

The United Republic Of Tanzania



**PROPOSAL BY THE UNITED REPUBLIC OF TANZANIA TO
DOWNLIST ITS ELEPHANT POPULATION FROM APPENDIX I
TO APPENDIX II OF THE CONVENTION ON INTERNATIONAL
TRADE IN ENDANGERED SPECIES OF WILD FAUNA AND
FLORA - CITES,**

SUBMITTED TO

**THE FOURTEENTH MEETING OF THE CONFERENCE OF THE
PARTIES TO CITES**

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES OF WILD FAUNA AND FLORA

Amendments to Appendices I and II of CITES

Fourteenth Meeting of the Conference of the Parties

1. A: PROPOSAL

To transfer the population of the African elephant, *Loxodonta africana* of the United Republic of Tanzania from Appendix I to Appendix II with an annotation that reads as follows:

For the exclusive purpose of allowing:

- 1) trade in registered stocks of raw ivory in whole tusks and pieces;
- 2) trade in live specimens for non-commercial purposes to appropriate and acceptable destinations; and
- 3) trade in hunting trophies for non-commercial purposes.

B: PROPONENT

The United Republic of Tanzania (URT)

Rationale

- The proposal aims at promoting sustainable conservation of the elephant population in Tanzania such that the revenue generated from the sale of the ivory stockpile will be reinvested into wildlife conservation in protected and non-protected areas and support development activities of communities living within the elephant ecosystems.
- Trade in registered stocks of raw ivory shall be subject to the following;
 - i) Only registered ivory originating from and owned by the Government of the United Republic of Tanzania.
 - ii) Only to trading partners approved by CITES in accordance with all requirements of Resolution Conf. 10.10 (Rev. CoP 12).
 - iii) Not before the CITES Secretariat has verified the prospective importing countries, and the MIKE Program has reported to the Secretariat on baseline information regarding elephant population numbers and incidences of illegal killing.
 - iv) A maximum of 100,000 kg of ivory and dispatched in several shipments under the supervision of the CITES Secretariat

- v) All other elephant derived-specimens shall be deemed to be specimens of species included in Appendix 1 and the trade in them shall be regulated accordingly.
- The Tanzania elephant population does not qualify for any of the biological criteria for Appendix 1 as specified in Annex 1 to Resolution Conf. 9.24 (Rev. CoP 13) due to: I) the wild population is not small, ii) the distribution is not restricted to an area and iii) the population in the wild has considerably increased (from 55,000 in 1989 to 141,000 in 2006) in the last decade and continues to increase. Therefore the current population meets criteria A of annex 2b. The proposed annotation is also in conformity with the precautionary measures as spelt out in annex 4, particularly paragraphs 1.1, A 2(b) I) and ii) and (c).
- The government of the United Republic of Tanzania has put in place effective elephant conservation measures, which include:
 - Adoption of the Tanzania Wildlife Policy of 1998 and Revision of the Wildlife Conservation Act No. 12 of 1974, which takes on board, CITES matters and other International Conventions/Treaties, of which Tanzania is a Party.

- Promotion of wildlife conservation outside wildlife protected areas by putting a legal mechanism (Wildlife Management Areas Regulations, 2002) that allows local communities adequately be involved in wildlife conservation and benefit from conservation activities on their land. This strategy has added about 4,249.1 km² and shall continue to add more land to wildlife conservation.
- Intensification of special training to wildlife officers on prosecution, intelligence and combating, as well as provision of field gear and equipment. Light aircrafts for monitoring wildlife populations and anti-poaching operations have been increased from 5 in 1989 to 9 in 2004.
- Adoption and operationalization of the Elephant Management Plan of 1995 and its revision in 2001. The Revised Elephant Management Plan (2001) puts the preferred upper limit of elephant population for Tanzania at 100,600 animals.
- Expansion of the wildlife protected area network from 11 National Parks in 1989 to 14 in 2005, and from 17 to 34 Game Reserves, today. Game Reserves cover 128,772 Km² while National Parks cover 41,389 Km², thus securing an additional 25,754 Km² of land under total

protection for wildlife conservation from that of 1989. In addition, Ngorongoro Conservation Area covers an area of 8,288 Km²

- Provision of 25% of the revenue from sport hunting and 100% of the revenue from resident hunting to District Councils to support community development projects and conservation activities at the District level has enhanced support to conservation by local authorities.
- Retention of 100 % of monies generated by Tanzania National Parks and Ngorongoro Conservation Area Authority
- The provision in which the Central Treasury allow some Game Reserves to retain 50 % of all monies generated from within them.
- Legal provision for creation of new wildlife protected areas in which elephants get more secured.
- Ratification and implementation of international and regional agreements has created synergy with national efforts in conservation of wildlife. These are the Convention on Wetlands (Ramsar, 1971) ratified in 2000, whose measures are directed at sustainable use and

management of habitats that are critical for survival of elephant populations; the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora (Lusaka, 1996) ratified in 1996 to provide for cooperation amongst member states so as to reduce and ultimately eliminate cross-border illegal trade on wildlife specimens; the Convention on Migratory Wild Animal Species (Bonn, 1979) ratified in 1999 to provide for mechanisms to conserve migratory wild animal species, such as elephants; and the Southern African Development Community (SADC) Protocol on Wildlife Conservation and Law Enforcement that was ratified in 2000 and whose primary objective is to establish common approaches to the conservation and sustainable use of wildlife resources, and to assist with law enforcement of laws governing such resources.

