

# **Community Participation in the Conservation and Management of Wildlife in Tanzania**

**By  
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## **Introduction**

The Wildlife Conservation Act (WCA) No. 12 of 1974 was formulated for the purpose of controlling the use of wildlife resources and to maintain and improve their protection. In order to achieve this, fines were introduced in line with the “fines and fences” concept. Around 90% of Tanzania’s population is rural which implies that the majority of local communities were thus kept from using wildlife resources. People were kept away from a resource that from time immemorial they had not only interacted with, but had also utilised for their well-being and survival. Because of the circumstances which had prevailed in the past, such as low human population numbers, low levels of land use and technology, it used to be easy to take land and convert it into protected areas without consulting the people. Notwithstanding the application of the WCA to keep local people out of such areas, under more recent circumstances of growing population pressures illegal hunting kept increasing. Heavy punishment imposed on poachers did not bring the evil to a stop, but rather created antagonism between protected area managements and the local communities. It was soon realised that in order for the conservation of resources including wildlife to succeed, communities had to participate in the process.

Community participation in the conservation and management of wildlife resources is captured by the Wildlife Policy of Tanzania (WPT) of 1998. Community participation is regarded to be so important that the policy dedicated about three quarters of its strategies to the matter. Community participation in the WPT hinges on wildlife protection and utilisation. There are four WPT objectives that support community participation in the protection and utilisation of wildlife resources. These are as follows:

- To promote the conservation of wildlife and its habitats outside core protected areas by establishing Wildlife Management Areas (WMAs).
- To transfer the management of WMAs to local communities thus taking care of corridors, migration routes and buffer zones as well as to ensure that local communities obtain substantial and tangible benefits from wildlife conservation.
- To ensure that wildlife is appropriately valued in order to reduce illegal off-take and to encourage sustainable use by rural communities.
- To create an enabling environment, which will ensure that legal and sustainable wildlife schemes directly benefit local communities.

The WPT defines WMA as “an area declared by the Minister to be so and set aside by the Village Government for the purpose of biological natural resources conservation”. Since the Village Government sets aside a WMA, in principal this wildlife area will be on village land. The WPT therefore, sets a point of departure from the WCA as it advocates interaction between people and wildlife. It devolves management responsibility to local communities and creates an environment for communities to directly benefit from the wildlife schemes. This implies that local communities may now practice wildlife conservation as a form of land use.

While the policy was being developed Community-Based Conservation (CBC) was being tested in selected parts of the country. The purpose of the CBC pilot projects was to draw on experiences that would be used to develop the WPT. The WPT strategies on community participation therefore are based on practical experiences gained in CBC pilot projects. Some of the CBC pilot projects have been going on for more than a decade, without a direct legal backing. The WPT objective on establishment of WMAs was intended to allow the

practice of CBC. Now that the WPT has been passed it is necessary to provide a legal backing for communities to practice CBC.

The WPT provides for revision of the wildlife laws to take on board many changes advocated by it, among them CBC. The weight accorded by the WPT on CBC entails an overhaul of the WCA. However, revision of legislation takes long, while communities have been over-sensitised on CBC. It cannot be conceived on how the communities can bear the burden of not legally practicing CBC while waiting for the revision of the law. Means to accommodate CBC in the present legal framework had to be sought. In 1999 the Ministry of Natural Resources and Tourism (MNRT) embarked on the preparation of guidelines that will enable communities to establish and manage WMAs.

### **The Process of Preparing WMA Guidelines**

The management of a WMA involves various stakeholders. This implies that the preparation of the WMA guidelines had to involve as many stakeholders as possible. This was accomplished by means of intensive consultations with local communities, the private sector, NGOs, politicians as well as relevant donor agencies and government institutions. Local communities who have been involved in the CBC pilot projects for a long time were approached and SWOT analyses of their experiences undertaken. A consultative stakeholders' workshop was held to formulate draft guidelines and several retreats were made to revise and perfect the draft guidelines.

In the process of formulating the draft guidelines some critical issues that needed expertise were identified. Terms of Reference for the issues were prepared and four studies were commissioned to national and international experts. The studies were on:

- Legal aspects of WMA guidelines
- Economic opportunities in WMAs
- Joint ventures in WMAs
- Financing, revenue sharing and taxation issues in WMAs

The consultants carried out their work in Tanzania. They visited and consulted several stakeholders including local communities, representatives of the private sector, government institutions and individual experts. Findings of these studies were presented to panels of experts from different government ministries, selected experts from relevant fields and relevant donor agencies. The consultants perfected their findings in consistence with the comments made in the panels. Final products of the consultant findings were again analysed by a team of experts from the relevant government institutions and donor agencies funding current CBC pilot projects. The purpose of this analysis was to make recommendations to the government on areas that could be adopted by the draft guidelines. Recommendations made were presented to a meeting of the Permanent Secretary, Directors, Assistant Directors, and other senior officials of the MNRT. The same recommendations were availed to the Hon. Minister of Natural Resources and Tourism. Comments from the senior ministerial meeting and those of the Hon. Minister were used to perfect the draft guidelines. The legal experts will use these guidelines to draw up WMA regulations.

### **The Process of Legalising WMAs**

Levels of use and management regimes determine the categorisation of wildlife-protected areas. Currently there are four categories of wildlife-protected areas, two of which, namely the Game Reserves and Game Controlled Areas, are administered by the WCA. In order to effect CBC the WPT advocates the establishment of a new category of protected area to be known as WMA. Under the policy implementation framework on conservation and management of protected areas, the WPT advocates to continue managing Game Reserves (GRs) and Game Controlled Areas (GCAs) through the WCA and to review the status and functions of GCAs in order to effect CBC. This implies that some WMAs will evolve from areas under GCAs that are in the village land. In order to accommodate WMAs in the current legal framework, the legal expert advised that:

