



# Tumerithi



# Tuwarithishe

## INFORMATION BRIEF

## MAMA MISITU CAMPAIGN LAUNCH

11 April 2008  
Dar es Salaam, United Republic of Tanzania



Africare



Jumuiko  
la  
Maliasili  
Tanzania



Tanzania  
Natural  
Resource  
Forum





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## PREFACE: WHY A CAMPAIGN ON FOREST GOVERNANCE?

The immense value of forest resources to the Tanzanian people is documented by a report prepared by TRAFFIC in 2007 in conjunction with the Ministry of Natural Resources and Tourism, and the Development

Partners Group. The report focusses on the illegal trade in timber and key findings are:

- Massive revenue shortfalls
- Unsustainable rates of harvesting
- Collusion among influential players
- Irreplaceable losses of biodiversity

The findings are a strong wake-up call for government civil society and the nation. Although illegal logging has long known to be an issue in Tanzania, as elsewhere in the world, the report now details the extent of the problem, which is far greater than many had thought.

### Key facts from report

The Forestry and Beekeeping Division loses 58 million USD in revenue annually by under-collecting royalties on forest products. Only 10% of potential revenue is collected from timber exports. Only 20 more years of harvest time is feasible at current rates in southern coastal forests. These discouraging facts in addition to the mounting outbreaks of fire, soil erosion, loss of biodiversity and deterioration of the nation's water catchments do not bode well for Tanzania's economic and environmental future.

The TRAFFIC report recommends a wide-ranging set of solutions to improve governance and forest management in Tanzania. These include outreach and advocacy to combat forest crime and increase revenue collection. An important issue is the need to increase community participation in forest management and improve local benefit flows.

Less than one year after the release of the report there are some promising outcomes evident. Civil society and community networks in partnership with the Government have formed a united front to combat forest crime, improve forest management and increase levels of revenue collection and equitable benefit flows.

In working towards this transformation, forest-adjacent communities must be fully supported to sustainably manage and better benefit from their forests. The improved management of forests comprises a major human development opportunity for many forest-adjacent communities, as the value of their forest produce, products and services continues to rise. Hence, the motto of the *Mama Misitu* advocacy campaign:

**"Tumerithi, tuwarithishe"**  
 "We inherit, that we bestow"



*Illegal logs along a forest track in Lindi District, March 2008*



## POLICY ENVIRONMENT

Tanzania has a progressive policy framework for forest management. The National Forest Policy of 1998 and the Forest Act of 2002 were developed in the context of a move to decentralise forest management and encourage Participatory Forest Management (PFM).

The Forest Act of 2002 is further supported by the Forest Regulations of 2004.

### Participatory Forest Management

Participatory Forest Management in Tanzania is now a clearly articulated segment of the Policy and Act. The Forest Act encourages public awareness of the value of forests to sustainable development and decentralizes forest governance to the smallest unit of central government, the Village Council. The Act enables communities to manage forests and allows communities to enter into Joint Forest Management Agreements with private sector and government.

In 2001 the Forestry and Beekeeping Division (FBD) enacted the first general PFM guidelines. To further define PFM, the Community-Based Forest Management Guidelines were released in 2007 and guidelines for Joint Forest Management are currently under review. Both guidelines were created by teams of both policy-makers and civil society organizations.

Participatory Forest Management – as provided for in the Forest Policy and Laws – is implemented under Local Government Authorities which are under the Prime Minister's Office of Regional Administration and Local Government. This arrangement has allowed for strong inter-sectoral integration and coordination at district level under a District Natural Resource Officer who reports to the District Executive Director.

However the development of participatory management with communities has been constrained by continued overlaps in jurisdiction between local government authorities and the Forest and Beekeeping Division. In addition Participatory Management has been constrained by a lack of financial and human resources.

The implementation of the forest policy and law are guided by the National Forestry and Beekeeping Programme (NBKP), 2001 - 2010. This provides a

strategic framework and co-ordination mechanism for the integration and harmonisation of forest and beekeeping activities at local, district, regional and national levels

### Relevance to MKUKUTA and national development

When discussing current policy issues in Tanzania an overriding document is the 2005 National Strategy for Growth and Reduction of Poverty (NSGRP). The NSGRP, more commonly known by its Swahili acronym, MKUKUTA, is a more holistic successor to the Poverty Reduction Strategy Paper of 2000. The MKUKUTA is organized around three major clusters: [Cluster 1] economic growth and the reduction of income poverty, [Cluster 2] improved quality of life and social well being, and [Cluster 3] good governance and accountability.

