

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



Fifteenth meeting of the Conference of the Parties  
Doha (Qatar), 13-25 March 2010

CONSIDERATION OF PROPOSALS FOR AMENDMENT OF APPENDICES I AND II

**A. Proposal**

To transfer the population of the African elephant, *Loxodonta africana* of the United Republic of Tanzania (URT) from Appendix I to Appendix II in accordance with the precautionary measures specified in Annex 4 A 2b) i), ii) and c) of Resolution Conf. 9.24 (Rev. CoP14) with an annotation to read:

for the exclusive purpose of the following:

- a) trade in hunting trophies for non-commercial purposes;
- b) trade in registered raw ivory (whole tusks and pieces) subject to the following:
  - i) a one-off sale of 89,848.74 kg from registered government-owned stocks, originating in Tanzania (excluding seized ivory and ivory of unknown origin);
  - ii) only to trading partners that have been already designated by the Standing Committee, as having sufficient national legislation and domestic trade controls to ensure that the imported ivory will not be re-exported and will be managed in accordance with all requirements of Resolution Conf. 10.10 (Rev. CoP14) concerning domestic manufacturing and trade. These are Japan designated as a trading partner at the 54th meeting (Geneva, October 2006), and China designated as a trading partner at the 57th meeting (SC57, Geneva, July 2008).
  - iii) not before the Secretariat has verified the registered government-owned stocks;
  - iv) the proceeds of the trade are used exclusively for elephant conservation, community conservation and development programmes within or adjacent to the elephant range in Tanzania;
  - v) Tanzania will not present further proposals to allow trade in elephant ivory from its population in Appendix II to the Conference of the Parties for the period from CoP15 and ending six years from the date of the single sale of ivory that is to take place in accordance with provisions in paragraphs g) i), g) ii), g) iii), g) iv). In addition such further proposal shall be dealt with in accordance with Decisions 14.77 and 14.78.
- c) trade in raw hides.
- d) trade in live animals to appropriate and acceptable destinations, as defined in Resolution Conf. 11.20;

The Standing Committee can decide to cause the trade in a), b), c) and d) above to cease partially or completely in the event of non-compliance by exporting or importing countries, or in the case of proven detrimental impacts of the trade on other elephant populations as maybe proposed by the CITES Secretariat.

All other specimens shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly.

## B. Proponent

The United Republic of Tanzania (URT).

## C. Supporting statement

### 1. Taxonomy

1.1 Class: Mammalia

1.2 Order: Proboscidea

1.3. Family: Elephantidae

1.4 Genus, species or subspecies, including author and year: *Loxodonta africana* (Blumenbach, 1797)

1.5 Scientific synonyms: ---

1.6 Common names:

English:	African elephant
French:	éléphant d'Afrique
Spanish:	elefante africano
Swahili:	Tembo/Ndovu

1.7 Code numbers:

CITES A115.001.002.001

ISIS 5301415001002001001

### 2. Remarks

The Tanzania elephant population does not qualify for any of the biological criteria for Appendix I as specified in Annex 1 to Resolution Conf. 9.24 (Rev. CoP 14) 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 about 55,000 in 1989 to 136,753 in 2006, (Blanc et al 2007, TAWIRI 2007) in the last two decades and continues to increase. Therefore the current population is clearly an Appendix-II population that 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).

#### Tanzania adheres closely to CITES

Adoption of the Tanzania Wildlife Policy of 1998 revised in March 2007 and the Wildlife Conservation Act CAP 283 RE 2002 (formerly Wildlife Conservation Act No. 12 of 1974), which among other provisions, takes on board CITES matters and other International Conventions/Treaties, of which Tanzania is a Party. Further enhancements would be provided in the new Wildlife Conservation Act No 5 of 2009 that is only awaiting announcement of its date of commencement.

#### Tanzania is committed to contributing to monitoring systems

Tanzania is implementing MIKE and ETIS programmes effectively in line with decisions adopted by the Conference of the Parties. Tanzania also adheres to international standards of managing ivory stocks. To this end Tanzania has adopted a computerised ivory management system that was devised by TRAFFIC.

The Government of Tanzania has effective elephant conservation measures, which include:

- i. 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. Tanzanian elephant population is now well beyond that limit. It should further be highlighted that the elephant management plan is under further review.
  - ii. Promotion of wildlife conservation outside wildlife protected areas by putting a legal mechanism (Wildlife Management Areas Regulations, 2005) that allows local communities to adequately be involved in wildlife conservation and benefit from conservation activities on their land. This strategy has added about 17,730 km<sup>2</sup> and shall continue to add more land to wildlife conservation.
  - iii. 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 12 in 2009.
  - iv. Legal provision for creation of new wildlife protected areas, which are beneficial to elephants. Expansion of the wildlife protected area network from 11 National Parks in 1989 to 15 in 2009, and from 11 to 28 Game Reserves today. National Parks cover 57,387 km<sup>2</sup> while Game Reserves cover 109,416.97 km<sup>2</sup>. In addition, Ngorongoro Conservation Area covers an area of 8,288 km<sup>2</sup>.
  - v. 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.
  - vi. Retention of 100 % of monies generated by Tanzania National Parks and Ngorongoro Conservation Area Authority, and the provision in which the Treasury allow some Game Reserves to retain 50 % of all monies generated from within them.
  - vii. Ratification and implementation of international and regional agreements has created synergy with national efforts in conservation of elephants, such as the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora (Lusaka, 1996) and the Southern African Development Community (SADC) Protocol on Wildlife Conservation and Law Enforcement that was ratified in 2000.
  - viii. Cooperation with neighbouring countries, especially Kenya and Mozambique in cross border law enforcement.
3. Precautionary measures
- a) Tanzania's registered ivory  
Only ivory from the elephant population of Tanzania is included in this proposal.
  - b) Ivory to be marked with a standard system  
In accordance with Resolution Conf. 10.10 (Rev. CoP14 b) all whole tusks in the stockpile have been individually marked with punch dye and allocated a unique serial number in indelible ink. The marks are correlated with the register (database) entry showing area of origin and source. Smaller pieces (less than 1 kg or 20 cm in length) are weighed together in bags. Ivory of unknown origin or coming from outside Tanzania is kept separate from the Tanzania stockpile and are not included in the requested sale.
  - c) Sale through one single centre  
All ivory sales and subsequent packaging and dispatch will take place only at a secure place with ample working space selected by the Wildlife Division of the Ministry of Natural Resources and Tourism of Tanzania.
  - d) Number of ivory shipment limited

For ease of monitoring and control, there will be a maximum of two shipments of ivory after the sale.

e) Direct export of ivory to importing country

Where possible export permits will allow direct shipments to the importing country or countries.

f) Importing countries to have internal controls and to agree not to re-export

The importing countries should have internal controls and make a commitment not to re-export.

g) Independent monitoring

Enforcement personnel from the CITES Secretariat, or Parties agreed to in advance by Tanzania and the CITES Secretariat, may be present at the time of sale, packaging, and shipment process to check all details and inventory. Similar inspection may take place when the containers are unloaded and the tusks distributed in the importing country. Access to the central ivory store is guaranteed to CITES Secretariat staff.

h) Trade in raw hides

Hides shall be exported in raw form to enhance enforcement.

i) Use of revenue

All revenue accruing from sale of ivory, raw hides and live animals will be used for conservation activities (monitoring, research, law enforcement, development of infrastructure, human resource capacity development, etc.) and development activities of communities living adjacent to the elephant ranges through the Tanzania Wildlife Protection Fund established by the Act of Parliament No. 21 of 1978.

4. Rationale for this proposal

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.

- a) African elephants are in competition with people and protected areas are inadequate to ensure the survival of elephants. Climatic and other environmental variables require that elephants remain mobile and opportunistic, and make confinement to particular reserves impractical as well as detrimental. Due to the foregoing it is essential that elephants are incorporated into local economies through complementary range of use options such as tourism and hunting.
- b) The Wildlife Policy of 1998 revised in 2007, clearly recognises that if no value is attached to wildlife resources, the imperatives of other land uses will inadvertently militate against the continued existence of wildlife resources in reasonable numbers. The conflicts between elephants and human beings attendant to a growing elephant population in Tanzania, in the long run, may disadvantage the former if the communities living side by side with elephants are not benefiting.
- c) It might not be possible to get cooperation from communities in ensuring that conservation objectives are met, if communities feel that conservation is only a net cost to them, and our communities will increasingly express such sentiments as long as trade in elephant products especially ivory is halted.
- d) Trade in elephant products is essential to the conservation of elephants, its habitat and other species. Furthermore, it is important for satisfying basic human needs in the elephant range. Human-elephant conflicts are growing and the view by the communities is that elephants are a pest. Elephant products such as ivory picked up from the wildlife management areas could increase the value of elephants to those communities and this can only result in the community appreciating

elephants more. With this benefits accruing to them directly, communities will increasingly feel that they have a stake in the continued existence of elephants in reasonable numbers.

- e) A principle was established in Agenda 21 of the Convention on Biological Diversity that every country has the right to use their natural resources to their best advantage. Tanzania hereby makes an application to have that right accorded to it in respect of its elephant population. The preamble of the CITES Convention also recognises that people and States are and should be the best protectors of their own wild fauna and flora.
- f) There are costs associated with storing and stockpiling ivory. 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 24 hours surveillance, fumigation and monitoring, stand at about USD 75,000 per year. Besides, with over 100 tonnes the present strongroom is full. This calls for another building if more ivory is to be piled at the Headquarter. Building a new strongroom would cost a minimum of \$ 1 million assuming space (land) is available. This comes with added costs of providing security and maintenance. Clearly this money could be better used in other more important conservation activities.

## **D. Biological data**

### **1. Distribution**

#### **1.1. Historical distribution**

In the 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 rather than habitat loss. This is despite that during the period from 1950s to 1989, human population had increased almost three fold and has almost doubled from 1989 to 2009. 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, since 2004, three new National Parks were gazetted and four extended giving an additional area under protection of 16,247 km<sup>2</sup>. Also 13 new Game Reserves that constituted an additional 22,148 km<sup>2</sup> were established in the period from 1989 to 2008. 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).

#### **1.2 Current Distribution**

The current distribution patterns and population estimates of elephants are derived from aerial surveys which form part of the animal census programme that started in the 1960s. Given the size of the country (945,090 km<sup>2</sup>) and wide distribution of elephants, censuses are conducted in four different zones, at an average of three years intervals.