- Guidelines are administrative devices distinct from legislative rules and therefore, have no force of rule. The inherent primary objective of the draft WMA guidelines therefore, be transformed into regulations in accordance with relevant legislative provisions. He further advised that WMA regulations be made using the powers conferred upon the Minister responsible for wildlife in section 84 of the WCA.
- In order to create and establish a WMA category of a protected area on village land, section 19 of the WCA be used to allow the President to use the powers conferred upon him to modify any restrictions imposed by the GCA category. By using this section the President will be advised to issue an order that will incorporate local communities into wildlife conservation initiatives on village land by creating a WMA category. This modification will allow local communities to deal with wildlife conservation matters and will give room for the Minister to make regulations or subsidiary legislation for better conservation of wildlife resources by local communities.
- Since the Village Land Act of 1999 (VLA) empowers the Village Council to administer village land and that the VLA does not explicitly provide for the mandates of the Director of Wildlife (DW) on matters relating to the control of wildlife on village land (powers that are conferred upon him/her by the WCA), and that Village Councils have no mandates on the administration of wildlife on village land these two laws need to be harmonised to provide for the implementation of the WPT objectives. This scenario may complicate the operationalisation of the WMAs concept and therefore, harmonisation of the WMA guidelines and the VLA is mandatory. On the basis of this advice, the MNRT and the Ministry of Lands and Human Settlement Development studied the matter and agreed to harmonise the intentions of the WPT on WMAs in the regulations that are intended to operationalise VLA.

The provisions of the draft guidelines are harmonised with the following laws:

- The VLA No.5 of 1999 with respect to control of land in villages
- The WCA - the principal law on wildlife matters
- The Local Government (District Authorities) Act No.7 of 1982 and its amendments in relation to the by-law making powers of Local Authorities and AAs
- The Law of Contract Ordinance, CAP 443 in relation to the contractual capacity of AAs
- National Parks Ordinance CAP 412 in order to avoid cross-sector duplication and conflicts
- The Tanzania Investment Act, 1997, in relation to investment in WMAs
- Companies Ordinance, CAP 212, in relation to formation, registration and dissolution of partnerships

The following laws are relevant to the formation and registration of Community Based Organizations (CBOs):

- Societies Ordinance, CAP 337
- Trustee's Incorporation Ordinance, CAP 375.
- Co-operative Societies Act No. 14 of 1982
- Registration of Documents Ordinance CAP 117.
- Functions and responsibilities of statutory institutions in the operationalisation of the WMA concept should not conflict with the duties of local authorities as spelt out by the local Government Act (Section 141-143 and the schedule) and the VLA section 8.

Statutory institutions envisaged to operate in a WMA and their roles are as follows:

Responsibilities of the Authorized Associations (AAs):

- a) Acquire WMA status of the village land set aside for wildlife conservation

- b) Manage WMA in accordance with existing General Management Plan (GMP) and laws.
- c) Review GMP for the WMA and Strategic Plan for the AA
- d) Recruit Village Game Scouts (VGS) from within the villages forming the WMA and manage the VGS
- e) Participate in developing by-laws
- f) Negotiate and enter into contractual agreements regarding the utilisation of resources in a WMA
- g) Promote transparency and accountability
- h) Ensure equitable sharing of benefits
- i) Manage conflict/arbitration on matters pertaining to the WMA
- j) Report to the Village Assembly
- k) Report and seek authorisation of investments from the Village Assembly.
- l) Co-opt technical expertise as required
- m) Protect resources in the WMA
- n) Carry out problem animal control
- o) Ensure efficient financial management
- p) Ensure and maintain proper record keeping
- q) Oversee collection and payment of required fees and taxes
- r) Identify and organise training for the AA
- s) Undertake entrepreneurship
- t) Liase with other institutions for information and technological exchange
- u) Acquisition and safekeeping of arms and ammunition
- v) Apprehension of illegal users and sending them to appropriate institutions
- w) Acquire and dispose of AA property
- x) Ensure conservation of biodiversity
- y) Undertake resource monitoring.

Responsibilities of the Village Government:

- a) Co-ordination of natural resources management activities at the village level
- b) Prepare Land Use Plan (LUP)
- c) Formulate natural resource by-laws
- d) Monitor AA activities and report to the Village Assembly and District Council
- e) Provide land for establishment of a WMA
- f) Ensure a secure and favourable business environment in the WMA
- g) Ensure that sectoral policies are implemented by the AA
- h) Enter into an agreement with the AA on the management of the WMA.

Responsibilities Of the District/Inter-District Natural Resources Advisory Body:

- a) Act as a forum for arbitration and resolution of conflicts
- b) Resolve major land and natural resource conflicts pertaining to WMAs
- c) Reconcile interests of major stakeholders in WMAs
- d) Provide and co-ordinate technical advice to the AA
- e) Provide legal advice (including by-laws and contracts)
- f) Facilitate setting of wildlife quota by the AA through the DGO or designated wildlife authority and then forward it to the DW for endorsement.
- g) Furnish the appropriate District Council Standing Committee with the deliberations of the Technical Advisory Body.
- h) Verify and approve AA contracts.
- i) Advise the District Council on investments in WMAs.

Responsibilities of the District Council:

- a) Facilitate applications by CBO to become an AA and to establish a WMA.
- b) Ensure that the District Advisory Body is functional
- c) Form a linkage between the AA and the WD
- d) Approve natural resource by-laws
- e) Approve LUP
- f) Implement and monitor adherence to the WPT in and outside WMAs
- g) Endorse investments in the WMAs

Responsibilities of the MNRT and WD:

- a) Facilitate the initiation of the establishment of WMAs
- b) Authorise CBOs to become AAs
- c) Declare an area as a WMA
- d) Facilitate the gazettelement of WMAs
- e) Confer user rights of wildlife resources in the WMA and on the lands of the participating villages.
- f) Enter into contractual agreements, such as a Memorandum of Understanding (MOUs), with AAs on the management of WMAs
- g) Oversee the performance of an AA in management of WMAs
- h) Endorse animal quota
- i) Screen prospective investors in WMAs
- j) Oversee investment in the WMAs
- k) Assist in protection of natural resources
- l) Provide technical assistance to the AAs
- m) Develop a standardised syllabus and provide modalities for conducting VGS training
- n) Assist to undertake resource monitoring and inventory
- o) Assist in training
- p) Monitor and evaluate development trends of WMAs
- q) Assist in anti-poaching activities
- r) Assist AAs in monitoring the resources]

