



The United Republic of Tanzania

**MINISTRY OF NATURAL RESOURCES AND TOURISM**  
Forestry and Beekeeping Division

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**Participatory Forest Management in Tanzania**

**Facts and Figures**

**December 2008**

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## Introduction

Participatory Forest Management (PFM) is a central pillar of Tanzania's forest law and policy and has been implemented across Tanzania since it was first piloted in Babati district in the early 1990s. Since that time, a range of governmental and non-governmental stakeholders have been actively involved in promoting PFM across the country. This has been undertaken in a range of forest types, such as National Forest Reserves, Local Authority Forest Reserves (and in some cases, private forests), as well as supporting the establishment of forest reserves on village land (such as Village Land Forest Reserves and Community Forest Reserves). In addition, Participatory Forest Management has been introduced into a wide variety of forest ecosystems, representing Tanzania's diverse ecology, such as mangrove, coastal, montane, moist tropical forests as well as miombo, acacia-savanna, and thicket woodlands.

In 2006, FBD published the first edition of PFM Facts and Figures, which for the first time provided a national overview of the status of PFM across mainland Tanzania. The booklet was well received by stakeholders across the forest sector. Given the significant investment that has been ongoing over the past two and a half years, this data has now been updated to reflect changes in the interim. The data presented in this booklet comes from a range of sources, but principally from district councils who are involved in implementation of PFM at the local government level. Additional data has been supplied by NGOs actively involved in implementing PFM in the field, such as Tanzania Forest Conservation Group, Worldwide Fund for Nature and others.

If you have any comments, questions or advice to the Forestry and Beekeeping Division on how booklets such as this may be improved in the future, please contact the Director of Forestry and Beekeeping, P.O Box 426, Dar es Salaam, Tanzania.



## Participatory Forest Management

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

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

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

Different models of PFM have been supported by projects, NGOs, districts and national government since the early 1990s, but they were first formalized following the passing the Forest Act in 2002. Over the past fifteen years, PFM has been implemented in a wide range of circumstances and in most of the districts of Tanzania. This short leaflet describes the current status of PFM and offers some recommendations for the way forward. The leaflet provides different data on the two different PFM models described above, with the information being collected from a range of sources namely NGOs, projects, government officers, and records held at Forestry and Beekeeping Division offices.

In 2008, FBD undertook a detailed survey of PFM in the country. Data was collected from 67 district councils and a range of projects and organisations involved in PFM implementation on the ground. Table 1 shows the results of this survey and shows how far PFM has spread in mainland Tanzania to date<sup>1</sup>

Total area of forest covered by PFM arrangements	4,122,500 hectares
Percentage of total forest area under PFM	12.8%
Number of villages involved in PFM	2,328
Percentage of total villages in mainland Tanzania involved in PFM	22%
Number of villages with declared / gazetted village forests or signed Joint Management Agreements	550
Number of districts where PFM is operational	63

**Table 1: Overview of PFM on mainland Tanzania**

PFM has been largely supported by donor funding – either through NGOs, area based projects, or donor funds channelled through the Forestry and Beekeeping Division. Many of the main organisations, projects and donors are listed at the back of this leaflet in Table 6. In recent years, there has been a move away from site-based projects to mainstreaming donor funds through local or national government institutions. The impact of these funding channels on the spread of PFM at local levels is spreading and currently support from World Bank, the governments of Finland and Denmark is going to support a total of 58 districts across mainland Tanzania. The Government of Norway has also expressed an interest to support PFM implementation through similar channels. While many villages are participating in PFM across the country, relatively few have formalised their forest management in line with the provisions of the 2002 Forest Act. This requires that villagers have an approved management plan or signed Joint Management Agreement for their forest land.

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

## Community Based Forest Management (CBFM)

Table 2 gives an overview of Community Based Forest Management on mainland Tanzania.