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 13 out of the 15 national parks, in 24 game reserves out of the 28 and in the Ngorongoro Conservation Area, as well as in some Game Controlled Areas, Forest Reserves, Wildlife Management Areas and village lands. In National Parks and Ngorongoro Conservation Area, only non-consumptive use (game viewing) of elephants 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, elephants move between the Selous-Tanzania and Niassa –northern Mozambique (Figure 1)(Blanc *et al.*, 2003) and between Kimisi-Ibanda in Tanzania and Akagera in Rwanda.

### **2. Population Status and Trends**

Standardized sample and total counting techniques (Norton-Griffiths, 1978) are used for estimating elephant population size. The combined estimate of elephant population in the year 2001 and 2002 stood at about 120,000 (Mduma *et al.* 2003). IUCN (Blanc *et al.* 2007) indicated the following figures in 2006: 108,816 Definite, 27,937 possible and 29,350 probable. This indicates that the elephant population in Tanzania is steadily recovering having increased from 55,000 in 1989 to 136,753 in 2006, with IUCN "definite" and "possible" categories combined (Blanc *et al.* 2007)(Figure 2), although a survey performed by TAWIRI in the same year indicated a slightly higher population (TAWIRI 2007). Thus, the Tanzanian elephant population is one of the highest in Africa, together with Botswana. According to Blanc *et al.*, (2007), TAWIRI (2006b) and Mduma *et al.* (2003), the main populations are those of Selous ecosystem (54%), Greater Ruaha (25%), Moyowosi-Kigosi (14%) and Ugalla-Katavi (4%), although for example, the Selous-Niassa Corridor hosts an important population (TAWIRI 2006) that was not taken in consideration by Blanc *et al.*, 2007.

TAWIRI has completed the 2009 African elephant dry season survey in the six most important ecosystems. However, due to the fact that survey time (late dry season) coincide with the deadline of submission of the proposal to CITES, the data are not incorporated in this proposal, but instead will be presented as an information document at CoP15, to supplement the information presented here. The data of the 2009 survey will be made available to the Panel of Experts that will be visiting Tanzania pursuant to Resolution Conf. 10.9.

### 2.1. Population structure

The ivory poaching in the 1970s and 1980s did considerably affect the structure of elephant population in Tanzania. This resulted in the decline of male-tuskers that led to poachers opting for female elephants as exhibited by the declining mean tusk weight of ivory in the trade (TZ Proposal at CoP7, 1989). However, following the listing of elephant in Appendix I in 1989, the normal sex ratio was gradually 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.

### 3. Habitat

The African elephants are able to survive in a very wide range of habitats across different vegetation types and extremes of rainfall. In Tanzania, elephants are found in habitats ranging from grasslands through shrub-land, woodland as well as coastal and montane forest areas. However, they favour areas of wooded savannah and forests provided water is available. The more extensive habitats include Miombo woodland (*Terminalia* and *Brachystegia* woodlands) and *Acacia* Savanna woodland. Various combinations of these categories also occur, with mixed dominance of the major species. Despite the general increase in human population, elephant habitats have not been significantly affected, except in some regions as on the slopes of Mt. Kilimanjaro (Lambrechts *et al.*, 2002, rep. in Blanc *et al.*, 2003).

Tanzania still has extensive undisturbed areas that form suitable habitat for elephants. 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, the World Resource Institute, (1994) classified percentages of land area in Tanzania as having the following degree of human disturbance: Low 41%, Medium 43% and High 16%. A recent analysis of satellite images by the Food and Agriculture Organization (FAO) of the United Nations indicates that 59% of the Tanzania land is covered with undisturbed natural vegetation (Africover Aggregated Dataset, 2002, Table 1). Furthermore, it is estimated that about 28% of the land surface of Tanzania is under protected areas and that elephants enjoy full protection in 19% of the total land surface area. This is an indication that elephant habitats in Tanzania are not under major immediate threats yet.

### 4. Role of the species in the ecosystem

The African elephant is a keystone species, which plays a significant role in the ecology of its habitats. Elephants are capable of greatly modifying their own habitat and consequently the habitat of other species. Changes to the composition and structure of vegetation, which is attributable to elephant

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.

Increasing human pressures and growing elephant populations in some African countries are leading to increased 'compression' of the species in many protected areas. When elephant densities rise above one animal in every 3-4 sq km in the semi-arid areas, woodland habitats are likely to be damaged and biodiversity is lost. This becomes severe with rapid loss of biodiversity at greater densities of this ecologically dominant animal (Balfour *et al*, 2007, Martin, 2005)

## 5. Threats

The elephant population in Tanzania is secure and viable as evident from population increases, the extent of available range, and especially the combined population size, their representation in major protected areas, and wildlife management areas.

In Tanzania, the greatest future conservation challenge is the increasing scale of human-elephant conflicts caused by increasing human and elephant populations and their interactions outside protected areas or increasing movements of elephants in and out of protected areas.

Rural people do not tolerate the presence of elephants unless the costs of living with elephants can be offset by economic benefits derived from elephants. It is a misleading notion that ecotourism alone can bring these benefits, as tourism is generally not viable in the areas where conflicts are most severe, because those areas are also the most heavily farmed and settled.

