



Reviewing the coherence and effectiveness of implementation of multilateral biodiversity agreements in Tanzania

Jacqueline Senyagwa, Stacey Noel

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LIST OF ACRONYMS AND ABBREVIATIONS

AEWA	Agreement on the Conservation of African-Eurasian Migratory Waterbirds
CEPA	Communication Education and Public Awareness
CBD	Convention on Biological Diversity
CBFM	Community Based Forest Management
CITES	Convention on International Trade of Endangered Species
COP	Conference of Parties
EIA	Environmental Impact Assessment
EMA	Environmental Management Act
IUCN	International Union for Nature Conservation
JFM	Joint Forest Management
LVFO	Lake Victoria Fisheries Organisation
MEA	Multilateral Environmental Agreement
MNRT	Ministry of Natural Resources and Tourism
MOU	Memorandum of Understanding
NBF	National Biosafety Framework
NBSAP	National Biodiversity Strategy and Action Plan
NEMC	National Environmental Management Council
MKUKUTA	Mkakati wa Kukuza Uchumi na Kuondoa Umaskini
Ramsar Convention	Convention on Wetlands of International Importance especially as Waterfowl Habitat
SEA	Strategic Environmental Assessment
TANAPA	Tanzania National Parks Authority

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EXECUTIVE SUMMARY

This report summarises the review of effective implementation of the cluster of biodiversity-related multilateral environmental agreements (MEAs) at the national level in the party country of the United Republic of Tanzania. The MEAs are: Convention on Biological Diversity (CBD); Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar Convention); Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES or Washington Convention); and Convention on Migratory Species of Wild Animals (CMS or Bonn Convention).

The review methodology was developed by the Stockholm Environment Institute's Tallinn Centre (SEI Tallinn) and commissioned by the United Nations Environmental Programme (UNEP), Division of Environmental Law and Conventions, in 2011. The testing of the methodology was carried out in 2013-2014 and funded by the Stockholm Environment Institute under its Sida-funded Programme Support.

The review system for coherent and effective implementation of multilateral biodiversity agreements is based on 15 categories, addressing two types of effectiveness: **objective-led** and **implementation effectiveness**.

Each category formulates a single review question together with several criteria and benchmarks for scoring the implementation of the conventions. The overall assessment of the cluster of MEAs is based on the results of the 15 review categories and can result in high, moderate or low implementation effectiveness. The review methodology has the most features typical to a compliance and performance audit, and is less comparable to a financial audit.

The review of the coherence and effectiveness of implementation of the four global biodiversity agreements concluded that Tanzania scored strong implementation in the category 'Adequate legal and policy framework'. Ten other categories are scored as moderate and four as weak.

The study also provides recommendations for the application of the review methodology. The study results indicate that the 15 review categories, benchmarks and criteria are appropriate for this type of evaluation; however, there are overlapping segments in some categories which could be placed under one category, to make the ratings clearer. Additionally, some categories may not reflect the true rating if more than two MEAs are being considered at the same time.

1. INTRODUCTION

Over the past few decades, Multilateral Environmental Agreements (MEAs) have grown rapidly. There are now over 700 international agreements, addressing diverse environmental issues at the national, regional and global levels; these agreements are in the form of conventions, charters, agreements, accords, protocols and treaties in force from global to regional to bilaterally applicable agreements¹. Multilateral environmental agreements is a broad term that relates to any number of legally-binding international instruments through which national governments commit to achieving specific environmental goals².

Africa as a continent has a long history in conservation, dating back to colonial times, when the African Conservation Convention on the Conservation of Nature and Natural Resources came into force. African states appear to have generally strong environmental legislation, but face some common problems: most pressing among others include financial resources, weak governance and gaps in public awareness³.

Despite long term involvement in conservation treaties and the commitments made in the Conference of Parties (COP) to the CBD in 2002 to achieve significant reduction of biodiversity loss at global, regional and national levels by 2010, there has been a common message emerging from all regions on declining of biodiversity in all forms⁴. However, there has been progress made, which is linked to biodiversity management; these have included well established reporting systems on biodiversity issues at the national level, expansion of protected areas, biodiversity strategies and action plans.

In continuous efforts to improve biodiversity conservation at the national level, SEI Tallinn was commissioned by UNEP in 2011 to develop a methodology for reviewing the implementation effectiveness of chemical and biodiversity MEAs at national level. The SEI Tallinn team, working in close collaboration with State Audit

Office of Estonia and the Secretariat of the Working Group on Environmental Auditing of the International Organization of Supreme Audit Institutions (INTOSAI), developed this methodology on behalf of UNEP to enhance knowledge links between national and global environmental goals.

In order to test the methodology, two country case studies were launched in January 2013: Estonia, a European Union country of 1.3 million people in north Europe, and Tanzania, an East African country of 44.9 million people. These two countries, which differ from each other in terms of size, location, population, climate, political framework, geographical regions, level of development and other aspects that influence the state of the biodiversity, became the testing grounds of the methodology, with the aim of the collecting empirical data on the usability of the review methodology. The cluster of biodiversity-related MEAs with four global biodiversity conventions were selected for testing: CBD, Ramsar Convention, CITES and CMS. There are a number of synergies in the four biodiversity MEAs.

This report summarises the results of the testing of the review methodology on the cluster of biodiversity conventions in Tanzania and provides recommendations for advancing the implementation of the MEAs and for the application of the methodology. This report is structured as follows:

- **Chapter 1** gives the country profile and general framework for the nature conservation in Tanzania,
- **Chapter 2** introduces the review methodology,
- **Chapter 3** describes the main objectives and concept per each of the MEA,

¹ UNEP, 2007. Negotiating and Implementing Multilateral Environmental Agreements (MEAs): A manual for NGOs.

² UNEP, 2010. Auditing the Implementation of Multilateral Environmental Agreements (MEAs): A primer for auditors.

³ Gray R.K. (2002). Multilateral Environmental Agreement in Africa: Efforts and Problems in Implementation.

⁴ UNEP (2010). State of Biodiversity in Africa.

- **Chapter 4** provides the documentary evidence on the implementation of the four conventions by 15 review categories,

- **Chapter 5** summarises the overall assessment to the implementation of the cluster of biodiversity MEAs, and to the review methodology.

This study was undertaken by Jacqueline Senyagwa, SEI Africa Research Associate, with assistance from Stacey Noel, SEI Africa Centre Director, under the SIDA Programme Support Fund of the Stockholm Environment Institute over the period of January–December 2013.

2. GENERAL FRAMEWORK

2.1. TANZANIA COUNTRY PROFILE

Tanzania is an East African country, bordered by Kenya and Uganda in the north; Rwanda, Burundi and Democratic Republic of Congo in the west; Zambia, Malawi and Mozambique in the south; and Indian Ocean in the east.⁵ Total land area is 883,749 km²⁶ and water bodies on land mass cover 59,050 km.⁶ Tanzania's climate varies from place to place depending on geographical location and elevation. The country had

a population of 44,929,000 and a population density of 51 persons/km² in 2012.⁶

The economy of the country is largely dependent on agriculture, which employs 75% of the population. Agriculture contributed to 26.5% of GDP and 30% of export earnings in 2012. Other sectors of economic importance include mining, tourism, industry, fisheries and forestry.



Figure 1: Map and flag of Tanzania

⁵National Bureau of Statistics, 2012.

⁶National Capacity Self Assessment Report and Action Plan for the Implementation of Post Rio Conventions, Vice Presidents Office 2007.

Water

Major rivers of economic importance are Rufiji, Pangani, Ruvu, Great Ruaha, Malagarasi, Kagera, Mara, Ruvuma and Ugalla river basins. The rivers support livelihoods through daily water needs, irrigation and fisheries. Over 10% of the total surface area of Tanzania in general constitutes wetlands.⁷

Tanzania is country well-endowed with natural resources. The country is rich in minerals: gold, diamond, coal (1,200 million metric tonnes), natural gas, tanzanite, ruby, copper, nickel, iron, phosphate, gypsum, uranium, oil, phosphate, unique natural ecosystems and biodiversity resources such as wildlife, fisheries, forests and woodlands. Tanzania is categorised as one of the 34 biodiversity hotspots in the world, with about 25% of the land designated for national parks, game reserves and wetlands.⁸

National parks and game reserves

Tanzania has 15 national parks and 31 game reserves and 50 controlled game areas, 1 conservation area and 2 marine parks.⁹ The wildlife of Tanzania is among the richest

and most diversified in Africa. The biological diversity and degree of endemism consist of primates (20 species and 4 endemic), antelopes (34 species and 2 endemic), fish (with many endemic to lakes Victoria, Tanganyika, Nyasa and other small lakes and rivers), reptiles (290 species and 75 endemic), amphibians (40 endemic), invertebrates and plants around 11,000 species, including many endemic.¹⁰ Tanzania holds nearly half of the carnivore population in Africa and one third of the world's wild dog population.¹¹

Tourism

Tanzania has the largest total area under protection in sub-Saharan Africa but remains one of the poorest countries in the world.¹² Tanzania's protected area covers 28% of the total land area (94.8 million ha), of which 1% is Ngorongoro Conservation, 14% is game reserves and 8% is game-controlled areas.¹³ Tourism is one of the biggest export earning industries in the country and accounts for about 16% of GDP and nearly 25% of the total exports.¹⁴ Tourism provided one job in every 15.8 jobs in 2010.¹⁵

2.2 OVERVIEW OF NATURE PROTECTION FRAMEWORK IN TANZANIA

Wildlife conservation in Tanzania dates back to 1891, when the Germans enacted the first hunting rules. The first game reserve was also established by the Germans in 1905. In 1921, the British government established the game department¹⁶; the first game reserve was established in 1922 - Selous Game Reserve - followed by Ngorongoro Crater Closed Area and Serengeti Game Reserve in 1928 and 1929 respectively.¹⁷

The present framework of nature protection in Tanzania started during the Second World War. After Independence the president of Tanzania, Mwalimu Julius Nyerere, released a statement in the Arusha manifesto: *“The survival of our wildlife is a matter of grave concern to all of us in Africa. These wild creatures amid the wild places they inhabit are not only important as a source of wonder and inspiration but are an integral*

⁷ Tanzania Biodiversity Strategy and Action Plan, 2001.

