2</sup> per year.

However, In 2007 Tanzania National Parks earned TShs 69.0 Billion of which it allocated only 1.8 percent to community conservation services (TANAPA Annual General Report 2007). Conversely, in 2006 the Wildlife Division earned TShs 15.3 Billion from sustainable wildlife utilisation, and was able to return 12.8 percent back to Districts (Economic Survey 2006).

Why is so little revenue being re-invested in communities and wildlife management outside protected areas - particularly by TANAPA - when wildlife is declining?

It is the responsibility of Government to re-invest in wildlife as a public resource. Given its economic importance, it is ill-advised to continue to 'milk the cow dry'. It is asking the Wildlife Division, Local Government Authorities, Authorised Associations and Communities to achieve the impossible.

A diagram showing how income from the Wildlife Sector could be structured. Only indirect taxes are collected by the treasury, while the rest is re-invested in wildlife management and local development



## BRIEF 4: WILDLIFE MANAGEMENT AND POVERTY REDUCTION

### MAIN ISSUES:

- ⇒ Wildlife could play a much greater legal role in poverty reduction and local economic growth in communities with wildlife resources on village lands.
- ⇒ Currently wildlife is of significant illegal value to communities in parts of the country benefiting from the 'bushmeat' trade.
- ⇒ Progress in implementing legally sanctioned community-based wildlife management through Wildlife Management Areas has been slow and costly.
- ⇒ Full rights to manage and benefit from wildlife need to be devolved to the community level as soon as possible to provide strong positive incentives for sustainable wildlife management amongst rural villages who live alongside wildlife.
- ⇒ If wildlife is not allowed to play its role in poverty reduction and local economic growth, then other economic activities will take over, and wildlife will continue to decline and be lost. This is because communities will have no economic rationale for sustainably managing wildlife.

### Wildlife's role in poverty reduction

It is important to ensure that wildlife makes the greatest possible contribution to Tanzania's macro-economic growth (see Brief 3). It is also important that wildlife makes a strong contribution to poverty reduction and wealth creation at the local, or micro-economic, level. The importance of improving linkages between macro-economic growth and local poverty reduction is a key theme in the MKUKUTA. The MKUKUTA calls for greater effort to ensure that the benefits of economic growth are spread to rural communities and the poor.

The key barrier to realizing this potential is the fact that since the colonial era, local communities have been legally restricted from using wildlife, and wildlife utilization rights remain heavily controlled by the government.

### Wildlife Management Areas

The 1998 Wildlife Policy called for legislative changes that would enable the creation of WMAs where communities can be the legal managers and beneficiaries of wildlife on village lands.

In 2002 the government created regulations ('WMA regulations,' revised 2005) under the Wildlife Conservation Act of 1974 which provide for the establishment of WMAs on village lands. Since January 2003, the Ministry of Natural Resources and Tourism has worked with local communities, district government, and various NGOs to establish about 16 pilot WMAs around the country. As of September 2008, ten of these areas had been formally gazetted as WMAs, and some of them had developed investment agreements.

While progress has been made in establishing WMAs on the ground, several basic problems have limited that progress including:

- ⇒ First, the regulations for establishing WMAs are quite complex and communities need a great deal of external support to fulfil all the requirements. This has limited the establishment of WMAs. WMAs as they have been designed are very costly to develop.
- ⇒ Second, WMAs do not give enough authority of control over the economic benefits from wildlife to the communities.

### Considering alternative options for Community Wildlife Management

In addition to WMAs, there are other ways for local communities to capture economic benefits from wildlife. WMAs are designed to give communities rights over wildlife utilization, but non-consumptive tourism can also be carried out on village lands where WMAs have not been established, since photographic tourism does not utilize any wildlife. In northern Tanzania, villages have entered into legal contracts with investors for purposes of carrying out tourism which will bring benefits from wildlife to the local communities. Many of these village-investor contracts are in villages around Serengeti and Tarangire National Parks and have been in place for more than 10-15 years. Different agencies and branches of government have often promoted these ventures.

## BRIEF 5: INTEGRATING WILDLIFE INTO LOCAL LIVELIHOODS: THE IMPORTANCE OF A CROSS-SECTORAL APPROACH

### MAIN ISSUES:

- ⇒ In order to maximize wildlife's positive contribution to local livelihoods and economic activity, it is important to take a cross-sectoral approach which coordinates wildlife management with land, tourism, forestry, and livestock sectors.
- ⇒ Wildlife management practices can create conflicts with villages' land tenure rights, particularly through the overlap of Game Controlled Areas and Village Land.
- ⇒ Wildlife management and community-based forest management at the village level need to be integrated in order to provide the most benefits to villages, because wildlife and forest resources often occur in the same places in villages' communal lands.
- ⇒ Wildlife management policy and practice need to be integrated with national tourism sector goals for growth and for benefiting local communities.
- ⇒ Wildlife management needs to be integrated with livestock sector policy and development goals because wildlife and livestock are both dependent on the same grasslands and water resources in many areas and compete with farmers for land.
- ⇒ A cross-sectoral approach is necessary to create the most value for local communities to benefit from their land and resources.