Responsibilities of Tanzania National Parks (TANAPA) and Ngorongoro Crater Area Authority (NCAA):

- a) Develop modalities with the WD to work in WMAs that they are stakeholders in.
- b) Facilitate the establishment of WMAs
- c) Act as an agent of the WD in a WMA.
- d) Participate on the District/Inter-District Advisory Committee in areas where they operate
- e) Assist to conduct resource monitoring and inventory in the WMAs
- f) Assist AAs to undertake anti-poaching activities

Responsibilities of the NGOs:

- a) Facilitate the initiation and establishment of WMAs in collaboration with WD, TANAPA, NCAA, GR, NPs and District Commissioners (DCs).
- b) Sensitisation of communities
- c) Facilitate community organization
- d) Facilitate villages to prepare LUPs
- e) Provide legal advice (by-laws and contracts)
- f) Provide technical advice to AAs

- g) Undertake capacity building activities (financial management, annual action plans, audits, strategic action plans and gender mainstreaming)
- h) In collaboration with the WD, TANAPA, NCAA and/or DC facilitate joint ventures
- i) Participate in District Advisory Board upon request
- j) Collaborate with wildlife authorities in resource monitoring

Responsibilities of the Private Sector:

- a) Enter into concessions/joint ventures, agreement on resource utilisation and investment in the WMA with AA
- b) Adhere to/fulfil the terms and conditions of the concession agreement/joint venture contract
- c) Market and promote the WMA's resources
- d) Assist in protection of natural resources.
- e) Participate on District Advisory Body meetings upon request.
- f) Ensure that it pays AA and government dues promptly and correctly.

Other recommendations on legal matters regarding community participation are:

- The permits granted by the DW to establish CBC pilot projects do not contravene any provision of the WCA.
- In order to avoid conflict with other legal instruments, granting of concessions in WMAs should not give the right of occupancy and use of the land. The relevant laws (VLA and Lands Act of 1999, respectively) should apply to such rights.

### **Critical Issues Pertaining to Community Participation in Wildlife Conservation and Management**

Among critical issues in the management of WMAs is the formation of an institution that will be entrusted by villagers to manage the wildlife resources on their behalf and for the benefit of the entire community. This institution will be granted the user rights of the wildlife resources and will enter into an agreement with the DW on the management and utilisation of wildlife resources. In order to properly guide communities and ensure sustainable conservation of wildlife resources in a WMA, the following steps will be taken before the user rights are granted:

- Organisation of the communities to set up the institution that will manage the WMA
- Preparation of land use plans in order to set aside land for conservation of wildlife resources
- Preparation of resource management plans in order to rationalise use of resources.
- Authorisation of the institution that will be entrusted by the local communities to manage wildlife resources.
- Gazettement of the WMA.

The following is an excerpt of the draft WMA guidelines on the above mentioned steps:

#### **Organising the Community**

Organising communities means the process of communities preparing themselves to set up institutions, structures and instruments for managing resources in a WMA.

Formation of a CBO by a specified rural community known/registered village(s)/rural township. The CBO formed should have a legal and legitimate constitution, approved by the entire community. The Constitution will contain, but not be limited to, the following information:

The description of a WMA must give its name, boundaries, size and location.

## **Objectives of the CBO**

- Name of participating District(s) and village(s)
- Qualification of membership
- Office bearers: Qualifications, Terms of office, Terms of Reference and procedure for changing office tenure
- Modes of representation
- Description of how the CBO organisational structure will be accountable
- to the Villagers, Village Government and linked to the District Council
- Roles and responsibilities of the different organs of the CBO
- Relationship of the CBO to the Village Government
- Financial management
- Methods of resolving conflicts in the CBO
- Code of conduct and disciplinary measures

Formation of a CBO should be according to the Societies' (Application for Registration) Rules, 1994 [Rule 4(1)] (See Annex 2).

A strategic plan containing vision, mission, objectives, tasks / activities, outputs, monitoring and evaluation as well as re-planning should be developed.

## **Preparation of LUPs**

Preparation of a LUP means the process of evaluating and proposing sustainable alternative uses of the land in villages in order to protect biodiversity and improve the living conditions of villagers.

The Village Government(s) will be required to prepare a LUP. Where two or more villages intend to form a WMA, the setting aside of land and the preparation of a land use plan will be in accordance with the procedure stipulated by the laws governing village land.

Procedure:

- a) The setting aside of land for a WMA will be in accordance with the laws governing VLA No.5 (1999) Sections 11, 12 and 13.
- b) A LUP to establish a WMA will follow the planning process as outlined in the Guidelines for Participatory Village Land Use Management in Tanzania (National Land Use Guidelines or their revised versions) Chp.2.7. A LUP should be subjected to an Environmental Impact Assessment (EIA).

## **Preparation of General Management Plans (GMPs) for a WMA**

A GMP is a tool for rationalising different uses and management of resources in the WMA in order to improve the environment and ensure economic benefits to the stakeholders. AAs will be required to develop a GMP, which must ascribe to the format provided by the DW, to manage the WMA. The wildlife authorities will provide technical support to the CBO in the preparation of the GMP. The minimum steps for developing a WMA GMP will be as shown in Annex 5 and planning must involve all relevant stakeholders in and outside the WMA.

## **Authorisation of CBOs and Gazettement of WMAs**

Authorisation in this context means to give the CBO the mandate to manage wildlife resources on village land.

- a) The CBO's application for authorisation will be considered only when guidelines 1.1 – 1.4 have been fulfilled.
- b) Only the Minister will gazette the WMA
- c) Authorisation of AA and declaration of the WMA will be done concurrently.

Procedure:

- a) Upon registration as a CBO, the CBO will apply to become an AA.

