



Tanzania's forest tenure reforms, participatory forest management, and links to REDD implementation

E J Z Robinson, H J Albers, C Meshack, R Lokina
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Context – 1990s

- Motivation for forest tenure reforms in Tanzania
 - Era of structural adjustment
 - Fits within policy of “decentralization by devolution”
 - Efforts to move away from command and control central government management



Context – 1990s

- Concern that government management of forests not working
 - Continuing forest loss
 - No budget to pay for forest management
 - Legal and regulatory weaknesses
 - Nearby communities not benefitting
 - No official rights to use forests
 - Loss of ecosystem services such as water management and biodiversity



Tanzania's forest tenure reforms

- Reforms in the late 1990s and early 2000s
- Focus on broad institutional reforms
- Opened way for a change in management and ownership of many of Tanzania's forests
- Central element of these reforms was securing local community rights
 - Increased participation of forest-dependent communities in forest ownership and management
- Some lack of clarity over rights to “unused” village land remains

Two key elements (1)

- Land and Village Land Acts of 1999
 - Recognises village customary title
 - Allows villages to formally register and title their commons as statutorily defined private lands
 - Thus, ownership of certain village lands, and the trees on these lands, can be transferred from the government to individual villages
 - Villagers retain all benefit accruing from village forests

Two key elements (2)

- 2002 Forest Act
 - Village government is the lowest level of local government
 - Responsibilities and duties for forest management
 - Allows explicitly for fully decentralized forest management
 - Also provides clearly defined modalities for implementing participatory forest management (PFM)

PFM in Tanzania

- PFM of central importance to reforms
- Comprises
 - JFM (Joint forest management)
 - CBFM (Community based forest management)



JFM in Tanzania

- Collaborative approach to forest management
 - Between local forest-dependent villagers and central or local government
 - Can be implemented in government-owned forests, including national and local government forest reserves
 - Ownership remains with the government and villagers have few rights over the resources within the forests



CBFM in Tanzania

- Extensive villager rights over designated CBFM forests
 - To own and manage their forests, thereby avoiding criticism of a lack of transfer of power & resources
- Tanzania's forest reforms allow establishment of Village Land Forest Reserve on formerly unreserved forest on village or general land
- Villagers can use the forests as they determine
- Policy statement number 39, Forest Policy of 1998:
“local communities will be encouraged to participate in forestry activities. Clearly defined forestland and tree tenure rights will be instituted for local communities, including both men and women”

Realities of JFM in Tanzania

- Forests & resources remain government owned
- Local communities bear the costs of forest management
 - Enforcing reduced/eliminated access
 - Lose some or all access to resources that were de facto open access before the reforms
- Gain few benefits
- “Village forest committees formed under JFM [in Tanzania] were neither democratic nor were they equipped with rights towards the forest reserves” [Pfleigner]

Realities of CBFM in Tanzania

- Fear of elite capture resulting in the de facto privatization of potential CBFM forests
- Direct economic benefits rarely large
 - One study found total revenues to be between US\$540 and US\$720 per village per year
- Reason
 - Typically, most degraded forests placed under CBFM
 - Little scope for commercialization of forest products in the short to medium term



Issues and controversies

- Within sub-Saharan Africa as a whole
 - Many initiatives to decentralise forest management
 - But true democratic decentralization often has not occurred
 - For example, responsibilities may have been devolved without the commensurate transfer of power and/or resources
- Tanzania seems to have done well along these dimensions with CBFM, not so well with JFM

But ...

- Reality remains
 - No money to pay for improved forest management
 - JFM – Resource dense forests, no villager rights but protection responsibilities
 - CBFM – extensive rights but no resources as highly degraded forests
 - Role for REDD?



REDD fits (problematically?) within Tanzania forest tenure reforms

- Reforms explicitly allow local communities to be the owners, right holders, and duty bearers of forest management for village forests
 - Do villages own the carbon?
- Paved the way for the implementation of REDD on village forest lands, through CBFM-type structures
- Some NGOs see opportunities for these communities to participate directly with REDD markets more easily
- Government prefers national/nested approach

REDD = cash in exchange for reduced forest loss

- Sounds simple
- If villagers are compensated for restricted use of forest, seems like REDD has potential
- But compensation is perhaps the smallest cost of REDD
- Drivers of forest loss can be urban and rural
- Requires enforcement of “insiders” and “outsiders”
- Much forest loss is degradation – local and non-local leakage matters

REDD and implications of village ownership of villages

- In Tanzania some NGOs encouraging villages to enter carbon markets directly, given they “own” the carbon

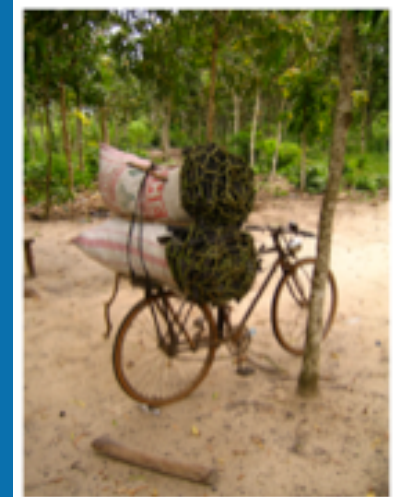


- Leakage

- “Fence and fine”

- Conflict

REDD money to address drivers rather than compensate villages



Thank you