From 1997 to 2009 a total of 68 people were reported to have been killed and 79 injured by elephants in Tanzania. Since 1989 when Tanzania stopped exporting ivory 12,131 elephant tusks have accumulated from problem animal control. This amounts to an average of 300 elephants killed every year for the last 20 years. The number includes elephants that were killed by Management Authorities and individual villagers in the course of protecting their life and property in accordance to the provisions of the Wildlife Conservation Act, CAP 283 RE 2002.

Elephants are increasingly becoming a nuisance to poor farmers, who are progressively becoming opponents to their conservation. This will likely continue as long as rural communities do 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.

### **E. Utilization of elephants**

#### 1. National utilization

The current utilization of African elephants in Tanzania is only through sport hunting. Sport hunting is conducted under a quota system, which takes into account the density of elephants in the various ecosystems of the country and following the provision of Resolution Conf. 10.10 (Rev. CoP14). The tusks are marked and exported as personal effects in accordance with Article III of the Convention.

The level of sport hunting is largely determined by the 0.5% of standing population guideline (Martin 1986 and 2005). This implies that the maximum adult male off-takes through sport hunting at present should not exceed approximately 750 per year at current population size. Tanzania has established a national annual export quota through CITES of 200 trophy hunted elephants per year (400 tusks per year). This is a very conservative quota level, well below (less than one third) the standing population guideline. A total of 1,184 tusks were exported as hunted trophies from 1997 to 2008 (Table 2).

According to the Wildlife Conservation Act, it is obligatory for the public to surrender any ivory found to the Government. Since 1989 when the African Elephant was included in CITES Appendix I, ivory from natural mortality and management operations, such as seizures and problem animal control, started to

steadily accumulate and until September 2009, the stockpile was 89.85 tonnes (Table 3). Details of the management of the ivory stockpiles are given in E.6.

## 2. Legal international trade

Currently, the only international trade in ivory in Tanzania is through sport hunting.

Upon adoption of this proposal, the registered stocks of ivory will be sold subject to the fulfilment of the relevant conditions. For the time being, no trade in other items, such as live specimens, leather and manufactured products is expected.

## 3. Live specimens

The proposal provides for the exploitation of live elephants for trade purposes. This exploitation would be in limited numbers and to appropriate and acceptable destinations as defined in Resolution Conf 11.20.

## 4. Trade in raw hides

Tanzania presently does not recover elephant hides from elephants killed in protection of property or in other management actions due to lack of storage. Tanzania would like to collect hides and trade them for the benefit of elephant conservation.

## 5. Illegal trade

Illegal trade associated with poaching was significant prior to the launching of "Operation Uhai" in 1989. Following the "operation" illegal trade has been significantly reduced due to continuing heightened enforcement efforts. Table 4 shows the major anti-poaching operations. In addition, Tanzania is providing data on seizures of ivory and other elephant specimens to the Elephant Trade Information System (ETIS). Table 5 shows the main seizures since 2001 through August 2009.

Law enforcement on wildlife and wildlife products, including ivory is primarily set under a special "Anti-poaching Unit". The "Unit" is paramilitary and is largely funded by a special fund, the "Tanzania Wildlife Protection Fund" established by the Act of Parliament No. 21 of 1978. As more than 90% of the revenue of the Fund is generated from fees associated with sport hunting and sale of trophies, the sale of the ivory stock will be another source of revenue for the "Fund", and hence used by the Antipoaching Unit.

In recent years the Government Treasury allocated less money to antipoaching activities mainly due to the economic crisis which is also affecting Tanzania. Figure 3 show the trends in the Wildlife Protection Fund and anti-poaching funding. The adoption of this proposal would therefore be crucial for improving financial support to the Wildlife Protection Fund 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 would otherwise be considered a nuisance rather than an asset.

Since 2001 twelve incidences of ivory seizures have been reported in the Far East (Table 5). Although some of the tusks in the confiscated consignments are alleged to originate from Tanzania, none of the cases has been concluded and the origin of the tusks confirmed. Several international and national agencies are involved in the investigations including Interpol and Lusaka Agreement Task Force in collaboration with the Tanzanian Wildlife Division, Police, Customs and Tanzania Port Authority.

## 6. Actual or potential trade impact

The current absence of trade in elephant products, except for trophies acquired from sport hunting, 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 increasing. 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



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

The recovery of hides and the developing of an industry associated with management operations could provide important benefits for elephant conservation. (Child, G. 1995). There is a proposition that any legal trade would encourage illegal trade. To the contrary, illegal trade escalates if legal trade does not exist. This is the real threat.

## 7. Ivory stocks

The main stockpile is well secured in a strongroom at the Wildlife Division Headquarters, and is provided with permanent surveillance [Table 3(a)]. Other two smaller stocks of 13.2 tonnes are kept at Arusha National Park and Ngorongoro Conservation Area, under the control of the Tanzania National Parks and Ngorongoro Conservation Area Authority, respectively [Table 3(b) and Table 3(c)]. Total figures are given in Table 3(d).

Subsequent to CoP10, 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 Standing Committee at its 40<sup>th</sup> 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 purpose of the present proposal and its application is to transfer the now recovered and increasing elephant population of Tanzania to Appendix II so as to secure the authorization of exporting the ivory stockpile, under the conditions established by the Conference of the Parties for similar stocks in other range States as described in Section A. The safeguarding of such stocks without any benefit presents major management and administrative problems. They include problems that are political in nature, particularly when local communities are legitimately complaining about damages caused by elephants to their properties and lives.