Number of villages with CBFM established or in process	1,457
Area of forest covered by CBFM arrangements	2,345,500 hectares
Number of declared Village Land Forest Reserves	331
Number of declared and gazetted Village Land Forest Reserves	64
Number of districts where CBFM is implemented	63
Primary forest types where CBFM has been promoted	Miombo, coastal and acacia woodlands
Percentage of public land forests now under CBFM arrangements	11.6%
Percentage of villages on mainland Tanzania that are engaged in CBFM activities	13.9%

**Table 2: Overview of CBFM on mainland Tanzania**

The Forest Act allows for a range of different forest management arrangements under the overall authority of the Village Council, but to date the greatest majority are Village Land Forest Reserves (VLFs). To date, 331 VLFs have been declared by village and district councils and many more are under preparation and planning. Very little progress has been made in establishing Community Forest Reserves – despite the fact that this model could have greater impacts on poverty reduction by focusing benefits on poorer groups like the youth, women or particular interest groups such as beekeepers, charcoal makers or traditional healers. The underlying reason behind the low level of uptake of Community Forest Reserves is uncertain, but many foresters appear to have a limited knowledge of the legal requirements for their establishment and management.



The Forest Act allows for “gazettment” of VLFs by central government, but only 64 have been through this process (mostly in Iringa Region, following support from the HIMA project in the 1990s). The reason for this is not really clear – but perhaps the extra cost to villagers, the time taken to get approval from central government and the relatively small difference in terms of powers that this gives, has meant that few villagers have opted to follow this course. In addition to this, the route followed by villagers towards protecting their forests seems to vary from place to place and in many cases is

not yet fully “legalized”. For example, villagers may develop bylaws, without a forest management plan, or *vice versa*. In other cases, villagers declare a village land forest reserve, but they have yet to identify and demarcate their “village land” boundaries. In other cases, villages have yet to elect Village Natural Resource Committees. In other cases, confusion persists regarding the legal process for declaring village forests – with some foresters advising villagers that approval must be given at the national level. Much work still needs to be done to ensure that the steps required for villagers to reserve their own forests are widely understood and any unnecessary bureaucracy is removed.

A series of studies carried out over the past few years by independent researchers provides evidence for the fact that forests placed under community management have reduced levels of disturbance from illegal harvesting for charcoal and timber and as a consequence are recovering strongly, when compared with forests under government management without community involvement. These findings confirm verbal reports from participating communities that forests under their management experience reduced encroachment, reduced cutting of trees, increased regeneration and growing populations of wildlife. One problem that often arises following improved management is crop raiding caused by increased wildlife numbers places new and additional costs on farmers with fields bordering the forest.

Table 3 provides a summary of how Community Based Forest Management is distributed across the different regions of mainland Tanzania

Region	Number of Districts with CBFM	Number of villages with CBFM	Number of declared VLFRs	Number of gazetted VLFRs	Total Area under CBFM
Tanga	6	152	80	1	39,468
Morogoro	5	65	2	0	223,773
Iringa	6	157	74	50	199,078
Mbeya	4	51	5	0	61,593
Lindi	6	76	19	1	322,475
Tabora	3	40	0	0	119,910
Kigoma	4	34	9	0	61,780
Kilimanjaro	1	58	4	0	1,656
Mwanza	4	150	0	0	24,147
Shinyanga	4	384	38	0	401,222
Mara	2	48	4	0	42,432
Manyara	2	55	48	9	209,494
Arusha	1	9	3	0	3,084
Pwani	4	26	8	3	61,225
Kagera	1	15	0	0	15,450
Mtwara	3	7	0	0	4,773
Dodoma	1	25	4	0	73,121
Singida	2	15	12	0	24,421
Rukwa	2	65	5	0	383,663
Totals	63	1,457	331	64	2,345,535

**Table 3: Regional Distribution of CBFM across mainland Tanzania**

Notes: VLFR: Village Land Forest Reserve



## Joint Forest Management

Table 4 gives an overview of how Joint Forest Management is distributed across the regions of mainland Tanzania

Area of forest covered by JFM management arrangements	1,777,000 hectares
Percentage of total area reserved by National or Local Government under some form of Joint Management Agreement	12.8%
Primary forest types where JFM has been promoted	Montane, mangrove and coastal forests
Number of National Forest Reserves with JFM	75
Number of Local Authority Forest Reserves with JFM	171
Primary Regions where JFM implemented	Morogoro, Iringa, Pwani, Tanga, Kilimanjaro
Number of villages with JFM has been established, or in process of being established	863
Number of villages that have signed JMAs	155