The MKUKUTA framework has strong connections to national forest legislation. For example, forestry presents both opportunities and threats for targets on sustainable growth and affordable energy. Despite under-collected royalties, revenue from forest products is a major contributor to some District budgets. However, the current rates of timber harvest will exhaust forests in another 20 years, thus destroying an invaluable source of national income and so making the potential for poverty eradication elusive.

Additionally, all seven goals of Cluster 3 [good governance and accountability] support responsible and participatory forest governance, an integral tenet of the Forestry Policy and related Acts and Guidelines. The implication is that continued mismanagement and underutilization of the forestry sector will hinder economic growth and national development.

### Forest Law Enforcement and Governance

In addition to domestic forestry policy making, Tanzania is active in the international arena. Tanzania is a participant in the African Forest Law Enforcement and Governance (AFLEG) Ministerial process of the World Conservation Union, which entails adherence to the Declaration and Indicative List of Actions (2003). Tanzania is also a signatory of Agenda 21, the UN Rio Declaration on the Environment and Development (2002). The forest Policy of Tanzania contributes to several important Forest Law Enforcement and Governance issues, and policy adjustment will be required to address a wider range of issues.



## TRAFFIC REPORT SUMMARY

The 2007 study by TRAFFIC, authorized by the Ministry of Natural Resources and Tourism, and funded by the Tanzania Development Partners Group investigated the extent of governance and management problems in

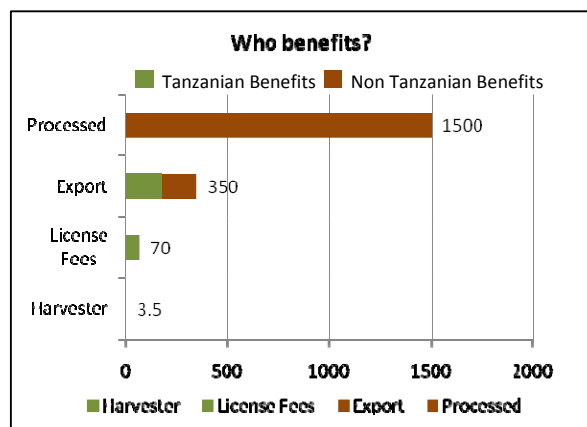
the forestry sector long known to observers.

### Tanzania's Forests and Woodlands

Forests and woodlands cover around 40% of the total land area of Tanzania, yet support the livelihoods of 87% of the poor population living in rural areas. Some 16% (and up to 60% seasonally) of households from villages located near forests in southern Tanzania benefited from logging and timber trade during 2005. Over 90% of the energy used in the country is wood fuel derived from the forests. Tanzania's Forests – a key social and economic resource - have continued to degrade at an alarming rate. Around ten million hectares of forest land were lost between 1970 and 1998. At the harvest rates experienced during 2003 and 2004, and based on official forest inventories, it is apparent that all harvestable Class I and II trees (i.e. trees that are large enough for timber exports) in Rufiji and Kilwa Districts will have been felled within 20 years. Some key timber tree species will have disappeared well before this time.

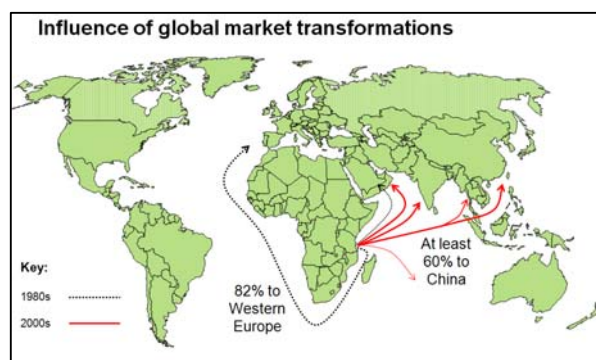
### The Status of Private-Sector Investment in Harvesting of Forest Products