### 7.1. Management of ivory stockpile

There are three sources of ivory; natural mortality, problem animal control and confiscation following law enforcement. Once obtained ivory is taken to the nearest wildlife station for registration.

- a) Ivory is weighed and permanently marked by punching station registration numbers that consists of two or three initial letters / Serial number / two last digits of year of collection. For example, NH/40/88 means a tusk registered at the Nachingwea station, the 40<sup>th</sup> tusk, collected in 1988.
- b) Details of the ivory are recorded in the Official Register of Trophies, according to the Wildlife Conservation Act.
- c) Registered ivory is temporarily stored at the field station before being transferred to the Ivory strongroom.

#### 7.1.1. Movement of ivory and storage in the strongroom

Registered ivory is transferred as per the Wildlife Conservation Act accompanied with government documents, including an "Ivory Consignment Note" or other documents, together with armed security guard. The ivory is received by the Strongroom Officer and a delivery note is issued (the delivering officer takes the original copy). The procedure for receiving ivory involves:

- a) Re-measuring weight and length of every ivory (or pieces of the same).
- b) Marking every ivory (or pieces of the same) with a "National Serial Number" using a permanent marker pen denoting country code/year of registration/serial number and weight (e.g. TZ/06/00001/10.1). This conforms to the designed "Ivory Database" that was agreed between

TRAFFIC International (Eastern and Southern Africa) and the Wildlife Division in 2006 in accordance with CITES Resolution Conf. 10.10 (Rev. CoP14).

- c) Details of every ivory are recorded in the Official Register of Trophies as per the Wildlife Conservation Act.
- d) The same details (data) are entered into the computer database specifically designed for ivory stocks.
- e) Ivory is thereafter placed in shelf racks that are arranged according to their location of origin and weight.

#### 7.1.2. Security Measures

The three strongrooms are secured full-time by paramilitary trained and armed officers from the Anti-Poaching Unit (Dar es Salaam) and Park Rangers (Arusha and Ngorongoro). Furthermore, the strongrooms have strong locks with smart keys where by opening and entering must be authorized by the Chief Executive Officer. In addition, there are security cameras, which are strategically positioned to record incidents happening in the strongroom.

### **F. Conservation and management**

#### 1. Legal status

##### 1.1 National

The African elephant is protected by the National Park Act CAP. 282 RE 2002, the Wildlife Conservation Act CAP 283 RE 2002, the Ngorongoro Conservation Act CAP. 284 RE 2002 and the Economic and Organized Crime Control Act CAP 200, RE 2002.

Wildlife conservation is promoted outside wildlife protected areas under the Wildlife Management Areas Regulations of 2005, a legal mechanism that allows local communities to be adequately involved in wildlife conservation and benefit sharing from conservation based activities on their land. Furthermore, the new Wildlife Conservation Act of 2009 that is about to be enforced provides for heavy penalties, including imprisonment of up to 30 years if contravened, depending on the gravity of the offence.

The efficiency of the law enforcement in Tanzania, with reference to the Wildlife Conservation Act CAP 283 RE 2002 that is about to be repealed by the Wildlife Conservation Act No. 5 of 2009, has been recognized (Milliken *et. al.*, 2004). With the new Act of 2009, 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.

##### 1.2 International

Tanzania is a Party to CITES since 1980. 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 (i) the Convention on Migratory Species (Bonn, 1979), (ii) the Convention on Biological Diversity (Rio de Janeiro, 1992), (iii) the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Fauna and Flora (Lusaka, 1996); and (iv) the Southern African Development Community (SADC) Protocol on Wildlife Conservation and Law Enforcement (2000).

#### 2. Species management

##### 2.1 Population monitoring

The Tanzania Wildlife Research Institute (TAWIRI), which is governed by Act CAP 260 R.E. 2002, is mandated to carry out research and monitoring of the wildlife populations, 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 censuses carried out between 1986 and 2009. Since the 1980s aerial surveys were conducted every three years in different parts of the country by a highly qualified team. Radio telemetry is used to monitor elephant movements of selected populations. Currently it is applied in the monitoring of elephant movements between the Selous Game Reserve in Tanzania and the Niassa Game Reserve in Mozambique, between Western Kilimanjaro in Tanzania and Amboseli National Park in Kenya and in the Serengeti ecosystem. In the African Elephant Status Report 2007, (Blanc *et al.*, 2007) IUCN classified about 64.5% of the population data as 'definite', 17% as 'probable', 18% as "possible" and 0.5% as "speculative" which is a good indication of the quality of censuses carried out in Tanzania.

## 2.2 Habitat conservation

Elephants in Tanzania are adequately protected in 13 National Parks, Ngorongoro Conservation Area and in 28 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. The elephant range in Tanzania covers nearly 400,000 km<sup>2</sup> of which nearly 50% are in protected areas. The Government Policy is to continue maintaining the existing protected areas and create new ones for the purpose of protecting the biological diversity, including elephants.

## 2.3 Management measures.

The Elephant Management Plan (1995) had set an upper limit of elephants at 120,000 individuals. In considering the habitat preference and therefore the actual range of elephants, the 2001 revised Elephant Management Plan set this limit at 100,600 individuals, in order to minimize human-elephants conflicts. The elephant population in Tanzania is now well beyond that limit. It should further be highlighted that the elephant management plan is currently under further review.