**Table 4: Overview of JFM on mainland Tanzania**

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



There has, however, been growing dissatisfaction expressed from many quarters regarding the long term future of Joint Forest Management. This is because a final decision regarding the sharing of benefits from Joint Forest Management has yet to be reached. Proposals tabled by the Ministry of Natural Resources and Tourism to the Ministry of Finance are still pending. Without a clear and binding agreement on how forest benefits and revenues will be shared between communities and the government, many agreements remain unsigned, which results in dissatisfaction at the local level. The uncertainty regarding benefit sharing has meant that to date – only a small number (155) of joint management agreements have been signed and many are pending.

The problem is further complicated by the fact that for communities living near to high biodiversity catchment forests and nature reserves, severe restrictions on harvesting and utilisation mean that even if a benefit sharing formula could be agreed, the total flow of benefits available locally are minimal. There is hope that potential funding streams from carbon financing to avoided deforestation, reduced emissions from deforestation and degradation (REDD) as well as other payments for environmental services (PES), such as water or biodiversity, could potentially address this gap.

Table 5 provides a summary of how Joint Forest Management is distributed across the different regions of mainland Tanzania

Region	Districts Counted	Number of NFRs with JFM	Number of LAFRs with JFM	Protection Forests with JFM	Production Forests with JFM	Number of Villages	Number of Signed JMAs	Total Area under JFM (Hectares)
Tanga	7	54	14	58	42	169	37	73,403
Morogoro	4	25	2	22	4	117	12	289,575
Iringa	8	18	23	31	0	110	37	315,815
Mbeya	3	4	5	4	0	27	0	128,583
Lindi	4	6	2	4	5	48	0	122,424
Tabora	2	1	0	0	1	27	0	168,000
Kigoma	2	7	5	5	5	29	0	91,923
Kilimanjaro	4	11	2	13	0	72	29	122,896
Mwanza	3	2	5	2	5	24	0	12,587
Shinyanga	2	11	10	9	2	24	0	117,827
Mara	2	1	3	2	2	17	6	4,492
Manyara	5	5	0	5	0	36	26	46,420
Arusha	2	4	3	6	1	18	0	17,207
Pwani	8	14	0	5	11	92	0	152,748
Ruvuma	2	2	0	0	2	9	0	6,871
<b>Totals</b>	<b>61</b>	<b>171</b>	<b>75</b>	<b>173</b>	<b>80</b>	<b>863</b>	<b>155</b>	<b>1,777,029</b>

**Table 5: Regional Distribution of JFM on mainland Tanzania**

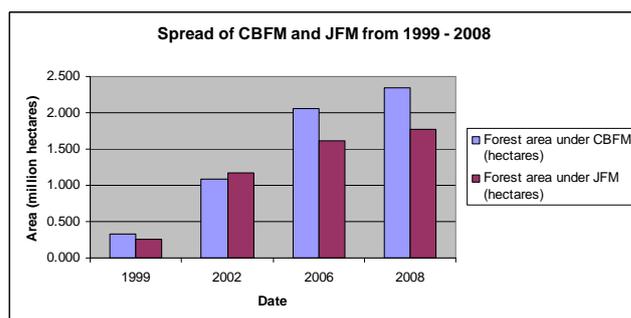
Notes:

NFRs: National Forest Reserves  
LAFR: Local Authority Forest Reserves

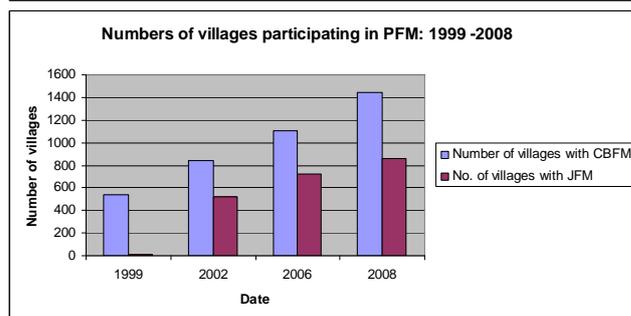


# Analysis

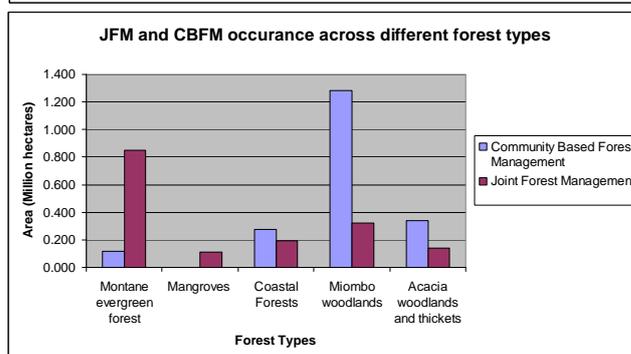
PFM coverage has continued to expand since it was introduced in Tanzania in the early 1990s. In the last two years since the first national assessment was undertaken, much of the expansion has been attributed to the ongoing national PFM programme which is being funded by the governments of Denmark and Finland. During this period, additional districts have been included in the programme and demand has been growing in supported districts. WWF and TFCG have also played an important role in scaling PFM up to new areas. The data suggests that PFM is concentrated in a number of key areas – mostly in the coastal, central and southern regions, where donor and government interest has been highest. A number of regions have yet to be reached in a significant manner through PFM, such as Mara, Kagera, Singida and Rukwa.



The first graph to the left shows how the area of forest under both CBFM and JFM has increased over the past decade. Until about five years ago, the area of forest under the two management approaches was fairly evenly matched. However, given the growing interest in CBFM coupled with some of the administrative obstacles associated with the formalisation and benefit sharing in JFM, CBFM has now overtaken JFM.



The second graph shows how the number of participating villages has expanded over the past decade reflecting the continuing investments being made by government and the development community alike. The bias towards CBFM is clearly visible.



When the type of forests that are covered by the different types of PFM are analysed, some interesting differences appear as shown in the third graph. CBFM appears to be mostly covering miombo, coastal and acacia woodlands. There is almost no coverage of CBFM in montane evergreen forest or mangroves. This is largely because the majority of forests in these areas are now reserved by central or local government and could only be managed through JFM arrangements. CBFM, on the other

hand is mostly concentrated in miombo woodlands, acacia woodlands and coastal forests. It is in these forest types that the majority of unreserved forests can be found – making them suitable for management by village governments.



## Conclusions and Emerging Issues

This national survey has shown that Participatory Forest Management continues to expand across the country and enjoys strong support from government and development partners alike. Despite the fact that increasing areas of forest are coming under participatory management approaches and new villages are getting involved, the pace of spread is still relatively slow, given the total area of reserved and unreserved forest in the country – coupled with threats from deforestation and uncontrolled timber harvesting.

This survey has shown that CBFM now covers around 11.6% of unreserved forest land while JFM covers approximately 12.8% of forests within gazetted forest reserves under central or local government. If forest loss is to be slowed and the intentions of the national forest policy are to be followed, it is vital that efforts to increase the coverage of PFM must be substantially stepped up.



While the implementation of Community Based Forest Management has moved forward relatively rapidly, Joint Forest Management appears to face a number of key challenges. Firstly the failure to formalise the majority of Joint Management Agreements through signing by government means that many communities are managing forests without any legal basis for doing so. Secondly, the failure of government to agree and move forward with legally binding agreements for the sharing of forest management costs and benefits in jointly managed forests has meant that many JFM planning processes have stalled indefinitely.

Clearly, these two aspects are linked. Without agreed guidelines on benefit sharing, government remains unwilling to sign joint management agreements. However, currently the future of Joint Forest Management remains in the balance – without some progress on benefit sharing the future of JFM looks bleak.

Despite the strong progress shown in declaring village land forest reserves in recent years, and the positive evidence that community management appears to be leading to improved forest management, communities have yet to fully take advantage of the economic opportunities that CBFM offers. Having restored forests from degraded bush back to mature miombo woodlands, many communities are now anxious to take advantage of this re-growth by starting sustainable harvesting. The number of communities that are receiving substantial incomes from sustainable forest harvesting remains low however. This is due to a number of reasons, not least disagreements from various quarters regarding the legal procedure for villagers to harvest and sell timber and charcoal. This is an area that government is now addressing.