A well governed and regulated private sector should play a key role in the sustainable management of Tanzania's forests for local and national economic



development. There are an increasing number of

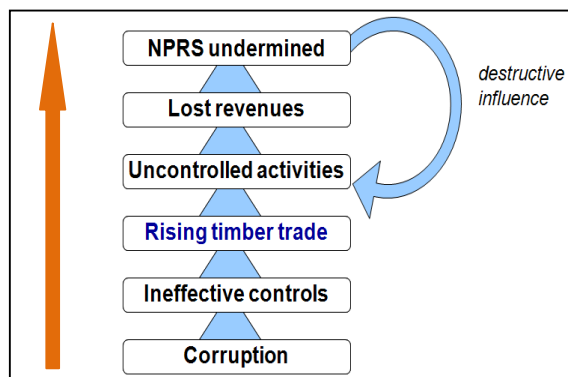
permanent hardwood sawmills in southern Tanzania (increasing from 11 in 2002 to 15 in late 2004) but with relatively low capacity to significantly add value to the high volumes of timber being harvested. Around 35 companies exported hardwood timber products sourced from local natural forests (not including sandalwood). Of note, the majority of timber exporters have some form of institutional relationship (e.g. patronage, formal shareholding, board members) with senior public officials, both Tanzanian and foreign. Each exporter in turn normally relies on five or more middlemen, with each working through up to ten more middlemen at village level. In reality, just a few companies maintained a strong control over the timber trade, either by their sheer size of operation or through influence. The timber global trade is booming particularly due to new and growing demand in Asia and the Middle East.



### Legal Compliance & Corruption

A qualitative assessment of legal compliance revealed that there was an increasing trend in illegal activity affecting several serious types of infraction, such as logging without documentation, logging in unauthorised areas, and the use of invalid export documentation. A serious concern was the chronic nature of petty corruption whereby even timber trade activities involving legally-harvested timber products were affected by bribery. At central and district government levels, many examples of self-dealing, nepotism and cronyism involving timber trade were evident. Significantly, the two stages of trade showing the highest levels of bribery – hammering and exporting – are the most likely points of intervention when introducing restrictions. Without additional measures of scrutiny, corruption at these 'trade bottlenecks' can easily undermine the success of such interventions (see below). Those stages of the trade chain that exhibited the highest relative frequency of bribery were also experiencing increasing trends in bribery. From the perspective of good governance, of greater concern than bribery

have been the apparent high levels of direct senior government involvement in timber harvesting and trade from southern Tanzania. Over half of 28 exporting companies studied had some form of institutional linkage with senior Tanzanian or foreign government officials. The presence of a direct interest in the timber trade by individuals within the Executive and line Ministry presents the greatest



concern with respect to ensuring integrity in decision-making, fairness, impartiality, transparency and justice.

### Revenue Collection Shortfalls & Inefficiencies

Revenue lost by central and district governments due to the under-collection of royalties reached up to 96% of the total amount of potential revenue due. It has been estimated that nationwide losses of revenue to the Forestry and Beekeeping Division amounted to USD 58 million annually due to the under-collection of natural forest product royalties in the districts. Some District Council budgets would have increased by four times if potential timber revenues were actually collected. This annual loss is equivalent to constructing 10,000 secondary school classrooms or supplying 11 million mosquito nets.

Rural communities, local traders and central and local government have lost massive potential revenues to wasteful harvesting and processing, non-collection of royalties and under-valuation of forest products. For example, at village level, through mid-2004, local harvesters chronically under-valued hardwood logs receiving barely one hundredth of the export price despite the fact that no value-adding had taken place since the logs were obtained. Substantial revenue losses were also apparent prior to and during shipment. For example, the trade statistics show that in 2004 China imported ten times more timber products from Tanzania than appear on Tanzania's own export records. This suggests that Tanzania collected only 10% of the revenue due from these exports.