### Wildlife's role in poverty reduction

Improved management of the wildlife sector could provide many more direct benefits to rural communities. But it also could be managed to support local livelihoods in a more holistic sense. What would make the most sense for local communities would be to have 'community natural resource management areas' where both wildlife and forest resources can be managed at the local level, instead of having separate WMAs and VLFRs. With the right policy support, this would be easy to do in many areas that have already established WMAs or VLFRs.

## BRIEF 5: BEST PRACTICES IN WILDLIFE MANAGEMENT - LEARNING FROM THE REGION

### MAIN ISSUES:

- ⇒ Wildlife throughout east and southern Africa is a valuable resource, but some countries have developed more effective management practices than others.
- ⇒ In Kenya, wildlife has declined by about 50 per cent since the mid-1970s, largely because the 1977 hunting ban reduces economic options for government and local communities and private landholders to benefit from wildlife. Where strong photographic tourism enterprises have become established which create benefits for those landholders, wildlife in Kenya has increased or been stable such as in Kajiado and Laikipia Districts.
- ⇒ Namibia has one of the most successful wildlife management systems in Africa, with increasing wildlife populations, increasing national value of wildlife, and increasing local community incomes from wildlife. The key to Namibia's system is giving local communities and private landholders secure rights to capture 100 per cent of the benefits of wildlife on their lands.
- ⇒ A key lesson from regional experiences with wildlife management is that countries which have enabled local private and communal landholders to capture wildlife's economic value have been able to increase wildlife populations and increase local and national benefits from wildlife.

### Building on achievements and drawing insights from around the region

Other countries in the region provide useful insights and lessons for Tanzania about best practices and innovative ways for wisely maximising the returns from wildlife - economically, ecologically and socially.

In general, countries in southern Africa such as Namibia, Botswana, Zimbabwe, and South Africa have been able to manage wildlife so that the populations of most species have been stable or increasing, and the economic benefits from wildlife at the local and national levels have also increased substantially. In eastern Africa, wildlife management policy and practice has been less successful.

## BRIEF 7: POLICY RECOMMENDATIONS FOR SUSTAINING TANZANIA'S WILDLIFE

*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.

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."*

In order to contribute to the efforts of policy-makers and all stakeholders to sustain Tanzania's wildlife for the benefit of current and future generations, the following policy recommendations are made and **should be read in full in Brief 7:**

- 1. REVISE WILDLIFE POLICY AND LEGISLATION IN ORDER TO ADDRESS CURRENT CHALLENGES AND CREATE A BETTER FRAMEWORK FOR SUSTAINABLE WILDLIFE MANAGEMENT IN TANZANIA.**
- 2. STREAMLINE AND CLARIFY THE REGULATIONS FOR ESTABLISHING WILDLIFE MANAGEMENT AREAS ON VILLAGE LANDS.**
- 3. SUPPORT ALTERNATIVE WAYS FOR LOCAL COMMUNITIES TO BENEFIT FROM WILDLIFE THROUGH COMMUNITY-PRIVATE TOURISM JOINT VENTURES.**
- 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.**
- 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.**
- 6. RESOLVE CONFLICTS BETWEEN WILDLIFE MANAGEMENT AND COMMUNITY LAND RIGHTS.**

### Some key issues in reforming the Hunting Industry

Reforming the hunting industry so that it reflects the true market value of wildlife in Tanzania will need careful preparation by government in consultation with the hunting industry, experts and civil-society. It has been suggested by experts that an **open tendering system with prequalification** may be the best way forward. In designing such a system the following issues need to be considered carefully in terms of how to achieve the following:

- Attract companies with the best track record of management and performance;
- Develop a hunting system that balances economic performance with resource stewardship over an appropriate length of concession period with competitive renewal options;
- Build **performance-driven** long term **partnerships** between government and the private sector with **open monitoring and evaluation against a clear set of criteria**;
- Provide strong incentives for good wildlife and habitat stewardship and the restoration of depleted wildlife and declining trophy quality;
- Attract interest in both good hunting blocks and marginal hunting blocks requiring restoration;
- Regulate ultra-wealthy bidders with little management track-record in gaining inappropriate access to hunting blocks;
- Promote local Tanzanian companies and enable them to gain entry and compete with non-Tanzanian companies;
- Allow companies sufficient flexibility to achieve maximum performance.