



FOREST JUSTICE IN TANZANIA

Are district officials playing their part in providing forest justice in Tanzania?

A report on a survey of forest governance at District level

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LIST OF ACRONYMS

AcT	Accountability in Tanzania
AfDB	African Development Bank
CAG	Controller Auditor General
CBD	Convention on Biological Diversity
CMT	Council Management Team
DANIDA	Danish International Development Agency
DC	District Commissioner
DCC	District Advisory Committee
DED	District Executive Director
DFO	District Forest Officer
DHC	District Forest Harvesting Committee
DNRO	District Natural Resources Officer
DWE	District Water Engineer
EAMCEF	Eastern Arc Mountain Conservation Endowment Fund
FBD	Forestry and Beekeeping Division
FJT	Forest Justice in Tanzania
FMP	Forest Management Plan
FRs	Forest Reserves
FZS	Frankfurt Zoological Society Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency)
GTZ	
MJUMITA	Mtandao wa Jamii wa Usimamizi wa Misitu Tanzania
MNRT	Ministry of Natural Resources and Tourism
NGO	Non-governmental Organization
PFM	Participatory Forest Management
RCC	Region Advisory Committee Reducing Emissions from Deforestation and Forest Degradation and Enhancing Forest Carbon stocks
REDD+	
TFCG	Tanzania Forest Conservation Group
TFF	Tanzania Forest Fund
TFS	Tanzania Forest Service Agency
VEO	Village Executive Officers
VLFRs	Village Land Forest Reserves
VNRC	Village Natural Resource Committee
WB	World Bank

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1 INTRODUCTION

1.1 About the Forest Justice in Tanzania project

Forest Justice in Tanzania is a three year project (2011 – 14) implemented through a partnership between the Community Forest Conservation Network of Tanzania, known as MJUMITA and the Tanzania Forest Conservation Group (TFCG). The overall goal of the initiative is that ‘forest ecosystem services are conserved for the benefit of the nation and local communities’. The project is funded by Accountability in Tanzania (AcT) programme. One of the activities implemented by FJT is monitoring forest governance and forest condition with a view to demonstrating the issues that contribute to the loss of Tanzania’s forest values and to provide a benchmark for improvement in forest governance.

1.2 Introduction to the survey

The Forest Justice in Tanzania Project team has developed a governance monitoring tool aimed at measuring the strengths and weaknesses of forest governance in Tanzania at the village and district level. We refer to the monitoring tool as the MJUMITA governance dashboard. The project aimed to improve forest governance at village, district, and national levels by facilitating community members to understand their rights and demand for improvement of governance in their forest programs. This report describes the District-level governance monitoring. The project also developed and implemented another governance dashboard tool that assessed governance at village level. The results of the village-level governance monitoring are presented in Albert, 2014 available at <http://www.tfcg.org/forestJusticeTanzania.html>

The district dashboard tool assessed important aspects of forest governance such as management effort, law enforcement, transparency and accountability as well as levels of stakeholder participation in decision making. The tool also looked at cooperation between stakeholders including village leaders, communities, central government authorities, police and court of laws in supporting the districts in participatory forest management. The district dashboard tool includes questions about issues that had been raised by communities through the village governance dashboard.

The overall aim of the district governance dashboard survey is to assess forest governance at district level by examining management effort, law enforcement, transparency, accountability and level of participation in decision making. The results from this survey will help the districts, community members and other natural resources management stakeholders to identify forest governance gaps and come up with various mechanisms to resolve the situation.

1.3 Methodology

1.3.1 About the questionnaire

This study was designed specifically to interview the district forest management officials working at district and ward levels. The tool was designed to be implemented by MJUMITA project staff at zonal offices. The tool for data collection was a structured questionnaire administered to district and ward forest management officials. The questionnaire includes questions about districts’ forest management budgets and availability of funds for forest management; harvesting procedures; revenue collection from forest resources; patrols; procedures and practices on forest crimes; record keeping; information sharing with the public; and contribution of community leaders,

community members, police, Courts of Laws and Central government authorities in forest management in the districts.

1.3.2 Sampling intensity

The district dashboard tool was successfully administered in 25 districts found in 10 different regions implementing Participatory Forest Management in mainland Tanzania (see Annex 2). 100 district officials working in the forest sector were interviewed. In most cases (18 districts) four individuals were interviewed together per district giving a single set of results for that District; however for the remaining 7 districts individuals had to be interviewed in two (2 districts), three (2 districts) or four (3 districts) separate sessions (see Annex 2 for details). The results are therefore based on 42 separate questionnaires. The questionnaires were administered between January and October 2013 and covered the district's forest governance practices for the 12 months preceding the date on which the questionnaire was administered in the particular district.

Data from the completed questionnaires were entered into a web based system, and then exported to an excel spreadsheet for analysis.

2 RESULTS AND DISCUSSION

2.1 DISTRICT FOREST MANAGEMENT BUDGETS

2.1.1 Sources of Funds for District Forest Management

The survey asked about the source of funding for the districts forestry sector budget with a view to understanding the kinds of funds available for districts' forest management officials to implement their responsibilities such as conducting patrols and supporting villages to implement PFM programmes.

72% of respondents stated that some of the funds that they receive for implementing forestry activities comes from donors, either directly or through non-governmental organizations. Institutions that were cited as providing finance for district forest management activities include DANIDA, Jane Goodall Institute, Frankfurt Zoological Society (FZS), GTZ, World Bank (WB) and the Eastern Arc Mountain Conservation Endowment Fund (EAMCEF). No data was collected on the proportion of the budget coming from donors.

60% of the district forest officials stated that they receive some funds from the districts own sources for forest management.

32 % of respondents stated that they receive funds from Central Government or the Tanzania Forest Fund. Currently, with the establishment of the Tanzania Forest Services (TFS), some funds for the district forest management are coming from the central government through TFS.

The district forest officers explained that 95 % of income from royalties on forest products is paid to the Central Government with 5 % retained at District level. They stated that because of this bias in favour of Central Government, when it comes to district budgeting, DFOs may not be allocated a reasonable share of the districts' budget since it is perceived that little benefit from forests returns to the district's account. Figure 1 compares the percentage of the district officials who stated that their district receives funds for PFM from different sources. The figure indicates sources of funds coming from donors, central government (Ministry of Finance), Tanzania Forest Fund (TFF) and Tanzania Forest Services (TFS)

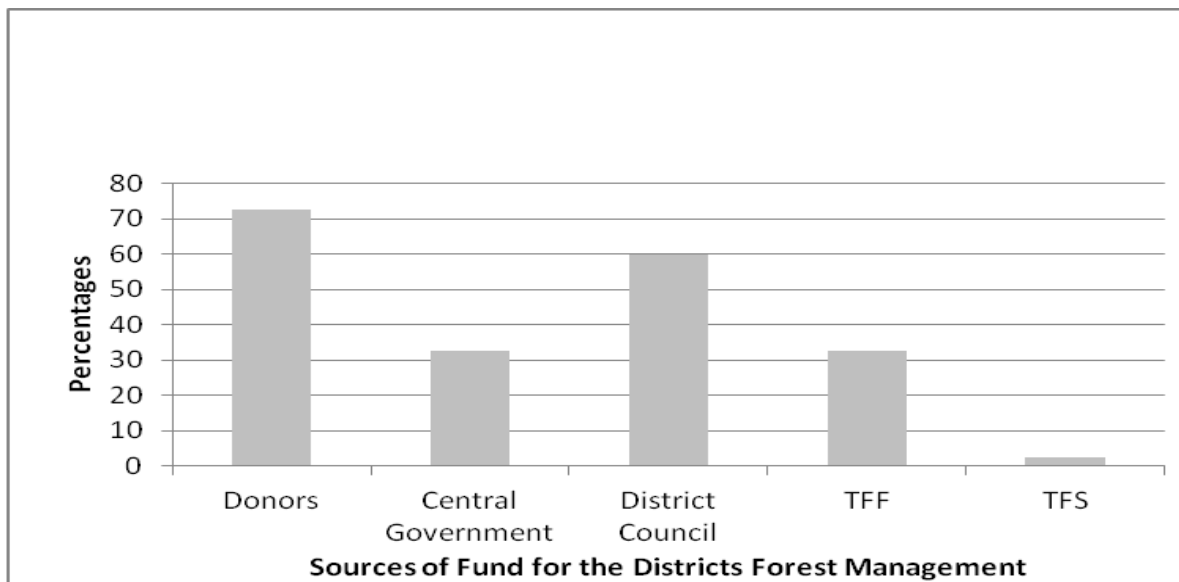


Figure 1. Sources of Fund for District Forest Management

Whilst donor funding has played a key role in developing the forestry sector, particularly in rolling out participatory forest management, an over-dependence on donor funding poses risks to the sector and indicates that the sector is not being prioritized in government budgeting.

Mustalahti, 2009 has argued that, very little forestry extension is carried out without donor funds, and that the failure of the nation to define and allocate the rights and responsibilities of the district authorities, and communities is a risk to long term viability of PFM.

Although a substantial amount of revenue is collected by District officials and is submitted to the central government particularly from forests on village land that are not in village forest reserves, few incentives for sustainably managing the forest resource are integrated in the system. With the District being allowed to retain so little of the revenue they have neither the incentive to collect all of the revenue; nor the incentive to manage the source of the revenue i.e. the forests, sustainably; nor the resources to either collect revenue efficiently or to manage the forests effectively.

2.1.2 The Link between Districts' Budgets for PFM and Strategic Plans

The district dashboard survey wanted to know whether the districts' strategic plans take include support for PFM; and, if so, whether the district budgets allocate funds for the implementation of the same. Thus the survey assessed the relationship between a district's PFM budgeting process and the strategic plan of the district.

It was observed that 60% of the districts had approved budgets for participatory forest management activities for the previous 12 months, of which 76% of them stated that their actual budgets were less than the budgets indicated in the district strategic plan. This means that districts' forest management officials, were not getting sufficient funds to implement PFM activities as they are stated in the district strategic plans. About 40% of the districts allocated zero budget for PFM in the previous 12 months. Districts which reported zero approved budget for PFM include Moshi, Same, Mufindi, Mkuranga, Kibaha town, Ilala, Kisarawe, Kilombero and Lushoto.

The survey indicates that PFM is not prioritized in district annual budgets even where PFM is included in the respective District's strategic plan. Moreover, the districts strategic plans are not

proactive in terms of implementation, because, they are not taking into account the need for managing and conserving the forests at the level of funding and implementation of the planned activities. This undermines the capacity of the districts to manage their forests; even in terms of generating sustainable revenue. Since the strategic plans are important tools to ensure sustainable development, a district which is not budgeting for forest management is going to fail to safeguard forest resources for future generations.