- Implementation of Monitoring of Illegal Killing of Elephants (MIKE) as ascribed by the CITES.

- Cooperation with neighbouring countries, especially Kenya and Mozambique in cross boarder law enforcement.

C: SUPPORTING STATEMENT

1.0 Taxonomy

- 1.1 Class: Mammalia
- 1.2 Order: Proboscidea
- 1.3 Family: Elephantidae
- 1.4 Species: *Loxodonta africana* (Blumenbach, 1797)
- 1.5 Scientific synonyms: None
- 1.6 Common names: English: African elephant
French: elephant d'Afrique
Spanish: elefante Africano
Swahili: Tembo
- 1.7 Code numbers: CITES A-115.001.002.001 (1984
(11)
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2.0 Overview

Considering the serious decline of several African elephant populations in the late 1980's, the URT submitted its own proposal to transfer the species from Appendix 11 to Appendix 1, for consideration at CoP 7 in 1989. Several other Parties also submitted similar proposals. The transfer was decided by the Conference of Parties, with the understanding that some populations did not meet the Appendix 1 criteria and would be eligible for transfer to appendix 11 (the so called Somali

amendment in Doc. 7.43.8 and Resolution Conf. 7.9). At CoP 10 (Harare, 1997), the populations of Botswana, Namibia and Zimbabwe were transferred to Appendix 11 under strict conditions, as was the population of South Africa at Cop 11 (Gigiri, 2000).

The supporting statement demonstrates that the Tanzania elephant population has considerably increased particularly after its listing in Appendix I in 1989. It has been shown that by 2003, the population had exceeded the upper limit of 100,600 elephants as set in the Elephant Management Plan (Annex 1). Despite the increasing population, essentially this proposal asks for allowing the export of ivory stock in the custody of the Government of Tanzania. The proposal does not envisage any trade in ivory generated from culling exercise as a measure to reduce elephant population or maintaining it at the current level.

Recovery of elephant population notwithstanding, the increasing numbers also strongly influence the role-played by elephants in their ecosystems including the levels of human-elephant conflicts. From the late 1990s, increased human-elephant conflicts have and are still negatively influencing the perception on efforts towards conservation of the elephant, especially amongst rural communities sharing the same habitats.

In addition, though potentially in future there is threat in case of an imbalance between the elephant population and the habitat carrying capacity as it has been noticed in some of the southern African countries, currently the elephant is not under threat in Tanzania.

The adoption of this proposal therefore, and subsequently the revenue generated from sale of the ivory stock would significantly assist in enhancing elephant conservation particularly through support to communities' development projects. This will in turn reduce the growing negative attitude by the rural communities towards elephants. The revenue will also improve law enforcement efforts that are directed at combating illegal utilization of elephants.

3.0 Biological characteristics

3.1 Distribution

Elephants are widely distributed in Tanzania. They occur in different ecotypes covering an area of approximately 49 % of the total land surface area throughout the country (Blanc et al., 2003). Elephants occur in 12 out of the 14 National Parks, in 31 game reserves out of the 34 and in the Ngorongoro Conservation Area, as well as in some Game Controlled Areas, Forest Reserves and village lands. In National Parks and Ngorongoro Conservation Area, only non-consumptive use of

elephants (game viewing) is allowed. The only trans-boundary populations are those of Kilimanjaro-Amboseli, the Serengeti-Mara and Tsavo-Mkomazi ecosystems that extend along the Tanzania-Kenya border. Also, (Figure 1) elephants move between the Selous-Tanzania and Niassa –northern Mozambique (Blanc et al., 2003).

3.2 Habitat trends

Elephant range covers seven main ecosystems, which are the Tarangire-Manyara (ca 5%), Greater Ruaha (ca 20%), Ugalla-Katavi (ca 20%) and Selous (45%), as well as the three-transboundary ecosystems shared with Kenya, (ca 0.2%, 7.07%, and 2% respectively). A coastal ecosystem comprising a small range mainly in Saadan National Park also occurs. It is estimated that about 28 % of the land surface of Tanzania is under protected areas and that elephant enjoy full protection in 19 % of the total land surface area.

Despite the general increase in human population, elephant habitats have not been significantly affected, except in some regions as on slopes of Mt. Kilimanjaro (Lambrechts et al., 2002, rep. in Blanc et al., 2003).

Groombridge, (1992) indicated that crop and settlement ecosystems in Tanzania account for only 14%, while grass -

shrub interrupted woods account for 48% and major forests 30%. On the same argument, World Resource Institute, (1994) classify percentage of land area in Tanzania as having the following degree of human disturbance: Low 41%, Medium 43% and High 16%. This is an indication that elephant habitats in Tanzania are not under major immediate threats yet.