- b) The DW will make known to the CBO aspiring to become an AA the general conditions for managing a WMA.
- c) Application forms to become an AA will be directed to the DW and copied to the DC.
- d) Applications to become an AA must be accompanied by the following:
  - i. Minutes of the village assembly meeting;
  - ii. A completed WMA information data sheet;
  - iii. A copy of the Certificate of Registration of the CBO certified by the District Council;
  - iv. A copy of the constitution of the CBO;
  - v. The LUP of the village(s), as endorsed by the District Council(s);
  - vi. A sketch map of the WMA in relation to the village LUP;
  - vii. The boundary description of the WMA, its size and name;
  - viii. A copy of the GMP/Resource Use Zone Plan.

#### The DW

- a) The DW will endorse the authorisation of a CBO only after he/she is satisfied that the CBO has fulfilled the criteria for authorisation and has met procedures a-c above.
- b) The DW will be required to notify the CBO, with a copy to the DC, within 14 work days after receipt of its application whether the application has been endorsed or not.
- c) Within these 14 days the DW will be required to forward the successful applications to the Minister for declaration.
- d) The AA and WMA will be declared by the Minister within 14 days of receiving a formal note from the DW, and the Minister will issue a Certificate of Authorization to the AA.
- e) Thereafter the declaration of an AA and the WMA will be published in the Government Gazette.
- f) The AA will enter into an Agreement with the DW after declaration and before they are conferred the right of use of the wildlife resources in the WMA.

#### Issues Studied by the Experts

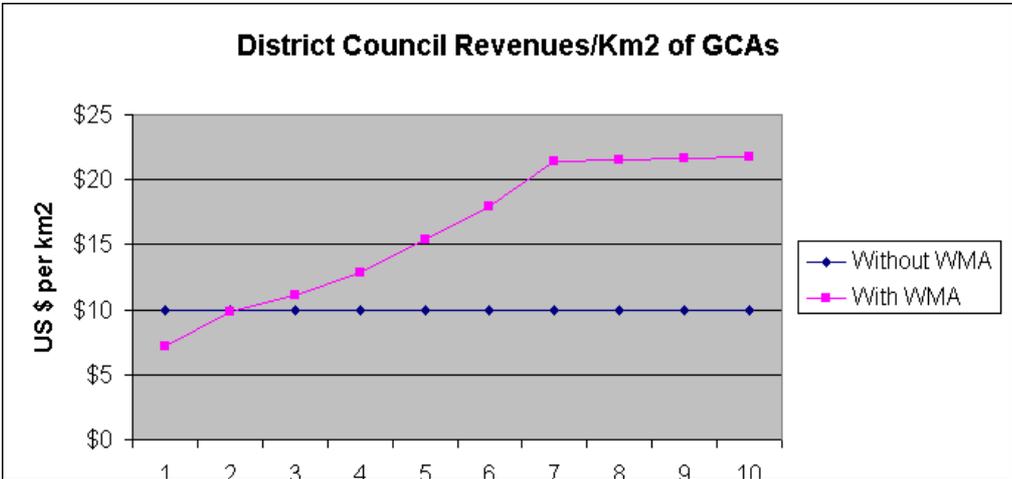
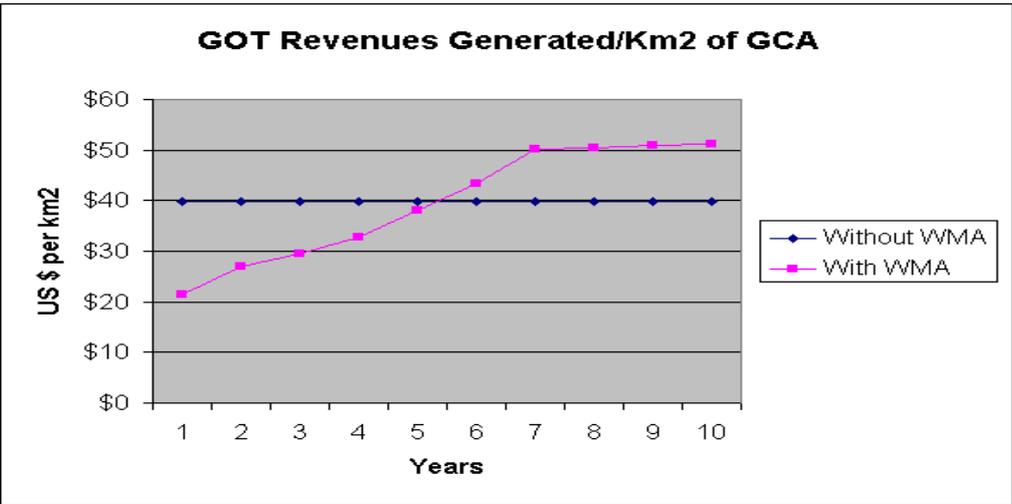
In the process of formulating the WMA guidelines, there were areas that needed in depth study by experts. These were identified and commissioned to national and international experts. The following is a summary of their findings and an analysis thereof done by a special team appointed by the Government.

#### Economic Opportunities in WMAs

The study on economic opportunities in WMAs showed that devolving the management of wildlife to the local communities under WMA designation will increase the economic well-being of all stakeholders: The Government of Tanzania (GoT), the Districts and the local communities. Among the 14 economic opportunities identified, four of them were analysed. These were:

- Hunting (tourism/trophy and resident hunting)
- Photographic, non-consumptive tourism
- Improved bee-keeping and collection centres for honey, bees wax and other bee-keeping by-products established as whole sale markets for the producers and for quality control purposes, and
- Natural forestry management.

The results which are based on a hypothetical area of 1100 km<sup>2</sup> clearly showed that all the criteria for feasibility were met by the opportunities analysed. The graphs below illustrate revenue that will accrue to stakeholders out of the economic opportunities analysed:



More revenue will be realised by all stakeholders as more economic opportunities are taken up i.e. natural forests management, beekeeping etc. In fact, the implementation of the WMA concept is probably the only realistic avenue available to the WD given its lack of adequate funding and limited manpower to carry out its mandated task to conserve wildlife and its habitat. However, in most rural communities the capacity for planning and managing

business enterprises is very low. Moreover, there is a legacy of failed communal enterprise initiatives in Tanzania. To resolve this, the focus should be directed on the structure of the institution that will be mandated to manage wildlife in a WMA as described in the previous sections. The required expertise is crucial and capacity building of local communities is a must. In order to achieve this AAs should be allowed to hire competent management staff/experts. The initial four to five years will be difficult for the AAs / WMAs, as they will be generating less revenues than is their requirement. At the same time central government will lose revenues in the form of taxes, levies, etc. from the WMAs. Therefore the government should seek support to bridge the gap. In order to operationalise a WMA ground work needs to be done including things such as resource inventories and marketing as well as how to improve the quality of products and infrastructure. There should be meetings between producer communities - especially for honey and beeswax - and prospective buyers. The required investments should be identified and cost analyses undertaken.