### Ways Forward

Experience in Tanzania over the past few years indicates how sustainable and equitable timber trade has yet to be realised in the southern part of the country, despite a relatively well-developed policy and legal framework for forest management and the implementation of numerous remedial measures. This policy brief calls for a higher priority to be allocated to forestry governance and the implementation of a holistic approach, since corruption – the primary factor affecting governance shortfalls – is occurring in many forms and at many levels. A full set of recommendations are presented in the main TRAFFIC-MNRT-DPG report. Amongst the most urgent recommendations include the following:

- Implement standardised reporting and monitoring for timber harvest and trade information;
- Apply greater emphasis on forestry during public income and expenditure reviews;
- Ensure internal disclosure of forestry sector assets by public officials, and leadership messaging to denounce internal involvement and collusion in timber trade;
- Use public notice boards at village and district levels, and publicise clear investment and business guidelines, including criteria, timeframes and roles;
- Undertake targeted campaigns on anti-forest-corruption
- Introduce performance-based incentive schemes for forestry staff;
- Develop, sign and publicise a MoU or circular between Ministry of Natural Resources and Tourism and Prime Minister's Office (RALG) to clarify roles and responsibilities, including direct reporting of District Forest Officers to the Head of the Forestry and Beekeeping Division/Tanzania Forest Service;
- Reassess appropriate forest inventory methodologies;
- Initiate community awareness programmes covering options for community participation, timber values, potential benefits, responsibilities, and legal procedures; and
- Review the application of national harvest bans to ensure there is no breach of Participatory Forest Management agreements;



## **POLICY IMPLEMENTATION BY THE FOREST AND BEEKEEPING DIVISION**

In this section, the Forestry and Beekeeping Department (FBD) of the Ministry of Natural Resources and Tourism outlines its approach to

increasing local community participation, controlling corruption and strengthening management capacity.

The overall goal of boosting efforts to ensure community participation is to rectify inequities in forest use. The community awareness and participation program involves increasing communities' awareness of forest values, harvest compliance regulations, and sustainable forest management practices. The FBD has launched an awareness campaign as stipulated in the Forest Act No. 14 and National Forestry Programme. Focus areas include Joint Forest Management (JFM), Community Based Forest Management (CBFM) and District Harvesting Committees (DHCs). The campaign has employed various communication methods including radio and television programs, cinema/video and village meetings. The campaigns are based in seven extension zones in the country.

### **District Harvesting Committees**

DHCs are currently struggling primarily due to lack of resources. Additionally, many districts have not finalized forest management plans, the main guiding document of the DHCs, and DHC leadership are often unable to convene meetings due to other workloads.

### **Participatory Forest Management**

To improve participation in making laws and managing forests, the FBD follows the forestry legislation in democratically decentralizing management and institutionalizing popular participation. The FBD facilitates communities to either set aside forest areas on village land as Village Forest Reserves or to jointly manage (Local or Central) Government Forest Reserves by preparing management plans and creating by-laws.

Challenges to increasing participation, especially of women, are illiteracy, lack of preparedness, and inequality in power and resources. Women are often not ready to compete with men for a position and in some communities women are voiceless. Women are poorly represented on different committees, which often focus on issues with which women do not

commonly identify, such as property rights, an issue traditionally in the male domain. However, some men are affronted by the exclusion of women and prove important allies.

### **Controlling Corruption & Strengthening Management**

To control corruption and strengthen management capacity the FBD has adapted the following measures. First, to address corruption at various levels of the forestry industry, the FBD has:

- Disseminated its guidelines on sustainable harvesting and trade of forest products through seminars with stakeholders;
- Expanded the Forest Surveillance Unit;
- Strengthened inspection points;
- Increased security of harvest and transportation documentation;
- Introduced scanning of all containerized forest exports at the Dar es Salaam port;
- Instituted the use of citizen support in law enforcement
- Strengthened rights, capabilities and local decision-making.

The 2007 internal review of the procedure to issue harvest and transport licenses revealed that funds to convene the relevant harvesting committees are not regularly dispersed, district harvest plans are incomplete, and village governments are unaware of the new provisions mandating them to involve community members.

Secondly, in order to clarify roles and responsibilities and increase communication within the FBD and its partner institutions, the FBD conducts regular Joint Review Missions with the Ministry of Finance.

Finally, roles and responsibilities have been clearly defined within JFM and CBFM initiatives and in the guidelines for sustainable harvesting and trade of forest products.

Management frameworks to strengthen capacity through reporting and monitoring include:

- The National Forest and Beekeeping Database (NAFOBEDA) of statistics on the timber trade;
- The above mentioned DHCs;
- Zonal Inspection Teams, which perform biannual inspections of revenue collection and forest conservation; and,
- On the ground reporting from Village Natural Resource Committees.

To further strengthen management capacity, lifting the ban on exports on strict conditions of proper harvesting arrangements will result in more investment in forestry, more employment opportunities in the forestry industry, improved government revenue through sale of value-added forest products, and reduction in bribery.