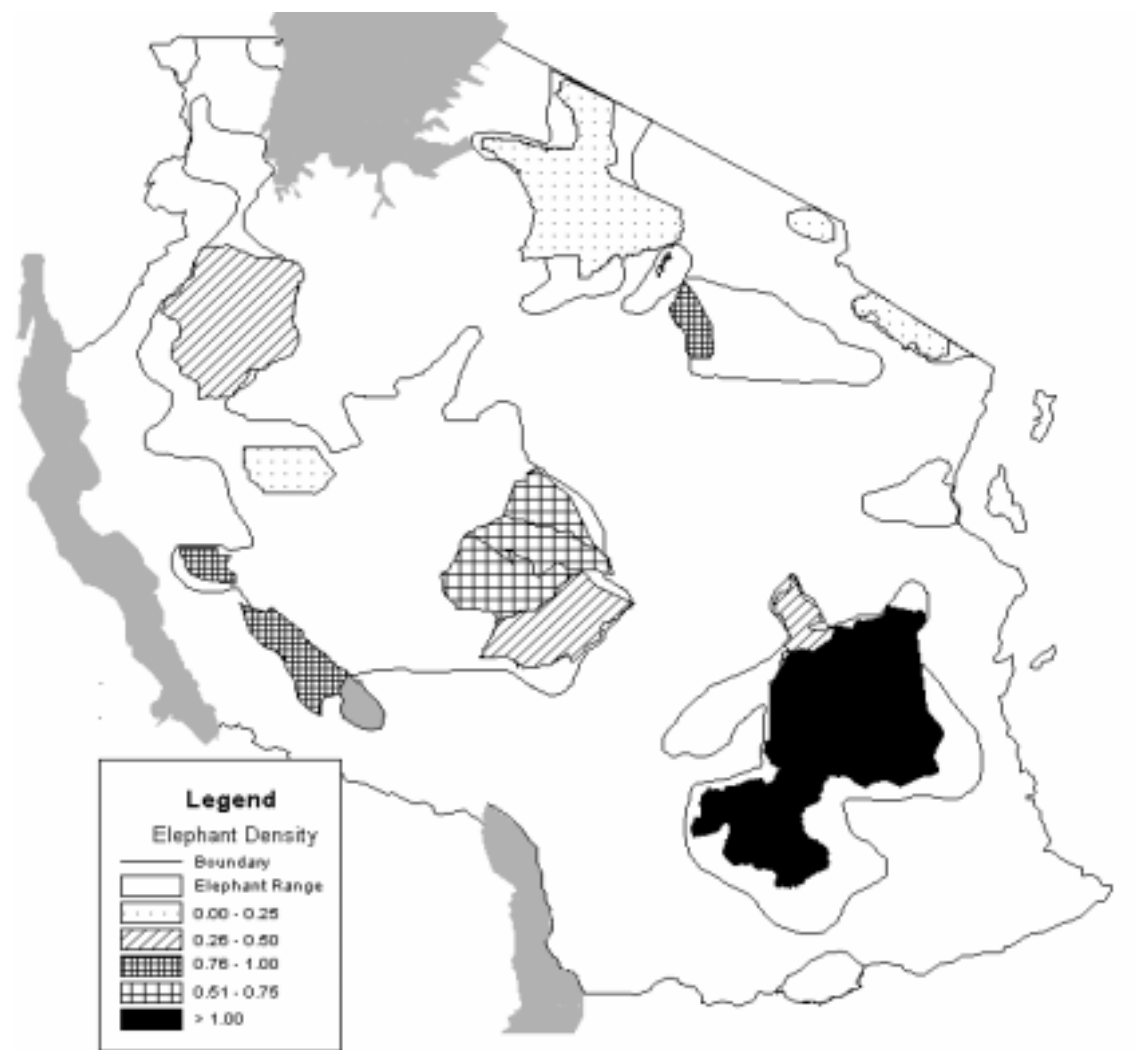


Figure 1: Approximate ranges of the elephant and preferred management densities in different protected areas within the main ecosystems in Tanzania.

3.3 Population status and trends

Surveys conducted in elephant ecosystems using standardized sample and total counting techniques (Norton-Griffiths 1978) in the year 2001 and 2002 estimated elephant populations at about 120,000 (Mduma et al., 2003). Surveys conducted in 2006 estimated elephant populations at 141,646. This indicates that elephant populations in Tanzania are steadily recovering having increased from 55,000 in year 1989 to 141,646 in year 2006 (Figure 2). This makes the Tanzanian elephant population to be the second highest after that of Botswana. According to Blanc et al., (2003) and Mduma et al. (2003, 2006) the main populations are those of Selous ecosystem (56.2%), Greater Rungwa -Ruaha (24.6%) and Ugalla-Katavi (7.9%).

3.4 Population structure

- The poaching of ivory in the 1970s and 1980s did considerably affect the structure of elephant population in Tanzania. During the period poachers concentrated on the male elephants that led to substantial change in the sex ratio. This was a result of the decline in male-tuskers that lead to poachers opting for the female elephants as

exhibited by the mean tusk weight of ivory in trade (TZ Proposal at CoP 7, 1989). However, following the listing of elephant in Appendix I in 1989, the normal sex ratio, gradually was re-established. It was noted that contrary to many predictions, the reproductive capacity of elephant populations and sub-populations was not affected by the population decline. Baldus, (2004) reported that despite the severe poaching period in the Selous Game Reserve, the elephant population recovered very fast.