### **Joint Ventures in WMAs**

The term **joint venture** means “arrangement between an AA and other parties to undertake specified business matters related or incidental to the management and protection of wildlife in WMAs”. In a joint venture the most important parts of the contract is its financial structure and duration. The economic opportunity study recommended that communities could realise relatively more revenue in the initial years of WMA establishment if they will engage in photographic and hunting tourism. This is because these types of wildlife-based activities require little investment on the community side and the same activities are already taking place on village land. Since the user right of wildlife resources in the village land will be conferred to the AAs, it is the AA that will enter into contracts with the private sector. WMA guidelines do not envisage the user rights to be transferable. It is thus obvious that the private sector will not be engaged in the management of the wildlife resources. The private sector role in the WMA will be to economically utilise wildlife resources sustainably.

In the initial years of WMA establishment most of the joint venture contracts will be on photographic and hunting tourism undertakings. Given the dynamic nature of the tourism industry, and in order to protect the interests of local communities, it is recommended that the duration of contracts will not exceed 10 years. However, with more investment in other ventures the contracts may exceed this duration. In order to avoid mush-rooming of white elephants in the middle of the jungle, ie in case the tourism industry collapses, and for the purpose of protecting the environment, permanent structures must be discouraged in WMAs. The most economically attractive and ecologically sustainable ventures in photographic tourism will be tented camps and the provision of campsites. However, ecological sustainability of WMAs will also depend very much on the measures that will be taken to ensure changes to the environment as a result of utilisation are within acceptable levels.

### **Provision of Services to AAs**

In the initial years of WMA establishment local communities will require expertise in resource management and entrepreneurship. The expertise could be in form of providing knowledge and hired service. Services to be provided by NGOs and/or private institutions will need to be paid for. This will be difficult because initially AAs will be financially constrained in meeting such costs. Wildlife authorities may be the only reliable and accessible source of service available to the local communities. Based on these facts, together with the deployment of staff from TANAPA, NCAA and WD in service delivery, the District Advisory Body (the Body) should be comprised of different experts in fields required by AAs who will provide service to WMAs. This Body can co-opt experts from NGOs and the private sector whenever necessary. AAs could also access services from NGOs, the donor community, private individuals or professional financial firms. Since there will be many stakeholders and prospective service providers that would like to assist local communities, criteria for selection and hiring of the services and mechanisms to monitor

their performance must be in place in order to ensure quality delivery of services and compliance with the WPT and other national policies.

### **Revenue/Costs Sharing, Financing and Taxation Issues**

There is general dissatisfaction by local communities on the current revenue sharing arrangement from wildlife-based activities in Game Controlled Areas and Open Areas. The current revenue sharing arrangement between the Government and local communities is hinged on revenue accrued from tourist hunting. The 25% of revenue from this industry directed to the District Council for funding development activities in villages where hunting takes place does not necessarily reach the targeted group. This has driven the local communities to opt for land uses that are detrimental to wildlife conservation. WMAs are an important option in solving wildlife management problems since they will be established on village land for communities to conserve and benefit from wildlife resources. Since wildlife is a national heritage resource every Tanzanian has the right to benefit from the resource. However, as wildlife occupies land that could otherwise be used by local communities for their livelihood, it goes without saying local communities living in wildlife areas need to have a great share of benefits accrued therefrom in recognition of their management and development role in wildlife conservation.

### **Revenue and Cost Sharing in WMAs**

There is a need to implement a reform that will add value to reducing implicitly taxation of the villagers and at the same time benefit the central government and the district councils. It has been mentioned that although the stakeholders in a WMA will benefit from various economic activities that will be undertaken therein, the District Councils and Central Government stand to lose revenue in the first 2 to 5 years following establishment of WMAs. Notwithstanding the loss of revenue the government will still be obliged to support villagers in order to enable these to take over wildlife management responsibilities. In this respect the reforms in revenue sharing need to be gradual so as to cushion the governmental loss of revenue, to give an opportunity to assess the progress of the designated WMAs and provide a window for revision of the regulations as deemed necessary.

Since there are CBC pilot programmes that have been in existence for a decade, it was important to draw on their experiences on how communities have been sharing the revenue accrued and costs incurred in the process of managing the wildlife in these areas. At present villagers accrue revenue from hunting animals according to a quota provided by the DW without a levy. In most cases villagers hunt and sell the meat among themselves or to neighbouring villages at affordable prices. Although resident hunting takes place in these areas, all revenue from this form of activity accrues to the District Council. The 25% of the revenue from the hunting tourism industry does also not go to the villages. Photographic tourism takes place informally in villages in the northern tourism circuit. Local communities have arrangements with private investors who pay agreed amounts of revenue to individual villages. There is no revenue accruing to the District Councils and Central Government from this form of wildlife utilisation.

Analysis of revenue sharing arrangements suggests that revenue accrued to villagers from hunting for meat in potential WMAs should not be shared with any party since it is a mode of resident hunting that is affordable by local communities and is a modality of making protein accessible to the less well off at affordable prices. Moreover, in order to empower local communities and control abuse of rights, resident hunting should be allowed in WMAs only. This will make sure that WMA resources are valued and that low prices on areas outside WMAs do not out-compete the villagers who have devoted their land, resources and energy. Since local communities and resident hunters will pay for hunting licenses from the District Councils, these authorities need not to share revenue with villagers.

Photographic and hunting tourism revenue sharing modalities in potential WMAs need to be looked into critically in order to rationalise the present sharing arrangements in order for all stakeholders to have a fair share of the revenue.