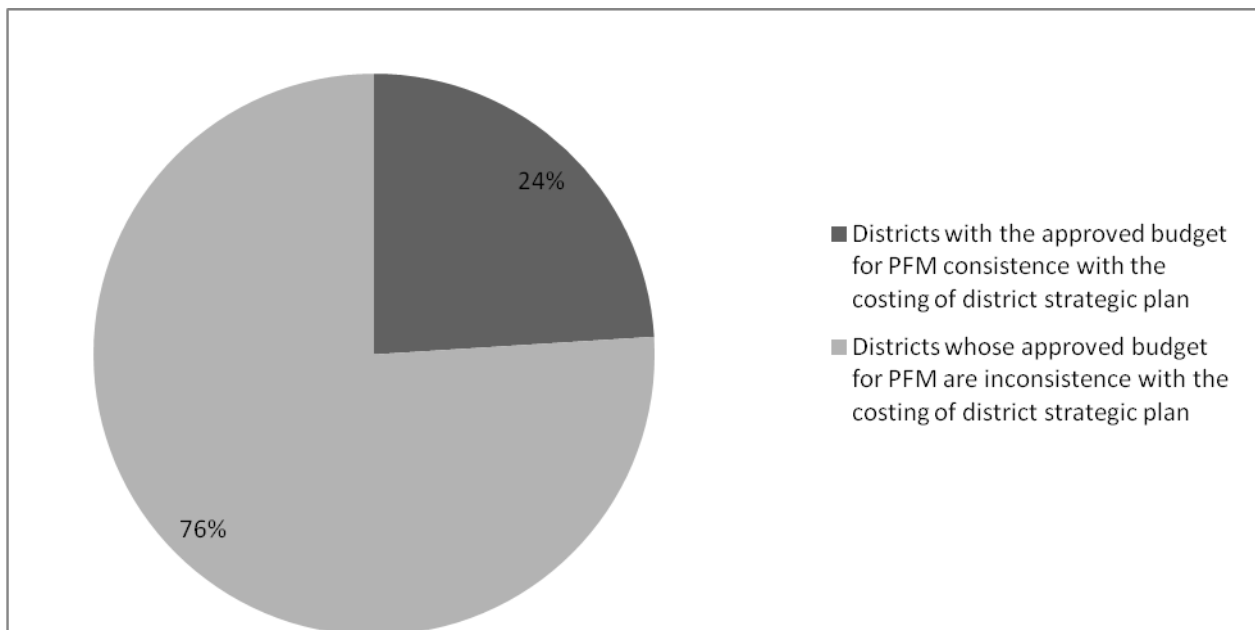


Figure 2. Districts' Approved Budget and strategic plans.

2.1.3 Availability of money from approved budgets for PFM implementation in the Districts

The survey documented that, even in those districts with approved budgets for participatory forest management, funds are not disbursed on time. 92% of the interviewed district forest officials explained that the approved funds are released very late in the financial year, or are not released at all.

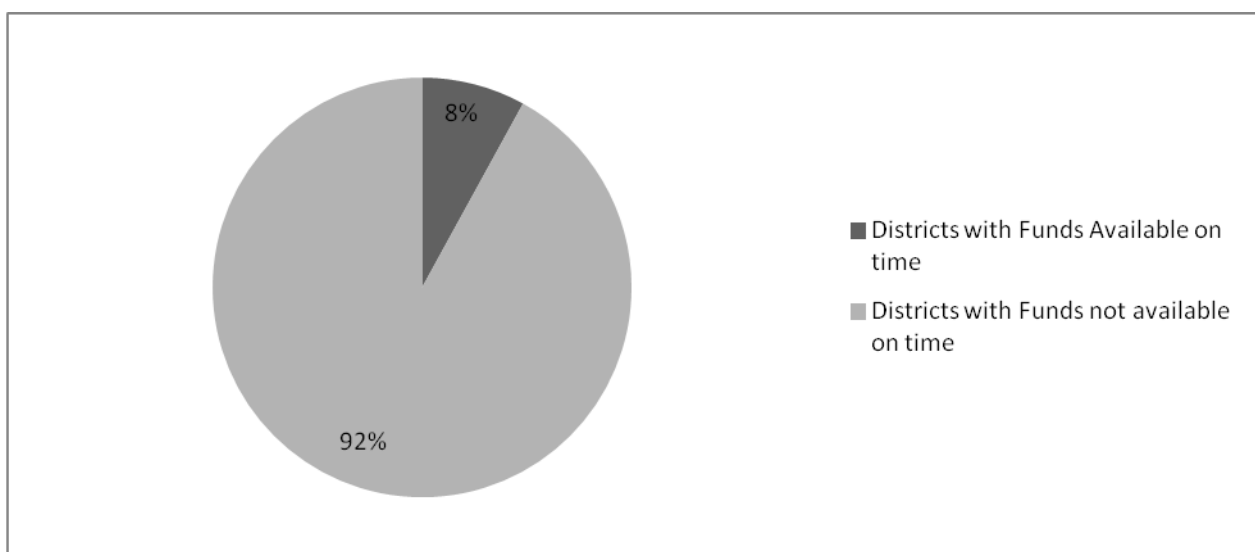


Figure 3. Timely availability of District Forest Management Funds.

Funds scarcity in forest management has been recognized as a challenge from local to national level for many years (African Development Bank, 1995).

Delays in releasing funds is problematic for some dry season activities like surveying forest reserve boundaries or conducting forest inventories. District officials stated that the delays in releasing funds means that they fail to implement those activities and hence fail to use the money allocated for the same.

District officials also stated that monitoring of the process of harvesting and transportation of forest produce as per requirement of Forest Act no 14 2002 and its Regulations 2004 is not happening effectively. DFOs explained that sometimes delays in the release of funds means that they are unable to check the forest product at source (as required by law) but rather are hammer-stamping at the road side and sometimes even at their offices. Thus, misuse of harvesting permits by some forest traders is inevitable, and illegal, destructive harvesting continues; government loses a substantial amount of revenue; and forests are continuing to be depleted.

2.1.4 Districts' Adaptations to Budget Inconsistencies and Delay of Funds Disbursements

Recognising that late and insufficient budgets are a longstanding problem in the forestry sector, the survey asked about how district officials address these challenges. The survey found that Districts Forest Management officials have to develop different adaptation mechanisms, to ensure that, district forest management interventions are implemented, despite the delays or shortage of funds. This is necessary because, districts as legal authorities have to develop and implement their strategies independently and should have mechanisms for their implementations. 57.5% of the interviewed district forest officials, reported that, when funds are delayed or not released, they forward the pending activities to the next year; 15% of respondents reported that, they travel in the field with other district officials from those departments with funds and implement some of their activities by using other department's resources; 2.5% of the respondents reported that the district council tops up money for the PFM budget; and about 12.5% reported that they do not have any mechanism to address the problem.

2.2 REVENUE COLLECTION FROM FOREST RESOURCES IN THE DISTRICT

2.2.1 Amount of Money Collected from Charcoal and Timber

The survey wanted to understand the amount of revenue that the districts collected from charcoal and timber royalties for the past 12 months. It was learnt that, for that period, about **Tshs 3,055,275,300/=** was collected from 23 districts, out of which **62% (Tshs 1,908,902,080/=)** was collected from charcoal royalties and **38% (Tshs 1,146,373,220/=)** were collected from timber. Therefore the government is collecting more royalties from charcoal than timber, equally indicating that, there is higher production of charcoal than timber and that more forests and biodiversity is being lost due to clearing of trees for producing charcoal.

The National strategy for REDD+ (2013) identified charcoal as one of the main drivers of deforestation and the Fourth National Report on Implementation of the Convention on Biological Diversity (CBD, 2009), stated that, the unsustainable and often illegal production and trade of

charcoal is a major driver of deforestation in Tanzania, and perhaps a much more important driver than logging for timber. Charcoal production in Tanzania results in the clear cutting of at least 120,000 hectares of forest per year (REM 2009).

Studies have established that, increased charcoal production is a big threat to Tanzanian forests and that it is largely fuelled by increased demand crucially in Dar es Salaam city which consumes nearly 70% of all the charcoal produced in the country (Msuya *et al*, 2011). The city of Dar-es-Salaam alone is described to consume between 200,000 - 300,000 bags (average weight of 50 kgs) of charcoal per month (VPO, 2009).

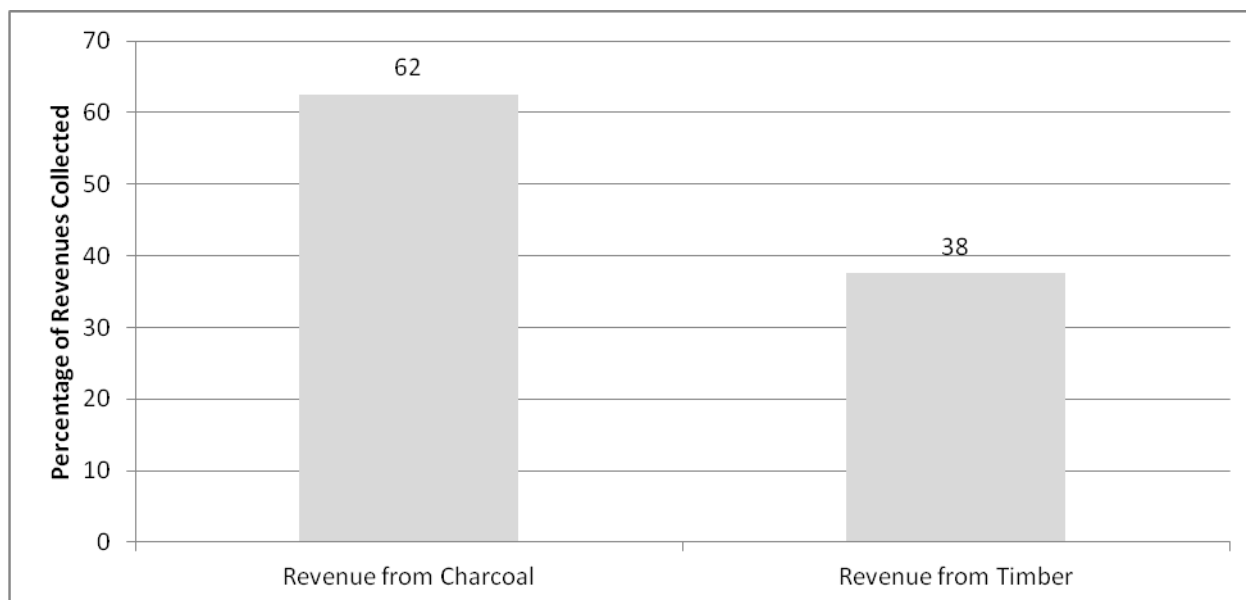


Figure 4. Proportion of forestry revenues from charcoal and timber royalties from 23 districts.

The survey found that, over 79% of the revenues from royalties from charcoal came from Rufiji, Mkuranga and Kibaha Rural districts only, 41% of which is coming from Rufiji district alone. This results are supported by other studies which have indicated that, around half of the charcoal consumed in Dar es Salaam is from southern Tanzania, and that by 2009, the consumption of charcoal in Dar es Salaam had doubled within a period of few years (REM 2009).

2.2.2 Royalties from different districts

This study found that, 36.61% of all forest produce revenue collected from 23 districts came from Rufiji district alone. Other districts generating a significant proportion of revenue include Kilwa, Kibaha Rural and Mkuranga which cumulatively account for 39.8%. Kilosa, Mkinga, Ulanga and Lindi cumulatively collected 20% of all revenues, while Kibondo, Korogwe and Same cumulatively collected 2% of all revenues raised, collected less than 30 million Tshs throughout the year. Other districts like Iringa Rural, Moshi, Mvomero, Muheza, Lushoto, Uvinza, Kilolo, Mufindi, Kiteto and Kondo, collected less than 10 million Tshs. Four districts (Kibaha Town, Kisarawe, Ilala and Kilombero), failed to provide any data on revenue collected from forest product royalties.

