

Participatory Forest Management in Tanzania

- Facts and Figures -



Produced by

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Forestry and Beekeeping Division
Ministry of Natural Resources and Tourism

July 2006

Introduction

Participatory Forest Management (PFM) was introduced into law with the passing of the Forest Act of 2002, which provides a clear legal basis for communities, groups or individuals across mainland Tanzania to own, manage or co-manage forests under a wide range of conditions. The law recognises two different types of PFM - which:

- Enable local communities to declare – and ultimately gazette – Village, Group or Private Forest Reserves (commonly referred to as “Community Based Forest Management” – CBFM)
- Allow communities to sign joint forest management agreements with government and other forest owners (commonly referred to as “Joint Forest Management” or JFM)

This difference is extremely important but not widely understood. The first form of PFM takes place on village land – or private land, and the trees are owned and managed by either a village council (through a village natural resource committee), a group, or an individual. Most of the costs and benefits relating to management and utilization are carried by the owner. The role of central government is minimal – and districts only have a role in monitoring. The second form of PFM, Joint Forest Management, takes place on “reserved land” – land that is owned and managed by either central or local government. Villagers typically enter into management agreements to share responsibilities for the management with the forest owner.



Different models of PFM have been supported by projects, NGOs, districts and national government since the early 1990s, but they were first formalized following the passing of the Forest Act in 2002. Over the past fifteen years, PFM has

been implemented in a wide range of circumstances and in most of the districts of Tanzania. This short leaflet describes the current status of PFM and offers some recommendations

for the way forward. The leaflet provides different data on the two different PFM models described above, with the information being collected from a range of sources namely NGOs, projects, government officers, and records held at Forestry and Beekeeping Division offices.

In 2006, FBD undertook a detailed survey of PFM in the country. The table below gives the results of this survey and shows how far PFM has spread in mainland Tanzania to date¹

| | |
|---|--------------------|
| Total area of forest covered by PFM arrangements | 3,672,854 hectares |
| Percentage of total forest area under PFM | 10.8% |
| Number of villages involved in PFM | 1,821 |
| Percentage of total villages involved in PFM | 17.5% |
| Number of villages with approved management plans or signed Joint Management Agreements | 531 |
| Number of districts with ongoing PFM processes | 57 |

PFM has been largely supported by donor funding – either through NGOs, area based projects, or donor funds channelled through the Forestry and Beekeeping Division. Many of the main organisations, projects and donors are listed on the back page of this leaflet. In recent years, there is a move away from site-based projects to mainstreaming donor funds through local or national government institutions.

While many villages are participating in PFM across the country, relatively few have formalised their forest management in line with the Forest Act of 2002. This requires that villagers have an approved management plan or signed Joint Management Agreement for their forest land.

¹ This data includes areas/villages with signed agreements and plans and those who are working towards this.

Community Based Forest Management (CBFM)

The table below gives an overview of Community Based Forest Management on mainland Tanzania.

| | |
|---|--------------------------------------|
| Number of villages with CBFM established or in process | 1,102 |
| Area of forest covered by CBFM arrangements | 2,060,608 hectares |
| Number of declared Village Land Forest Reserves | 329 |
| Number of Gazetted Village Land Forest Reserves | 53 |
| Number of districts where CBFM is implemented | 50 |
| Primary forest types where CBFM has been promoted | Miombo, coastal and acacia woodlands |
| Percentage of public land forests now under CBFM arrangements | 10.2% |
| Percentage of villages on mainland Tanzania that are engaged in CBFM activities | 10.5% |

The Forest Act allows for a range of different forest management arrangements under the overall authority of the Village Council, but to date the greatest majority are Village Land Forest Reserves (VLFRs). To date, 329 VLFRs have been declared by village and district councils. The Forest Act allows for "gazettment" of VLFRs by central government, but only 53 have been through this process (mostly in Iringa Region, following support from the HIMA project). The reason for this is not really clear – but perhaps the extra cost to villagers and the relatively small difference in terms of powers that this gives, has meant that few villagers have opted to follow this course.



Villagers have traditionally "reserved" forests for a range of productive, social, traditional or sacred reasons. Examples of this include the "ngitili" forests of Shinyanga and Mwanza regions, which the Sukuma pastoralists have developed for dry season grazing, and the "mpungi" or "mshitu" clan forests of North Pare Mountains used for sacred reasons. One study in Mwanza district found around 290

small clan forests covering 370 hectares in just three divisions. Another study in Shinyanga region found over 18,000 reserved forests covering 78,000 hectares of "ngitilis". These are clearly important local initiatives, but in many cases these efforts are not reinforced by the protection of the law and so villagers are left vulnerable and unprotected from external developments.

In addition to this, the route followed by villagers towards protecting their forests seems to vary from place to place and in many cases is not yet fully "legalized". For example, villagers may develop bylaws, without a forest management plan, or *vice versa*. In other cases, villagers declare a village land forest reserve, but they have yet to identify and demarcate their "village land" boundaries. In other cases, villages have yet to elect Village Natural Resource Committees.