⁸ NBSAP, 2000.

⁹ MNRT 2009, The 2009 Tourism Statistical bulletin.

¹⁰ URT, 2007. National Adaptation Plan of Action.

¹¹ <http://www.tanzaniacarnivores.org/about-us/tanzania-carnivore-programme>

¹² <http://www.tanzaniacarnivores.org/about-us/tanzania-carnivore-programme>

¹³ TANAPA, 2011.

¹⁴ National Forest Policy 2008.

¹⁵ http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=792:tanzania-tourism-share-to-economy-to-drop-by-y-2020&catid=1:latest-news&Itemid

¹⁶ The Wildlife policy of Tanzania, 2007.

¹⁷ The Wildlife policy of Tanzania, 2007.

part of our natural resources and of our future livelihood and well being.

In accepting the trusteeship of our wildlife we solemnly declare that we will do everything in our power to make sure that our children's grandchildren will be able to enjoy this rich and precious inheritance.

The conservation of wildlife and wild places calls for specialist knowledge, trained manpower, and money, and we look to other nations to co-operate with us in this important task the success or failure of which not only affects the continent but the rest of the world as well"

Mwalimu J.K Nyerere, 1961

The Arusha manifesto was used to guide wildlife conservation in Tanzania until 1998 when the first wildlife policy was made. Other national strategies and policies that form the nature protection framework in Tanzania include the following:

MKUKUTA (National Strategy for Growth and Poverty Reduction)

The first MKUKUTA strategy was adopted by the Cabinet and Parliament in February 2005; the second MKUKUTA was prepared in 2010 to align with Vision 2025. MKUKUTA aims to reduce poverty through three broad outcomes: growth and reduction of income poverty; improved quality of life and social well-being; and good governance and accountability. Environmental issues are not addressed directly in the revised MKUKUTA strategy but rather through climate change and the sectors of agriculture and tourism.

Environmental Management Policy and Act

The National Environmental Policy provides a framework for making fundamental changes to mainstream environmental considerations into decision making. The overall objectives of the National Environmental Policy are, therefore, to ensure sustainable and equitable use of resources without degrading the environment or risking health or safety; to prevent and control degradation of land, water, vegetation, and air which constitute the essential life support systems; to conserve and enhance natural and man-made heritage, including the biological

diversity of the unique ecosystems of Tanzania; to improve the condition and productivity of degraded areas including rural and urban settlements in order that all Tanzanians may live in safe, productive and aesthetically pleasing surroundings; to raise public awareness; to promote individual and community participation; and to promote international cooperation.¹⁸

Wildlife policy

The wildlife policy sets the framework of managing wildlife resources and wetlands. The policy has seven objectives: to protect and conserve wildlife and wetlands; to ensure sustainable utilisation of wildlife and wetlands; to manage and develop wildlife and wetland resources; to strengthen resource monitoring and research; to enhance communication, education and public awareness; to coordinate implementation of the policy; and to foster regional and international cooperation.

Forest Policy 1998 and Forest Act 2002

The overall goal of the Forest Policy of 1998 is to enhance the contribution of the forest sector to the sustainable development of Tanzania and conservation and management of her natural resources for the benefit of present and future generations. The fourth objective of the policy is to ensure ecosystem stability through conservation of forest biodiversity, water catchments and soil fertility. This objective has the following policy directive:

"New forest reserves will be identified and established in areas of high biodiversity value in consultation with other stakeholders. The status of existing forest reserves with high biodiversity value will be upgraded to nature reserves to ensure their protection in perpetuity. Conservation and management objectives for each forest reserve and nature reserve will be defined and management plans prepared. Local communities and other stakeholder involvement in the conservation and management of such reserves will be promoted through joint management agreements between the parties involved. Buffer zones around reserved areas and corridors to link fragmented forests will be established in collaboration with

¹⁸ <http://www.un.org/esa/agenda21/natlinfo/countr/tanzania/inst.htm>

the local people. In-situ and ex-situ conservation programmes including gene banks for threatened species will be established. Biodiversity research and information dissemination will be strengthened. Regional cooperation will be strengthened in order to ensure sustainable management of transboundary forest resources.”

Fishery Policy

The Fishery Policy’s statements six, seven and eight provide for conservation, sustainable utilisation of fisheries resources and protection of the productivity and biological diversity of coastal and aquatic ecosystems through prevention of habitat destruction, pollution and over exploitation.

Tanzania has completed its National Biosafety Framework (NBF) with the aim of addressing safety issues in modern biotechnology.

The Vice President’s Office through its Division of Environment is the entity responsible for the environment. The Minister for Environment develops and articulates guidelines, makes regulations, and may designate any institution to perform any function or activity within a specified time frame as stipulated by the Environmental Management Act cap 191. The office is charged with the duties and responsibilities of environmental research, environmental policy and planning and monitoring and coordination of both national and international matters. The specific responsibilities on nature conservation are entrusted to the Ministry of Natural Resources and Tourism, which is the designated ministry responsible for all forms of nature conservation of flora and fauna. Specific programmes and plans aiming at enforcing objectives of biological conservation MEAs are adopted and implemented by this Ministry, e.g. CITES African Elephant Action Plan, the National Wetland Strategy and many others.

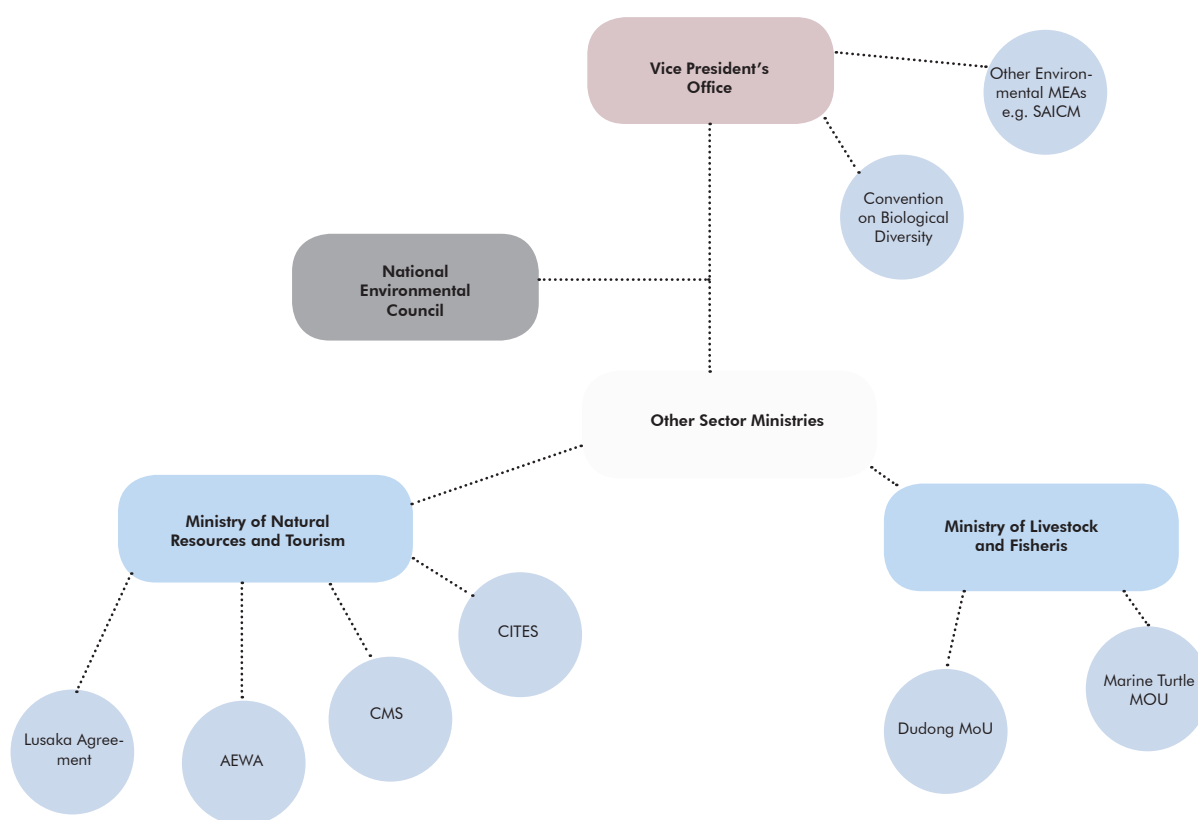


Figure 2: Responsible Government units of Tanzania for different entities for MEAs

3. METHODOLOGY OF THE EVALUATION

The methodology provides a basis for reviewing the **implementation effectiveness** of a thematic **cluster of MEAs** at the national level. The methodology builds on several existing guidelines and methods for the implementation evaluations, e.g. Manual on Compliance with and Enforcement of MEAs, Auditing the Implementation of MEAs: A Primer for Auditors and other reviews of implementation of MEAs.

The proposed review system for the implementation of a cluster of MEAs is based on the benchmarking

method and takes into account first of all objective-led effectiveness and implementation effectiveness. Specific studies need to be added if cost-effectiveness is also planned to evaluate: whether the outcomes of the implementation of the MEAs in question, i.e., benefits created, are in good correspondence with the budget spent. The assessment consists of **15 review categories** (themes) which describe different aspects of good governance that would enable to implement international environmental agreements effectively as a thematic cluster

Table 1: Review categories and the type of effectiveness they address

Review category	Type of effectiveness
1. Adequate legal and policy framework	Implementation effectiveness
2. Coordinated institutional and administrative framework	Implementation effectiveness
3. Development of an integrated national implementation/action plan(s)	Implementation effectiveness
4. Effective implementation and review of the plan(s)	Implementation effectiveness
5. Effective monitoring of implementation of the MEAs in question	Implementation effectiveness
6. Consideration of objectives of the MEAs in question in decision making	Implementation effectiveness
7. Adequate financing of the implementation	Implementation effectiveness
8. Strong competencies and capacity	Implementation effectiveness
9. Stakeholder engagement	Implementation effectiveness
10. Effective enforcement system	Implementation effectiveness
11. Cross-border cooperation	Implementation effectiveness
12. Achieving the objectives	Objective-led effectiveness
13. Coordination across the cluster of MEAs	Implementation effectiveness
14. Benefits for the environment	Objective-led effectiveness
15. Socio-economic benefits	Objective-led effectiveness

I **Objective-led effectiveness** means, in this methodology, that the objectives of the MEAs in the cluster are achieved (positive effects on the environment and society; implementation/action plan(s) is in place and being implemented; environmental policy is integrated with other policies). An objective-led approach to evaluating effectiveness focuses mostly on **outcomes**.