District	Revenues from Charcoal	Revenues from Timber	Total Revenues	Percentage of all revenues
Rufiji	783,030,710	335,584,590	1,118,615,300	36.61
Kilwa	57,605,000	419,170,194	476,775,194	15.60
Kibaha Rural	400,000,000	-	400,000,000	13.09

District	Revenues from Charcoal	Revenues from Timber	Total Revenues	Percentage of all revenues
Mkuranga	316,368,000	22,920,000	339,288,000	11.10
Lindi	-	176,597,660	176,597,660	5.78
Kilosa	163,000,000	8,900,000	171,900,000	5.63
Ulanga	11,756,885	149,349,785	161,106,670	5.27
Mkinga	102,000,000	800,000	102,800,000	3.36
Kibondo	30,000,000	500,000	30,500,000	1.00
Korogwe	12,357,805	11,480,230	23,838,035	0.78
Same	6,550,000	10,453,361	17,003,361	0.56
Iringa Rural	7,340,000	2,050,000	9,390,000	0.31
Moshi	4,729,000	1,937,400	6,666,400	0.22
Mvomero	5,000,000	-	5,000,000	0.16
Muheza	-	4,130,000	4,130,000	0.14
Uvinza	2,814,680	-	2,814,680	0.09
Lushoto	-	2,500,000	2,500,000	0.08
Kilolo	1,800,000	-	1,800,000	0.06
Mufindi	1,800,000	-	1,800,000	0.06
Kiteto	1,400,000	-	1,400,000	0.05
Kondoa	1,350,000	-	1,350,000	0.04
Kibaha Town, Kisarawe, Ilala, Kilombero (No data on revenues collected could be found during survey)				0.00
Total	1,908,902,080	1,146,373,220	3,055,275,300	100.00

Table 1. Royalties from different Districts

2.2.3 Distribution of Money obtained from Forest Resources

2.2.3.1 Authorities which share Revenues from Forest Resources

The district forest governance survey recorded District annual revenues from forestry products. The results highlight the importance of the sector as a source of government revenues. For example, data from Rufiji district, indicate that, the district collected **Tsh 3,846,701,590** from forest products for the five consecutive years (2008/2009 to 2012/2013 financial years). Each year the district collected revenue from forest products equivalent of 55% of the district's total revenue, had all the revenue been retained in the District. However, since most of the revenue was collected from forest reserves owned by Central Government or from non-reserved forest on village land, 95% of the revenue was sent to the central government treasury. The district could only retain **5%** of the revenue (about Tshs 192,335,079) which is only 2.7% of the District's annual revenue.

The study aimed to understand the distribution of money raised from fees, sales of confiscated forest produce, and fines from illegally harvested timber and charcoals in various districts. The respondents clarified that, the distribution of revenues collected from forest resources depends on the owner of the forest in which the revenue is collected, whereby the owners receive 100% of the revenues.

Revenues are intended to be shared between the Central Government treasury or FBD (now TFS),
[Monitoring forest governance at District Level, 2014]

Tanzania Forest Fund, the district authority for supporting forest management and tree planting fund and the village authority in which the harvested forest is found or is adjacent to.

Although all districts use the same forest regulations of 2004 and the National Guidelines for Sustainable Harvesting and the Trade of Forest Produce of 2007, supported by different Government Notices such as the Government Notice No. 351 of 1st October 2013, the survey found that, there is variation in the way in which revenues from forests are shared among different government authorities.

2.2.3.2 Sharing of the revenues from forests with Central Government, TFS and TFF

50% of respondents reported that an average of 95.7% of the revenues generated from the forest royalties is taken to Central government treasury; whilst 25% of the respondents reported that the money is taken to the Tanzania Forest Fund (TFF). There was variation among districts on the amount they send to TFF. For example, Iringa rural, Lushoto, Kibaha rural reported that, they send only 2% to TFF, while Kilosa, Ulanga and Rufiji districts send 3%, and Kilwa and Muheza districts send 5%. Uvinza and Kilombero Districts reported that TFF collects 57% and 100% respectively of the revenues collected from forest resources.

Considering the distribution of revenues collected from confiscated forest products alone, about 32.5% of the respondents reported that an average of 95.8% of revenues are taken to Central government treasury, and 25% of the respondent reported that 100% of the revenue from confiscated forest products are taken to TFF but some districts like Kilwa, Lindi rural and Kondoa reported that they send only 5% to TFF.

2.2.3.3 Sharing of the Revenues from Forests with the District Authority

The survey looked at those funds retained by the District. 27.5% of the respondents stated that a percentage of the revenue from forest products were retained by the District. For example, in Kibondo, Mufindi and Rufiji districts respondents reported that 5% of the revenue from forest products is kept by the district authority. Where harvesting happens in a forest reserve or general land owned by the district council, the district retain 100% of the revenues. This was described by officials from Same, Korogwe and Kibaha Town districts. In the case of revenues from confiscated forest resources, 20% of the respondents reported that 5% of the revenue from confiscated products is retained by the district authority for forest management.

Revenue retained in the districts is classified into two categories: 5% is retained in the district account to support the district's development projects including management of the forest resources within the district and another 5% is specifically defined by section 3.4 of the National Guidelines for Sustainable Harvesting and the Trade of Forest Produce of 2007, to be set aside for tree planting. However, the guidelines, the national Forest Act 2002, the Local Government Finances Act (Cap 290) and the Local Government Financial Memorandum, 2010 provides for the management of all financial resources in the district to be under the approval of the district's Full Council, and the administration of the DED and district treasurer. Therefore it was reported that in most case these funds are not directly available to the DFO, and its expenditure depends on the district's priorities.

2.2.3.4 Sharing of the Revenues from Forests with the Village Authority

Villages which hosts the forests that are being harvested or those adjacent to such forests

are not legally entitled to receive a share of the revenues collected from forest royalties or fines and selling of confiscated forest produce unless within a village forest reserve. However, different districts have established independent mechanisms to allow the villages to collect some revenues from the harvesting process, as a way of building good relations with the villages in forest management especially when dealing with illegal forest practices. Also it was reported that some villages charge the harvesting companies a certain amount for supporting the village development activities or payments for the meeting allowances when the village council members meet to discuss the process of issuing permits. Only those villages with legally established VLFRs supported by annual harvesting plans can collect forest royalties.

22.5% of the respondents reported that they send back a certain percentage of revenues to the villages in which harvesting is done, or those adjacent to the forest in which harvesting has happened. For example Mufindi district reported to send 9%, Rufiji 5% and Korogwe 20% of the revenue back to the village.

Villages with VLFRs collect revenues directly from the harvesting companies and are entitled to keep 100% of such revenues at the village. Districts can agree with the villages that the District will receive a certain percentage of the revenue collected from its VLFR, in order to facilitate the district to provide technical support to the village. For example, the respondent for Kilwa district reported that the District collects 5% of revenue from most the villages with VLFRs.

2.2.4 The Districts' Expenditures for the Revenues Collected from Forest Resources

District revenue from forests are intended for district developments interventions, forest management and tree planting. The study wanted to understand how the revenues are actually spent and the results are as summarized in the figure below. It shows that, 63% of the respondents stated that, the revenues from forest products are allocated according to the districts' overall priorities, whereby, in most cases, forest management is not among the top priorities. 17% of the respondents reported that some of the revenues are spent on facilitating PFM activities and 10% maintained that the expenditures are based on TFS directives. Villages which receive revenues from forests either through the districts or by direct collections of royalties from their VLFRs, plans the expenditure on their own, based on the village priorities.

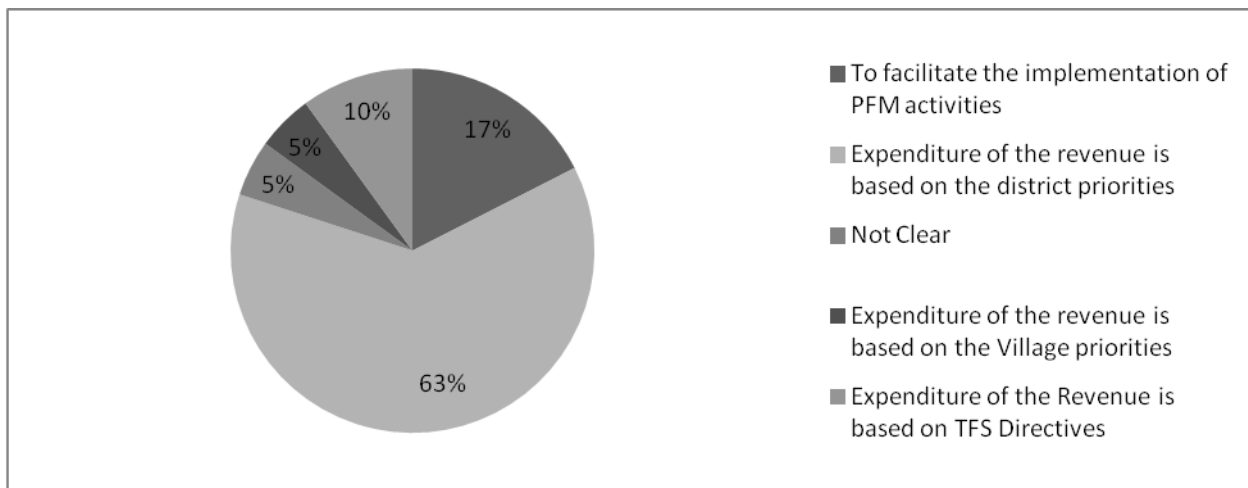


Figure 5. Expenditure of Funds collected from Forest Resources in Districts.

2.2.5 Decision Makers on Expenditure of money from Forest Resources in the Districts

According to the Local Authority Financial Memorandum 2010, the district's full council is responsible for all decisions concerning the district budgets and expenditures. The District Executive Director (DED) is the overall incharge on management of the Council's expenditures, revenues, assets and liabilities, and s/he has to ensure the existence of a formal and satisfactory system of financial administration in the district. Therefore, both the Full District Council and the DED are the decision makers on expenditure of the revenues from forests as it was also narrated by about 54% of the district forest officials who responded on the district dashboard questionnaire.

Based on the Local Government Finances Act (Cap. 290) the Minister responsible for Local Government makes the final review of the district budgets before they are sent to the Parliament for the final discussions and approval. About 21% of the respondents clarified that, the Government Permanent Secretary from the Ministry of Regional Administration and Local Government Authorities is also a decision maker on the expenditure of the district forest management revenues. The Heads of the District Forest Department and DFOs participate in the decision making process, only during budgeting and planning of the district annual plans.

As it has been clarified early some amount of money collected from forests is retained at the village directly, or sent back to the village by the district authorities or sometimes villages collect money from the VLFRs directly. It follows that, decision makers on expenditure of this money is the village government as it was mentioned by 21% of the respondents in the district dashboard survey. Although the Local government Act 1982 requires the village council to seek the approval of the village assembly for that matter, another dashboard governance survey conducted by MJUMITA at the villages levels, found that in 74.2% of the surveyed villages the village council did not seek the approval of the budget by the village assembly.

The process of making decisions on budgeting and expenditures of money in the districts was described by most forest officials as very bureaucratic. The budgeting process is

supposed to start with *opportunity and obstacles to development (O and OD) survey* at the villages, to identify different opportunities and obstacles to development at the villages, the results from which are compiled to develop the district's strategic plan. Before making an annual budget, the district has to receive the directives from the Ministry responsible for Local Governments on the central government's priorities of the particular year and the maximum budget for the particular district. The district budget is then prepared at the level of departments, then approved by the council management team (CMT) followed by the Full Council, then District Advisory Committee (DCC), Regional Advisory Committee (RCC), and goes to the Ministry responsible for Local authority before it is tabled in the parliament for final approvals.

Therefore district forest authorities have no direct decision on how to spend money collected from the forest resources and that availability of money for forest management is very limited because forest management is not prioritised by the Government in budgeting and allocation of funds.

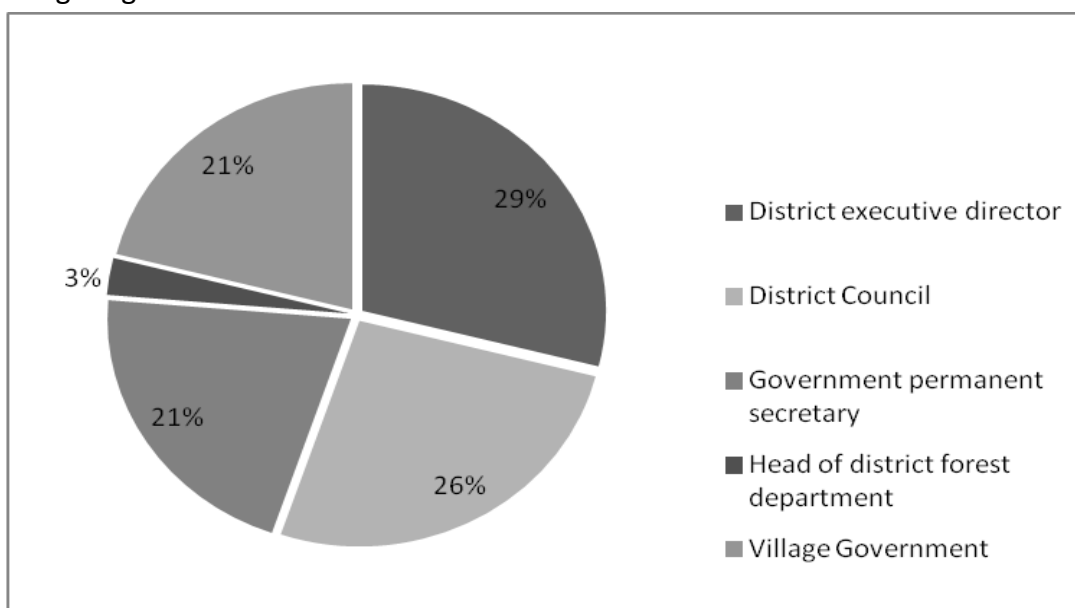


Figure 6. Authorities which make decision on expenditure of Money from Forests in the Districts.

