



**Hidden Harvest:
Unlocking The Economic Potential Of
Community Based Forest Management
In Tanzania**

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Outline of presentation

1. Participatory Forest Management and decentralisation in Tanzania
2. Implementation Progress to date
3. Contribution from CBFM to village and household incomes
4. Challenges to enhancing local benefits from CBFM
5. Addressing the challenges – some possible ways forward
6. Conclusions

PFM and decentralisation in Tanzania

Local Government Act (1982)

Decentralised powers of Village Councils and confers power to make legally binding bylaws

Village Land Act (1997)

Responsibility over management of land and natural resources vested in village council

Forest Act (2002)

Provides legal mechanism for villagers to become owner/managers and co-managers of forest resources

PFM and decentralisation in Tanzania

Participatory Forest Management (PFM)

The law recognises two broad types of PFM in Tanzania

- Community Based Forest Management (CBFM)
- Joint Forest Management (JFM)



PFM and decentralisation in Tanzania

Community Based Forest Management (CBFM)

Village Councils can “declare” forest areas on “village land” as *Village Land Forest Reserves* or *Community Forest Reserves*.

This entitles them to assume full management responsibility, undertake patrols, levy fines for illegal forest users, issue licenses for forest products, retain forest revenues, set rules and regulations regarding forest management and use.

Forest revenues are collected by Village Natural Resource Management Committees and allocated to forest management and village development

PFM and decentralisation in Tanzania

Joint Forest Management (JFM)

This is a collaborative approach to forest management, where forest adjacent communities enter into management agreements with the forest owner (government or private sector) over the management of forest resources

Ownership of forest land remains with the government, but benefits such as timber, firewood, grazing can be transferred to local communities depending on the status of the reserve (protection or production)



PFM and decentralisation in Tanzania

	Community Based Forest Management	Joint Forest Management
Who is the forest “owner”?	Village Government, or a Community Group	Central government or local government
Who has the primary responsibility for forest protection and management?	Village Government, or a Community Group	Village Government
How is transfer of rights recognised in law and how is it endorsed?	Through a village assembly declaring an area of forest as a reserve and the district council registering it	Through the signing of a Joint Management Agreement between a village council and a higher level of government
Who has rights to forest products and how are they shared?	Village Government, or a Community Group	Legal grey area. Law recognises sharing of forest goods and services but no legal mechanism exists for determining in what relative share
How does the law view the community and the benefits obtained?	Actor, partner Manager Decision maker Rule Maker Citizen Centred about the sharing of power	Beneficiary Forest User Consultee Rule follower Subject Centred around the sharing of benefits (NFTPs and sometimes income)
What is the overall intention of the management approach?	To decentralise rights and responsibilities of forest management	To reduce forest management costs of government through benefit sharing

PFM and decentralisation in Tanzania

Over the past five years, there has been an increasing gap opening up between these two forms of PFM

JFM has been widely promoted but criticised for not devolving sufficient rights and benefits to make it viable in the long term

CBFM is increasingly being demanded and spreading rapidly

Given its greater potential for economic empowerment, this paper will focus only on the second form of PFM - CBFM

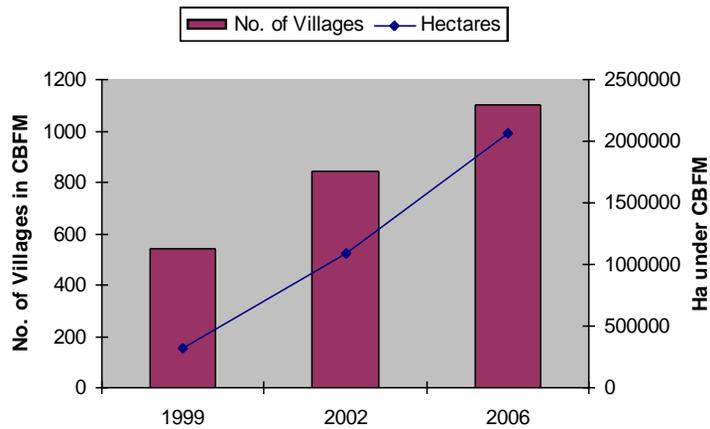


Spread and Adoption of CBFM to date

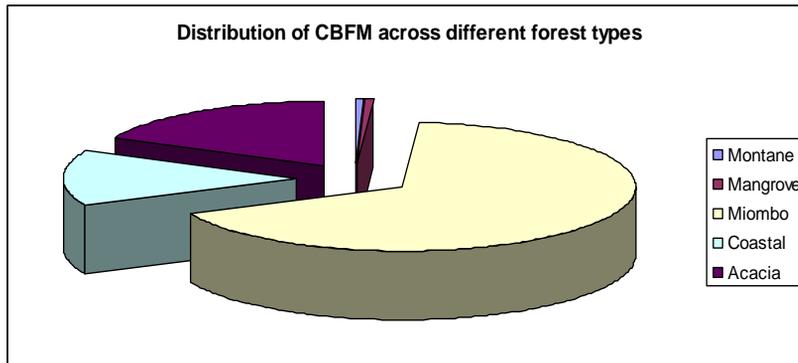
Current status of PFM in Tanzania:

- Overall, 3.6 Million Ha under some form of PFM in 1800 villages
- Approximately 1.9 million hectares under village management (CBFM) in around 1500 villages

Spread and Adoption of CBFM to date



Spread and Adoption: CBFM



Impact of CBFM on Local Incomes

- Surprisingly little data on village income from CBFM despite its wide spread.
- One study in southern Tanzania pointed to modest incomes of between 540 – 720 USD per village per year
- These sites are rather small – around 1-2000 ha per village
- Large areas of unreserved forest still exist (greater than 15 M ha) with significant potential to generate higher incomes
- Growing market for timber and wood products that could provide valuable revenue streams for poor and remote communities

Delivering on on Livelihoods?