Many communities report recovery of their forests when placed under the management of the village government. Encroachment is decreased, unregulated activities such as charcoal burning and timber harvesting decline and game numbers increase. However, revenues generated by villages from sustainable forest management are still relatively low, given the high value and large areas of forest resources under village control.



The following table provides a summary of how Community Based Forest Management is distributed across the different regions of mainland Tanzania

| Region | Number of Districts with CBFM | Number of villages with CBFM | Number of declared VLFRs | Number of gazetted VLFRs | Total Area under CBFM |
|-------------|-------------------------------|------------------------------|--------------------------|--------------------------|-----------------------|
| Tanga | 4 | 94 | 22 | 1 | 12,391 |
| Morogoro | 3 | 38 | 2 | 0 | 173,431 |
| Iringa | 7 | 122 | 82 | 50 | 166,057 |
| Mbeya | 3 | 37 | 0 | 0 | 44,700 |
| Lindi | 4 | 31 | 0 | 0 | 284,826 |
| Tabora | 3 | 22 | 22 | 0 | 111,925 |
| Kigoma | 3 | 32 | 9 | 0 | 22,530 |
| Kilimanjaro | 1 | 58 | 8 | 0 | 1,656 |
| Mwanza | 1 | 101 | 14 | 0 | 17,730 |
| Shinyanga | 4 | 348 | 45 | 0 | 401,222 |
| Mara | 2 | 45 | 37 | 0 | 4,887 |
| Manyara | 2 | 55 | 28 | 0 | 209,494 |
| Arusha | 1 | 10 | 3 | 0 | 3,084 |
| Pwani | 6 | 20 | 19 | 2 | 57,401 |
| Kagera | 1 | 15 | 8 | 0 | 15,450 |
| Mtwara | 1 | 25 | 0 | 0 | 73,121 |
| Dodoma | 2 | 0 | 12 | 0 | 24,421 |
| Singida | 1 | 35 | 4 | 0 | 376,400 |
| Rukwa | 1 | 14 | 14 | 0 | 59,882 |
| Totals | 50 | 1,102 | 329 | 53 | 2,060,608 |

Notes: VLFR: Village Land Forest Reserve
Data missing from Kilimanjaro, Ruvuma and Mara Regions



Joint Forest Management

The table below gives an overview of Joint Forest Management in mainland Tanzania

| | |
|---|---|
| Area of forest covered by JFM management plans | 1,612,246 hectares |
| Percentage of total area reserved by National or Local Government under some form of Joint Management Agreement | 11.6% |
| Primary forest types where JFM has been promoted | Montane and Mangrove |
| Number of National Forest Reserves with JFM | 150 |
| Number of Local Authority Forest Reserves with JFM | 60 |
| Primary Regions where JFM implemented | Morogoro, Iringa, Pwani, Tanga, Kilimanjaro |
| Number of villages with JFM has been established or in process | 719 |
| Number of villages that have signed JMAs | 149 |

Joint Forest Management has been strongly promoted by the Forestry and Beekeeping Division as a forest management strategy in montane catchment forests in the high biodiversity Eastern Arc forests and in mangrove forests along coastal Tanzania since the late 1990s. This initiative has been reinforced by national and international NGOs promoting forest conservation such as Tanzania Forest Conservation Group, Wildlife Conservation Society of Tanzania, WWF and CARE.

With the exception of mangrove forest blocks along the coastal strip and some Local Authority Forest Reserves, there are relatively few examples of JFM operating in production forests – either natural or plantation. This is largely due to uncertainties regarding benefit sharing mechanisms and how much of the forestry royalties (central government revenue) from timber harvesting can be shared with local communities.

Despite the large area of forest being covered by Joint Forest Management and the high number of participating villages– only a small number (149) of agreements have ever been signed. Although reasons are not always clear, in many cases this reflects uncertainties over cost and benefit sharing arrangements. Without signed agreements the basis for equitable

Joint Forest Management is questionable.

As with Community Based Forest Management, communities involved in JFM report improvements in forest condition – including factors such as improved water flow from water sources or streams, reduced illegal activities, and boundary consolidation due to a reduction in agricultural encroachment. However, revenues reported from areas under JFM – particularly in catchment forests, remain particularly low. One important source of revenue from village forest management is fines levied by the village council on those found undertaking unauthorized activities. However, as law enforcement efforts by local communities increase and as illegal activities drop, revenue from fines decreases. This sometimes acts as a disincentive to local forest management as fines often represents one of the only sources of revenue to local communities from catchment forests.