II **Implementation effectiveness** refers to the implementation process. Here it is used when the implementation framework for the MEAs in question is in place and operational, which, in turn means that the

legal structure is in place, administrative and research capacities are sufficient, data and information management are effective, transboundary cooperation is taking place; stakeholders are engaged; access to information is ensured; data and information are used in decision making; implementation of the MEAs in question is periodically reviewed, results are timely reported to the secretariat of MEAs and communicated to the stakeholders and the wider public. The **process-oriented** assessment emphasises the importance of regulatory, participatory and rationality aspects.¹⁹

¹⁹ Peterson, 2010. Drivers of Effectiveness of Environmental Assessment. PhD Thesis. Tallinn University.

For each of the 15 categories, the methodology formulates the main review question and describes the best practice benchmarks for **ideal level of implementation** (see Annex). Based on these benchmarks, the scoring for implementation is on a three-level-scale: strong, moderate and weak implementation:

- **Strong:** Some minor gaps or lack of clarity exists in the implementation of the respective category, but it **does not hinder** the implementation of the MEAs in question and the shortcomings **can be easily eliminated**.
- **Moderate:** Some gaps or lack of clarity exists in the implementation of the respective category, but it **does not significantly hinder** the implementation of the MEAs in question and the shortcomings **can be relatively easily eliminated**.

- **Weak:** Major gaps or lack of clarity exists in the implementation of the respective category and these **significantly hinder** the implementation of the MEAs in question and the shortcomings **cannot be easily eliminated**.

Based on the findings across the 15 review categories an **overall qualitative assessment** of implementation effectiveness of the MEAs in question at the national level can be formulated and recommendations for improvement drawn. The level of implementation effectiveness can be presented by three levels of grading: **high, moderate or low implementation effectiveness of the MEAs** in question at the national level (figure 3).

Table 2: The relationships between the review categories of implementation benchmarks and the overall assessment of implementation effectiveness of the MEAs.

Score of implementation	Overall effectiveness
Strong	High
Moderate	Moderate
Weak	Low

Below is a set of qualitative criteria to take into account while determining the **overall implementation effectiveness**:

High effectiveness of implementation:

- The MEAs in question are implemented and they trigger a whole set of national action in the environmental sector; their impact on improvement of the state of environment and environmental policy integration is significant;
- Objectives of the MEAs are achieved or are being underway to be achieved with significant results already witnessed;
- The objectives of the MEAs, the implementation plans, as well as the achieved results are well acknowledged by the major stakeholder groups and the wider public;

- There are no major gaps identified in the implementation of the MEAs in question;
- Highly effective implementation of the MEAs is secured by the political will that has assigned a high significance to the issues of the MEAs in question and through the allocation of sufficient resources.

Moderate effectiveness of implementation:

- The MEAs in question are implemented, but there is little evidence of impact in terms of improvement of the state of environment and environmental policy integration;
- Only a limited number of objectives of the MEAs in question are achieved or underway to be achieved;
- The objectives and implementation plans of the MEAs in question are criticised by major stakeholders and/or are not acknowledged by the public;

- There are some major gaps detected in the implementation of the MEAs in question;
- Implementation of the MEAs in question lacks political support and/or sufficient resources.

Low effectiveness of implementation:

- The MEAs in question are poorly transposed into national legislation or if the framework legislation for the MEAs is in place, they are not enforced;
- Objectives and implementation of the MEAs in question are poorly integrated into national policies, government plans and the state budget;
- Only a few objectives of the MEAs are achieved or underway to be achieved;
- Implementation of the MEAs is not sufficiently secured with human, financial and technical resources even if the implementation plans are in place;
- Major stakeholders are not participating in the implementation of the MEAs in question, the objectives of the MEAs and status of their implementation are not known to the public;
- There are far too many significant gaps identified in the implementation of the MEAs in question;
- Further implementation of the MEAs in question is not secured;

- Negative trends related to the subject of the MEAs are increasing;
- Issues related to the MEAs in question are not regarded important to the society.

The overall assessment will take into account country-specific factors, as the reviewed issues can be of different importance for countries. Importance depends on many determinants including the governance system, the range of policy instruments used in the country, the availability and reliability of environmental data, as well as the level of development of the society and participation of stakeholders in policy planning and decision making processes.

In this study, there were two main methods of data used: literature review of publicly-available documents (e.g., national reports submitted by Tanzania to Chief of Parties, policies, project documents, national strategies and plans) and face-to-face meetings through a stakeholder workshop with the national focal points, NGOs and public authorities, which was organised to verify the data and findings as well as to receive feedback on the study usability and ways for improvement of the review methodology.

4. THE CONVENTIONS: OBJECTIVES AND MAIN CONCEPTS

4.1 CONVENTION ON INTERNATIONAL TRADE OF ENDANGERED SPECIES (CITES)

Place and date of signature	3 March 1973 in Washington, United States of America
Entry into force	1 July 1975
Number of contracting parties	179
Location and the secretariat	Geneva Switzerland

CITES is an international agreement between governments, which provides varying levels of protection for endangered species or those that may be in danger of extinction as a result of international trade.

CITES is one of the world's most powerful tools for biodiversity conservation through regulation of trade in wild flora and fauna.

Tanzania ratified CITES on the 29 November 1979 and the Convention entered into force on the 27 February 1980.

CITES is organised into Appendices I-III with 30, 000 species listed under them:

Appendix I

Includes species that are threatened with extinction and that are or may be affected by international trade. Commercial international trade in species listed on Appendix I is prohibited.

Appendix II

Includes species that, although not necessarily threatened with extinction, may become so unless trade is

strictly regulated. Species may also be listed on Appendix II if their parts or products cannot be readily distinguished from those of other species listed on CITES Appendix I or II. Commercial international trade in Appendix II species is permitted, but is subject to strict controls. Parties may only grant a permit to export such species, or their products, after it has determined that the export will not be detrimental to the survival of the species.

Appendix III

Includes species that any Party has identified as requiring regulation within its jurisdiction, and that needs the cooperation of other Parties to monitor international trade in the species. Parties may unilaterally add species to Appendix III at any time and such listings are not legally binding.

Tanzania, as with any other country who is a signatory to CITES, has an obligation of submitting annual reports, among other things, on its CITES trade with a summary of information on type of permits and certificates granted, state of trade, quantities and types of specimen and names of species under all the three appendices.

4.2 CONVENTION ON WETLANDS OF INTERNATIONAL IMPORTANCE ESPECIALLY AS WATERFOWL HABITAT (RAMSAR CONVENTION)

Date and place of signature	2 February 1971 in Ramsar, Iran
Entry into force	1 December 1975
Number of contracting parties	168
Location of the secretariat	Gland, Switzerland

The Ramsar Convention provides a framework for national action and international cooperation for the

conservation and wise use of wetlands and their resources. A total of 2,040 wetlands sites covering over

193.4 million hectares are under Ramsar.

Tanzania became a signatory to the Ramsar convention in 1999, when the country designated four wetlands under the convention. The designated administrative authority is the Vice President's Office, as is the case with most of the other MEAS.

Tanzania Ramsar Sites

1. Kilombero Valley Floodplain, 25/04/02, Morogoro Region, 796,735 ha

This floodplain of 260km by 52km, fed by many rivers and with huge seasonal variations in the water dynamics, embodies an exceptionally wide variety of wetland types and fulfils all eight of the Ramsar criteria. High concentrations of large mammals, especially Puku antelope *Kobus vardonii* (with nearly 75% of the world population), buffalo, elephant, hippopotamus and lion, are supported, and three endemic birds are known. Two fish species (*Citharinus congicus* and *Alestes stuhlmanni*) are endemic to the site and found downstream in the Rufiji River. Fishing has traditionally been the primary resource use, though agriculture (especially rice farming) is rapidly expanding, as is cattle grazing due to immigrant pastoralists. Irish Aid has been active in supporting wise use development projects since 1999, and it is planned that the Ramsar designation will be followed up by Government of Tanzania's wise use initiatives with support from Danish Foreign Aid (Danida). Tourism is largely represented by organized hunting in the dry season, which communities feel bring few local economic benefits (Ramsar site no. 1173.; most recent RIS information: 2002).²⁰

2. Lake Natron Basin, 04/07/01, Arusha Region, 224,781 ha.

This is a closed alkaline lake basin in the bottom of the Gregory Rift, which is part of the Great Rift Valley. It is contiguous with the Kenyan frontier and surrounded by escarpments and volcanic mountains, one of which is active. It is the only regular breeding area for Lesser

Flamingos in East Africa, with about 2.5 million individuals, and provides support for an estimated 100,000 individuals of other waterbird species, many of them Palearctic migrants. The fish *Oreochromis alcalicus* appears to be endemic to Lake Natron and Lake Magadi in Kenya. A number of permanent streams and rivers provide relief in a very dry and almost inaccessible environment. The Maasai tribe practice extensive, largely semi-nomadic, pastoralism within the site. Some tourism, chiefly game viewing, birdwatching, and mountain climbing, occurs, especially in conjunction with Ngorongoro Crater, Olduvai Gorge, and other well-known attractions not far from the site, though recently the security situation has been far from stable.²¹ A proposed hydropower plant for the Ewaso Ngiro River in Kenya and planned soda ash exploitation in Lake Natron itself are seen as potential threats.²²

