

**TANZANIA DEVELOPMENT PARTNERS GROUP (DPG)**  
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**assistance to Tanzania. Website: [www.tzdac.or.tz](http://www.tzdac.or.tz)**

**THE WILDLIFE SECTOR**  
**with emphasis on tourist hunting**

## **1 SUMMARY**

The Wildlife Sector, apart from having an intrinsic environmental value, is important for Tanzania in terms of its present and potential revenue generation, as well as for communities in providing food security and income. However, the sector is suffering from sub-optimal management, with unsustainable growth, loss of revenues, and limited participation of communities. At the same time wildlife is disappearing from many places outside protected areas. Resistance to reforms exists amongst the current private sector and parts of Government, who benefit from the current situation. Actions have been taken, but comprehensive reform is still lacking. Such reform should include introducing market-based competition amongst the private sector in order to increase revenues without intensifying exploitation of the resource. Reform is also needed to involve communities in decision making procedures and sharing of benefits from utilisation of wildlife on their land. In short, governance in the sector can be improved. DPG is recommended to raise these issues with the Government of Tanzania, and also in relation to discussions on how the wildlife sectors can contribute to growth, revenue, and poverty reduction objectives as articulated in the MKUKUTA.

## **2 THE ISSUES**

Tanzania's wildlife is one of the richest and most diversified in Africa, with several of its protected areas and wetlands internationally renowned as World Heritage Sites and RAMSAR sites<sup>1</sup>. Creation of protected areas was for long seen as the solution to the successful conservation of wildlife and environmental sustainability (MDG 7), and Tanzania has devoted over 20% of the land exclusively for wildlife, upon which much of the tourism industry is now based. Nowadays community involvement is increasingly recognised as a means to conserve wildlife resources and benefit communities. Despite this positive picture, Tanzania's great reservoir of wildlife is increasingly under threat, and opportunities lost for its contribution to growth and poverty reduction.

Management of the Wildlife Sector is split between the National Parks (TANAPA), Ngorongoro Conservation Area Authority (NCAA) and the Wildlife Division (WD), under the Ministry of Natural Resources and Tourism (MNRT). Income generation by TANAPA and NCAA is primarily through game-viewing tourism, while income generated by the WD is primarily through hunting tourism<sup>2</sup>. Hunting for meat is also undertaken for subsistence by local communities, but often illegally.

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<sup>1</sup> Convention on wetlands of international importance

<sup>2</sup> 80-96% of revenue collected.

The Wildlife Sector provides an important source of revenue, but the contribution of the Wildlife Sector is not well reflected in the GDP. For instance, Hunting and Forestry jointly contribute 2 to 3 % of the GDP under the total agriculture contribution, while Trade, Hotel & Restaurants contribute 16.8%. The real contribution of the Wildlife Sector is estimated at between 7% to 10% of the Tanzanian GDP. Wildlife is also an important source of income (and plays a role in food security and nutrition) in many remote and poor rural areas. Development within the Wildlife Sector provides one of the few options to economic development of these areas.

Revenue generation from the tourist sector (over 80% non-consumptive tourism) has shown a growth of approximately 30% per annum during the 1990s, which was one of the fastest growth rates in the world. It has however levelled off since the end of that decade, due to local and international terrorist events in 1998 and 2001 respectively – but also due to the major tourist destinations in the north of the country reaching their carrying capacity. There remains considerable potential for growth of tourism in lesser-known destinations such as the Southern Circuit where poor access hinders development. Localised over-crowding by tourists in the Serengeti National Park has prompted the Board of the Tanzania National Parks (TANAPA) to propose drastic increases to park entry fees. This may encourage a better utilisation of alternative areas, but may also encourage tourists to visit wildlife destinations elsewhere in Africa. Instead of increasing direct tourist fees beyond a psychologically acceptable threshold, TANAPA could indirectly achieve similar revenues through developing effective lease arrangements with lodges established inside the parks. That will not be the focus of this brief, which concentrates on hunting.

The hunting industry has grown considerably in the last two decades and Tanzania is now one of the leading hunting destinations in the world. Despite impressive growth, there remains much scope for improved management, with increased revenue collection, and community benefit from the participation in utilisation and protection of the resources. At present, sustainability is not always realised, as the WD increasingly pushes the industry towards hunting at unsustainable levels<sup>3</sup>, revenues are lost, and rural communities see minimal benefit from an industry that operates on their land. One example is that trophy fees for key species are significantly lower in Tanzania compared to neighbouring countries. One of the reasons that this situation can persist is that procedures are made complex and difficult for outsiders to understand, and only a small core of experts within WD are able to truly understand and direct the industry.

Efforts to introduce transparency and competition in the sector, and in other ways improve the hunting industry have been resisted by the WD (probably due to influence by some elements of the private sector). For instance, a policy and management plan for tourist hunting was developed, signed and accepted by the Director of Wildlife in 1995, but has never been implemented. The plan includes a comprehensive reform of the tourist hunting industry, which involves introducing competition and incorporating communities as decision-makers with access to significant funds generated from hunting. Other examples are recent attempts to curb open discussions on the way forward and a disregard of unfavourable data.