2.3 PROCEDURES FOR HARVESTING FOREST RESOURCES IN THE DISTRICTS

Sections 11 and 30 (a) of the National Forest Act 2002 provides that, management of all forests shall be in accordance with Forest Management Plans (FMPs), which define the management objectives by which the forest management authorities shall achieve the sustainable management of the forest resources over the period for which the plan has been prepared.

2.3.1 Districts issuing forest product harvesting permits

72% of the districts that participated in the survey had issued permits in the previous 12 months for harvesting forest resources from forests found in their districts. 28% of the Districts stated that they had not issued harvesting permits in the past 12 months because, in some districts like Same, Moshi, Lushoto and Mufindi, Muheza, Kilolo,

Kilombero, Korogwe etc harvesting was banned to allow the forests to regenerate after prolonged illegal logging. In these districts most remaining forest areas are catchment forests and nature reserves where harvesting is prohibited. According to DFOs from Mufindi and Kilolo districts, and those from Tanga and Kilimanjaro regions, harvesting was banned as a result of long term unsustainable harvesting and in order to safeguard the Catchment forests where harvesting is strictly prohibited.

The number of permits issued varies between the districts that participated in the survey. Generally the survey found that, 5494 permits equivalent to an average of 170 permits were issued in 16 districts in the past 12 months. More than 75% of the permits come from Rufiji and Kibaha Rural Districts alone, and most of them were for charcoal production.

S/N	District Name	Total no of permits issued	Percentage of all permits in the surveyed area
1	Rufiji	3022	55.01
2	Kibaha Rural	1300	23.66
3	Mkuranga	400	7.28
4	Kisarawe	360	6.55
5	Kilwa	120	2.18
6	Lushoto	95	1.73
7	Ulanga	31	0.56
8	Kiteto	30	0.55
9	Kondoa	30	0.55
10	Kilosa	30	0.55
11	Iringa Rural	28	0.51
12	Korogwe	17	0.31
13	Mufindi	15	0.27
14	Muheza	10	0.18
15	Mkinga	4	0.07
16	Lindi	2	0.04
Total	16	5494	100.00

Table 2. Number of forest product harvesting permits issued in 16 Districts.

2.3.2 District Forest Harvesting Committees (DHCs)

District Forest Harvesting Committees are responsible for overseeing the implementation of the forest harvesting procedures. The main functions of the committee are to receive and evaluate applications for harvesting of forest products, such as firewood, charcoal, logs, timber and poles. Other functions include the designation of harvesting areas within the district; preparing and coordinating harvesting plans; and reviewing quarterly reports on harvesting activities from the District Forest Officer. The committee prepares and maintains a register of all charcoal and timber dealers in the district, which is kept under the custodianship of a District Forest Officer (NAOT, 2012; MNRT, 2007).

2.3.3 District Harvesting Committee Meetings

One of the responsibilities of the DHC is reviewing quarterly reports on harvesting activities from the DFO (CAG 2012), implying that, the committee has to meet at least four times per year. The survey found that, out of the 72% of districts which issued harvesting permits, 17% of them had not conducted any harvesting committee meetings over the past 12 months; 28 % of the districts had conducted 1 meeting; 28 % had conducted 2 to 3 meetings and 28% had conducted 4 or more meetings, as indicated on the figure. The survey found that, the number of DHC meetings, are independent on the number of harvesting permits issued. For example, Rufiji and Kibaha rural which account for so many of the permits conducted only 2 and 1 DHC respectively, while Kilwa and Mufindi which had fewer permits had 4 DHC meetings, in the past 12 months prior to the date on which the survey was conducted.

Reasons cited for DHC meetings being conducted less frequently than is required included 'inadequate funds for convening the meetings' and 'poor attendance as some members of the DHC accord low priority to the DHC meetings'.

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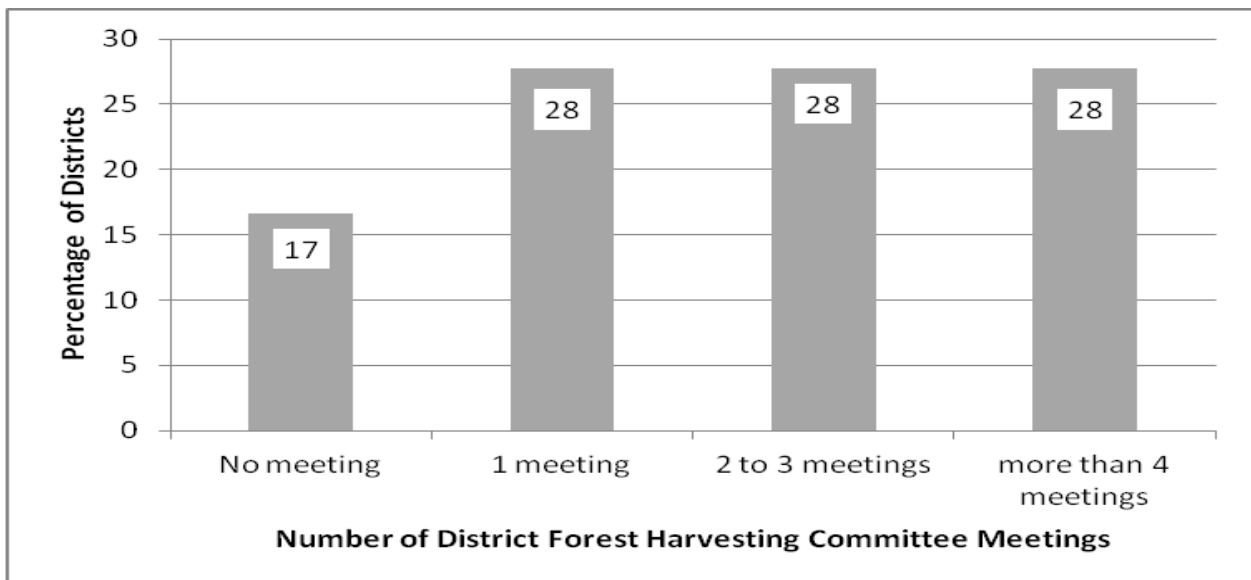


Figure 7. Number of District Forest Harvesting Committee Meetings per year.

2.3.4 Composition of the District Harvesting Committee Meetings

According to the national Guidelines for Sustainable Harvesting and the Trade of Forest Produce of 2007 and the Government Notice No. 351 of 1st October 2013, DHCs are chaired by the District Commissioner (DC) - a position which is a presidential appointee, and its secretary is the District Executive Director (DED). Other members include, District Water Engineer (DWE), District Natural Resources Officer (DNRO), District Forest Officer (DFO) and Village Executive Officers (VEOs) and village chairpersons, from the villages with forest resources or adjacent to the forest reserves proposed to be harvested.

The district dashboard survey found that 76% of the respondents stated that in their

District, Village Chairpersons and Village Executive Officers (VEOs) were involved in all DHC meetings that were conducted; 4% stated that village leaders were present in 50 % or more of meetings; 4 % stated that village leaders were present in < 50 % of meetings whilst 16% of the respondents did not involve the village leaders in the meetings that made decisions to issue harvesting permits.

The participation of the communities in the process of harvesting forest resources is a crucial step to ensure that they are actively involved in forest management in their villages. Village leaders and communities at large are responsible to support the DFOs to ensure that, harvesting companies adhere to the requirements of their licenses, and that the process of harvesting forest products is done in accordance of the FMPs.

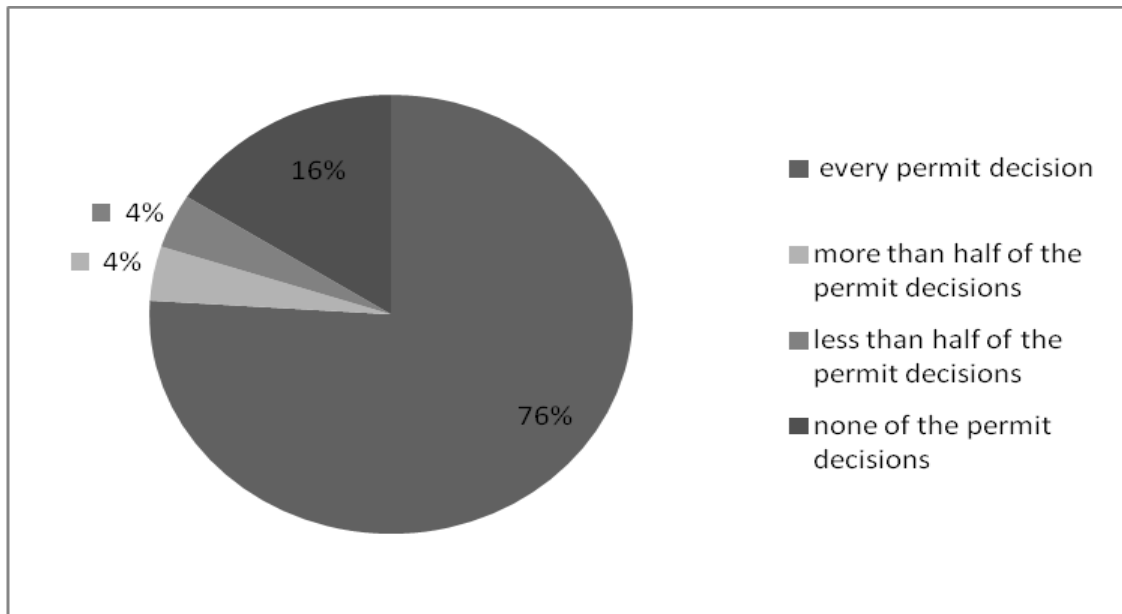


Figure 8. Participation of Village Leaders in Making Decision to Issue Harvesting Permits in Districts.

2.3.5 The Forests in which Harvesting of Natural Resources is allowed with Permits

According to Fourth National Report on Implementation of Convention on Biological Diversity (CBD); 2009, about 88.2% of the forest estate of Tanzania is open for production purposes. This include 394 forest reserves (11,134,558 ha) and 18,401,231 ha of village land (categorized as general land by TFS), which covers 33.2% and 55% of the country's total forest estate respectively as summarized in the table below.

Table 3. *Distribution of Forest and Woodland Resources by Category and use.*

Forest Use	Number of Forest Reserves	Area (ha)	% of total Forest Estate	Remarks
Production	394	11,134,558	33.2	
Protection	421	3,956,210	11.8	Mainly protecting critical water sources and fragile land

Forest Use	Number of Forest Reserves	Area (ha)	% of total Forest Estate	Remarks
Sub-Total	815	15,090,798	45	Forests with legal status
Production and protection	No legal status	18,401,231	55	These are the forests and woodlands that exist on village land outside of village land forest reserves.
Total Forest Estate		33,500,000	100	

Source: VPO, 2009.