At present elephants are utilized through a limited sport hunting quota. It is however, important to note that the quota is so minute (0.14%) as not to have any effect on the population currently growing at a rate of about 5 % per annum. Problem animal control is another management operation that removes a small proportion of the population. As a result of the growing elephant population, the problem of human-elephant conflicts is also increasing.

For various reasons, including the listing of the African elephant in Appendix I, Tanzania has not been able to fully implement the Management 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.

## 2.4 International trade

All international trade in elephant products, which is currently only by sports hunted 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. CoP14). These controls will continue to apply, including products that may result from the 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 the supervision of all export operations with the aim of ensuring compliance to CITES requirements and the proposed annotation. In addition, as a SADC Member State, it will be easier for Tanzania to incorporate applications of the regional control mechanisms, under the SADC Wildlife Protocol on Wildlife and Law Enforcement.

Currently all exports are only permitted in the designated exit points and checked by wildlife officers in collaboration with Customs, Police and Veterinary officers who are stationed at exits for 24 hours.

## 2.5 Domestic measures

Special training for wildlife officers on prosecution, intelligence and combating illegal activities, including the 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 (Figure 3). Light aircrafts have been increased from 5 in 1989 to 12 in 2009. Considering these efforts, it is no doubt that the efficiency on enforcement and compliance have been enhanced and so acknowledged by, among others, TRAFFIC.

G. Information on similar species

The Asian elephant (*Elephas maximus*) is the only other extant proboscidean. It is listed in Appendix I of the Convention. The proponent believes that with the precautionary measures adopted, it is not likely that this proposal to trade in ivory stock will prejudice the survival of the Asian elephant.

H. Comments from countries of origin

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.

I. Appeal to the Conference of the Parties

The United Republic of Tanzania wishes to exercise its rights as a Party to the Convention. These rights include trade in its elephant population, which clearly meets the criteria for inclusion in Appendix II, within the framework of the Convention for trade in specimens from Appendix-II-listed species. Notwithstanding existing remedial mechanisms within CITES concerning cases of unsustainable trade in Appendix-II-listed species, such as the significant trade review process or the transfer of a population to Appendix I, the Conference of the Parties has on previous occasions adopted increasingly complex requirements for trade in elephant specimens that have all but ensured that such trade does not take place. Tanzania believes that this trend strongly undermines its rights as a Party and the credibility of CITES, and highlights the contradictions between CITES and the Convention on Biological Diversity. The Conference of the Parties is accordingly requested to fully consider this issue in its decision on this proposal.

Tanzania has never questioned the wildlife management systems or population data or poaching levels in other countries that are Parties to CITES, conscious that, as stated in the Preamble of CITES, "... peoples and States are and should be the best protectors of their own wild fauna and flora" and avidly believes that CITES has been drafted and has to be implemented not to prevent international trade in specimens included in Appendix II but to ensure that this trade is conducted on a legal and sustainable basis.

Tanzania is of the opinion that the economic incentive linked to such trade is favourable 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 a nuisance, especially to local communities who share the same habitats and key resources like water, 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 Tanzania 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, Tanzania 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 makes an appeal to the Conference of the Parties to adopt the present proposal, in the same spirit, as the other proposals adopted from several Southern African countries.

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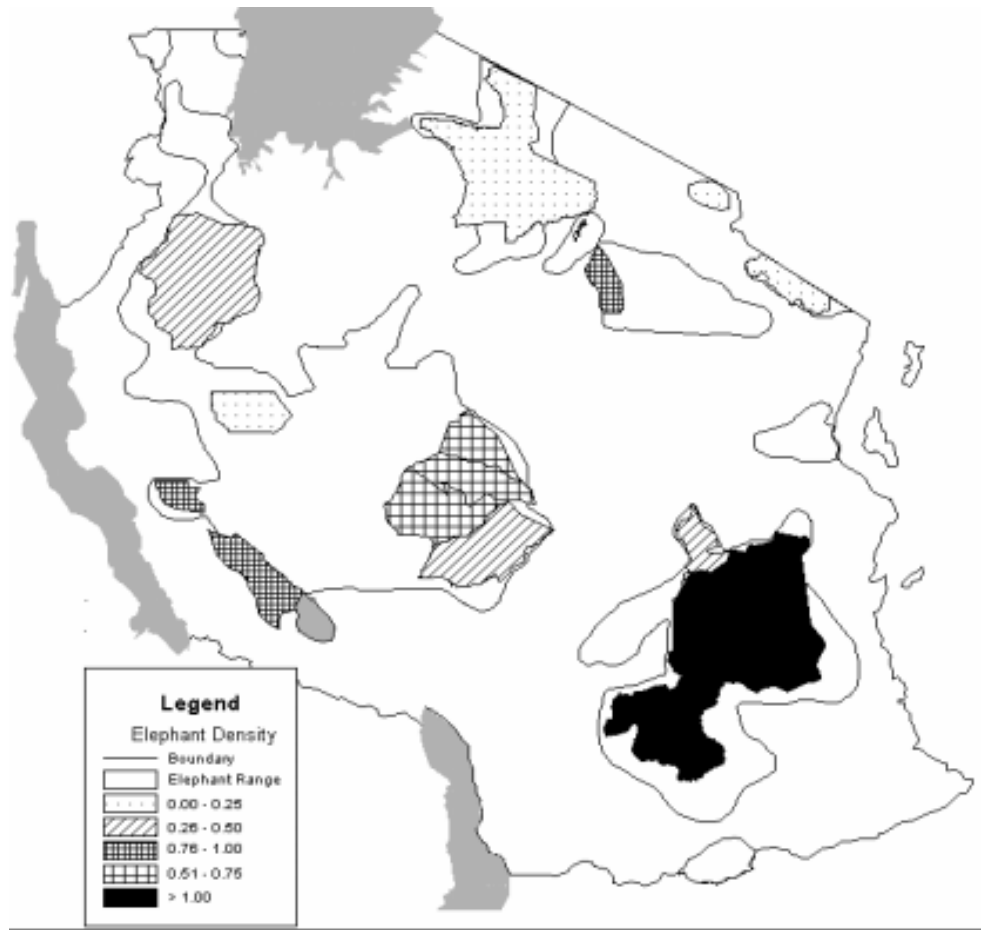