3. Malagarasi-Muyovozi Wetlands, 13/04/00, Kigoma, Shinyanga, & Tabora 3,250,000ha

The Ramsar site, a vast and complex riverine floodplain wetland in the basin of the Malagarasi River in north-west Tanzania, is one of the largest and most important wetlands in East Africa. The basin has five main rivers, the Malagarasi, Moyowosi, Kigosi, Gombe, and Ugalala, which drain an area of 9.2 million ha (about 30% of the Lake Tanganyika catchment system). The core area of the Ramsar site comprises lakes and open water in the dry season, covering about 250,000 ha, together with a permanent papyrus swamp of about 200,000 ha with large peripheral floodplains that fluctuate widely on a yearly basis, depending on the amount of rainfall, but covering up to 1.5 million ha. The wetland habitats are surrounded by very extensive miombo woodlands and wooded grasslands, which are part of a larger region of forests and wetlands covering about 15 million ha in western Tanzania. The site is extremely important for large mammals, migratory and resident waterbirds, fish and plants (with perhaps as many as 50 indigenous fish species), as well as providing significant livelihood support to local communities. Major livelihood activities in the site are fishing, hunting, honey gathering, harvesting forest products and cattle grazing. The

²⁰ Ramsar, 2002

²¹ Ibid

²² Ibid

majority (95%) of the Ramsar site is within protected areas (game reserves and forest reserves), while the balance is in district or village lands.²³

4. Rufiji-Mafia-Kilwa Marine Ramsar Site, 29/10/04 , Coast, Lindi Regions

A complex of coastal and marine habitats, comprising the delta of the Rufiji River, Mafia Island is about 25km offshore and surrounding smaller islands, sandbars, and coral reefs; the Songo-Songo Archipelago to the south; and adjacent waters, i.e. the Mafia Channel and waters between Mafia and Songo-Songo. A large part is composed of mangrove forests (an estimated 55,000 ha) as well as extensive intertidal flats, seagrass beds and sandbars, all thought to be ecologically interlinked with the

flow of the river. Songo-Songo has a highly diverse and extensive coral assemblage with records of 49 genera of hard corals and 12 genera of soft corals. Five species of globally-threatened marine turtles have been recorded, including Green Turtle and Hawksbill, as well as a small population of Dugong dugong. A count in the delta alone in 2001 recorded 40,160 waterbirds of 62 species at a minimum. The delta's artisanal fishery of about 7,000 fishermen produces about 4,500 tonnes of finfish per annum, as well as prawns, and thousands of families in Songo-Songo and on Mafia similarly make their livings from fishing. Fishing and extraction of other coastal and mangrove resources, as well as cultivation (especially rice), seaweed farming, and tourism are the major activities within the site.²⁴

4.3 CONVENTION ON BIOLOGICAL DIVERSITY (CBD)

Place and date of signature	5 th June, Rio de Janeiro
Entry into force	29 th December 1993
Number of contracting parties	193
Location of secretariat	Montreal, Canada

The objectives of the Convention on Biological Diversity (CBD) are to conserve the biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resource.

Tanzania signed the CBD in 1992 and ratified the same on 8 March 1996. Tanzania has also ratified the Convention on Migratory Species, Cartagena Protocol on Biosafety, and other related conventions such as UN Convention to Combat Desertification (UNCCD) and UN Framework Convention on Climate Change (UNFCCC). On CBD, Tanzania is obliged to:

(a) Develop appropriate national strategies, action plans and programmes for the conservation and sustainable utilisation of its biological resources; and integration of these into relevant sectoral or cross-sectoral plans, programmes and policies (article 6 of the Convention);

(b) Build capacities for research, assessment, identification, evaluation and monitoring of biodiversity at the national level with full support and participation of local communities (articles 7,12,13 and 14 of the Convention);

(c) Collaborate internationally in transfer of technology, handling of biotechnology and other scientific linkages (articles 15,16,18 and 19 of the Convention);

(d) Exchange information relevant to conservation and sustainable use of biological diversity as provided under Article 17 and present national reports to the conference of parties (articles 23 & 26 of the Convention); and

(e) Provide financial support and incentives for national biodiversity programmes whereby developed countries shall provide or meet incremental costs as financial topping-up of budgets for biodiversity programmes in developing countries (articles 20 & 21 of the Convention).

²³ Ibid

²⁴ Ibid

Protocols that have been adopted under CBD to date, include: the Cartagena Protocol on Biosafety to the Convention on Biological Diversity, the Nagoya Protocol on Access to Genetic Resources and Fair and Equitable Sharing of Benefits Arising from their Utilisation to the

convention on Biological Diversity, The Nagoya-Kuala Lumpur Supplementary Protocol on Liability and Redress to the Cartagena Protocol on Biosafety.

4.4 CONVENTION ON CONSERVATION OF MIGRATORY SPECIES AND WILD ANIMALS AND ASSOCIATED AGREEMENTS

Date and place of signature	23 rd June, Bonn Germany
Entry into force	1 st November 1983
Number of contracting parties	119
Location of the secretariat	Bonn

Tanzania ratified this convention on 1 July 1999. The designated focal point for the convention is the Ministry of Natural Resources and Tourism (MNRT). The country is party to the African Eurasian Migratory Waterbirds (AEWA) agreement with the Wildlife Division as the administrative authority. Tanzania is also party to the Marine Turtle MOU-IOSEA and Dugong MoU; the Ministry of Livestock and Fisheries appointed as the competent national authority and the national contact point is the Director of Fisheries.

As other MEAs are still coordinated from the Vice President's Office but have designated focal points in more than one ministry, i.e. under MNRT and Ministry of Livestock and Fisheries. It is coordinated mostly by institutions under the MNRT for those agreements which are signed and operated under other ministries; there is a technical committee with representation from all departments dealing with conservation of migratory species.

5. REVIEW RESULTS

5.1 ADEQUATE LEGAL AND POLICY FRAMEWORK

Review question: Is there adequate legislation and policy in place for enforcing the MEAS in question?

IDEAL:

- The MEAs in question are ratified. National policy and legislation is fully compatible with the MEAs.
- Laws and regulations have brought into compliance with the provisions of the MEAs in question according to the legal gap analysis.
- There is no evidence that legal framework hinders the enforcement of the MEAs in question.
- Legislation imposes concrete responsibilities on the regulated communities (state bodies, private sector, the public, etc.)
- Laws and regulations are regularly reviewed in the context of the relevant international obligations and the national situations

Several policies existed in Tanzania prior to ratification of the biological conventions as the history of conservation in Tanzania dates back to the colonial and post-colonial period. However, Tanzania has constantly improved its policy and legal framework pertaining to environmental governance.

support implementation of the biodiversity MEAS, such as CBD, include the National Biosafety Framework of 2005, which is a system of legal, technical and administrative instruments that address environmental safety and the safety of humans and animals in the field of modern biotechnology.

Some of the early national frameworks established to

Table 3: Tanzania's policy and strategies supporting biodiversity MEAs

Policy/Legislation / Strategies	Year	Relation to biodiversity conventions
EMA	2004	Part V of EMA 2004, particularly Sections 47-73, are specifically on Environmental Protected Areas, Environmental Management Plans for Protected Areas, Conservation and Protection, and Part VI Sections, 81-103 are provisions for EIA and other assessments.
National Wildlife Policy of Tanzania	2007	Provides the framework for nature conservation.
Wildlife Conservation Act	2009	Protects and conserves wildlife resources and their habitats, including game reserves, wetland reserves, game controlled areas, wildlife management areas, dispersed areas, migratory root corridors, buffer zones and all animals in adjacent areas.
Forest Policy	2008	Ensures ecosystem stability through conservation of forest biodiversity, water catchments and soil fertility.
Forest Act	2002	Promotes, enhances the contribution of forest sector to sustainable development of Tanzania and the conservation and management of natural resources.
Fisheries Act	2003	Prohibits movement of eggs, fingerlings seed, exotic adult fish, and genetically modified species from water body to another without written permit from the Director of Fisheries.

Other relevant acts include the National Parks Act; Ngorongoro Conservation Act, 2002; and the Tanzania Wildlife Research Institute Act. The established policy

and legal framework is considered adequate for environmental and conservation governance.

Score: MODERATE implementation

5.2 COORDINATED INSTITUTIONAL AND ADMINISTRATIVE FRAMEWORK

Review question: Have the responsibilities been effectively designated between management, scientific and enforcement authorities?

IDEAL:

- The national focal points for the MEAs in question have been determined.
- Agencies for implementing the MEAs in question are in place. Their responsibilities are:
 - enforcement of laws and regulations related to the MEAs in question,
 - development and review of the implementation plan of the MEAs in question,
 - monitoring and evaluation of implementation of the MEAs in question,
 - collection, reporting and analysing of data,
 - awareness raising and publicity.
- Principal responsibility for carrying out the commitments under the MEAs in question, as well as the roles and responsibilities of each agency, have been clearly defined and enforced. There are no gaps and overlapping roles and responsibilities.
- Implementation of the MEAs in question is sufficiently coordinated among different levels of government as well as horizontally.
- Responsible agencies exchange information and cooperate closely with each other and with other sectors.
- The number of positions is sufficient for the implementation of the MEAs in question.

The national focal point for each of the four biodiversity MEAS is the Vice President's Office and each team is comprised of technical staff from relevant institutions, such as academia, respective ministries and journalists, with roles specified as required in the MEAS.

The monitoring and evaluation is a challenging component: Tanzania has not been able to undertake continuous monitoring and evaluation of all the biodiversity MEAS, though there is some form of assessment done from the national capacity self-assessment report and action plan for the implementation of post-Rio convention.

Awareness raising and publicity has been limited and mainly channelled through established programmes, such as community-based forest management, participatory forest management, sustainable forest management programme and joint forest management (JFM)

programmes and wildlife management areas (WMAs) in the communities.

Laws related to the biodiversity MEAS are well established; however, the enforcement of such laws is weak and has led to in some cases serious mismanagement of biodiversity resources, especially under CITES. According to the Tanzania Wildlife Research Institute, Tanzania loses about 30 elephants to poaching per day.²⁵ CITES 2011 indicate that, since 2009, most illegal ivory has come from Tanzania, Kenya and South Africa. Some of the sources report that illegal ivory trade is conducted by organised criminal syndicates with the collusion of corrupt Tanzania officials.²⁶ Tanzania accounted for one third of all ivory seized globally between 1989 and 2010; additionally, it ranks first among African countries in terms of total volume of ivory reported.