## THE **MAMA MISITU** APPROACH

The **Mama Misitu** campaign is an outreach programme to build awareness of the economic value of forests and to advocate for improved forest governance.

The power of the **Mama Misitu** campaign comes from its partners – 17 influential civil society organisations holding jointly over 190 years of project implementation experience in Tanzania. These partners are the lead implementers of **Mama Misitu** activities. Their contributions will vary based on specific expertise their geographical location and campaign needs.

### Campaign coverage

The campaign will last two years and focus on the forest-rich south-eastern regions of Tanzania including Coast, Tanga, Morogoro, Lindi, Ruvuma and Mtwara Regions. The campaign staff has already identified 30 target Districts within these regions, in consultation with the Forestry and Beekeeping Division.

### Issue groups

Six issue groups frame the campaign's strategy for communication of advocacy and awareness messages.

1. Increasing stakeholder awareness about the economic value of forests and the need for improved forest governance;
2. Challenging corruption and encouraging improvement of moral values;
3. Improving stakeholder understanding of forest harvest compliance supported by increased availability of information;
4. Increasing local awareness about law compliance and improved prosecution of forest crime;
5. Emphasizing the need to strengthen PFM and improve the speed of its roll-out;
6. Improving stakeholder awareness about the need to increase timber export standards.

Each issue group has specific target audiences, messages, media types and activities, measurable outcomes and indicators.

### Who is **Mama Misitu**?

**Mama Misitu** is fictional portrait of the millions of hard-working Tanzanian women who depend on the forests one way or another. It is recognized that forests support over 87% of Tanzanian livelihoods and 90% of energy used firewood from forests (TRAFFIC report). With Tanzanian forests in a state of crisis, **Mama Misitu** was created to reach out to the nation's citizens. **Mama Misitu** will be a reoccurring figure in the campaign such as in mini-dramas on television and radio and on educational and promotional materials. She is also an outspoken and caring individual who appreciates the value of forests to her community and national development. As a woman she has experienced the extra workload that environmental degradation places on forest-dependent households. Her knowledge, background and experience make **Mama Misitu** an excellent spokeswoman for the rural poor, and for the future of the nation's forests.

### Campaign activities

With the persona of **Mama Misitu** setting the tone, the campaign will focus both at national and local levels. At the *national level*, the campaign will raise awareness and provide key information to central government and the private sector. This will be done through information packs, the press and media, and targeted presentations to key stakeholders in government and the private sector.

At the *local level* the campaign will be implemented as a collaborative initiative with **Mama Misitu** members in priority districts in Southern Tanzania.

This component will be the most important and substantive part of the 'Mama Misitu' campaign. The campaign will take the form of a well structured and locally customised and targeted programme at district and ward level based on baseline overviews of the state of forest management and governance in each district.

### Communities as key participants

In each district as part of the implementation of **Mama Misitu**, local community forest network members will be provided with the opportunity to identify key follow-up activities that they can implement. Activities will include tracking the implementation of new forest harvest procedures in the district and/or tracking the progress of key forest law enforcement issues at District level. Community follow-up will increase the impact of **Mama Misitu** and maximise its longer-term impact on local forest management and governance issues.



## PARTNERS

### Africare

Formed in 1970, Africare works to improve the quality of life in Africa. Africare works in partnership with African communities to achieve healthy and productive societies.

### CARE Tanzania

CARE Tanzania began operations in 1994 in response to an influx of Rwandan refugees; from 1994 through 1996, CARE provided food, water, sanitation, shelter and health care to 500,000 refugees. CARE Tanzania has since expanded to include projects in education, environmental protection and reproductive health.

### FARM-Africa

FARM-Africa started work in Tanzania in 1990 and is an international non-governmental organization that aims to reduce poverty in eastern and southern Africa. FARM-Africa works in partnership with marginal farmers and herders, helping them to manage their natural resources more effectively and build sustainable livelihoods on their land.

### Journalists Environmental Association of Tanzania (JET)

JET is an independent NGO working in the fields of environment, women affairs and sustainable development nationally internationally. It was registered in February 1991.

JET collects information, provides forums and carries out field research and education programmes on environment and sustainable development and disseminates it through JET publications and other media so as to enable Tanzanians, especially rural people to be aware of the need for environment conservation.