Villages with VLFRs can collect revenues from forests if they have approved FMPs and bylaws, and Annual Harvesting Plans (AHPs). By 2008, the country had a total of 2328 villages from 63 different districts had engaged in PFM, out of which only 550 had declared/gazetted village forest or signed Joint Management Agreements (*URT 2008; VPO 2013*). However, it is only in a few villages in Lindi, Kilwa, Kiteto and Muheza districts that VLFRs have been established with annual harvesting plans hence they are supported by the district to issue harvesting permits and licenses.

Zone	Region	District	Forests
Southern	Lindi	Lindi	Mihima VLFR & Nndawa VLFR
Southern	Lindi	Kilwa	Nainokwe, Nanjilinji, Kikole, Kisangi, Liwiti VLFRs
Central	Manyara	Kiteto	Suledo Community forest reserve
Northern	Tanga	Muheza	Community forests depending on their Management Plans

Table 4. Village Land Forest Forests with Harvesting Permits from Different Companies.

2.3.6 Identifying the basis for Districts to issue harvesting permits

According to sections 49 and 58 of the National Forest Act no 14 2002, harvesting of any forest produce is only possible if the person / company doing the harvesting, has a valid harvesting permit and license, previously sought and obtained for that purpose, and transportation of the same is only permitted by valid transport certificate. The subsection 4 (a) of section 49 of the National Forest Act no 14 2002, provides for restrictions to grant harvesting permit to any person unless the activity in respect of which the permit is applied for is consistent with the FMP applicable to the forest reserve where it is proposed to undertake the said activity.

According to the Controller Auditor General (CAG) special audit report in the Ministry of Natural Resources and Tourism (MNRT) 2012, it was found out that only 4 % (35) of the forests in the country have FMP and the remaining 96% do not have such plans. Similarly, out of the 35 FMPs prepared by DFOs, only 11 were approved by the MNRT because they met the required standards set. Moreover, most of the forest reserves with approved

management plans are nature reserves where harvesting is prohibited. Therefore it follows that, out of 394 forest reserves which are categorized for production (VPO, 2009), harvesting permits should not be issued, otherwise the process cannot be in accordance to the law.

Based on interviews with district forest management officials, the survey established that, most harvesting permits are issued on the basis of recommendations of the National forestry inventory report (2005). Permits issued for harvesting from forests and woodland on village land (erroneously described as general land in many references) are not based on any assessment of the resource nor on any management plan. This means that forests are being harvested without taking into account the requirements of the national Forest Act no 14 2002, and its regulations of 2004. Such unplanned harvesting is inevitably unsustainable. The approach is more akin to forest mining than forest management.

49% of the respondents reported that they issue a fixed number of permits in an attempt to ensure that forests are sustainably managed. However, since most reserved forests in the country have no FMPs, and since most harvesting activities are done in unreserved forests on village land lacking even an estimate of the available biomass, there is no clear cut mechanism to match the volume of wood permitted for harvesting with the available volume of wood based on sustainable harvesting calculations. This situation is then exacerbated by a failure to monitor the actual harvesting.

The survey documented various reasons for issuing harvesting permits including to provide timber for the construction of communities' social services infrastructures; to meet basic needs like houses and furniture; and for trade.

In some districts including Korogwe, a few respondents (9% of all respondents) stated that there are cases where unlimited number of permits (presumably for an unlimited volume of wood) is available to anybody for any reason. This suggests that in such circumstances, in those districts, sustainable management of forest resources is not considered at all in the decision making process, and harvesting process is not done according the law

In some districts like Uvinza, Kiteto and Kondoa, respondents stated that, permits are not issued for commercial trade, but they are issuing permits only where there is a need for forest resources by communities. In other districts like, Iringa rural, Mufindi and Kilosa, permits are issued both for commercial purpose and community needs. Generally 42% of the respondents reported that, they issue permits for forest products that are needed by the community especially in case the villages need them for construction of the social services like furniture for schools and hospitals.

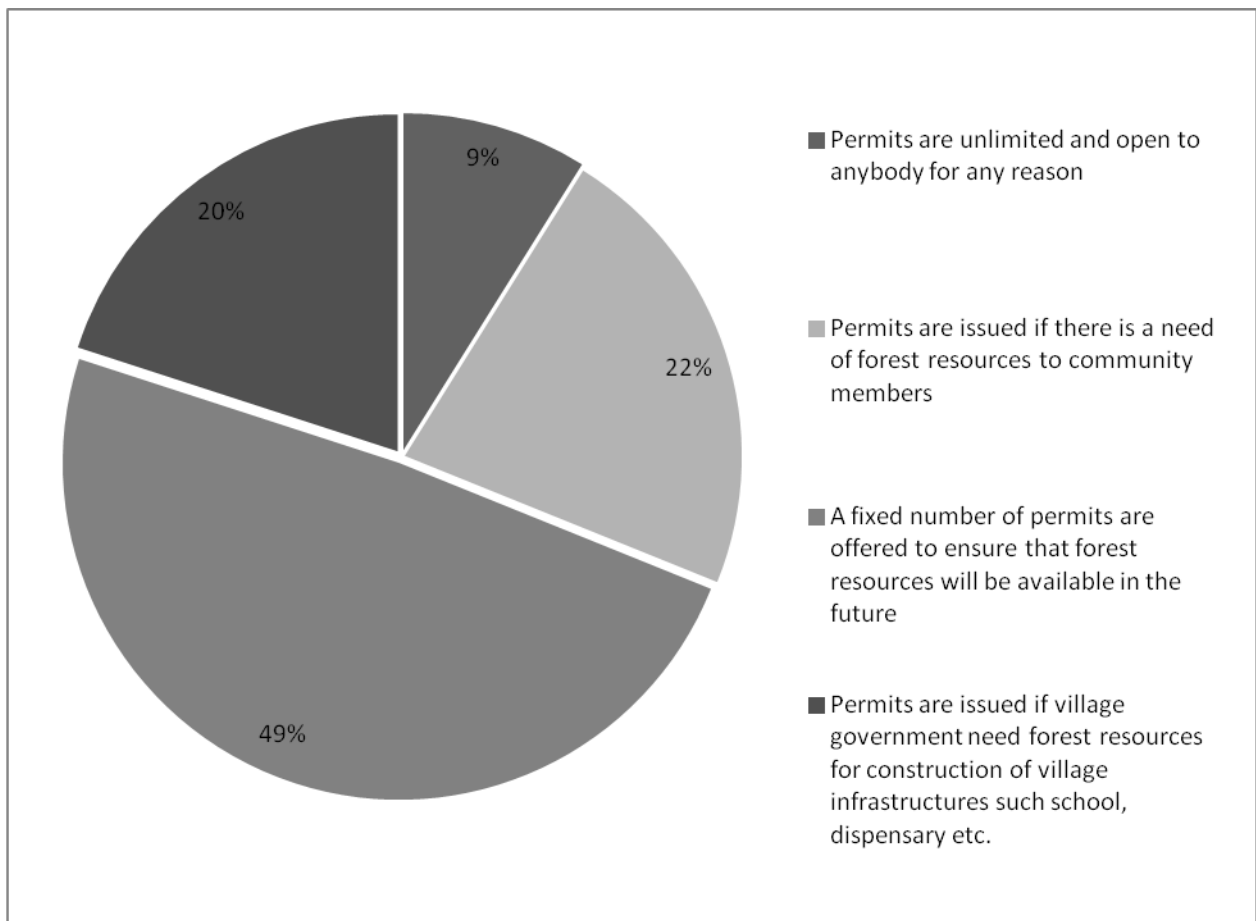


Figure 9. Criterion for Issuing Permits for Harvesting Forest Resources.

2.3.7 Communities Benefits from Harvesting Permits

As discussed in section 2.2.3.2 and 2.2.3.3, revenues collected from forest royalties from forests in the village land outside VLFRs are centralized. This survey aimed to learn from the practices of district forest management officials, on how residents from the villages where harvesting permits are issued, benefit from the harvesting process. About 14% of the respondents reported that, all revenues collected from harvesting permits from the VLFRs are retained in the villages directly. This occurs in the districts which have sustainable harvesting in the VLFRs as described in section 2.3.5. However, in some districts like Kilwa and Kiteto villages agreed to pay the districts 5% of the revenues, so that the district gets some funds for supporting the villages.

The districts officials reported that, 100% of the revenues collected from the forests found in the village land outside VLFRs, and Forest Reserves owned by the central government are taken to the central governments treasury and managed by the central government organs like MNRT, TFS and TFF. However, districts charge an additional 5% to the harvesting companies to contribute revenue to the districts' treasury.

About 58% of the respondents reported to retain a certain percent of revenue at the village or collect and send it back later to the village where harvested forest is found or is adjacent to. However, this amount is not legally defined so it is under the jurisdiction of

the district authorities and TFS managers in the particular district. The district forest management officials explained that, this is done in different modalities including:

- a) Village Councils charge the harvesting companies or businessmen costs for conducting village meetings to discuss and agree to accept his / her harvesting activities in the villages.
- b) Village governments charge the harvesting companies or businessmen a certain amount of money as contributions to village development projects. There is clear modality on how much is charged for how many kilograms of charcoal or cubic meters of timber from which tree species. The amount charged is either paid directly at the village or at the district and later sent back to the village.

Villagers from MJUMITA networks from the villages adjacent to private companies owning forest plantation farms especially those from Korogwe and Lushoto, claimed that the large scale logging companies had never contributed to the development of their village. The total amount received by the villagers from the small timber harvesting permits is far larger than contributions from the large scale logging companies or government assistance (Limberg, 2000).

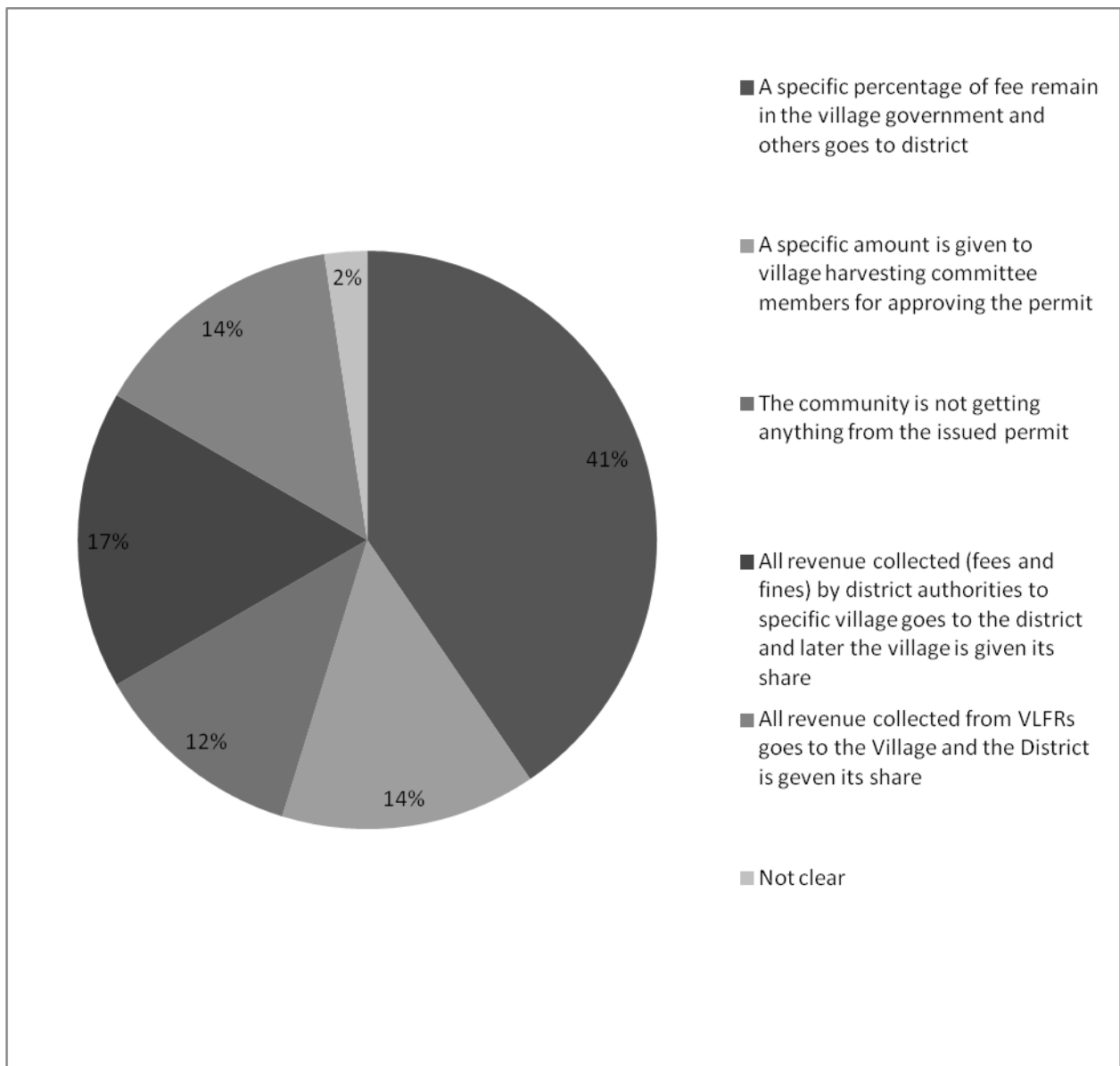


Figure 10. Benefits from Harvesting Permits Issued for Harvesting Forest Resources.