Score: MODERATE implementation

²⁵ <http://www.ippmedia.com/frontend/index.php?l=46942>

²⁶ <http://www.theeastafican.co.ke/news/-/2558/887848/-/view/printVersion/-/lte9d9/-/index.html>

5.3 DEVELOPMENT OF AN INTEGRATED NATIONAL IMPLEMENTATION/ACTION PLAN(S)

Review question: Is there an elaborated implementation action plan for meeting the obligation of MEAS in question?

IDEAL:

- The state has an enforced national implementation/action plan(s) for the MEAs in question.
- The plan and its objectives are in accordance with all objectives of the MEAs in question.
- The plan includes:
 - a prioritised list of measures with due dates to implement the MEAs in question at the national and sub-national levels;
 - monitoring and evaluation objects, measures and measurable indicators;
 - responsible agencies for implementation, monitoring and reporting; and
 - allocation of resources (human, financial, technical).
- The plan has an integrated approach to the MEA issues: it identifies policies, programmes and plans in related sectors through which specific measures need to be taken in order to effectively implement the MEAs in question.
- The plan has been developed through a consultative and participatory multi-stakeholder process.

Each one of the four biodiversity conventions has its own action plan for implementation. The CBD National Biodiversity Strategy and Action Plan is the broadest and includes the aquatic biodiversity addressed in RAMSAR and CMS and the conservation of terrestrial diversity through regulation of trade being addressed under CITES.

Tanzania produced its first comprehensive National Biodiversity Country Study report in 1997 and developed a National Biodiversity Strategy and Action Plan (NBSAP) through a long process involving all government sectoral ministries; government institutions, such as Tropical Pesticides Research Institute (TPRI), Tanzania Commission of Science and Technology (COSTECH), Tanzania Wildlife Research Institute (TAWIRI), Tanzania National Parks (TANAPA), Tanzania Wildlife Cooperation (TAWICO); academia; non-governmental organisations such as OxFam, World Wildlife Fund; and bilateral donors, including the Government of Norway, which funded the process.²⁷ The NBSAP discusses sustainable management of aquatic biodiversity, agro-biodiversity and terrestrial biodiversity. Some of the actions that came from implementing the NBSAP are formulation of the National Integrated Coastal Management Strategy, review of the Fisheries Legislation Act No. 6 of 1970 and review of the

agriculture and livestock policy to accommodate provisions for conservation and sustainable utilisation of agro-biodiversity resources.²⁸

The RAMSAR convention has an action plan for implementation of the RAMSAR strategic plan of 2006-2008. The development of the National Wetlands Strategy has been an initiative that came about under the RAMSAR Convention. Tanzania also developed a National Communication Education and Public Awareness (CEPA) strategy and for some of the wetlands, e.g. CEPA for the Malagarasi Muyovosi Ramsar site in 2007 and Lake Jipe CEPA of 2004.

Tanzania has adopted the Tanzania Elephant Management Plan from the African Elephant Action plan prepared by CITES.

The MNRT has launched plans to fulfil objectives under CMS; one such plan is the national action plan for the Lesser Flamingo, also referred to as Single Species Action Plan for the Lesser Flamingo (*Phoeniconaias minor*) for Tanzania. This action plan aims to downgrade the Lesser Flamingo from a “Near-Threatened” species to a species of “Least Concern” on the International Union for Nature Conservation (IUCN) Red List of Threatened Species. Identified activities in these

²⁷ Tanzania National Biodiversity Action Strategy and Action Plan, 2001.

²⁸ VPO, 2009. Fourth National report on implementation of Convention in Biological Diversity

plans focus on measures to address the major threats to the survival of the species and to fill current knowledge gaps.²⁹ These measures include protecting the Lesser Flamingo and its habitats and increasing public awareness as well as appropriate management of key sites. Census of wild species, including migratory species,

is carried out every three years to establish numbers, density and distribution of species and the inventory of species is kept for monitoring purposes. However, implementation of the action plans is the challenging part, because of human and financial resources.

Score: Weak implementation

5.4 EFFECTIVE IMPLEMENTATION AND REVIEW OF PLANS

Review question: Is implementation of the plan effective?

IDEAL:

- Measures are taken and objectives met according to the plan.
- The plan is reviewed and updated regularly according to the monitoring and evaluation results in order to meet the set targets.
- Sufficient, correct and timely reports are submitted to secretariats of the MEAs in question. Reporting requirements of the MEA are fulfilled.
- The reports provide a complete and understandable picture of the state's implementation of the MEAs in question.
- The reports assess compliance with the MEAs in question, identify compliance problems and indicate solutions which are included in the national implementation/action plan.
- The reports evaluate effectiveness of the policy measures implemented so far on issues covered by the MEAs in question.
- The reports identify barriers to effective implementation and mechanisms to facilitate implementation of the MEAs in question.
- The reports are made public via Internet and other publication channels.

Tanzania has been committed to submitting reports as required by all the biodiversity conventions; however, reports that show details of the implementation status of MEAs, actions taken, progress made and challenges are from the RAMSAR and CBD conventions. These reports are also available online, from the earliest ones submitted to the most recent ones. The CMS national reports submitted to the COPs are few and details that give the overall picture on status of implementation

of the convention and related agreements are missing. CITES national reports are hardly available for public access, e.g. through the internet, and details on the status of implementation of action plans under this convention are also limited. However, issues and challenges on elephant poaching in Tanzania have flooded the national and international media.

Score: MODERATE implementation

²⁹ http://www.unep-aewa.org/news/news_elements/2010/lesser_flamingo_action_plan_tanzania.htm

5.5 EFFECTIVE MONITORING OF MEAS IN QUESTION

Review question: Is there an effective monitoring system in place?

IDEAL:

- Compliance and impacts of the implementation of the MEAs in question are regularly monitored and evaluated according to the national implementation/action plan.
- A monitoring system for environmental components covered by the MEAs in question is in place.
- Monitoring is based on updated and reliable environmental data.
- Monitoring is carried out by independent professionals.
- Environmental performance is improving in issues covered by the MEAs in question.

Tanzania has no monitoring system in place for the implementation of the biodiversity MEAS; however, there are monitoring programmes for various biodiversity projects going on, e.g., the monitoring programme for the coastal environment and resources of Tanzania, which has developed guideline strategies to be used during monitoring. The Tanzania carnivore project worked with wildlife authorities in Tanzania to develop a conservation action plan for carnivores in Tanzania³⁰. This provides a framework for action across the country, prioritising species and identifying data-deficient areas. Such frameworks are key to guiding conservation

activities in the future, as well as for leveraging new initiatives. This has provided the future framework for research priorities.

There are many monitoring programmes of this kind, but they are meant to cater for a certain purpose or aimed at a certain species and are usually sectoral, although they tend to address various issues covered in the biodiversity MEAS. Implementation of such plans is still a challenge.

Score: Weak implementation

5.6 CONSIDERATION OF OBJECTIVES OF MEAS IN QUESTION IN DECISION MAKING

Review question: Is there an effective monitoring system in place?

IDEAL:

- The objectives of the MEAs in question are taken into account through an Impact Assessment (IA) process of projects (permitting process), spatial planning, policies, and programmes.
- The Impact Assessment of projects, plans, policies and programmes is conducted systematically to ensure that the MEA objectives are mainstreamed into the planning activities and policy measures of all sectors and levels.
- There are no conflicts between objectives, actions and targets in other areas and the MEAs in question.
- Clear instructions are given to relevant agencies of all the sectors whose activities can have an impact on the issues covered by the MEAs in question.

The Tanzanian Environmental Management Act (EMA) of 2004 stipulates that every development project that is likely to have environmental impacts requires an environmental impact assessment (EIA) before implementation. The EIA produces an environmental management plan to be implemented during the project

lifetime. For every plan, programme and policy, the EMA stipulates that a Strategic Environmental Assessment (SEA) is required. EIAs have been effectively enforced by the National Environmental Management Council (NEMC), but the SEA is a tool that is still not commonly applied and the guidelines are still being

³⁰ TAWIRI, 2009

developed by the Vice President's Office. One example of an application of the EIA tool on biodiversity that has been very instrumental is the Serengeti highway, which would involve Tanzania constructing a highway crossing the Serengeti National Park. This highway would have subjected animals to noise, pollution, an increased risk of poaching, habitat fragmentation as well as many other environmental impacts identified as the EIA was carried out. Another example is the construction of the soda ash extraction factory on the shores of Lake Natron; the EIA conducted opted for

no project due to adverse effects on millions of populations of the Lesser Flamingo. These and many others present a good example of how EIA as a tool has been instrumental in environmental conservation; however, the biodiversity MEAS and the actual process of mainstreaming them into country programmes, strategies, action plans and policies has not gone through EIAs or SEAs. Some natural resources management policies have also been reviewed to incorporate MEA issues, e.g. wildlife policy.

Score: Moderate implementation

5.7 ADEQUATE FINANCING FOR IMPLEMENTATION

Review question: Is an adequate level of funding level of funding secured for the implementation of the MEAs in question?

IDEAL:

- The implementation, monitoring and enforcement of the MEAs in question are financed continuously from the national budget, which contains a specific budget line for it.
- There are other public and private funding sources and international funding sources (e.g. European Union, World Bank, Global Environment Facility, etc.) available and used for the implementation of the plan.
- All the measures in the implementation plan are covered by sufficient funding.
- The funding allocations match the roles and responsibilities of implementing agencies and staff.

Tanzania is a poor country with many priorities but limited resources. It has been challenging over the years for the Government of Tanzania to allocate sufficient funding for biodiversity management. A major source of finance for projects that aim at fulfilling objectives of the biodiversity MEAS has come from multilateral, bilateral and nature conservation organisations. Some of the major funders include, but are not limited to:

Multilateral organisations

- United Nations Development Programme;
- Global Environmental Facility; and
- International Union for Nature Conservation (IUCN)

Bilateral Donors

- Embassy of Finland: forest conservation and conservation policies;
- Sweden: land conservation programmes;
- Norway: forests and biodiversity in general;

- Denmark: wetlands management and conservation, conservation policies; and
- Belgium: bird conservation, forest and bee keeping

Conservation Organisations

- World Wildlife Fund: conservation initiatives, e.g. community-based conservation models, marine ecosystems, terrestrial biodiversity and policy formulation support, especially those that are likely to have impact on biodiversity;
- Wildlife Conservation Society of Tanzania: flora and fauna biodiversity;
- African Wildlife Foundation: terrestrial biodiversity, specifically elephants;
- Darwin initiative: funds projects in poor countries rich in biodiversity to meet objectives of CBD, CITES and Nagoya Protocol; and
- Zoological Society of London: a charity devoted to the worldwide conservation of animals in their habitats.