## **Financing of WMAs**

Access to finance is one of the major problems likely to be faced by the villages managing WMAs as WMAs might be regarded by financial institutions as high risk investments. It is likely financial institutions, which may access funds to AAs are the informal sector financial intermediaries. However, there is a promising potential initiative for financing WMA type activities by formal banks such as CRDB, where a concessionary financing scheme is being developed with assistance from Denmark. In this type of financial arrangement, expected performance of the project is security enough to secure a loan. There is also a possibility for the Government to take deliberate action to support establishment of WMAs, since they will help to secure wildlife resources, increase the tax base and contribute to rural development and poverty reduction. The import/export facility in the tourism industry could be used to access finance to the AAs by the Government to assist in matters pertaining to resource inventory, mapping and resource management in WMAs.

## **Taxation Issues in WMAs**

The studies on taxation issues show that there are three ways by which the Government may raise revenue from AAs:

- Charging for services provided within the WMAs
- Taxing the AAs both directly and/or indirectly
- Any combination of the two above

The conclusion was made that WMAs as well as other entrepreneurial activities that may spring up as a result of WMA designation should be subjected to taxation in accordance with the existing standard practice.

Analysis of taxation issues suggests that, since it is the Government's wish that the WMA concept be successfully implemented, there is a need for the Government to grant tax exemptions to AAs should they have to be subjected to taxation regimes.

## **Conclusions:**

The concept of WMAs offers a solution regarding conservation of wildlife resources outside core protected areas by addressing many problems of wildlife conservation and management in Tanzania. Some of the problems that will be addressed are: Poverty, biodiversity conservation, human resources levels required to adequately manage wildlife resources, funding for wildlife conservation activities and, most importantly, the right to use and share benefits accrued from wildlife resources by local communities.

## **HUNTING AND COMMUNITY BASED CONSERVATION IN TANZANIA**

**By**

**Dr. Ludwig Siege**

## **Hunting and Communities**

Although protected areas for wildlife cover more than 20 % of Tanzania's land surface, an estimated half of all wildlife in Tanzania is found outside the protected areas. The majority thereof lives on communal land. In the past, subsistence hunting for meat was permitted to the local population. In 1954 the Fauna Conservation Act restricted this privilege to only a few traditional subsistence hunting communities. The Wildlife Conservation Act of 1974 in turn did away with this regulation. From then on hunting was possible only for those, who could afford to pay the fee and who owned a licensed gun - now a precondition for a hunting license. This effectively prevented all villagers but a few from hunting legally while at the same time many new protected areas were created, sometimes against the will of the local populations. Village communities bear the costs of conservation - by having their fields

destroyed by wild animals or by being eaten by lions and crocodiles - with in the past hardly any benefits for them accruing from wildlife. These developments increased the alienation of the local people from wildlife and can be seen as a supporting factor to the upsurge in commercial poaching in the 70'ies and 80'ies. Without the villagers' co-operation the poaching could not have been carried out at such an immense scale.

Virtually the only form of wildlife use which in the past provided villagers with any legal benefit was, and in most places still is, the control shooting of problem animals. The meat from the carcasses is normally sold in the villages. Usually the revenue from the meat sale goes to the District Council. Sometimes it is used as compensation for the landowner, who has suffered the damage.

The anti poaching efforts of the government since the late 80ies, starting with operation Uhai to the improvement of the management of the protected areas, succeeded in curbing the trophy poaching. Though necessary Operation Uhai was a military style crackdown which found very little support in the rural areas.

In 1998 Tanzania passed the new Wildlife Policy of Tanzania based on the view that wildlife will only survive in the long run if the communities get a chance to experience its value directly.

The WPT emphasises "to give wildlife economic value to rural communities without prejudice to the environment and in such a way that the benefits compensate for the opportunity costs of this form of land use". The strategies mentioned are *inter alia*:

- adopting measures that bring an equitable share of revenue from tourist hunting to rural communities, on whose land the industry is practised,
- providing the necessary assistance in allocating concessions and setting wildlife utilisation quotas for the rural communities

The new policy also emphasises the importance of Community Based Conservation and introduces the concept of WMAs. WMA's are village reserves, set aside for wildlife (not necessarily exclusively), which are managed by the villagers under the guidance of the WD for the benefit of both the people and the wildlife. Recently, Guidelines and Regulations for WMAs have been developed by the WD, which specify the technical aspects of the establishment of village WMAs including the management regime and the benefits, revenues and cost sharing in WMAs.

Since the late 1980ies pilot projects have developed concepts and are practising CBC in different parts of the country. The SCP is the largest one and its findings have been incorporated into the Policy and the Guidelines.

### **Present Structure of Hunting in Tanzania**

Hunting in Tanzania is regulated by the WCA of 1974.

By carrying out hunting schemes, Tanzania is following internationally established conservation practices. The World Conservation Union (IUCN) for instance supports all forms of wildlife utilisation as long as two conditions are met:

- The utilisation is sustainable. This means the renewable resource is utilised at a rate within its regeneration capacity.
- The income has to increase support to conservation, which means implicitly that the needs of the ones sharing their land with wildlife also have to be accommodated.

The Act also sets some important rules and ethical standards for hunting in Tanzania such as:

- No hunting from vehicles. Shooting is permitted only 200 m away from the vehicle
- No night hunting, no use of artificial light or night vision sights.
- Hunting ethics have to be followed, e.g. wounded game must be followed up without exception

- Minimum calibre regulations for the different species, for instance .375 for Buffalo and bigger dangerous game and 7 mm for the larger antelopes and Leopard.

The Act recognises that for any form of controlled sustainable offtake information on population size and, if possible, composition and age structure is necessary. Only when there are very large populations and offtake is small is this of less relevance (for instance Selous ecosystem 55.700 Elephants, offtake 30-35 annually, Buffaloes 150.000, offtake 800 etc.). Therefore hunting licenses are issued for single animals based on a quota system. In the main hunting areas, regular animal counts, usually by means of Systematic Reconnaissance Flights, are carried out by TWCM. Quotas are adjusted accordingly. In the pilot WMAs, the village scouts carry out game counts during their patrols and recommend quotas to the WD for approval.