2.4 DISTRICTS FOREST CRIME MANAGERMENTS

2.4.1 DFO perceptions of trends in illegal harvesting

The survey aimed to understand the perception and experience of the district forest officials on whether illegal cutting in the forests is decreasing or increasing. The study found that 63% of the district officials think that illegal cutting has decreased and 37% of respondents think that illegal cutting is increasing. The Northern Zone unanimity in perceiving a decrease in harvesting may reflect the logging ban in that zone.

Zone	Illegal cutting increasing	Illegal cutting decreasing
Southern	7%	15%
Western	10%	0%
Central	2%	0%

Northern	0%	20%
Eastern	7%	15%
Southern Highland	10%	15%
Total	37%	63%

Table 3. Perception of District officials on Illegal Cutting.

2.4.2 Reasons for increases in illegal harvesting

The Districts forest officials, linked different problems facing district forest management interventions with increasing illegal harvesting of forest products. The Problems and the percentage of the respondents who mentioned them are as follows

- a) Inadequate budgets to facilitate Forest Management activities (87%)
- b) Shortage of staff in the districts' forest sector (85%)
- c) Shortage of working facilities such as vehicles, motorbikes, bicycles etc (79%)
- d) High dependence on forest resources by people living adjacent to forests contributes to increased illegal harvesting of timber, charcoal making and cultivation within the forest (69%)
- e) Most VNRCs do not have the capacity to manage their forests because they lack patrol equipment (uniform, boots) training and allowances (69%)
- f) Wild fires and poaching (62%)
- g) Corruption (28%)

2.4.3 Number of Patrols conducted and participation of Communities

As one of the practices of ensuring that, forests are protected, and communities are participating in forest conservation, district forest authorities need to conduct frequent patrols with the village authorities and/or community representatives from the villages with forests or adjacent to the forests in which patrols are undertaken. The survey established that, in the past 12 months, a total of 728 patrols were conducted by the district forest officials in 23 out of 25 of the districts that participated in this survey. Two districts namely Kibaha town and Ilala could not provide records on the number of patrols conducted. In 440 patrols or 60% of all patrols conducted, the district patrol teams worked closely with the village authorities and 89% of the respondents reported to have received good support from communities during the patrols.

District Name	Total Number of patrols	Number of Patrols with Participation of Village authorities	% of patrols with participation of Village authorities
Lindi	51	43	84.31
Kilwa	16	16	100.00
Uvinza	18	8	44.44
Kibondo	24	16	66.67
Kiteto	96	96	100.00
Kibondo	35	0	0.00
Kondoa	10	10	100.00
Moshi	99	0	0.00
Same	48	28	58.33

District Name	Total Number of patrols	Number of Patrols with Participation of Village authorities	% of patrols with participation of Village authorities
Kilosa	24	18	75.00
Kilolo	43	43	100.00
Iringa Rural	58	26	44.83
Mufindi	17	11	64.71
Mkuranga	10	9	90.00
Mufindi	12	0	0.00
Ulanga	2	0	0.00
Mvomero	12	12	100.00
Korogwe	20	15	75.00
Kibaha Town	0	0	0.00
Kisarawe	48	24	50.00
Ilala	0	0	0.00
Kilombero	12	6	50.00
Lushoto	4	4	100.00
Rufiji	2	0	0.00
Mkinga	14	14	100.00
Muheza	26	26	100.00
Kibaha Rural	3	2	66.67
Average	26.07	15.81	58.15

Table 5. Number of Patrols in Districts and Proportion with Involvement of Village authorities.

It is notable that the districts issuing the highest volume of permits (see Table 2) have some of the lowest patrol rates. For example Rufiji District issued 3022 permits and yet conducted only 2 patrols neither of which involved communities; Kibaha Rural District issued 1300 permits and conducted 0 patrols; and Mkuranga issued 400 permits and conducted only 10 patrols.

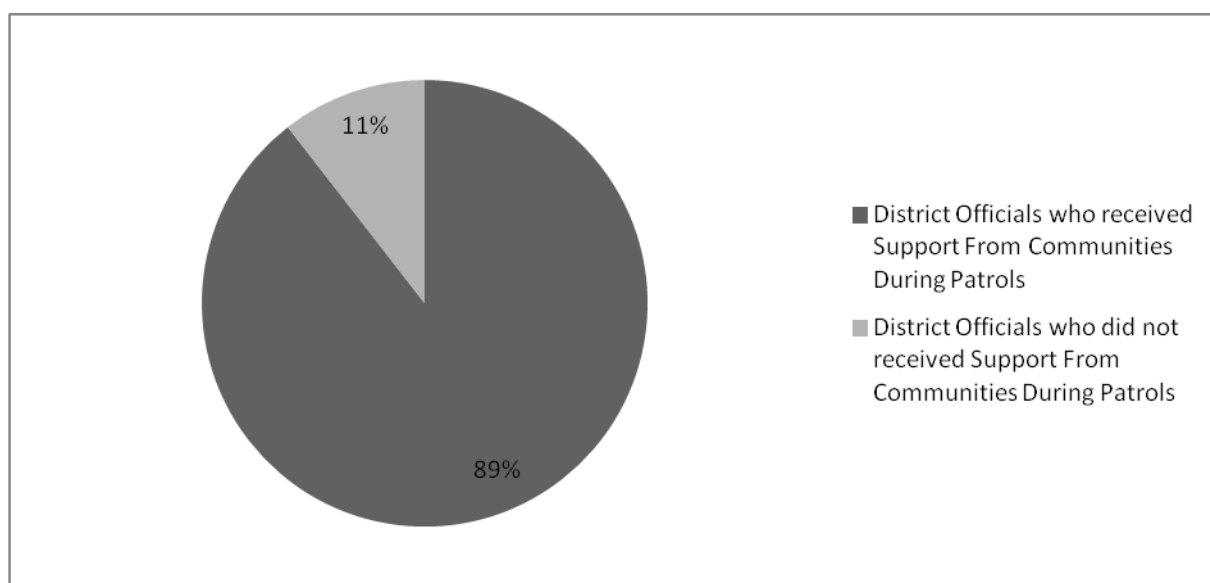


Figure 11. Community Support in Forest Patrols.

2.4.4 Forests Crimes Reported by Village Authorities and Actions Taken

The district dashboard survey found that, 21 out of 25 surveyed districts recorded a total of 423 forest crimes reported by communities from their respective villages. Out of those reported crimes, district forest officials responded to 345 (equivalent to 82%) crimes, resulting in penalties for those who committed the forest crime. In 226 (66 %) of these cases (or 53 % of all reported crimes (n = 423)), culprits were punished, whereby fines were charged to them and the illegally harvested forest products were confiscated and others were referred to the courts of law. The survey data indicates that in 159 cases (38% of the reported crimes and 46% of the responded ones), fines only were administered to culprits. In 60 cases (14 % of reported crimes), the perpetrators were referred to the courts of law for further action.

Results from Village dashboard survey conducted by MJUMITA in the villages engaged in PFM from the same districts indicate that, there were 47 villages that reported a total of 115 forest crime cases to the district authorities, where district authorities responded to 62 cases (54%) and in 33 cases equivalent to 53% of the responded, culprits were punished.

Moreover, the village dashboard survey found that, 30 villages reported 43 cases to police, where by 26 cases (60%) were responded to, 19 cases (73% of the cases that were responded to) were referred to the courts of law, and 9 cases (47%) resulted in punishment.

These results indicate that there is widespread cooperation between communities and district forest authorities in addressing illegal harvesting with most crimes be resolved without going to court.

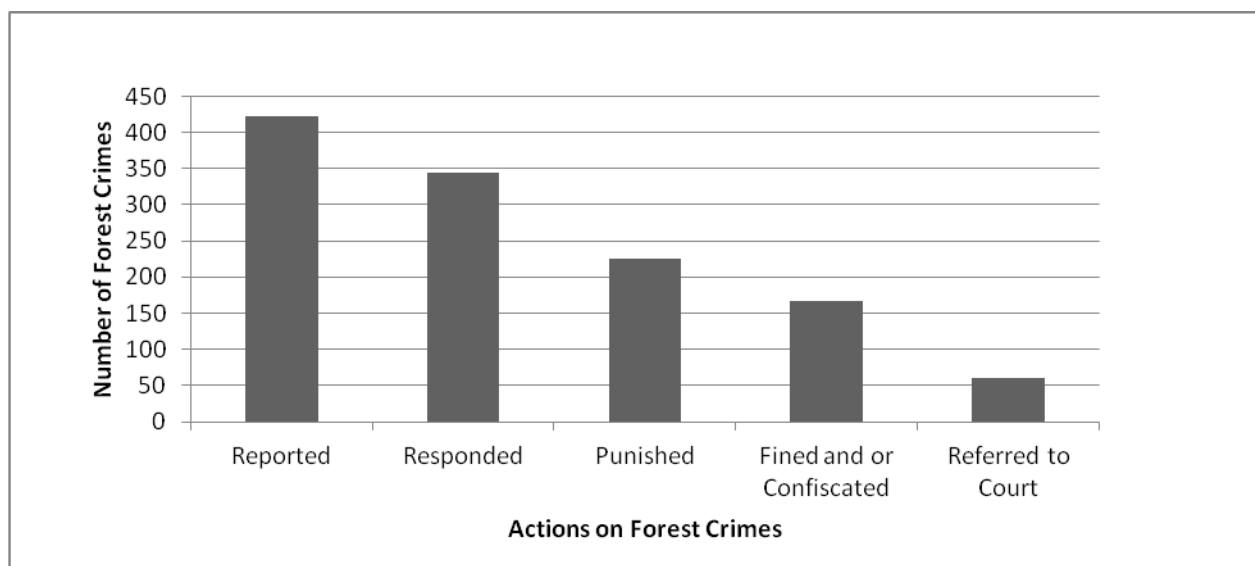


Figure 12. Action taken in response to forest crimes that are reported by communities.

2.4.5 Hearing of the Forest Crimes in the Courts of Law

The survey wanted to assess whether the hearing of the forest crimes referred to courts of law is done on time or not. About 75% of the respondents maintained that, hearing of the forest crimes in the courts of law, are subjected to frequent postponements of the cases. The respondents clarified that, this makes the proceedings of the forest crimes expensive, technically challenging and time consuming and that, sometimes they consider the act of taking the crimes to the court of law as the very last option.

52% of the respondents were of the opinion that, when offenders are punished by the courts of laws, the punishments that are administered act as an effective deterrent against future violation of the forest laws. In contrast, 48% of the respondents claimed that, the courts the penalties imposed by the courts are too low and so the offenders continue to operate illegally.