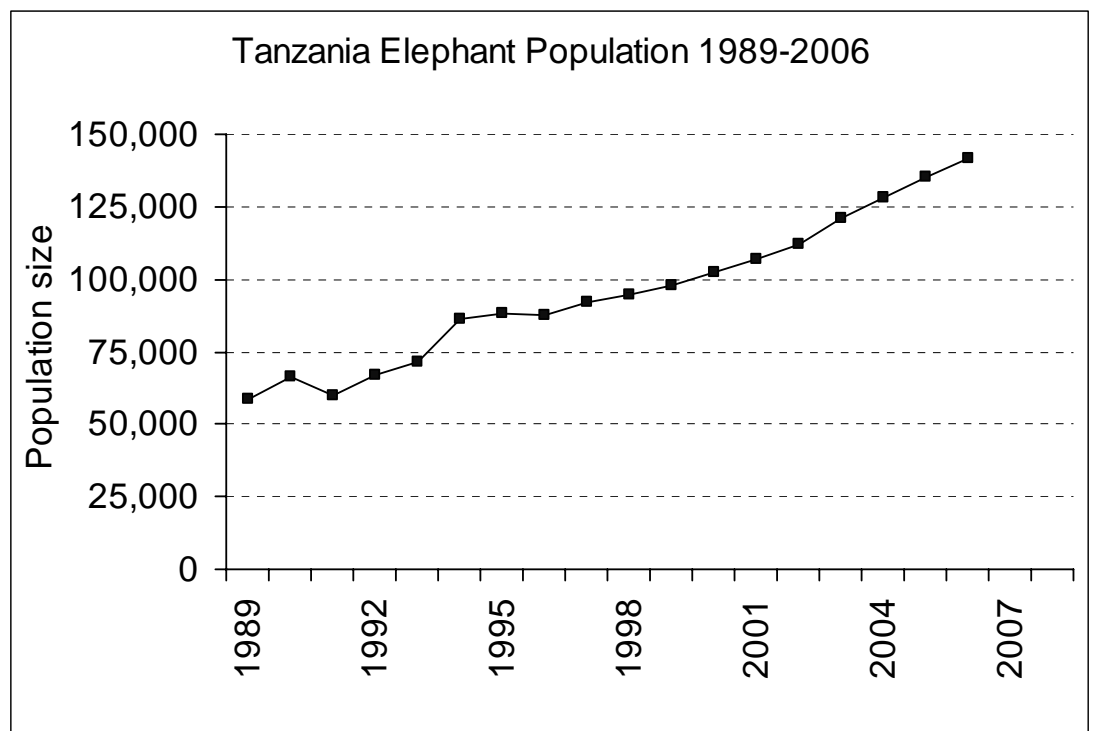


Figure 2: Tanzania elephant population trends between 1989 and 2006

3.5 Geographic trends

- In early 1950s, Tanzania's elephant population was believed to occupy up to 90% of the territory (Rushby, 1953 and IUCN, 1998 and 2002). The range was reduced to about 50% by late 1980s (TZ-CoP 7 proposal, 1989). The reduction was attributed to poaching than habitat loss. This is despite that during the period from 1950 to 1989, human population had increased at least four times and has almost doubled from that time to 2005. IUCN (2002) supported this observation in its report that elephant distribution in both 1950 and 1989 was stable as figures were 49% and 48%, respectively. This observation can be explained by the urbanization phenomenon that took place in Tanzania, whereby a significant number of the human population moved to the established towns and cities, hence impacting less on the elephant habitat.

Furthermore, in 2004, three National Parks were extended giving an additional area under protection of 1,596 km² as well as 13 new Game Reserves that constituted an additional 22,148 km². These new areas were established in the period from 1989 to 2005. It is also worth noting that the increasing elephant population does not only occur in protected areas but also in non-protected areas (cf. Kibebe, 2005).

3.6 Role of the species in its ecosystem

The African elephant is a keystone species, which plays a significant role in the ecology of its habitats. Changes to the composition and structure of vegetation, which is attributable to elephants impact in areas such as the Lake Manyara National Park have been documented (Douglas-Hamilton, 1987., Weyerhauser, 1995., Barnes, 1983, 1994). Tree species, especially with soft wood like the baobab, *Adansonia digitata*, appear to be particularly vulnerable, while savannas with large trees may be changed to shrub-land savannas. Also, competition with other animal species exists, especially with regard to access to water resources during dry seasons.

Conflicts occur with human populations, as there is an association between increase in elephant population with increase in losses of human lives, destruction of properties and crop damage, resulting from problem elephants. From 1997 to 2005 a total of 68 people were reported to have been killed and 79 injured by elephants in Tanzania. Elephants are increasingly becoming a nuisance to poor farmers, who are increasingly becoming opponents to their conservation. This will likely continue as long as rural communities shall not significantly benefit from the existence of elephants as an economic resource. Crop damages have a negative impact on the food supply in rural areas, and even worse when the government is

unable to provide compensation. As a result of this situation, constantly Parliamentarians raise questions to the Ministry responsible with conservation of Wildlife who currently can not provide satisfactory and acceptable answers.

Non lethal methods to control elephant conflicts elephants have been used but have proved to be at best only temporarily successful (Masunzu, 1998). Consequently, from 1997 to 2005 a total 382 elephants were killed in 22 Districts in problem-animal control schemes in the Selous, Kilimanjaro-Amboseli, Manyara-Tarangire and Serengeti-Maasai –Mara ecosystems. The number does not include elephants that were killed by individual villagers in the course of protecting their life and property in accordance to the provisions of the WCA, No. 12 of 1974. The issue of human-elephant conflicts is so significant that a working group to consider the problem has been established by the IUCN/SSC African Elephant Specialist Group.

3.7 Threats

Poaching has been the major cause of threat to the survival of elephant populations in the majority of range states. However, with the introduction of Global Positioning System (GPS) coupled with the use of topographical maps, Tanzania has of recent intensified anti-poaching patrols, especially in its elephant stronghold areas such as Selous and Rungwa Game

Reserves. The adoption of these equipment and provision of significant fleets of vehicles, of a minimum of five vehicles to each National Parks, Game Reserves as well as to the Anti-poaching Unit ensure wider area coverage per person, hence filling the gap of the unavailable efficient equipment such as helicopter and also limited number of aircraft.