### Lawyers' Environmental Action Team (LEAT)

LEAT is the first public interest environmental law organization in Tanzania. LEAT carries out policy research, advocacy, and selected public interest litigation. Its membership largely includes lawyers concerned with environmental management and democratic governance in Tanzania. It was established in 1994.

### Shirikisho la Mitandao ya Jamii ya Usimamizi wa Misitu Tanzania (MJUMITA)

The Tanzania Community Forest Conservation Network is a network of community based organizations involved in participatory forest management across Tanzania. MJUMITA was established in 2000. The network advocates for improved application of participatory forest management across the country. The network has over 5000 members.

### Mpingo Conservation Project (MCP)

The Mpingo Conservation Project offers a unique opportunity for integrated conservation and rural development across large areas of its native habitat in Tanzania and Mozambique.

The aim of the Mpingo Conservation Project is to use mpingo as an economic tool to advance conservation of mpingo's natural habitat: miombo woodland.

### Policy Forum

The Policy Forum is a network of nongovernmental organizations (NGOs). This growing network currently has over 50 member organizations, all of which are registered in Tanzania. The aim of Policy Forum is to make policies work better for the people of Tanzania, and especially for Tanzanians living in poverty.

### Tanzania Association of Foresters (TAF)

TAF has been in existence since 1979. The main objectives of the Association are:

- a) To foster public interest in forestry.
- b) To form a forum for all engaged in forestry.
- c) To advance and promote the Forestry profession and all aspects of forestry.
- d) To disseminate information relating to forestry to the nation and other forestry related institutions.
- e) To co-operate and liaise with other organizations in matters of mutual interest.

### **Tanzania Forest Conservation Group (TFCG)**

TFCG is a Tanzanian national non-governmental organization whose mission is to conserve and restore the biodiversity of globally important forests in Tanzania for the benefit of the present and future generations. For the last 25 years, TFCG has been actively involved in promoting the conservation of the coastal forests.

### **Tanzania Natural Resource Forum (TNRF)**

Launched in 2003 as the Wildlife Working Group, the working group subsequently broadened its focus in 2006 as TNRF as a collaborative civil society-based initiative to improve renewable natural resource management in Tanzania by addressing fundamental issues of natural resource governance.

### **TRAFFIC Tanzania**

Operating in Tanzania since 1995, much of TRAFFIC East/Southern Africa's (TESA) work involves creating awareness and influencing policy decisions about important trade, use and environment issues, building capacity within government institutions to deal proactively with these issues, and working with other NGOs, research institutions and local communities to find solutions to pressing livelihood issues that currently impact negatively upon species or ecosystems of concern.

### **World Agroforestry Centre (ICRAF)**

Operating in Tanzania since 1986, the Southern Africa Programme of the World Agroforestry Centre has the following vision: An Agroforestry transformation in the developing world - a massive increase in the use of working trees on working landscapes by smallholder rural households that helps ensure security in food, nutrition, health, fodder, shelter, income and a regenerated environment. Wildlife Conservation Society (WCS)

### **Wildlife Conservation Society (WCS)**

WCS has been working in Tanzania for 50 years to help the country safeguard its unique global heritage. More than 130 projects have been supported, encompassing training, research, monitoring, institutional support, education, and the gazettement and extension of Tarangire, Ruaha, Serengeti and Kitulo National Parks.

### **World Conservation Union (IUCN)**

IUCN was founded in 1948 and brings together over 1,000 organizational members and some 10,000 experts from 181 countries in a unique worldwide partnership.

Its mission is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. In Tanzania IUCN is working with partners and stakeholders to improve forest governance.

### **Wildlife Conservation Society of Tanzania (WCST)**

Founded in 1988, the Wildlife Conservation Society of Tanzania's mission is to work towards the conservation of the flora, fauna, and environment of Tanzania for the benefit of mankind. Since its founding, WCST has been involved in a wide array of conservation activities at local and national levels.

### **World Wide Fund for Nature - Tanzania Programme Office (WWF-TPO)**

The WWF has been involved in Tanzania since 1962. However, the WWF Tanzania Programme Office was established in 1990 to manage the Tanzania Conservation Programme and develop active links with the government sectors and institutions as well as non-governmental organizations.



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