2.5 DISTRICT'S RECORD KEEPING AND MANAGEMENT

2.5.1 Districts which keep records and types of records kept

Accurate, complete, and well-organized records are important for a number of reasons but especially for reporting forest management expenses and revenues for income tax purposes. The national CBFM guideline of 2007, Guideline for Joint Forest Management (JFM) of December 2013, and the National Guidelines for Sustainable Harvest and Trade on Forest Produce of 2007, requires record keeping by all institutions responsible for forest management in the country. Record keeping provides information needed to make wise forest management decisions. Records are one of the keys to having a successful and sustainable forest resource to enjoy for many generations.

The forest legislation and regulations require various forest-sector stakeholders to keep different records and documents. This information includes several types of receipts as well as permits and licenses. According to REM 2009, districts keep a lot of information on forest trade and harvesting processes, and access to the documents is never denied when visiting the DFOs with senior staff from higher government ministries and that some courtesy is extended to a person who can present letters of introduction from District Executive Director or other top offices.

85% of respondents reported that they keep records on income, expenditure, revenue sharing with the villages, and patrols. Some district forest officials keep records through monthly and quarterly reports. While some respondents from some districts (15%) including those from Ilala, Kilombero, Kibaha Rural and Mtama division in Lindi district, reported not to keep records on forest management

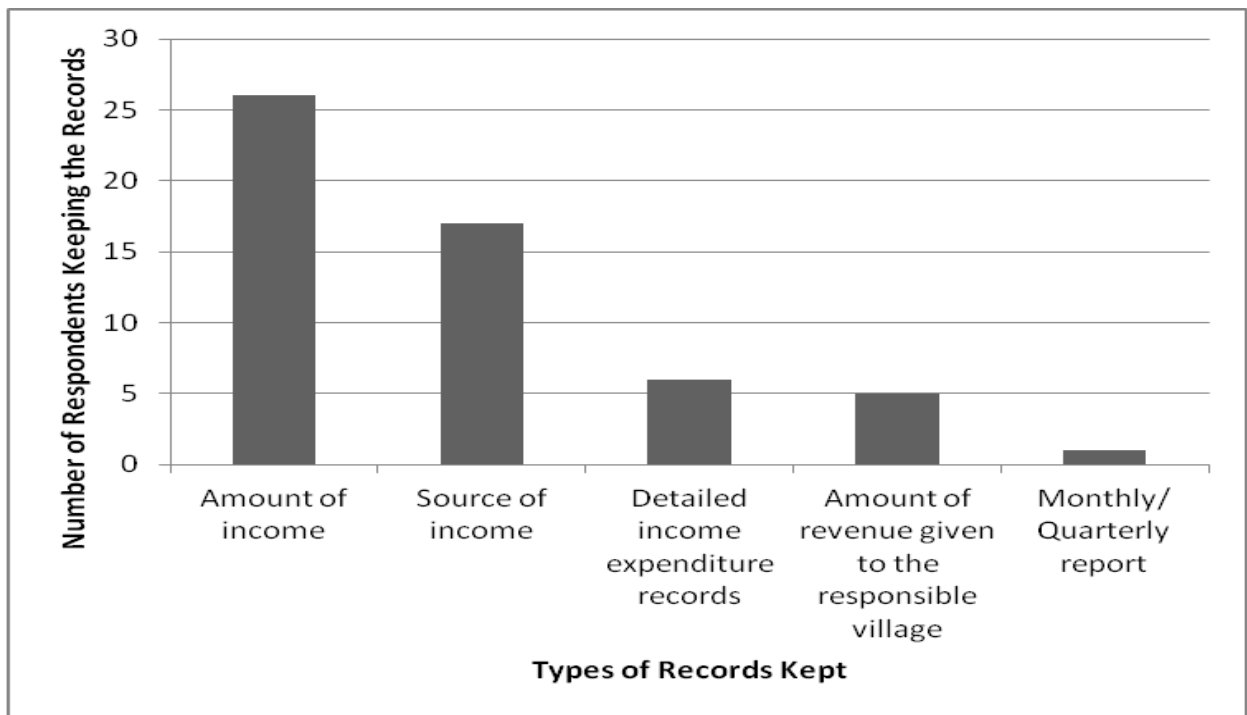


Figure 13. Record-keeping by Districts Forest Officials.

2.5.2 Sharing of Forest Management Information to the Public

Accessibility of information enables the public to participate in decision making processes, especially on issues benefiting the community in general and understanding the progress of activities stipulated in the districts' strategic plan with regard to forest management. Sharing of information is an important requirement of making forest management processes participatory, because it enable the public to understand the key issues happening in forest management and rise the attention of the communities to take part in the process.

Section 7 of the Forest Act 2002 requires the forest managing authorities to provide and disseminate information and guidance, to members of the public in connection with the implementation of forest management activities.

In ensuring that community members are effectively engaging in the management of forests resources; there should be a mechanism which allows them to access information regarding forest management and this information should be written in simple language and should be freely available in the village government offices.

65% of the respondents reported that, they share information regarding forest management with the public, whilst 35% of respondents stated that they do not share information with the public. The respondents narrated that, the kind of information shared with the public includes, the district harvesting plan, the amount of revenue generated for the district from fees or fines on forest resources from land in or near the village and the district strategic plan and budget

3 CONCLUSIONS AND RECOMMENDATIONS

3.1 Conclusions

3.1.1 The Districts' Forest Management Budget is Overlooked

The district forest governance monitoring survey has shown that DFOs across the country consider that they cannot do their jobs properly because of inadequate and delayed funds for implementing their activities with 92 % complaining about delays in releasing funds. There is a widespread perception that the forest sector is not a priority for central and local government authorities in allocating funds. Therefore, planned activities such as forest inventories are continuously forwarded to the next financial year; patrols and tree planting rarely happen; and government monitoring of forest product harvesting is not carried out on-site and instead Districts are issuing the hammer-stamps along the roads or even at the District office making it impossible to determine the source of the forest products. This means that the District cannot distinguish between forest products from protective reserves; or from other areas and have no way of accurately knowing actual harvesting rates in any particular forest thereby rendering it almost impossible to provide oversight for sustainable harvesting in their District.

3.1.2 Harvesting Permits, FMPs and Community Participation in Harvesting Decisions

Most districts are collecting forest royalties from the companies or individuals who are harvesting forest resources from the forests found in the respective district. In most cases the respondents mentioned that harvesting is done in forests on village land (frequently incorrectly referred to as general land), which are unreserved, un-surveyed and for which no data on the available resource is available, hence they have no forest management plan. The VPO 2009 report mentioned that the country has 394 forest reserves (FRs) established for production, while the report of CAG January 2012, maintained that only 4% of the FRs (equivalent to 35 FRs) in the country have prepared FMPs, out of which only 2% (equivalent to 11 FRs) have approved FMPs. While the National Forest Act of 2002 prohibits harvesting permits to be issued in forest which have no FMPs, district have continued to do so based on the directives of the government and estimates made based on the national inventory report of 2005.

While villages with VLFRs are restricted from doing harvesting without having sustainable harvesting plans, the government is continuously doing so in the general lands within the villages. Since the process of establishing VLFRs and the sustainable harvesting plans is very expensive, and most villages which have managed to do it have succeeded to do so as a result of financial support from donors, there is a concern among the villagers that still they are not benefiting from the forests found in the village land.

During the survey, DFOs in most districts stated that the harvesting decision making process actively involves the community leaders. Most DFOs stated that, a company or individual can only seek a harvesting permit from the district if s/he can present the meeting minutes from the Village with the forest resources to be harvested; and indicating

the approval of the request by the village council. Districts officials stated that, they also share their annual harvesting plans with the public.

These statements are in contrast to a concern that has been expressed in many villages in which TFCG and MJUMITA serve that the majority of community members are not aware of the harvesting processes because they are not getting feedback from their leaders on what is going on. There is also a concern that VNRCs are not participating in the harvesting permit decision making process, and that members of the village council make harvesting decisions without consulting them or reading the VNRCs' reports, and hence without knowing the status of the forest from which they are allowing harvesting to continue (because members of village council do not conduct forest patrols), and finally without considering the need for availability of the forests resources for the future generations.

3.1.3 Distribution of Income from the Forests is Irrational.

As it has been narrated in this report, the share of forest royalties and revenues from fines and selling of confiscated forest products, collected at district level is skewed 95% to 5% in favor of the central government authorities. For this reason, the DFOs who are working to conserve forests and collect revenues for the central government but are accountable to the DED, may not be allocated a reasonable share of the districts' budget since it is perceived that little benefit from forests or from their works returns to the districts' account. Furthermore, the 5% that is retained at the districts is not made directly available to DFOs for forest management or tree planting, but is instead kept under the custody of the district treasury and its expenditure is mostly based on other district priorities as narrated by 63% of the respondents. The lack of investment in forest management activities at district level poses a serious challenge to DFOs on how they can carry out forest management activities as per the requirements of the national forest management policies and laws. The government's failure to prioritise the forestry sector also demoralizes the DFOs and gives them a bad public image as they are perceived not to be doing their jobs properly.

As discussed earlier in this report, most harvesting of natural forest is done in unreserved forests on village land. Section 4 of the Forest Act of 2002, classifies unreserved forests on village land as 'general lands' although this conflicts with the definition of village and general land as per the Land Act and Village Land Acts. In the absence of a village land forest reserve, villages are not legally entitled of a share of revenues collected from such forest resources. Although the village leaders are involved in the process of making decisions to issue harvesting permits, their participation makes no direct reward to the village, but is only meant to support the central government to collect its revenues from forests more efficiently. As a result, although forests from village land are continuously being harvested, and village leaders are actively participating in the process, royalties from such resources are not contributing to village development. Sometimes districts and villages are establishing their own principles, independent from those stipulated in the Forest Act and its regulations, to allow the villages to collect some revenues from forests.

The process is not maintaining the morale of village leaders and communities at large, to participate in forest management practices, notably supervision of the harvesting permits and reporting illegal forest practices.

3.1.4 Participatory Forest Management Practices

DFOs interviewed in the current survey describe active participation of village leaders and communities in forest management in Tanzania. The district dashboard survey found that, in 21 of the districts that were included in the survey, a total of 423 forest crimes were reported by communities, whereby 82% of the incidents were worked upon through a close cooperation between the village leaders and the DFOs. Also, the survey found that, in the 12 months preceding the survey, a total of 728 patrols were conducted by district forest officials in 23 districts with village authorities participating in about 60% of them, the district patrol teams worked closely with the village authorities. 89% of the respondents reported to have received good support from communities during patrols in unreserved forests on village land and in government forest reserves. This highlights the important role that communities are playing in supporting the government in forest law enforcement.

3.1.5 Devolving costs, centralizing revenues

In Tanzania, community based forest management allows communities to establish community forests or VLFRs on village land. This is well stipulated in the National Forest Policy 1998 and the Forest Act 2002 and devolves power to the communities to decide on the management of their reserves; and to retain revenues from their reserves. Whilst TFS report that there are 480 gazetted or declared village land forest reserves in 69 Districts (TFS, 2012), this survey of 25 districts recorded only 8 VLFRs in which sustainable timber or charcoal harvesting is permitted. This suggests a trend of promoting protective CBFM to the neglect of more productive CBFM which would lead to direct financial benefits for communities with VLFRs. Furthermore the technical challenges and costs for communities to prepare sustainable forest harvesting plans are significant thereby creating a barrier that few communities can overcome without donor support.

This also points to a potential conflict of interest for TFS whereby under the *status quo* TFS currently generate most of their natural-forest revenue from unplanned harvesting of forest and woodland on village land outside of village land forest reserve. TFS categorise this land as 'general land' whilst the Ministry of Lands classifies this land as Village Land. For this forest, Central Government takes 95% of the revenue leaving 5 % for the District and 0 % for the villages under whose jurisdiction the forests are found. Central Government delegate responsibility to the Districts to oversee the harvesting. The Districts have minimal incentive to manage the process sustainably given that they can only retain 5 % of the revenue of which little or nothing goes to the Forest Office. Similarly the District Forest Officials interviewed in this study complain that they are not provided with the resources to oversee the process. As such, the Central Government is benefiting from the mining of unreserved forests on village land and can deflect the blame

for the widespread forest destruction onto the Districts who bear the responsibility for management without being allocated the resources to fulfill their responsibilities. Similarly in the absence of any revenue flowing to the communities from harvesting of forest products on unreserved village land, little incentive is in place for the communities to push for sustainable harvesting.