### **3 IMPACTS**

Mismanagement in the Wildlife Sector, and in the hunting industry specifically, impacts the country in the following ways:

<sup>3</sup> Hunting opportunities (concessions) are sold at minimal rates while income is generated primarily from trophy fees, i.e. killing of animals. To increase revenues the Wildlife Division opts to increase quota (= % of animals to be killed), which in many cases already exceed sustainable levels of offtake.

### ***Poverty***

Despite the Wildlife Policy of 1998, which gives provisions for the development of Wildlife Management Areas (WMAs) managed by local communities, it is these communities (the legitimate land-holders) who are excluded from the decision making processes in the areas of, who hunts, how much, what is hunted, and even whether hunting should be allowed on their land. Tourist hunting in WMAs is able to provide funds for remote and poor communities managing WMAs, and thereby contribute to poverty reduction and equity in benefit sharing from hunting. Furthermore, communities could legally engage in hunting for meat for their own consumption. According to some studies, two-thirds of rural Tanzanians claim that wildlife meat is their most important source of protein. Studies of pilot WMAs show that WMAs can provide up to Tshs2.2 million annually per village. Attention should be given though to equity in the distribution of benefits accruing from WMAs or other community involvement in wildlife management, as the larger profits are presently earned by middlemen and other outsiders. Still, the development of WMAs is seriously delayed, with no formal establishment of WMAs to date. This contradicts central government policies and directives (including actions under MKUKUTA). The likely cause of this is general hesitation among some hunting operators to accept the WMA concept<sup>4</sup>.

### ***Sustainable Growth***

There is no effective monitoring of wildlife populations in the hunting areas, and there is therefore no certain knowledge about the sustainability of the Wildlife Sector. While growth in non-consumptive wildlife tourism is possible in the southern part of the country, potentials for growth in hunting may be limited. Indications are that the current hunting levels of key species are unsustainable in certain areas, and the quality and age of key species being hunted has declined. Legal hunting for meat by communities may not have reached unsustainable levels. The unsustainable levels of hunting key species is in part due to the lack of an objective system for quota setting for hunting, and many hunting quotas are issued that allow unsustainable levels of hunting. Hunting also takes place 'above' quotas. The general lack of respect for the law by the members of the private sector (e.g. hunting above quotas) has prompted the Director of Wildlife to issue a Call for Compliance to all hunters in 2004. However, no serious effort to prosecute violations has been observed.

### ***Revenue***

With no objective or transparent system for the allocation of hunting concessions to the private sector, concessions are leased at administered prices far below the true market value irrespective of size, quality or income potential. This is done by a few key government officials, who maintain a high level of control with the awarding of concessions. This represents a large loss of income to Tanzania, and more specifically the WD (estimated at more than US\$7 million). For instance, the number of hunting clients in Tanzania has gone up while the income to WD has remained the same. Moreover, many concessions (up to 70% of all concessions) are leased to hunting operators without the capacity to market or manage their own hunting operations. The system thus promotes subleasing to foreigners with a result that much of the income generated by the industry never benefits the country.

## **4 ANALYSIS**

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<sup>4</sup> The unfortunate side effect of this delay is that some communities are frustrated and increasingly look towards other more unsustainable land use options for their livelihood development. The result is that wildlife is not being protected and is disappearing from community land.

The current management of the Wildlife Sector, and specifically the hunting sector is an example of shortcomings in governance, but serves well the short-term interests of some of the present hunting concession holders and a few government officials. There is therefore a strong resistance to reform.

The present system endangers the long-term sustainability of the use of wildlife. It provides neither the Government nor the communities what is due to them according to Tanzanian law. Instead it serves the interests of a minority in the private sector and the government. It is a misallocation of resources resulting from a non-market system which is administered at the discretion of a few individuals. The opening up of the Tanzanian economy to a market-based system has not yet found its way into the Wildlife Sector.

## **5 ACTION ALREADY TAKEN**

A number of initiatives have been taken by Government and development partners within the field of monitoring, quota setting, improved revenue generation and retention. None of these schemes has so far been successful at providing a comprehensive solution to the fundamental problems. Examples are:

- At the request of the MNRT the financial administration of the Tourist Hunting Section was computerised in the mid-nineties with financial assistance from a donor. This system would have greatly increased transparency and reduced potential for fraud. It was finalised in 1998, but never applied.
- A report on the Tourist Hunting Industry has recently been produced (2004). This study is the first and only presentation of empirical economic data for Tourist Hunting in Tanzania. This study is confidential, copies have been presented to the Wildlife Division, but there has been no response.
- A database has been developed for tourist hunting in the Selous Game Reserve from 1988 to the present. A monitoring of hunting trophy quality has been introduced in the Selous Game Reserve since 1998 with results recorded into this database. The database (without trophy monitoring) has been expanded for game reserves in north-western Tanzania.
- An unsuccessful Kenyan proposal in 2004 to raise the African lion to Appendix I of CITES (Convention on the International Trade of Endangered Species) has prompted the Wildlife Division to introduce minimum requirements for legal hunting of lion trophies. Similar requirements are in place for elephant and leopard trophies, although undersized trophies continue to be exported.<sup>5</sup> However, the recent requirements for lion introduces an opportunity to promote certification in the industry and introduce its reform on the international stage, in a similar manner to certification in the Forestry industry.
- Retention schemes, whereby 50% of the income generated from hunting within remains with the management, have been established in Selous Game Reserve, Rukwa Game Reserve and the game reserves of north-western Tanzania in response to GTZ and the European Union interventions.

## **6 SOLUTIONS**

Despite many problems, cessation of the hunting industry is not a solution. Without a formal hunting industry, wildlife offtake levels would certainly be higher than present, as past

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<sup>5</sup> Minimum weight of a single elephant tusk is set, minimum body length of leopard and minimum age of lion trophies are established.

experience has shown and legal revenues will be denied to the Ministry of Natural Resources and Tourism for managing wildlife areas

However, the Wildlife Division needs to implement an effective reform of the tourist hunting industry that will lead to good governance by realising the revenue potential of the industry, while sharing benefits and reducing poverty, and implement the existing WMA concept.

An internal government review by the Ministry of Finance into the Wildlife Division's management might be an effective means to bring about change of the financial control of the industry. This should include a review by the Tanzanian Revenue Authority (TRA) into the taxation procedures of the private sector involved in hunting (with emphasis on subleasing).

A comprehensive reform must however also include at least the following aspects:

- Effective market-based competition between hunting operators is introduced, where they bid against each other for concessions. However, recognising the strong resistance to this particular issue, alternative allocation procedures could be an option. Alternatively other criteria may be additionally considered so that the highest bidder does not necessarily qualify. The effective market-based competition should be accompanied by control of subleasing, independent monitoring, and introduction of certification.
- Local communities are important decision makers for setting hunting quotas and for allocating concessions on their land. Moreover, local communities receive and manage hunting revenues generated on their land. While WMA regulations should be implemented, specifically these regulations need to stipulate clearly the sharing of benefits and duties associated with tourist hunting with communities.

The correct allocation and utilisation of resources can lead to significantly higher levels of revenues for the Government and benefits for communities, which should be used as a yardstick for measure of the effectiveness of reform.

## 7 RECOMMENDATIONS TO DPG

The DPG is recommended to raise these issues with Government of Tanzania, not only in relation to discussions of the wildlife sector, but also in other relevant discussions of the growth and revenue potential, poverty reduction measures, and good governance of Tanzania. This is in line with the MKUKUTA , which recognises the important role of natural resources and specifically contributions from the Wildlife Sector have towards sustainable development of the country. The following sections of Annex 1 of the MKUKUTA specifically demonstrate the importance of the sector:

CLUSTER 1: GROWTH AND REDUCTION OF INCOME POVERTY	
Goals	Targets
Goal 2: Promoting sustainable and broad-based growth	<ul style="list-style-type: none"> <li>• Reduced negative impacts on environment and people's livelihoods</li> <li>• Reduced land degradation and loss of biodiversity</li> </ul>
Goal 4: Reducing income poverty of both men and women in rural areas	<ul style="list-style-type: none"> <li>• Increased contributions from wildlife, forestry and fisheries to incomes of rural communities</li> </ul>
CLUSTER 2: IMPROVEMENT OF QUALITY OF LIFE AND SOCIAL WELL BEING	
Goal 3: Access to clean, affordable and safe water	<ul style="list-style-type: none"> <li>• Soil, forest and aquatic ecosystems that people depend upon for production and reproduction conserved</li> <li>• Reduction of land degradation and loss of biodiversity</li> </ul>

As mentioned earlier, the first step could be a review by Ministry of Finance (and TRA) of the hunting sector including taxation procedures applied in the hunting industry, the financial status and management of the Wildlife Division.

Change could be lobbied regarding the following fundamental aspects:

### **1. Poverty reduction**

Rural communities on whose land much hunting takes place need to be included in the decision making process and to benefit from the use of their resources if poverty is to be reduced in these remote and poor areas.

### **2. Sustainable growth**

Utilisation of wildlife resources through tourist hunting needs to be sustainable. Monitoring procedures need to be implemented to inform about sustainability. Growth may be possible in non consumptive wildlife tourism and hunting for meat, but not in the hunting of key species.

### **3. Revenue collection**

GoT needs to introduce transparency in the sector. Essential decisions on the allocation of Tanzania's national assets, such as wildlife resources, must be based on objective market-based criteria. When that happens, the true market value of the resources can be obtained by Government, rather than individuals.