### **Safari Hunting**

Trophy hunters are ready to pay high sums for the privilege to hunt in wilderness areas. This demand provides the custodian of the land with an incentive to have, keep and conserve wildlife on his / her land. Wildlife areas usually compete with other forms of land use, esp. agriculture and livestock keeping. Only when the returns from managing wildlife are tangible and sufficient for the people and institutions owning wildlife areas, is the setting aside of large tracts of land as wildlife areas by governments, communities and private persons justified. Often the hunting areas are marginal from the agriculturist's point of view, so that in such cases the opportunity costs of excluding other forms of land use are not too high. This applies especially to areas with low population densities.

It is recognised that safari hunting provides the highest returns of all options of wildlife utilisation except live animal sales, which are not an option in Tanzania. Calculations in Southern Africa have shown that safari hunting is by far the highest yielding form of wildlife utilisation. The return from safari hunting can be up to 5 times higher than that of cropping for meat.

Tanzania allows safari hunting in around 125 blocks. These are allocated to roughly 40 private hunting companies annually. Quotas are set annually on block basis for the species and number of animals to be hunted. For abundant species the game quotas in Tanzania are set far below the potential sustainable offtake. This is because for instance there is no possibility to find clients for the certainly sustainable annual offtake of 10,000 wildebeest or impala, given the high costs of safari hunting in Tanzania.

Hunting is sold to international hunters. These are accompanied by professional hunters, employed by the hunting companies allocated with the blocks. It is required that every hunting party is accompanied by a Government game scout. The hunting companies have the responsibility to see that regulations are adhered to.

Hunting in Tanzania is expensive, but the price appears to be justified by the vast size of the hunting areas and the large hunting blocks. These are attractive to sportsmen who wish to experience hunting in vast, uninhabited tracts of Africa.

Some important species, which may be hunted by foreign hunters in Tanzania and their prices are listed below:

<b>Animals</b>	<b>Game fee per head US \$</b>		<b>Animals</b>	<b>Game fee per head US \$</b>	
Buffalo	1st	600	Kudu -	Greater	1,170
	2nd	720		Lesser	1,300
	3rd	840	Leopard		2,000
Bushbuck		340	Lion		2,000
Crocodile		840	Oryx		870
Eland		840	Puku		220
Elephant		4,000	Roan antelope		870
Gazelle -	Grant's	220	Sable antelope		1200

	Thompson's	190	Sitatunga	900
Gerenuk		1,300	Topi	350
Hartebeest -	Both species	370	Warthog	320
Hippopotamus		840	Waterbuck	440
Impala		240	Wildebeest	320
			Zebra	590

There is a multitude of other fees payable to the Government, such as the licence fee, the trophy handling fee and the gun permit. A daily fee is paid to the outfitter, who in turn pays a block fee and various taxes to the Government.

Around 700 to 750 hunters visit Tanzania annually. This number has been fairly constant over the last 5 years. They shoot around 10000 animals per year.

Of the around 125 hunting blocks around 1/3 are located on village land. The benefits from these hunting operations to a large extent still bypass the villages.

### **Problem Animal Control**

In Tanzania problem animal control frequently becomes necessary. This is usually done by shooting of the problem animals. The Tanzania Wildlife Legislation permits the killing of wild animals in defence of human life or property. Mainly baboons, wild pigs, but also hippo, buffalo and elephant are shot on control. For crop protection purposes alternatives like flares to chase elephants from fields or electric fencing have recently been tried, but with little practical success.

### **Cropping for Meat and Trophies e.g. Skins**

Cropping for meat and cropping for trophies such as hides is carried out commercially in Tanzania. However this does not take place on a large scale, as the WD is restricting the practise. Zebra, hippo and wildebeest are cropped for hides and meat. Cropping is often not economically viable due to the large distances involved and the lack of markets. Only recently have communities become involved in cropping for trophies (crocodiles).

### **Resident Hunting**

For a large portion of the Tanzanian rural population wildlife has been and still is an important resource of nutrition and income. The Wildlife Conservation Act of 1974 stipulates that all animals hunted have to be paid for individually and that no special consideration should be given to traditional hunting customs and methods of certain traditional hunting communities. Since 1974 residents of Tanzania have been allowed to hunt meat animals during the hunting season (July to December) for a license fee (see table below). The license is bought at the District headquarters and is valid for the respective District only. It lasts 2 weeks and each hunter can buy only one per month.

Any resident hunter has to be registered and must have a suitable licensed gun.

The Districts have a quota, up to which licenses can be issued. In districts with a high demand for hunting this may lead to the quota being exhausted before the season ends. Non-citizens residents pay a fee, which is several times higher than the fee for citizens, but still relatively low (see table below).

This leads to the fact that only the resident hunter, who is usually part of a richer urban population fulfils the preconditions of possessing a rifle and being able to afford the fees, small as they may seem. The local people are normally not able to meet these conditions, with the result that wildlife is used illegally by villagers, which in turn opens the door for commercial poaching.

In the following, the most important species, which can be hunted on a District license are as follows :

<b>Species</b>	<b>Price citizens TSH</b>	<b>Price resident non-citizens TSH</b>
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Buffalo	6000	27020
Bushbuck	1200	15440
Eland	10000	38600
Grant gazelle	1500	9971
Hartebeest	3000	16726
Impala	2000	10615
Reedbuck	1500	12866
Thomson gazelle	1200	8363
Topi	3000	16083
Warthog	1500	14153
Wildebeest	2000	14153

Prices in Tanzania Shillings, at present ca 900 TSH = 1 US\$

Misuse in resident hunting is widespread. The number of scouts employed by the Districts is usually not sufficient to exercise effective control.

### **Game Ranching and Farming**

This of minor importance in Tanzania at present, as ranching is still in its infancy and crocodile farming has not really taken off yet in Tanzania. The Wildlife Division presently does not encourage game ranching.

### **Present Hunting Schemes for Communities**

CBC hunting schemes are presently based on meat cropping and on special resident hunting schemes.

#### **Meat Quota Hunting**

Contrary to commercial cropping this is usually profitable because markets and wildlife areas are close to each other, appropriate technologies are used and costs are low.