Figure 1. Approximate ranges of elephant and preferred management densities in different protected areas within the main ecosystems in Tanzania.

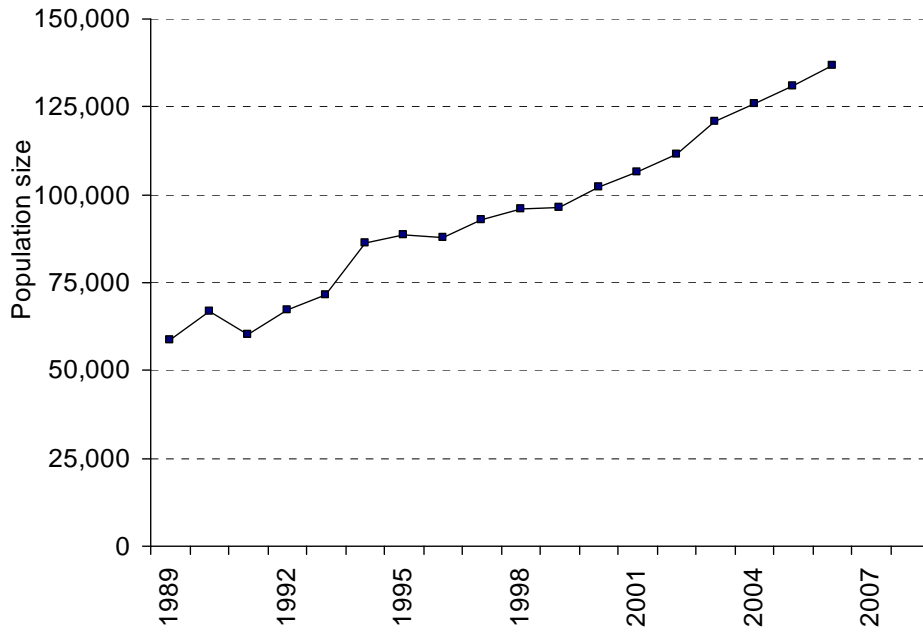


Figure 2. Tanzania elephant population trends between 1989 and 2006 (Source of data: Mduma & Sinclair 2003, TAWIRI 2007 and Blanc *et al.* 2007).

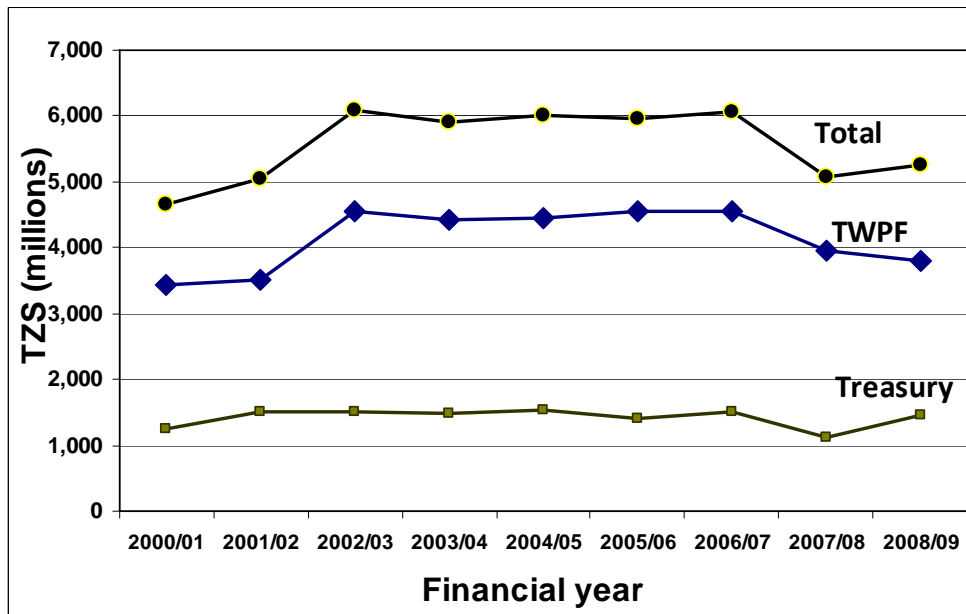


Figure 3. Trends in the Wildlife Protection Fund and anti-poaching funding.



**Table 1.** Landcover types in Tanzania as reported by Food and Agriculture Organization (FAO) of United Nations (Africover Aggregated Dataset (2002)).