These efforts, together with the operationalization of the concept of community conservation, especially around protected areas have significantly reduced poaching incidences. Under these circumstances, elephant populations in Tanzania are steadily increasing and are therefore currently not under threat (Fig. 3). However, as already stated, the envisaged future human-elephant cohabitation will depend on the benefits that can be accrued by the communities from conservation of elephants.

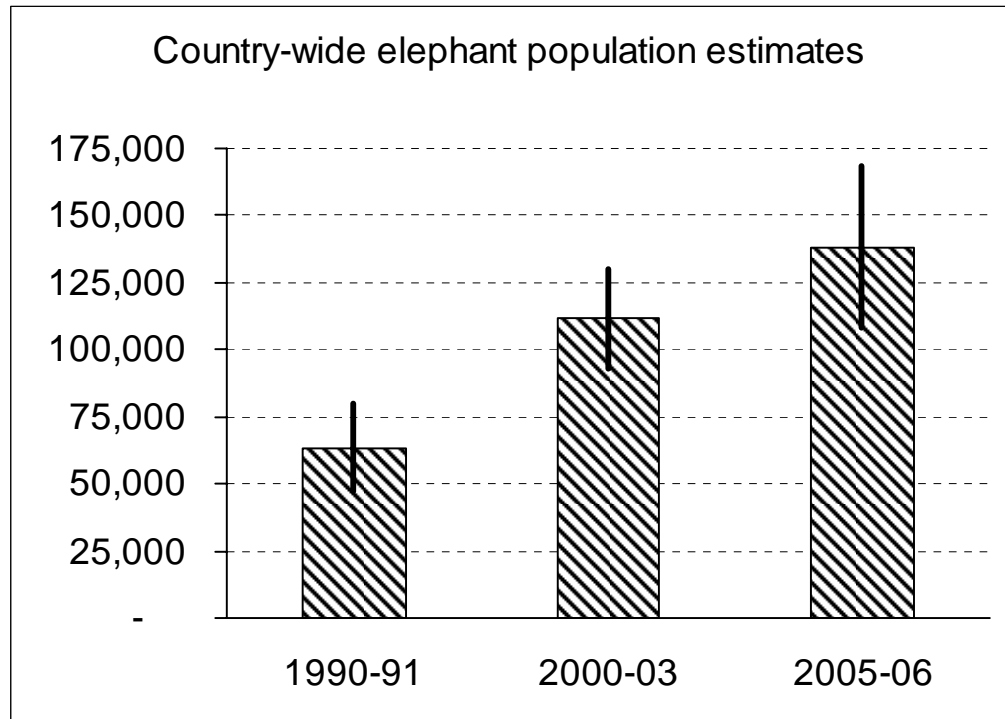


Figure 3. Tanzania elephant population size in areas where estimates were available in three time periods; 1990-91, 2000-03 and 2005-06. The present estimate is not significantly different from that of 2000-03. (Vertical bars represent 1 SE).

4.0. Utilization and Trade

4.1 National Utilization

There is no direct exploitation of the African elephant in the URT, except through sport hunting. Sport hunting is conducted under the provision of Resolution Conf. 10.10 (Rev. CoP 12), where an annual national quota of elephants is established. The ivory tusks are marked according to the CITES rules and

are exported as personal effects in accordance with Article 111 of the Convention. Figure 4 shows the actual exports of elephant hunting trophies from 1997 to 2005. In addition, according to the Wildlife Conservation Act No 12 of 1974, it is obligatory for the public to surrender any found ivory to the government. Hence, where natural mortality occurs, or an elephant is killed under problem animal control, the ivory is recovered by the government.

From 1986, the Government of Tanzania banned the local ivory trade. Also, a countrywide special operation known as “Operation Uhai” was launched in 1989 to crack down on poachers, dealers and traders in ivory and other elephant products. The cost of the operation was about USD 3,000,000.

Since that time, ivory from natural mortality and management operations such as seizures, started to steadily accumulate and at the end of 2005, the stockpile was of more than 100 tones (Table 3). Most of this stockpile is well secured in a strong room at the Wildlife Division headquarters, and is provided with permanent surveillance. Other two smaller stocks of about 12 tones are kept at Arusha National Park and Ngorongoro Conservation Area, under the control of the Tanzania National Parks and Ngorongoro Conservation Area Authority, respectively. Subsequent to CoP 10, and following the adoption of Decision 10.2, the Government of Tanzania registered its

stockpile of ivory with the Secretariat. It was checked by TRAFFIC, on behalf of the Secretariat, and the TRAFFIC the Standing Committee at its 40th meeting (Geneva, 1998) approved the reports (Doc SC 40.5.2.4 and SC 40 Inf. 8) in Doc. SC40 (Summary Report).

This stock of 18, 414 tusks weighing 72,196.3 kg, as those in other countries entitled to the procedure provided by Decision 10.2, was never sold and constitutes the main part of the current stockpile. The longer the stockpile remains under storage, the more its quality and therefore value declines. On the other hand, costs associated with collection, storage and management of the stockpile continues to increase. Such costs, which include also surveillance, fumigation and monitoring, stand at about USD 50,000 per year, an amount that could be better used for conservation purposes. The purpose of the present proposal and of the application for a transfer of the now recovered and increasing elephant population of the URT is to secure the authorization to export the stockpile, under the conditions established by the Conference of the Parties for similar stocks in other range states.