The government has been funding special initiatives such as ‘Operation Tokomeza’, aimed at stopping elephant poaching; additional funding is of course available through MNRT budget activities annually as well. However, the funding channelled to the ministry

for various conservation and administration activities are insufficient to cover all the country’s conservation needs.

Score: Weak implementation

5.8 STRONG COMPETENCIES AND CAPACITY

Review question: Are the competencies and capacity of officials of the responsible authorities and of the experts providing input to the implementation of the MEAs in question sufficient?

IDEAL:

- The kinds of competencies that are required from the officials to implement and enforce the MEAs in question are clearly defined, available and sufficient.
- The competencies that are required from the experts for the implementation of the plan (providing data, monitoring, research, etc.) are clearly defined, available and sufficient.
- Capacity building is taking place through systematic training programmes. All positions are staffed with well-trained specialists.

Tanzania is still struggling with an insufficient number of competent technical staff, not only in the conservation sector but in every sector. The number of technical staff compared to the country’s size and population to be served is still very inadequate. All four of the biodiversity MEA national reports to the COPs have cited insufficient human and technical capacity as one of the challenges in implementation of the MEAs. At implementation level, there is also limited staff responsible for large areas of administration, e.g. TANAPA, which has 1,650 staff that operate 16 national parks country-wide. There has been no comprehensive training program yet for the conservation sector, with training currently done on ad hoc basis.

The national focal points are usually full-time government employees, though the technical committees for each of the MEAs can be very diverse and multi-sectoral,

depending on the MEAs. For example, the most diverse is the CBD, with 9 sectors involved and drawing staff from all the government technical institution and agencies. The national reports on CBD have highlighted gaps on taxonomy, information exchange and documentation and monitoring and evaluation.

The stakeholder workshop agreed on competencies and capacities at the national level being clearly defined, available and sufficient, but on the ground staff is inadequate, e.g. MNRT patrols are supposed to be undertaken with one staff covering 25km² and the current situation is one staff covering 76 km². Further, staff is misallocated in terms of having to take assignments not related to their technical expertise.

Score: Moderate implementation

5.9 STAKEHOLDER ENGAGEMENT

Review question: Is the stakeholder engagement system in place and comprehensive?

IDEAL:

- A stakeholder participation system is in place. Stakeholders are involved in the whole cycle of the MEAs in question, including:
 - preparation for ratification of the MEAs in question,
 - developing national implementation/action plan(s),
 - implementing the plan,
 - monitoring of compliance and impacts, and
 - national reporting.
- Stakeholders include anyone who is affected by or is otherwise interested in the MEAs or its implementation in either the governmental or non-governmental sectors, incl. businesses, national umbrella-organisations and issue-oriented national groups (environmental NGOs), and civil society groups.
- The government secures a high level of stakeholder participation in the implementation of the MEAs in question by allowing free access to the process, providing timely information, allocating financial resources and securing sufficient time for participation.
- Stakeholders are engaged early in the process when options are still open. Feedback/input from stakeholders is registered and it improves the implementation of the MEAs in question.
- Regular (yearly or more often) stakeholder meetings presenting progress and under-achievements of implementation of the MEAs in question take place.
- National delegations to the Conference of the Parties (COP) of the MEAs in question include NGO representative(s) and progress reports of the COPs are made available for public.
- Public awareness and outreach activities are systematically implemented (concerning obligations deriving from the MEAs in question, the benefits of being party to the MEAs, new developments at international level, etc.).
- Stakeholders and public have right of access to administrative and judicial proceedings in issues of the MEAs in question.

Stakeholder involvement has been very central when it comes to signing of the MEAs and preparations for ratification. The present system is more favourable to stakeholders who have the means to get information in terms of what is going on with the central government and as well as with non-state actors that are already involved and are interested in conservation issues. The country has no established system for stakeholder involvement when it comes to ratification and implementation of MEAs, which is usually done under ad hoc arrangements and thus typically leaves out grassroots stakeholders. However, participants at the Tanzania stakeholder workshop questioned of the value added in grassroots consultation at ratification stage.

Implementation of programmes and action plans to address objectives of MEAs has always been more interactive and has involved local communities, e.g. in preparations of the CEPA for designated RAMSAR sites. There are also a number of processes that inevitably bring all stakeholders involved into a particular project, through

such processes as EIAs and SEAs. The Government of Tanzania has an institutional structure that provides units and structures for engagement all the way to the smallest unit, which is the village assembly.

There are efforts made through individual MEAs to bring stakeholders together to think through conservation challenges, e.g. Tanzania has officially started celebrating Elephant Day on 22 September, which is part of the African Elephant Action Plan prepared by CITES; this day brings together stakeholders from wildlife management areas, the private sector, international and local NGOs, media, government and academia to discuss challenges pertaining to elephant conservation and collective action. Tanzania also celebrates World Environment Day every year on 5 June.

Stakeholder engagement in implementation of MEAs is mainly done through programmes under each MEA, with aim at achieving the MEA's objectives.

Score: Moderate implementation

5.10 EFFECTIVE ENFORCEMENT SYSTEM

Review question: Is the enforcement system in place with effective enforcement tools at the disposal of relevant authorities?

IDEAL:

- An enforcement system has been established.
- The enforcement agency has clear authority and a sufficient mandate (up to stopping illegal activity and issuing penalties) related to the issues of the MEAs in question.
- Non-compliance and violations are registered by the national enforcement agency and made public via Internet and media.
- Corrective measures to curb the growth of violation numbers and severity are undertaken by designated authority, incl. amendments to the legislation and practices.
- The cost of non-compliance exceeds the cost of compliance. Enforcement tools include effective economic instruments and penalties for violations are established at level where number and severity of violations are clearly decreasing.

Tanzania has a long established conservation legal framework, which dates back to the colonial period. The country has constantly been revising and introducing more legislation and enforcement tools, most recently adding to the well-established enforcement system and contemporary conservation concerns.

There are several policies and laws governing conservation issues: Environmental Management Act of 2004, Forest Policy 2002, Wildlife Policy of Tanzania 2008 and the Wildlife Conservation Act of 2009 (which repealed the National Parks Act of 1974). Nature conservation and environmental instruments are enforced by MNRT and NEMC respectively. MNRT has officers posted across Tanzania on road toll stations to inspect goods

carried, collect appropriate taxes on goods as required by law, check on licenses for transported natural resources products and take necessary action where the law has not been observed. MNRT through TANAPA employs wildlife rangers who conduct patrols in national parks and game reserves to ensure the overall safety of wildlife in protected areas.

NEMC has an overall role of enforcement of the Environmental Management Act. Tanzania has one of the best policy frameworks and tools in place in the region, but some of these enforcement tools need to be revised as the fines do not reflect the real value of the resources, e.g. Fisheries Act of 1974.

Score: Moderate implementation

5.11 CROSS-BORDER COOPERATION

Review question: Is there bilateral and multilateral cooperation at regional and international level in the context of the MEAs in question?

IDEAL:

- Bilateral and multilateral cooperation mechanisms, incl. those with neighbouring countries, are in place (agreements/Memoranda of Understanding, coordination bodies).
- Joint projects to meet the targets of the MEAs in question are implemented.
- Exchange of information and experience, and joint projects are considered useful by the parties of the MEAs in question.
- The state is participating in the Conferences of the Parties / Meetings of the Parties.
- The state is participating in the work of the MEAs in question as a member of a Task Force, an expert group or a technical group, etc.
- Results of joint activities improve the implementation of the MEAs in question.

Tanzania is a signatory to many conventions that foster cross-border cooperation in natural resource management and biodiversity conservation, apart from the four biological conventions discussed in this report.

Table 3: Tanzania's policy and strategies supporting biodiversity MEAs

International or regional agreements	Content
SADC Protocol on Wildlife Conservation	To establish within the region and within the framework of the respective national laws of each state or party, common approaches to the conservation and sustainable use of wildlife resources and to assist with the effective enforcement of laws governing those resources. Applies to sustainable use of wildlife excluding forestry and fisheries resources.
Convention on Sustainable Management of Lake Tanganyika (2003 and 2004)	To ensure the protection and conservation of the biological diversity and the sustainable use of the natural resources of Lake Tanganyika and its basin by the contracting states on the basis of integrated and co-operative management. ³¹
The Nairobi Convention for Protection, Management and Development of the Marine and Coastal Environment of Eastern Africa	To promote the sustainable development and sound management of regional marine and coastal resources; generate policies to promote appropriate legislation on marine and coastal environment at national level; prevent pollution of the marine and coastal environment; and provide for the protection through the preservation of habitats, the protection of species and the careful planning and management of human activities that affect them. ³²
Africa-Eurasian Water bird Agreement (AEWA)	To conserve migratory waterbirds and their habitats across Africa, Europe, Middle East, Central Asia, Greenland and the Canadian Archipelago.

³¹ <http://ita.iwlearn.org/documents/the-convention-on-the-sustainable-management-of-lake-tanganyika-eng.pdf>

³² http://www.unep.org/NairobiConvention/The_Convention/

Dudong MoU	The MoU puts in place a framework to replenish depleted marine turtle populations.
Agreements on Lake Victoria Environmental Management Programme	A Convention for the Establishment of the Lake Victoria Fisheries Organisation (LVFO), drafted with FAO assistance, was discussed in the three countries in late 1993 and early 1994 and signed by all three countries on 30 June 1994. The proposed LVFO would be presided over by a Council of Ministers (to be the ministers responsible for fisheries ³³).