The following table provides a summary of how Joint Forest Management is distributed across the different regions of mainland Tanzania

| Region | Districts Counted | Number of NFRs | Number of LAFRs | Protection Forests | Production Forests | Number of Villages | Number of Signed JMAs | Total Area under JFM (Hectares) |
|---------------|-------------------|----------------|-----------------|--------------------|--------------------|--------------------|-----------------------|---------------------------------|
| Tanga | 7 | 47 | 11 | 49 | 42 | 130 | 37 | 43,484 |
| Morogoro | 4 | 21 | 2 | 19 | 4 | 93 | 21 | 258,718 |
| Iringa | 7 | 14 | 17 | 31 | 0 | 71 | 36 | 274,193 |
| Mbeya | 1 | 3 | 1 | 4 | 0 | 12 | 0 | 103,245 |
| Lindi | 4 | 5 | 2 | 4 | 5 | 43 | 0 | 119,237 |
| Tabora | 2 | 1 | 0 | 0 | 1 | 27 | 0 | 168,000 |
| Kigoma | 2 | 7 | 5 | 3 | 5 | 29 | 0 | 91,923 |
| Kilimanjaro | 4 | 11 | 2 | 13 | 0 | 72 | 29 | 122,896 |
| Mwanza | 3 | 2 | 5 | 2 | 5 | 24 | 0 | 7,166 |
| Shinyanga | 2 | 11 | 10 | 9 | 2 | 24 | 0 | 117,827 |
| Manyara | 5 | 5 | 0 | 5 | 0 | 36 | 26 | 46,420 |
| Arusha | 2 | 4 | 3 | 6 | 1 | 18 | 0 | 17,207 |
| Pwani | 8 | 12 | 2 | 5 | 9 | 85 | 0 | 150,811 |
| Mtwara | 1 | 2 | 0 | 2 | 0 | 15 | 0 | 9,052 |
| Dodoma | 1 | 4 | 0 | 4 | 0 | 20 | 0 | 64,185 |
| Singida | 1 | 1 | 0 | 1 | 0 | 20 | 0 | 17,882 |
| Totals | 54 | 150 | 60 | 157 | 74 | 719 | 149 | 1,612,246 |

Notes:

NFRs: National Forest Reserves

LAFR: Local Authority Forest Reserves

Data Missing from Mara, Kagera, Ruvuma and Rukwa Regions



Current and former initiatives and organizations involved in the facilitation and roll-out of PFM on mainland Tanzania

| Name /Type of institution | Name / Source of funds | Primary Focus with respect to PFM |
|---|---|---|
| Forestry and Beekeeping Division, MNRT | Participatory Forest Management – Danida | CBFM and JFM. Iringa, Morogoro, Mbeya and Lindi Regions |
| | National Forest Programme - MFA Finland | CBFM and JFM. Tanga, Mtwara, Morogoro, Songea Regions |
| | Catchment and Mangrove programme – Norad | JFM. Morogoro, Tanga, Kilimanjaro and Arusha Regions |
| | Tanzania Forest Conservation and Management Project | 25 districts. CBFM and JFM. Implemented through the Tanzania Social Action Fund (II) |
| International NGOs | WWF | JFM and some CBFM in Coastal forests in Tanga, Lindi and Pwani Regions |
| | CARE International | Coastal forests close to Dar and Uluguru mountains in Morogoro (project closed 2005) |
| | Africare | CBFM in the miombo woodlands of Tabora |
| | Farm Africa | JFM in Nou forest in Babati and Mbulu districts |
| | Danish Hunters Association | CBFM in Wami Mbiki conservation area |
| National NGOs | Tanzania Forest Conservation Group | JFM (and some CBFM) in high biodiversity forests of Eastern Arc Mountains and coastal Tanzania |
| | Wildlife Conservation Society of Tanzania | JFM (and some CBFM) in high biodiversity forests of Eastern Arc Mountains and coastal Tanzania |
| Area Based Projects | Land Management Project (SIDA) | CBFM in miombo woodlands in Babati, Kiteto, Singida districts |
| | HADO | Soil conservation and land rehabilitation in Dodoma Region. Funded by FBD Internal Funds. CBFM |
| | District Natural Resource Management Project - GTZ | Supporting JFM and CBFM in Lushoto, Mwangi and Handeni Districts (Closed since 2005) |
| | MEMA (Danida) | CBFM and JFM in Iringa district (project closed 2004) |
| | HIMA (Danida) | CBFM and JFM in Iringa Region (project closed 2001) |
| | UTUMI (Danida) | CBFM and JFM in coastal forests of Lindi Region (Project closed 2004) |
| | Hashi (NORAD) | Establishing traditional forest management in <i>Acacia</i> woodlands of Shinyanga and Mwanza regions |
| | Forest Resources Management Project (World Bank) | JFM and some CBFM in miombo woodlands of Tabora region (project closed 1998) |
| | REMP (IUCN) | CBFM in coastal woodlands and forest of Rufiji district (Project closed 2004) |
| | EUCAMP (Finnida) | JFM and CBFM in high biodiversity forests in Tanga Region (project closed since 2002/03). |
| | GEF Cross Borders Project (UNDP – GEF) | JFM in high biodiversity forests in Monduli, Bukoba and Same districts (closed since 2002/03) |