3.2 Recommendations

Recommendation 1. The forestry sector needs to be accorded greater priority by politicians and government officials so that adequate resources and incentives are in place to manage the forest resource sustainably.

The nation's leaders need to recognize the importance of the forestry sector as a foundation for rural livelihoods; and as the source of ecosystem services that sustain the national economy. Greater recognition of the importance of the forestry sector would help to ensure that those responsible for managing the resource are accorded the resources and attention that they need to implement their roles and responsibilities. The survey indicates that district forest officials are demoralized and ineffective as a result of a professional lifetime of sectoral neglect.

Recommendation 2. To reduce deforestation on village land, more investment is needed for communities to establish productive village land forest reserves; and the process needs to be simplified in order to reduce the cost barrier that prevents more villages from adopting productive management.

By bringing more forest under village control and by empowering the communities to retain the royalties from a larger area of forest and woodland, the responsibilities and resources would be in place at the community level.

Recommendation 3. Allocation of revenues from forest products needs to be reviewed in order to ensure that District officials have the resources that they need in order to implement their jobs.

Recommendation 4. TFS and Districts should abide by the law by only issuing permits for areas for which updated forest management plans are in place.

Recommendation 5. The practice of issuing hammer marks to indicate timber that has been harvested legally should be done at the harvesting site and never along the road or at the District office.

Recommendation 6. Districts should make sure that, village leaders only issue harvesting permits after communicating with the VNRCs and village assemblies; and that the decisions of the District harvesting committees are communicated to the village assemblies of the villages from whose land, forest products are due to be harvested.

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5 ANNEXES

Annex 1. List of Forests with harvesting permits issued in the 12 months preceding the survey.

Zone	Region	District	Names of the Forests with Harvesting Permits
Central	Dodoma	Kondoa	All Open Area of the Forest within the Village
Central	Manyara	Kiteto	Suledo Community Forest Reserve
Eastern	Coastal	Kibaha Rural	Harvesting done in general land of the village
Eastern	Coastal	Kisarawe	Mngwata marine, Vikumburu
Eastern	Morogoro	Kilosa	Forest on General land in 30-40 villages in the district
Eastern	Morogoro	Ulanga	Kimbilu, Kivuoni, Mtimbila, Mpingu, Mwaya Luwyuya, Ilagwa
Northern	Tanga	Korogwe	The trees in farms and wood lots of communities or plantation.
Southern	Coastal	Rufiji	Tamburu, Katundu, Mtita, Luhoi, Mangrovea, Lupigiage, Kichwi hills
Southern	Lindi	Kilwa	General Land
Southern	Lindi	Lindi	Nndawa, Mihima, Namangalea, Mtumbya, Hingawali & Mnamba
Southern Highland	Iringa	Iringa Rural	Kidunda Kiyave, Gangalamtumba, Nyang'oro Forest
Southern Highland	Iringa	Mufindi	Ihantutwa Village- Ng'anga Forest
Western	Kigoma	Kibondo	Kagoti, kinonko & kigendeka
Western	Kigoma	Uvinza	Sambala Forest
Western	Kigoma	Uvinza	Mlima Vijana Forest and Tandala Forest

Annex 3: DISTRICT DASHBOARD QUESTIONNAIRE

BACKGROUND INFORMATION

Name of district Officer: _____

Phone Number of District Officer: _____

District: _____

Region: _____

Zone _____

Name of evaluator _____

Date _____

INFORMATIONS ON FOREST MANAGEMENT PROGRAMS

S/N.	Name of the forest	Name of the villages participating in managing	Type of participatory forest management	Year participatory management process started	Size of forest	Date Forest management plan submitted to district	Date management plan approved by district	Date forest bylaws submitted to district	Date village forest bylaws approved by district	Date JMA agreement signed
1.		a.								
		b.								
		c.								
		d.								
2.		a.								
		b.								
		c.								
		d.								
3		a.								

		b.								
		c.								
		d.								

1. What problems do the district officials face in implementing forest management activities?(*Circle all that apply*)
 - a) Inadequate budgets to facilitate PFM activities
 - b) Shortage of staff
 - c) Shortage of working facilities such as car, motorbike, bicycles etc
 - d) Highly dependence of forest resources of people living adjacent to forest contributes for increase of illegal harvesting of timber, charcoal making and cultivation within the forest
 - e) Most of VNRC do not have the capacity to manage their forests because they lack patrol equipment (uniform, boots) training and allowances.
 - f) Wild fire, poaching
 - g) Corruption

2. Where does the district budget for forest management activities come from?(*Circle all that apply*)
 - a) Donor (DANIDA, etc)
 - b) Central government treasury
 - c) Local government authority (District council)
 - d) Tanzania forest fund
 - e) Others _____

3. Is there an approved budget for Participatory forest management for the past 12 months
 - a) Yes
 - b) No

4. If yes, is the approved budget for PFM consistence with the costing of district strategic plan?
 - a) Yes
 - b) No

5. If the budget is not consistence with strategic plan, what measures are taken to address the problem?(*Circle all that apply*)
 - a) Forwarding the remained activities to the next coming budget
 - b) Travelling in the field with other district officials from those department with fund and implement some of activities
 - c) The district council is topping up money at the PFM budget
 - d) Collecting revenue from fees and fine forest resources and use money to facilitate PFM activities
 - e) No mechanism taken to address the problem

6. Was all money approved available on time?
 - a) Yes

- b) No
7. Is the approved budget known to all relevant stakeholders at the level of implementation?
- a) Yes
- b) No
8. How many patrols did you conduct for the past 12 months _____
9. How many time did you involve village authorities when doing patrol in the nearby forest reserve for the past 12 months _____
10. In general, do you have support from the communities when doing patrol in their village?
- a) Yes
- b) No
11. Is harvesting of natural resources with permit allowed in the forest you are managing?
- a) Yes
- b) No(Why _____)
12. Names of the forests which harvesting of natural resources is allowed with permits

13. If harvesting is allowed with a permit, why are permits issued? *(Circle all that apply)*
- a) Permits are unlimited and open to anybody for any reason
- b) Permits are issued if there is a need of forest resources to community members
- c) A fixed number of permits are offered to ensure that forest resources will be available in the future
- d) Permits are issued if village government need forest resources for construction of village infrastructures such school, dispensary etc.
14. What benefits does the community get from harvesting permits issued in their village forest or village land by district authorities? *(Circle all that apply)*
- a) A specific percentage of fee remain in the village government and others goes to district
- b) A specific amount is given to village harvesting committee members for approving the permit
- c) The community is not getting anything from the issued permit
- d) All revenue collected (fees and fines) by district authorities to specific village goes to the district and later the village is given its share
- e) Others _____
15. How many times did the district harvesting committee met in the past 12 months _____
16. Did the district issue any harvesting permits in the past 12 month?
- a) Yes
- b) No

17. How many harvesting permits have been issued for the past 12 months _____?
18. Were village authorities involved in the district harvesting committee's decision to issue permits?
- Yes, every permit decision (how many _____)
 - Yes, more than half of the permit decisions (how many _____)
 - Yes, less than half of the permit decisions (how many _____)
 - No, none of the permit decisions
19. If yes, which village authorities involved in the harvesting committee meeting?
- VC members were involved
 - VNRC members were involved
 - VC and VNRC members were involved
20. How much money raised from charcoal fees or fine for the past 12 months? _____
21. How much money was raised from timber's fees or fine for the past 12 months? _____
22. Where does those money go and roughly what percent (*Circle all that apply*)
- Central Government treasury _____%
 - Tanzania Forest Fund _____%
 - Cess- District _____%
 - Direct to District authority _____%
 - Village authority _____%
 - Others _____
23. How is revenue from fees and fines collected in relation to forest resources used/ spent?
(*Cycle all appropriate*)
- To facilitate the implementation of PFM activities
 - Expenditure of the revenue is based on the district priorities
 - Others _____
24. Who makes decisions on how actually spent?
- District executive director
 - District Council
 - Government permanent secretary
 - Head of district forest department
 - Others _____
25. What benefits do you gain from community participation and engagement in decision making?
26. In the past 12 months, did village authorities or villagers report illegal cutting to district forest authorities?
- Yes

b) No

27. How many cases of illegal forest resources crime have been reported and documented to district forest offices for the past 12 months? _____
28. Of these reported cases, how many times did **you** respond? _____
29. If not, what was the reason _____
30. Of these reported cases, how many times did **you** punish people involved? _____
31. What kinds of punishments were people involved given? _____
32. Of these reported cases, how many cases referred to **court**? _____
33. Is the process of hearing forest natural resources management cases carried out in time?
- a) Yes
 - b) No (_____)
34. Do the penalties provided to offenders act as deterrent against future violation of forest destruction?
- a) Yes
 - b) No (_____)
35. Does the district authority keep records on revenue from fine and fees of forest resources?
- a) Yes
 - b) No
36. What kinds of records does district office keep about revenue (fines or fees) from forest resources?
(Circle all that apply)
- a) Amount of income
 - b) Source of income
 - c) Detailed income expenditure records
 - d) Amount of revenue given to the responsible village
 - e) Others _____
37. Does this information accessible to the public?
- a) Yes
 - b) No (_____)
38. What forest resource information does the district office share with village authorities?
- a) District harvesting plan
 - b) Amount of revenue generated for the district from fees or fines on forest resources from land in or near the village
 - c) District strategic plan and budget
 - d) No information shared with village authority
 - e) Other: _____
39. How do you distribute the confiscated forest product?

- a) Revenue from confiscated forest products sent to Central Government treasury _____%
 - b) Revenue from confiscated forest products sent to Tanzania Forest Fund _____%
 - c) Revenue from confiscated forest product sent to Cess- District _____%
 - d) All revenue from confiscated forest products are taken to district authority _____%
 - e) All revenue from confiscated forest products are taken by Village authority _____%
 - f) Others_____
40. Compared to other years, in the past 12 months, has illegal cutting in the district?
- a) Increased
 - b) decreased

Annex 2. List of the Districts that participated in the survey.

	Zone	Region	District	Number of separate questionnaires per district¹
1	Central	Dodoma	Konoda	1
2	Central	Manyara	Kiteto	1
3	Eastern	Dar es Salaam	Ilala	1
4	Eastern	Morogoro	Kilombero	1
5	Eastern	Morogoro	Kilosa	1
6	Eastern	Morogoro	Mvomero	1
7	Eastern	Morogoro	Ulanga	1
8	Eastern	Pwani E	Kibaha Rural	1
9	Eastern	Pwani E	Kibaha Town	1
10	Eastern	Pwani E	Kisarawe	1
11	Eastern	Pwani E	Mkuranga	1
12	Northern	Kilimanjaro	Moshi	1
13	Northern	Kilimanjaro	Same	1
14	Northern	Tanga	Korogwe	1
15	Northern	Tanga	Lushoto	1
16	Northern	Tanga	Mkinga	1
17	Northern	Tanga	Muheza	1
18	Southern	Lindi	Kilwa	4
19	Southern	Lindi	Lindi	4
20	Southern	Pwani S	Rufiji	1
21	Southern Highland	Iringa	Iringa Rural	3
22	Southern Highland	Iringa	Kilolo	3
23	Southern Highland	Iringa	Mufindi	4
24	Western	Kigoma	Kibondo	2
25	Western	Kigoma	Uvinza	2

¹ Where possible questionnaires were answered in groups of four people per district however in some cases this was not possible and so the questionnaires were answered separately or in smaller groups depending on the availability of the district forest officials.