**Why is it that despite its huge potential and apparent spread
– CBFM has yet to deliver on reducing poverty?**

1. Institutional Failures and governance shortfalls in the Forest Sector

- Limited knowledge on forest condition and extent – estimating sustainable harvests is almost impossible
- Contribution of forest sector to national economy significantly undervalued and underappreciated
- Conflicting roles between central and local government authorities with regard to forest management and revenue collection
- Illegal logging fueled by massive growth in Chinese and south Asian market for timber

Delivering on on Livelihoods?

2. Limited capacity and incentives at local government levels

- Local government staff are poorly resourced, lack training and are often unaware of changes in policy and law
- Remoter districts with higher potential for CBFM are often seen as “punishment postings” for staff that have faced disciplinary action in other areas
- Fears from district councils over lost income to CBFM
- Fears from some district staff that transferring forests to village management will break lines of patronage to corrupt traders and reduce personal income from graft

Delivering on Livelihoods?

3. Limited awareness of rights and laws among forest dependent communities

- Logging and timber trade represents an important income for young men in areas with high CBFM potential
- Very limited knowledge among this same population of potential returns from CBFM and true value of timber

Delivering on Livelihoods?

4. Focus on conservation or restoration rather than sustainable utilisation

- Early CBFM sites were degraded – areas that government had “given up” and handed over to communities as a “last hope”
- Most common incentive for community action is loss of forest – primary goal is forest restoration – bylaws and management plans tend to stress protection
- Prevailing narrative among government staff at national and local level on conservation. Foresters reluctant to promote utilisation
- Many community members are themselves nervous of “opening up” their own forests – and fear consequences of loss of control

Addressing the challenges

At *national level* there is a need to:

- Lobby the Tanzanian government to ratify A-FLEG Agreement
- Initiate Independent Forest Monitoring (IFM)
- Build greater voice for local forest users at the national level through forums and advocacy processes
- Making general public, civil society and MPs aware of lost revenue to central, district and village government from illegal logging (estimated to be around \$40M/year)
- Encouraging openness in information on forest harvesting – tenders, awards, contracts, licenses
- Improving law enforcement efforts of government
- Developing legal benefit sharing arrangements between different levels of government on forest harvesting
- Supporting public litigation processes for disenfranchised forest users, who have suffered from abuse of power

Addressing the challenges

At the *local level* there is a need to support communities to claim their rights so that they can:

- defend their resources and preventing “asset stripping” by unscrupulous logging interests
- demand CBFM from leaders at local government levels
- challenge corrupt practices – from their own leaders, district staff, and loggers
- prevent elite capture within the village and transparency of management institutions
- take better decisions on forest management options based on fuller understanding of true values of forest resources on their land

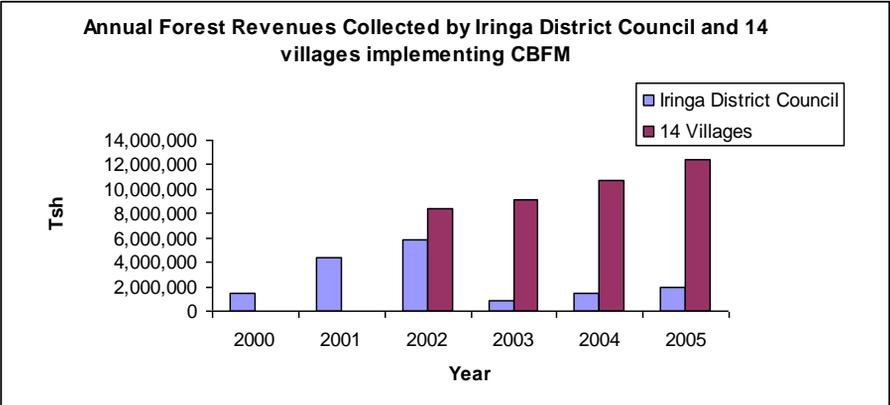
Addressing the challenges

Building incentives for local governments

- Devolving revenue collection on forest royalties does not necessarily lead to reduced incomes to district councils
- Studies undertaken increased efficiency (from around 3% of total revenue when district collect to about 92% of revenue when villages collect)
- Negotiating simple benefit sharing scheme between villages and districts (5-10% of revenues) could build bridges between these two levels of government
- Challenging corrupt practices at Local government level too – by building demands from below

Addressing the challenges

Despite worries of local government, devolving revenue collection to villages may result in increased incomes to district councils...



Note: 153 villages in Iringa District

Conclusions

CBFM holds the key to sustainable forest management and livelihood improvements in some of the poorest parts of Tanzania

Strong policy environment and considerable off-reserve forest areas mean that it has great potential

Despite its huge potential and spread over the past ten years, little evidence to suggest that titling of forest resources by communities has resulted in increased incomes

The reasons for this are many – but increasingly governance failures appears to be underlying cause, rather than traditional – “technical” solutions (capacity, guidelines etc)

Conclusions

Need to work at three levels:

Community Level: Empowerment, legal literacy and increased awareness of rights and responsibilities

Local Government Levels: Reversing incentives (both institutional and individual) that block transfer of forests to community levels

National level: challenging illegal logging and focusing spotlight on what illegal logging means to development pathway of the country as a whole – in terms of lost revenues to the country and rural communities