Villages apply for a quota and hunt the locally abundant non-trophy animals. In return, the villages are required to appoint and equip village scouts, who patrol their village WMAs. The villages develop land use plans with the assistance of the respective Land Development Offices. Among other forms of land use, Village WMAs are demarcated as areas for sustainable wildlife utilisation. The Land Use Survey includes the provision of land certificates to the villages. The WD intends to assist villages in these activities through its CBC-unit to establish WMA's.

The meat is sold in the villages and the proceeds are used for managing the wildlife area and for small village development programmes. The potential is modest, but the meat augments the protein supply in the village and helps undercutting the market for poached meat. It is important that the meat supply is distributed over much of the year to match demand patterns and the low purchasing power in the villages.

Up to 1,5 Mil TSH can be earned by a village in a season, depending on the size of the quota and the price for the meat set by the village. The price is usually set by the village assembly and tends to be below the market price for beef or poached meat.

#### **Resident Hunting Schemes**

There are several schemes in the country operating on a pilot basis, until the guidelines and regulations for the WMAs are endorsed by the Government. Such schemes are for instance MBOMIPA (Matumizi Bora Maliasili Idodi na Pawaga) in areas adjacent to the Ruaha National Park and the Selous Conservation Programme.

In the following an example from the Selous buffer zone is shown to demonstrate possible income levels from resident hunting schemes:

In July 1997 the scheme was introduced by Ngarambe village, Rufiji District, for their WMA which they had declared at their own initiative.

The innovations were:

If a resident hunter wants to hunt in Ngarambe WMA, he / she has to buy a hunting license from the District Game Office of Rufiji District and then to report to the Ngarambe Village Wildlife Committee in order to buy a "Certificate of Entitlement to hunt in Ngarambe ". The fee of the Certificate depends of the number of animals and the species. Hunting is only allowed under supervision of a village game scout. The allowance of the scout is already included in the fee. After hunting the hunter is supposed to report to the village wildlife committee.

The village obtained a hunting quota for the hunting season of the year 2000 and in decided an assembly meeting to split the quota into meat hunting and resident hunting quotas and to allocate the following animals for resident hunting including setting the following prices:

Species	Quota	Price per Animal in TSH	Fees Paid TSH
Buffalo	10	150.000	1500000
Bushbuck	5	25.000	125000
Hartebeest	5	45.000	225000
Impala	10	25.000	250000
Warthog	20	30.000	600000
Wildebeest	15	60.000	900000
Guinea fowl	5	2.000	10000
<b>Total</b>			<b>3610000</b>

The price per animal was fixed according to the value of the meat of the respective animal.

The introduction of the new system created some resistance among certain resident hunters of Dar es Salaam because of the increased price. In a circular letter the so called Hunters Association of Tanzania wrote: "we are counting on your rifle and the man behind it to join us in the fight to preserve our hunting rights..." Nevertheless other hunters realized the advantage of hunting in the WMA of Ngarambe. So far around half of the quota is sold to resident hunters, generating around 1.8 Mil TSH for the village. The amount made from selling meat of the quota hunting within the village stands at around 875000.- TSH, representing 2,4 tons of meat for local consumption. This means that Ngarambe earns around 2.5 Mil TSH through its different hunting schemes, out of which around half is required for the management of the WMA and half is available for development projects.

### **Safari Trophy Hunting for Communities**

So far there is no benefit accruing to the villages from Safari hunting on village land from the Government side. According to the Wildlife Policy the villages will in the future benefit directly from the hunting fees, if hunting takes place in registered Wildlife Management areas on village land. But so far this system has not yet been introduced. The contracts with the hunting safari operators are concluded by the Central Government and the fees are paid there. In the north of Tanzania a number of communities have therefore embarked on photographic tourism and entered into contracts with operators. In most places in the country, however, this is not a viable option, because photographic tourism requires conditions like large number of plains game, visibility, accessibility, which are absent in many village areas. At the moment the Government receives 7500 US\$ as concession fee per year per hunting block. The trophy fees and other minor fees provide around 50000 US\$ on the average per block per year. This income is shared between the Treasury and the WD according to a set of regulations. These include so-called retention schemes, which may differ from area to area.

25% of the hunting revenue of the Treasury, constituting an effective 9 to 12% of the total hunting revenue, is paid to the Districts and should be passed on to the villages for development purposes. Often, however, this money does not reach the village, but is used at District headquarters level.

Under the present system some hunting companies have voluntarily contributed up to 500000 TSH or more per hunting season to villages on whose land they hunt and have also supplied assistance in kind.

Other hunting companies have institutionalised their support. They have founded NGO's to raise funds from safari hunting in order to support the communities of their hunting areas. The Cullman and Hurt Community Wildlife Project, the Friedkin Conservation Fund and the Safari Conservation Fund can be mentioned as examples. These and other schemes provide considerable support for village development, anti poaching activities as well as rewards for anti poaching success. For instance, the Cullman and Hurt initiative has so far raised up to 600 Mil TSH for village projects. Such schemes have been highly effective in making the communities interested in conserving natural resources on their land. It would be beneficial if these programmes continue also after the Government shares its revenues from safari hunting with the communities.

The WPT states that it is essential for the benefits from safari hunting to be channelled back to the communities on whose land the hunting takes place. If one assumes that 60% of the safari hunting income on village land would be channelled to the village, the average village owning a WMA big enough to form a hunting block could receive around 27 Mil TSH annually from this activity. Mostly, however, villages do not have a WMA the size of a hunting block of their own and have to form an association to jointly manage the WMA. The revenue is then shared accordingly.

The financial potential of safari hunting can provide a big incentive to protect the resource. It also has the potential to make considerable contributions towards the development of many communal areas in the country.

One has to remark, however, that the established safari hunting community in Tanzania, represented by TAHOA, the Tanzanian Hunting Operators Association, is critical towards CBC. This is understandable, because blocks so far have been allocated by the government directly and the established operators sit comfortably with the blocks they have obtained within a non-competitive system, which lacks transparency. In the new system they will have to compete with other investors openly, which will lead to higher prices and possibly to different allocations.