The management of such stocks without any benefit presents major management and administrative problems, including those of political nature, particularly when local communities

are legitimately complaining about damages caused to their properties and lives by elephants.

Table 3. Ivory stocks

Source	Weight (kg)	Description	
		Total Number (whole tusks)	Total Number (pieces)
Natural mortality and management operations	80,911.75	30,815	306
Seized	35,629.75	6,116	6,143
Unknown	665.95	250	5
Total	117,207.43	37,181	6,454

4.1.1 Legal trade

Currently, the only international trade of ivory in Tanzania is hunting trophies. Tanzania has an annual export quota of 100 elephants (200 tusks) from animals hunted in sport hunting.

In addition to this trade, if this proposal is adopted and subject to the fulfillment of the relevant conditions the off-sale of the registered stocks of ivory will be allowed. It would also be

possible to export some live specimens to appropriate and acceptable destinations. For the time being, no trade in other items, such as leather and manufactured products is expected.

4.1.2 Illegal trade

Illegal trade associated with poaching was significant prior to the launching of “Operation Uhai” in 1989 (Borner et al., 1986). Following the “operation” illegal trade has been significantly reduced due to great continuing enforcement efforts. In addition, Tanzania is providing data on seizures of ivory and other elephant specimens to the Trade Information System (ETIS), as reported by TRAFFIC East/Southern Africa in document CoP 13 Doc. 29.2 and its Annex (Milliken et al., 2004). As reported, there were a large number of high-volume seizures in the period 1989 -1996 but much less during the period 1997-2004. The report concluded that the law enforcement ratio is extremely good and that the very low domestic ivory market score in Tanzania indicates insignificant internal ivory markets.

Law enforcement on wildlife and wildlife products, including ivory in Tanzania is primarily set under a special “Anti-poaching Unit’. The “Unit” is paramilitary and is largely funded by special fund, the Tanzania Wildlife Protection Fund. The “Fund” was established by the Act of Parliament No. 21 of 1978. As more than 90% of the revenue of the Fund is generated proceeds

that accrue from sport hunting and sale of trophies, the sale of the ivory stock could be another source of revenue for the “Fund”, hence for the “Unit’. The adoption of this proposal would therefore add to the resources to further control poaching and other illegal activities in the country. In addition, the stock proceeds shall serve as an incentive for the local communities and other beneficiaries to conserve the elephants that could otherwise be considered as a nuisance rather than an asset.

4.1.3 Actual or potential trade impacts

The current absence of trade in elephant products, except for hunting trophies is seen as the greatest threat to the elephant itself and to many other species. As the number of elephants increases, land use and other conflicts are also on the increase. Local communities in areas where elephants have caused invaluable crop damages, and in certain cases loss of human life, do not appreciate the value of elephants regardless of its status at national and international levels. The outcry of rural people is high, and much more in situations of droughts where people have to share with elephants the little available water and food.

We may consider therefore that the elephant will only survive in the long term, if it increases its value to the people and able to justify its conservation in rural areas where subsistence farming constitutes the mainstay of the local communities.

It must be reiterated that this proposal does not provide for the exploitation of any live elephants for trade purposes, other than export of some to appropriate and acceptable destinations for non –commercial purposes, e.g. for reintroduction in neighboring countries.

5.0 Conservation and Management

5.1 Legal instruments

5.1.1 National

The African elephant is protected by the Wildlife Conservation Act Number 12 of 1974 (Wildlife Conservation Act, 2007), the National Park Ordinance CAP. 412 of 1959, the Ngorongoro Conservation Area Ordinance CAP.413 of 1959 and the Economic and Organized Crime Control Act No. 13 of 1984. Ivory and all other parts of elephant are classified as government trophy under the Wildlife Conservation Act. In addition, under the Wildlife Conservation Act, 2005, new regulations have been adopted for the implementation and enforcement of CITES. Thus, the national laws of the United Republic of Tanzania are now classified in CITES category 1 that allows full implementation of the Convention.

Wildlife conservation is promoted outside wildlife protected areas under the Wildlife Management Areas Regulations of

2002, a legal mechanism that allows local communities to be involved adequately in wildlife conservation and benefit from conservation based activities on their land. This strategy has added more land to wildlife conservation, elephant included.

Furthermore, under the Wildlife Conservation Act of 2007, the African elephant is included in the first Schedule, Part 1 as well as in the Fourth Schedule as a dangerous species. Ivory and all other elephant parts are classified as government trophies, of which no person shall be in possession of, buy, sell or otherwise deal in. The Act provides for heavy penalties, including imprisonment up to 30 years for its contravention, depending on the gravity of the offence.

The efficiency of the law enforcement in Tanzania, with reference to the Wildlife Conservation Act of 1974, has been recognized by TRAFFIC (Milliken et al., 2004). With the new Act of 2007, it is expected that further progress will be accomplished, in particular if there will be additional resources generated by the sale of the ivory stock.

5.1.2 International

Tanzania is a Party to CITES since 1980 and abides to the conditions currently applicable to Appendix-1 as well as Appendices 11 and 111 Species. Tanzania is also a Party to a number of other international and regional treaties that work in

synergy with national efforts in conservation and management of wildlife, including the African elephant. These are the Convention on Wetlands (Ramsar, 1971), which provides for measures for the sustainable use and management of habitats critical for elephant populations; the Convention on Migratory Species (Bonn, 1979) on Annex 11 of which the African elephant is listed; the Convention on Biological Diversity (Rio de Janeiro, 1992); the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Fauna and Flora (Lusaka, 1996); and the Southern African Development Community (SADC) Protocol on Wildlife Conservation and Law Enforcement, the first objective of which is to establish common approaches to conservation and sustainable use of wildlife resources, and to assist with enforcement of laws governing such resources.