Other international conventions include Tanzania's collaboration with Kenya and Uganda on control of the water hyacinth, a plant which threatens the ecosystem of Lake Victoria. Another is the Nile Basin Initiative, launched on 22 February 1999, which has three core operations: basin cooperation; water resources management; and water resources development. The Selous-Niasa ecosystem agreement, a transboundary cooperation between Tanzania and Mozambique, aims at identifying management challenges; gaining common understanding of the status and distribution of species (in particular, elephants); promoting future cooperation; and sharing and discussion of survey results. Tanzania has been involved in many international and regional agreements

aimed at fostering biodiversity conservation; some of these are not discussed in this report but have a direct impact on biodiversity, e.g. United Nations Convention to Combat Desertification, United Nations Framework on Climate Change, Strategic Approach to International Chemicals Management, Stockholm Convention and Bamako Convention.

However, the commitment to implementation of these agreements is not as impressive, with the country still lacking the resources to carry out patrols and other activities necessary to enforce conservation, especially when compared to commitments by neighbouring countries.

Score: Moderate implementation

5.12 ACHIEVING THE OBJECTIVES

Review question: Are the objectives achieved under MEAs in question?

IDEAL:

- There is a political will for achieving the objectives and meeting the obligations of the MEAs in question.
- The objectives of the MEAs in question are achieved and obligations met.
- The overall effectiveness of the MEAs in question in meeting its objectives is regularly reviewed and improvement measures undertaken.
- The national implementation/action plan is enforced by the national government.
- The reports on compliance, non-compliance and impacts of the MEAs in question are reviewed by Minister of the Environment/the national government/parliament and discussed in public.

Though there is no system for monitoring and evaluating the performance of each of the biodiversity MEAs, apart

from the national reports submitted to the COPs, Tanzania has demonstrated a strong political will.

³³ http://www.thegef.org/gef/sites/thegef.org/files/gef_prj_docs/GEFProjectDocuments/International%20Waters/Regional%20-%20Lake%20Victoria%20Env.%20Manag/Project%20Document%20for%20WP.htm

Table 3: Tanzania's policy and strategies supporting biodiversity MEAs

	Objectives / goals	Assessment / comments
CBD	1. Conservation of biodiversity	Tanzania has good policies in place for conservation; however, due to limited resources, implementation is sometimes limited.
	2. Sustainable use of its components	The country as a whole is still struggling with sustainable use due to low levels of awareness.
	3. Fair and equitable sharing of the benefits arising out of the use of genetic resources, taking into account all rights over those resources	Difficult to assess as most of the revenues collected from genetic resources are channelled to the central government and go into national plans, programmes and development projects.
Cartagena Protocol	To ensure the safe handling, transport and use of living modified organisms (LMOs) resulting from modern biotechnology that may have adverse effects on biological diversity, taking also into account risks to human health.	Tanzania is still struggling with implementation and facing challenges in technology advancement; no mechanisms or technologies are present to detect GMO and LMOs. Tanzania has the national Biosafety Framework established as well as national biosafety guidelines and draft biosafety regulations. There are no specific mechanisms to gauge achievement of objectives.
Ramsar Convention	To promote the conservation and wise use of all wetlands through local, regional and national actions and international cooperation, as a contribution towards achieving sustainable development worldwide.	There are 4 Ramsar sites in Tanzania; an inventory for each site has been taken and the CEPAs for three sites have been developed. Tanzania has edited its wildlife policy to include wetland management. A number of measures have been taken as collective action on the government side as well as partners such as conservation NGOs to develop CEPAs for RAMSAR sites, wetlands action plan, etc. Tanzania is still struggling with promoting wise use, and there are grazing, agriculture and population pressures on Ramsar sites, which work against conservation.
CITES	To ensure that international trade in specimens of wild animals and plants does not threaten their survival.	None of the national reports were available online; the assessment is based on various independent reports, cases of illegal trafficking of endangered species and implementation of CITES programmes and action plans. Tanzania is still struggling in meeting CITES objectives.
CMS	To conserve terrestrial, aquatic and avian migratory species throughout their range by conserving or restoring their habitats and mitigating the obstacles to their mitigation.	Tanzania has developed strategies for conservation of migratory species; some fall under other conventions like CITES through the Tanzania Elephant Management Plan and the Tanzania National Single Species Action Plan 2010-2020 for the Conservation of Lesser Flamingo. It is still challenging to achieve the objectives, especially with competing users, but a number of programmes are ongoing in the country on conserving habitats.
AEWA	To conserve migratory water birds and their habitats across Africa, Europe, the Middle East, Central Asia, Greenland and the Canadian Archipelago.	Studies in different sites like lakes Jipe and Natron have been undertaken as have conservation measures to conserve the migratory bird species and habitat. There was RAMSAR-AEWA technical field missions in lake Natron in 2008.
Dudong	The Dudong Conservation and management plan has nine objectives: - Reduce direct and indirect causes of dugong mortality; - Improve understanding of dugong through research and monitoring; - Protect, conserve and manage habitats for dugong; - Improve understanding of dugong habitats through research and monitoring; - Raise awareness of dugong conservation; - Enhance national, regional and international cooperation; - Promote implementation of the MoU; - Improve legal protection of dugongs and their habitats; and - Enhance national, regional and international cooperation on capacity building.	This agreement is implemented under the Ministry of Livestock and Fisheries. There has been a programme on Tanzania's Dugong and turtles in 2005 and the establishment of the Turtle and Dudong Conservation Committee in 2010. In the same year, research programmes on nesting, mortality, feeding, genetic stock assessment and migration patterns were conducted, some of which are long term monitoring; however, the National Marine Turtle and Dudong Action Plans and the strategies of implementation are still being developed. ³⁴

³⁴ <http://www.seasense.org/project-support/memoranda-of-understanding/>

There has been a discrepancy in performance among the biodiversity MEAs: some MEAs are facing big challenges, such as CITES, while some are doing fairly well, e.g. CBD. Others, like RAMSAR, have the challenge of

balancing conservation and socioeconomic benefits within the societies where such sites exist.

Score: Moderate implementation

5.13 COORDINATION ACROSS CLUSTERS OF MEAS

Review question: Are MEAs in question effectively implemented as a cluster?

IDEAL:

- The implementation of the MEAs in a cluster is effectively coordinated.
- The national implementation/action plan of the MEAs in question identifies cross-cutting themes and synergies between the MEAs in the cluster.
- Responsible agencies for the implementation of the MEAs in the cluster share data and tools.
- Reporting is coordinated within the cluster of MEAs.
- National legislation supports the implementation of the cluster of thematically related MEAs.

The Department of Environment in the Vice President's Office is the coordinator for biodiversity MEAs, and the focal points for the RAMSAR and CBD are the Vice President's Office. The focal points for CITES, CMS and AWEA are under the Ministry of Tourism and Natural Resources, while associated agreements like Dudong and Marine Turtle are under the Ministry of Livestock and Fisheries.

The national reports have indicated some form of coordination exists, especially when it comes to technical committees and stakeholder consultation, but there is no concrete approach in place for coordination of MEAs.

Score: Moderate implementation

5.14 BENEFITS FOR THE ENVIRONMENT

Review question: Has the implementation of the MEAs in question created benefits for the environment?

IDEAL:

- The cluster-specific and wider environmental benefits have been assessed in the national implementation/action plan, for example, as to whether and how:
 - the implementation of the MEAs in question has improved the status of species and habitats;
 - the implementation of the MEAs in question has increased or maintained the ecosystem services;
 - the implementation of the MEAs in question has resulted in reduced emissions to the environment; and
 - the implementation of the MEAs in question has resulted in more efficient land use, mineral use and biomass use.

As mentioned earlier in this report, Tanzania has a long history in conservation, even before it started ratifying and implementing biodiversity MEAs. The country had colonial policies that governed natural resources and conservation dating back to 1891, starting with German hunting laws. However, the signing of the biodiversity MEAs has enhanced and improved the national policies,

e.g. the inclusion of wetlands management in the revised wildlife policy. There is generally appreciable progress made by Tanzania in terms of improved legal and policy framework in the conservation sector.

Species that would have otherwise been ignored and/or have disappeared by overexploitation have now

received attention, e.g. the Dudong and marine turtles. The country has also gained in terms of better strategies in managing biodiversity, e.g. the Single Species Action Plan for the Lesser Flamingo. There is still pressure on biomass use as 90% of the energy in Tanzania is derived from biomass; deforestation between 1990 and 2005 was estimated to be 412,000 ha per annum, with the main key drivers of deforestation woodfuel and charcoal consumption.³⁵ It is also challenging to measure actual

progress on the ground; as much as there has been improvement on some species, there has also been real challenges with conserving others, e.g. elephants and wild dogs, and some ecosystems are highly threatened, e.g. forests, and 90% of wetlands are polluted and 50% have been destroyed.³⁶

Score: Weak implementation

5.15 SOCIO-ECONOMIC BENEFITS

Review question: Has the implementation of the MEAs in question created socio-economic benefits?

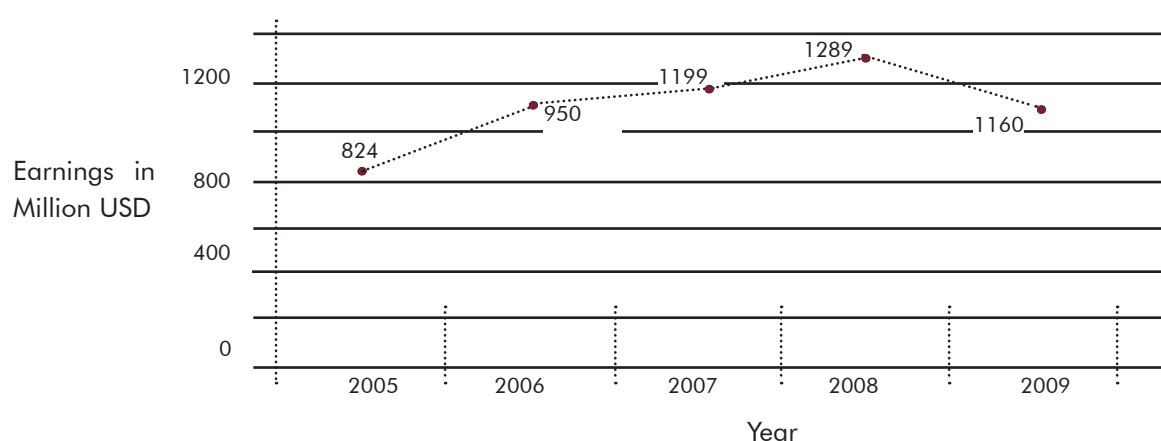
IDEAL:

- The cluster-specific and wider socio-economic benefits have been assessed in the national implementation/action plan, for example, as to whether and how:
 - the implementation of the MEAs in question has created more jobs, incl. green jobs;
 - the implementation of the MEAs in question has increased safety benefits;
 - the implementation of the MEAs in question has created health benefits;
 - the implementation of the MEAs in question has promoted the introduction of green technologies;
 - the implementation of the MEAs in question has created better governance;
 - the implementation of the MEAs in question has provided incentives for local communities; and
 - the costs of implementation of the MEAs in question are smaller than benefits gained.