Land-cover/Vegetation type	Sum of km <sup>2</sup>	Percent cover
Agriculture	320,781	
Human settlements	1,130	
Bare	1,444	
Mangrove forest	1,574	
Water-bodies	65,372	
Subtotal	390,301	40.5%
Forest -deciduous	10,516	
Forest -evergreen	10,110	
Grassland	70,690	
Shrubland	164,867	
Wooded shrubland	39,647	
Woodland	277,887	
Subtotal	573,717	59.5%
<b>Grand Total</b>	<b>964,018</b>	<b>100%</b>

**Table 2.** Actual exports of elephant hunting trophies from 1997 to 2008. A total 592 elephants were hunted and 1184 tusks exported.

Year	Elephant quota	Number of elephant hunted	Actual number of tusks exported
1997	50	46	92
1998	50	20	40
1999	50	32	64
2000	50	32	64
2001	50	35	70
2002	50	41	82
2003	100	45	90
2004	100	36	72
2005	100	54	108
2006	100	65	130
2007	200	87	174
2008	200	99	198
<b>TOTAL</b>	<b>1100</b>	<b>592</b>	<b>1,184</b>

**Table 3.** Ivory from natural mortality and management operations, (PAC and seizures) accumulated since 1989 to 25<sup>th</sup> September,2009.

(a) Stockpile stored at the Wildlife Division Ivory Strongroom in Dar es Salaam

Source	Weight (kg)	Description	
		Pieces	Whole tusk (raw)
Confiscation	34,464.6	6,454	5,622
Natural mortality	29,242.4	94	7,977
Problem animal control	48,359.7	0	12,050
<b>Total</b>	<b>112,066.7</b>	<b>6,548</b>	<b>25,649</b>

(b) Stockpile stored at the Tanzania National Parks strongroom in Arusha

Source	Weight (kg)	Description	
		Pieces	Whole tusk (raw)
Confiscation	265.4	0	96
Natural mortality	7363.4	53	1706
Problem animal control	40.9	0	7
Unknown	37.4	25	17
<b>Total</b>	<b>7707.1</b>	<b>78</b>	<b>1826</b>

(c) Stockpile stored at the Ngorongoro Conservation Area strongroom in Ngorongoro

Source	Weight (kg)	Description	
		Pieces	Whole tusk (raw)
Confiscation	365.30	3	44
Natural mortality	3,901.34	28	326
Problem animal control	941.00	0	74
Uknown	313.95	3	37
<b>Total</b>	<b>5521.59</b>	<b>34</b>	<b>481</b>

(d) Total ivory stockpiles stored at Dar es Salaam, Arusha and Ngorongoro strongrooms

Source	Weight (kg)	Description	
		Pieces	Whole tusk (raw)
Confiscation	35,095.30	6457	5,762
Natural mortality	40,507.14	200	10009
Problem animal control	49,341.60	0	12131
Uknown	351.95	28	54
<b>Total</b>	<b>125,295.99</b>	<b>6685</b>	<b>27,956</b>

**Table 4.** Major anti-poaching operations conducted in Tanzania since 1989.

S/N	Operation title	Purpose	Year
1	"Uhai"	Control of elephant poaching	1989
2	"Ngorongoro"	Elephant and Rhino protection	1990

3	"Okoa Utalii"		1995
4	"Bees wax"	Elephant protection	1997
5	Special operation	Illegal ivory trade control	2000
6	"Operation Magogo"	Control bushmeat and ivory trade, timber export	2004
8	Special operation	Illegal ivory trade control	2004
	Special operation	Elephant poaching control in Selous & Moyowosi/Ugalla ecosystems	2005
9	Special operation	Cattle encroachment Usangu	2006
	Special operation	Control zebra \$ ivory trade	2007
10	"Ugalla"	Illegal ivory trade control	2008
11	"Selous"	Illegal ivory trade control	2009

**Table 5.** Summary of local and international elephant ivory seizure from 2001- August 2009.

YEAR	LOCAL					INTERNATIONAL					REMARKS
	RAW			WORKED		RAW		WEIGHT	WORKED		
	Incidents	Pieces	Kilogram	Pieces	Kg	Incidents	Pieces	Kg	Number	Kg	
2001	6	284	1,917.00	-	-	2	42	870.00	-	-	
2002	18	1,680	4,259.32	-	-	3	56	139.20	20	1.50	Thailand, Hongkong SAR China
2003	10	150	238.05	-	-	2	340	2,433.10	-	-	Vietnam, Hongkong SAR China
2004	7	190	461.70	-	-	2	55	800.00	-	-	
2005	2	96	777.00			2	229	503.00	-	-	
2006	38	276	671.85	27	11.80	1	1,288	5,228.00	-	-	Taiwan, Province of China
2007	40	1,415	1,992.16	213	1.30	0	-	-	-	-	
2008	16	129	264.00								
2009 (through August)	24	271	761.70	4	2.50	3		12,796.00			Vietnam& Philippines (March, 2009) & Zanzibar (August,2009)
<b>Grand Total</b>	<b>161</b>	<b>4,491</b>	<b>11,342.78</b>	<b>244</b>	<b>13.10</b>	<b>13</b>	<b>2,010</b>	<b>22,769.30</b>	<b>20</b>	<b>1.50</b>	