All these treaties have proved useful and effective, particularly CITES in relation to the African Elephant under MIKE and ETIS monitoring systems with which the URT is strongly associated with.

5.2 Species Management

5.2.1 Management measures

The African elephant in Tanzania is managed in accordance with the revised Management Plan (2001), of which its

objectives are protection, sustainable utilization, and control; benefit sharing, research and monitoring. Strategies set out in the Plan include scientific monitoring of the elephant population recovery to a limit that will neither cause harm to habitats nor increase costs of crop-raid control. Utilization of wildlife, including elephant in National Parks and Ngorongoro Conservation Area, is restricted to non-consumptive use. Controlled sport hunting is conducted in Game Reserves, Forest Reserves, Game Controlled areas and other areas with wildlife like Wildlife Management Areas.

Elephant-human conflicts in areas settled by humans are mitigated through the promotion of community-based conservation programmes, and where necessary by controlling the problem animals.

The Elephant Management Plan (1995) had set an upper limit to recovery of elephants at 120,000 individuals. In considering the habitat preference and therefore the actual range of elephants the 2001 revised Elephant Management Plan has set this limit at 100,600 individuals, in order to minimize human-elephants conflicts. In spite of this and for various reasons, including the listing of elephant in Appendix 1, Tanzania has not been able so far to fully implement the Plan in terms of preventing its elephant population to grow above the planned level.

The adoption of this proposal should help Tanzania to better manage its population of elephants and, hopefully, to maintain it at numbers that would not jeopardize its survival and its habitat.

5.2.2 Population Monitoring

The Wildlife Division, which is the CITES Management Authority is responsible for monitoring elephants in and outside protected areas. The Tanzania Wildlife Research Institute (TAWIRI), which is governed by Act No. 4 of 1980, is mandated to carryout research, population census and monitoring of the wildlife including elephants in the country. It is also the CITES Scientific Authority for Tanzania. Methods used in monitoring wildlife populations are Systematic Reconnaissance flight (SFR) and Aerial Total Count, which account for 73% and 20%, respectively of the census carried out between 1986 and 2006. Radio telemetry is used to monitor elephant movements of selected populations. Currently it is applied in the monitoring elephant movements between the Selous Game Reserve in Tanzania and the Niassa Game Reserve in Mozambique. In the African Elephant Status Report 2002, the IUCN classified more than 70% of the population data as 'definite' and 13% as 'probable', which is a good indication of the quality of the surveys carried out in Tanzania.

5.2.3 Habitat Conservation

Elephants in Tanzania are adequately protected in National Parks, Ngorongoro Conservation Area and in Game Reserves. Other conservation areas such as forest reserves, Game Controlled Areas, and Wildlife Management Areas serve as additional ranges for elephants where habitat is secured, with limited interference from human activities. National Parks cover more than 40,000 km² and Game Reserves more than 120,000 km². There are four MIKE sites in Tanzania, namely, the Selous, Tarangire-Manyara, Rukwa-Katavi and Rungwa-Ruaha elephant ecosystems. The government Policy is to continue maintaining the existing protected areas and create new ones for purpose of protecting the biological diversity, including elephants.

5.3 Control Measures

5.3.1 International Trade

All international trade in elephant products, which is currently only hunting trophies, is subject to the strict implementation of CITES controls. This includes the CITES recommended marking system as provided in Resolution Conf. 10.10 (Rev. CoP 12). These controls will continue to apply, including products that may result from adoption of this proposal. In addition Customs controls will apply, and if it so wishes, the

Secretariat will be allowed to play an active role in supervision of all export operations with the aim ensuring CITES conformity and the proposed annotation.

In addition, as a SADC member state, it will be easier to incorporate application of the regional control mechanisms, under the SADC Wildlife Protocol on Wildlife and Law Enforcement.

5.3.2 Domestic Measures

Special training for wildlife officers on prosecution, intelligence and combating illegal activities including adoption of the use of new technology for ivory detection, 'Mole Ivory Detectors' has been intensified. Provisions of field gear and equipment such as light aircraft for monitoring wildlife populations and anti-poaching operations have been increased. Light aircraft have been increased from 5 in 1989 to 9 in 2004. Considering these efforts, it is no doubt that the efficiency on enforcement and compliance have been enhanced and so acknowledged by, among others, TRAFFIC.

The Wildlife Policy of Tanzania (1998) underscores the need to control dangerous animal species, which pose threat or cause damage to human life and property. On the other hand, there are strict mechanisms to control off take of elephant quota

through sport hunting. This has led to limited utilization of an average of 63% of the quota (Figure 4).