The implementation of biodiversity MEAs has fostered conservation, which in turn supports tourism. Tanzania earned about USD 1.16 billion from tourism in 2009

(which was actually a poor year for tourism in the country). The tourism sector is one of the main sources of foreign exchange in Tanzania.

Figure 3: Earnings from tourism in Tanzania, 2005-2009



Source: Tanzania Tourism Sector Survey, 2011

³⁵ Blomley, T. and Iddi, S. 2009. Participatory Forest Management in Tanzania 1993-2009: Lessons learned and experiences to date. Ministry of Natural Resources and Tourism, Forestry and Beekeeping Division. Dar es Salaam, United Republic of Tanzania.

³⁶ Wildlife Division MNRT, 2010

In addition to the infrastructure support offered by TANAPA to villages bordering national parks, natural resources and environmental policies in Tanzania allow communities to benefit from natural resources management through a number of ways:

National Environmental Policy of 1998

The policy calls for biodiversity conservation and support to the community to participate in resource management for social and economic benefit:

“Wildlife resources shall be protected and utilised in a sustainable manner on the basis of careful assessment of natural heritage in flora and fauna of fragile ecosystems, sites under pressure and endangered species, with participation of and benefits to, the local communities”.

Forest Policy 1998

The Forest Policy of 1998 encourages participatory forest management and incorporating of biodiversity values in forest management. Community-based forest management is encouraged through arrangements such as the JFM agreements.

Wildlife Management Areas

The National Wildlife Policy of 1998 provides for wildlife management areas:

“to promote the conservation of wildlife and its habitat outside core areas (i.e. NPs, GRs, GCAs, etc.), by establishing WMAs.... [and] to transfer the management of WMA to local communities thus taking care of corridors, migration routes and buffer zones and ensure that the local communities obtain substantial tangible benefits from wildlife conservation”.

In December 2002, the Government of Tanzania issued the WMA regulation and piloted 16 WMAs. The main objective of the WMAs was to conserve and manage

wildlife outside protected areas, in view of maintaining environmental quality and improving livelihoods.³⁷ The WMAs are meant to increase community participation in protection and conservation of wildlife resources and improve natural resource management and governance at the local level, while also generating tangible social, economic and financial benefits.³⁸

Regarding benefit sharing, WMA Section 73 of the regulations states that benefit sharing will be determined by “circulars issued by government from time to time.” For the proportion that the Authorised Association (AA) does capture, the regulations state that:

- At least 15% must be reinvested for resource development of the WMA;
- At least 50% must be given to member villages in the WMA; and
- At least 25% must be reinvested in strengthening the AA.

Community Based Forest Management (CBFM)

CBFM was implemented through participatory forest management (PFM) with the passing of the Forest Act of 2002, which provides a legal basis for communities, groups or individuals across Tanzania to own and manage or co-manage forests under a wide range of conditions, including CBFM where the communities declare and ultimately gazette village, group or private forest reserves. This arrangement takes place on village land and the trees are owned and managed by a village council, a group or an individual.³⁹ Costs and benefits are managed by owners; in this case the role of the central government is limited to monitoring.

Joint Forest Management (JFM)

This arrangement allows communities to sign joint forest management agreements with government and other forest owners. This form takes place on reserved land owned by central or local government and villagers enter into management agreement to share responsibilities for the management with the forest owner.⁴⁰

³⁷ National Wildlife Policy of Tanzania, 1998.

³⁸ URT, 2007. Assessment and Evaluation of the Wildlife Management Area in Tanzania.

³⁹ MNRT, 2006.

⁴⁰ Ibid

However, there have been challenges to achieving potential benefits for communities under the different forms of community-based natural resources management. Rural communities have not been able to directly capture the financial benefits, with a big share still retained by the government, local authorities and/or investors, with

very little accruing at the household level. Other benefit sharing programs from TANAPA focus on provision of social services where households are still struggling in meeting their daily needs and have no income to access the social services.⁴¹

⁴¹ USAID, 2000. Community Based Conservation Experience in Tanzania: An Assessment of Lessons Learned.

6 OVERALL ASSESSMENT OF IMPLEMENTATION OF FOUR BIODIVERSITY CONVENTIONS AND WAYS OF IMPROVEMENT

Review categories	Strong	Mode- rate	Weak
<p>Adequate legal and policy framework</p> <p>Tanzania has ratified all four conventions and related agreements under CMS that are relevant to the country's context. The legal and regulatory frameworks are supportive of the biodiversity MEAs. The review of laws is not done on a regular basis.</p>	X		
<p>Coordinated institutional and administrative framework</p> <p>There is a coordinated institutional framework for each of the MEAs. There are challenges in publicity, awareness raising, resources for data collection and analysis on reporting for the MEAs. There is no monitoring and evaluation system for implementation of MEAs and there is weak enforcement of the laws.</p>		X	
<p>Development of integrated national implementation/action plans</p> <p>There are a number of plans in place that contribute to addressing the objectives of a respective MEA, with allocation of human and technical resources but not necessarily financial resources. These individual plans often address a particular issue and or single species, except for a few like the National Biodiversity Strategy and Action Plan.</p>			X
<p>Effective implementation and review of the plan(s)</p> <p>CBD, CMS and Ramsar reports are available publicly through the internet but onsite information is difficult to access. In national reports, some objectives and obligations have been met but the situation is not ideal. Reports submitted clearly show the status of implementation of a particular MEAs. There is no evidence of review of plans.</p>		X	
<p>Effective monitoring of implementation of the MEAs in question.</p> <p>There is no system in place for either environmental or MEAs monitoring. Environmental components are monitored on an ad hoc bases and when specific information about certain topics is needed.</p>			X
<p>Consideration of objectives of the MEAs in question in decision making.</p> <p>Some policy reviews are a result of MEAs implementation, e.g. the review of wildlife policy to include wetlands management in the policy. There is no evidence that the objectives, plans and programmes of the biodiversity MEAs were taken through EIA process.</p>		X	
<p>Adequate financing of implementation.</p> <p>Financing for implementation of MEAs has largely come from multilateral and bilateral donors, institutions interested in biodiversity and international NGOs, as well as a small percent from the government, especially for special operations. There is still limited funding on implementation of MEAs in order to reach an ideal situation. This has been clearly stated in national reports.</p>			X
<p>Strong competencies and capacity</p> <p>Tanzania is a developing country with limited competent human resources in all sectors. Though competencies are known and gaps addressed through capacity building, efforts are neither systematic nor sufficient.</p>		X	
<p>Stakeholder engagement</p> <p>Stakeholder engagement is often limited to the national and regional levels, though the structure of engagement is present at the lowest levels of the community. There have been limited resources to involve stakeholders at all levels in MEAs planning, monitoring etc. Public awareness has been very limited due to poor infrastructure and the size of the country.</p>		X	
<p>Effective enforcement system</p> <p>The enforcement system and clear authority is in place; however, policies need review on sanctions to make them relevant to offenses committed. Corruption has been the major barrier to effective enforcement of the established legal system.</p>		X	
<p>Cross-border cooperation</p> <p>Tanzania has been actively collaborating with regional and international initiatives to conserve resources, with some initiatives on the management of a single resource, such as lakes Tanganyika and Victoria, some on single species that share an ecosystem, and others broader, e.g. on wildlife generally. There are many international conventions protecting the environment and improving the social economic welfare of the nation.</p>		X	

<p>Achieving the objectives</p> <p>CITES has been one of the most challenging MEAs for Tanzania in terms of achieving its objectives. There have been reports in media and international sources on serious poaching taking place in the country with the involvement of corrupt government officials. Other MEAs, like CBD, have done well despite broad scopes and technical challenges. There has been national action plans for CMS and RAMSAR enforced by the Government of Tanzania.</p>		X	
<p>Coordination across the cluster of MEAs</p> <p>There is no approach in place for coordination but national reports have indicated coordination in technical committees, stakeholder consultation meetings, etc.</p>		X	
<p>Benefit for the environment</p> <p>Biodiversity conservation has always benefited the environment. Tanzania had long been on the forefront in conservation and has a long history in conservation; moreover, the signing of the biodiversity MEAs has enhanced conservation and addressed gaps.</p>			X
<p>Socioeconomic benefits</p> <p>Various laws and policies in the country are pro-poor, since poor people are more dependent on natural resources. Both implementation of MEAs and existing policies have not been able to effectively address the need for socioeconomic benefits to the communities, but on the national level benefits are realised through tourism.</p>		X	

Some observations and suggestions of the application of the methodology relate to the second category on institutional and administrative framework, that components on awareness raising and publicity, which fit better under other review categories; enforcement of laws fits well under category 1 on adequate legal and policy framework.

Assessing category 4, with all four MEAs together, has been challenging. Grouping MEAs that are implemented effectively and those that are a challenge to the country may create a wrong impression on the overall score. It is somewhat clearer and more straightforward in looking at an individual MEA under category 12, but a group of MEAs might not represent the true picture as each MEA has its own status of implementation.

The monitoring component seems to overlap in more than one category and, where monitoring is not in place, the overall ranking is affected as well. Monitoring and evaluation components are better judged under one category, perhaps category 5. Likewise, other categories with components assessing the objectives of MEAs should be grouped under category 12.

The methodology of assessing the MEAs in developing countries should be developed on the basis of interviews conducted by different stakeholders. In addition, there is a great deal more information available in the ministries and implementing agencies, most of which might not be available via internet.

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