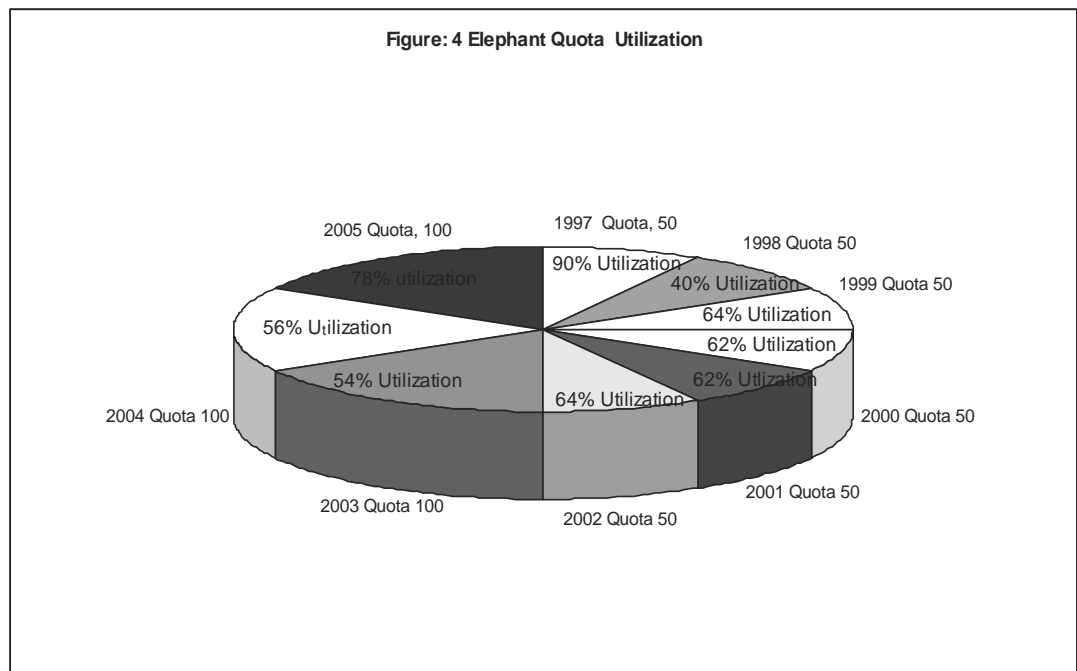


Figure 4: Elephant Quota utilization from 1997 to 2005

6.0 Safeguards

This proposal is submitted with an annotation that strictly limits its scope and does not provide for any trade in elephant specimens, except for the existing stocks of ivory, hunting trophies and possibly a few live animals originating from harvesting programs. Hence, additional safeguard is unnecessary.

It is no doubt that, if accepted, the proposed amendment will lead to an increase in trade in African elephant. However,

considering the conditions provided by the Conference of the Parties in its Resolution Conf. 10.10 (Rev. CoP 12), and in view of the results of the experimental trade in similar stocks of ivory that took place in 2000, there is hardly a reason to believe that this increased trade would result into unsustainable trade in similar species, including from populations of the African elephant, in particular those listed in Appendix 1.

Noting that all raw ivory to be exported will be marked in accordance with Resolution Conf. 10.10 (Rev. CoP 12), there is no potential difficulty in distinguishing it from ivory from the Asian elephant (*Elephas maximus*), as well as other species or populations of the African elephant in other range States.

7.0 Consultations

This proposal refers exclusively to the Tanzanian population of the African elephant and essentially to existing ivory stocks, hence other range States do not need to be consulted. Nevertheless, other range States will have the opportunity to react and comment on this proposal after its submission and its communication to all CITES Parties by the Secretariat. In addition and in accordance with Resolution Conf. 10.9, the proposal shall be subject to a review by a Panel of Experts nominated by the Standing Committee. Panel members or accredited consultants will be given free and unrestricted access to all data in the possession of the United Republic of

Tanzania regarding elephant populations, elephant management, trade in parts and derivatives of elephants and, as appropriate, law enforcement procedures and actions.

8.0 Concluding Remarks

In the light of the circumstances during the 7th CoP to CITES in 1989, the URT played a significant role to persuade the Conference to transfer the African elephant from Appendix 11 to Appendix 1. Despite that, the URT however, remains a verve supporter of the concept of sustainable use of renewable natural resources. Its policy is in conformity with the objectives of the Convention on Biological Diversity and avidly believes that CITES has been drafted and has to be implemented not to prevent international trade in specimens included in Appendix 11 but to ensure that this trade is conducted on a legal and sustainable basis. That is why URT, notably, voted in favor of the adoption of Resolution Conf. 13.2 on the Addis Ababa Principles and Guidelines at CoP 13 (Bangkok, 2004).

The URT is of the opinion that the economic incentive linked to such trade is favorable to the conservation of the species concerned. This is especially valid for the African elephant. This species must be managed as an asset to alleviate the potential negative attitude that results from its being destructive to habitat and nuisance, especially to local communities who

share the same habitats including key resources like water and in particular when its numbers exceed the appropriate levels. Incidentally, high elephant numbers is becoming a threat in Tanzania as may have been the case in several other range States.

Considering the fate of these communities and the national economy for which tourism income is often associated with wildlife and especially the elephant, the authorities in the URT can not continue to maintain a position that is contrary to the concept of sustainable development. Indeed, this proposal recognizes and supports the CITES Res. Conf. 8.3 (Rev. CoP 13), which recognizes that implementation of CITES- listing decisions should take into account potential impacts on the livelihoods of the poor.

Furthermore, the URT is convinced that to place additional ivory on the legal international market, under conditions that are at a large extent stricter than the CITES provisions, would have a positive effect towards fighting illegal trade. This conviction agrees with a statement by one of the competent officers of the CITES Secretariat at the 53rd meeting of Standing Committee (Geneva, 2005), that the import of legal ivory in Japan under the experimental trade allowed in 1997 contributed to reducing illegal imports of ivory in the country.

Accordingly, the United Republic of Tanzania implores the Conference of the Parties to adopt the present proposal, in the same spirit, as the other proposals adopted from several South African countries.

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