Recent research conducted by CARE and the Overseas Development Institute (UK) points to an additional problem – the distribution of benefits within a given community undertaking PFM. Their research indicates that poorer members of the community are less able to take advantage of the benefits of improved forest management and that a number of barriers (such as the payment of upfront fees for harvesting) prevent their active participation. This is another area that will need to be addressed if PFM is to address poverty reduction in a meaningful manner

PFM offers exciting possibilities for communities to benefit from the anticipated growth in the carbon markets (both voluntary and formal sectors) expected after the inclusion of forest

management within global climate negotiations currently underway. Financing from “REDD” (Reduced Emissions from Deforestation and Degradation) is one such possibility – and could provide real economic incentives to communities involved in both CBFM and JFM. However, in order for this to be effective, agreements between governments and communities on how carbon finances will be shared (particularly in jointly managed forest reserves under JFM) are essential. Furthermore, a transparent process must be established for channelling these revenues from buyers at the international level, down to participating communities, in ways that maximise the possibilities for improved forest management and real livelihood benefits.

The Forest Act provides the legal basis for reserving and managing forests by communities. However, there is a long tradition for the management of forests across the country through traditional means. Forests have been reserved for a range of reasons including religious, sacred, customary purposes. Relatively little is known about the extent, location or systems used for



reserving and protecting traditional forests, apart from a few well documented systems such as the “*ngitili*” forests of Shinyanga and Mwanza regions. Despite the strong local protection provided to these forest areas, through local sanctions and traditional institutions, there is a danger that without the full protection of the law, these forest areas are vulnerable to external pressures or developments. There is therefore a need to further identify these forests – and to reinforce local management systems through the full protection of the law.

Finally, this survey has shown that knowledge and application of the Forest Act, and other key

legal instruments has been very variable, even when PFM processes have been facilitated by external agents. If communities are to be fully protected and empowered to manage forests for their own benefits, there is also a need to ensure that PFM processes comply with the legal requirements set out in the law. Without this, there is a risk that when threatened by external forces or developments, communities may be unable to defend their forests from damage or destruction.

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

Name /Type of institution	Name / Source of funds	Primary Focus with respect to PFM
<b>Forestry and Beekeeping Division, MNRT</b>	Participatory Forest Management – Danida	CBFM and JFM. Iringa, Morogoro, Mbeya and Lindi Regions
	National Forest Programme - MFA Finland	CBFM and JFM. Tanga, Mtwara, Morogoro, Songea Regions
	Catchment and Mangrove programme – Norad	JFM. Morogoro, Tanga, Kilimanjaro and Arusha Regions (Closed 2007)
	Tanzania Forest Conservation and Management Project	25 districts. CBFM and JFM. Implemented through the Tanzania Social Action Fund.
<b>International NGOs</b>	WWF	JFM and some CBFM in Coastal forests in Tanga, Lindi and Pwani Regions
	CARE International	JFM in Uluguru Mountains, South Nguru / Kanga Forest Reserves Mvomero
	Africare	CBFM in the miombo woodlands of Tabora
	Farm Africa	JFM in Nou forest in Babati and Mbulu districts (project closed since 2007)
	Danish Hunters Association	CBFM in Wami-Mbiki conservation area (current project not operational)
<b>National NGOs</b>	Tanzania Forest Conservation Group	JFM (and some CBFM) in high biodiversity forests of Eastern Arc Mountains and coastal Tanzania
	Wildlife Conservation Society of Tanzania	JFM (and some CBFM) in high biodiversity forests of Eastern Arc Mountains and coastal Tanzania
	Mpingo Conservation Project	CBFM in coastal forests in Kilwa district
<b>Area Based Projects</b>	Land Management Project (SIDA)	CBFM in miombo woodlands in Babati, Kiteto, Singida districts
	HADO	Soil conservation and land rehabilitation in Dodoma Region. Funded by FBD Internal Funds. CBFM
	District Natural Resource Management Project - GTZ	Supporting JFM and CBFM in Lushoto, Mwanza and Handeni Districts (Closed since 2005)
	MEMA (Danida)	CBFM and JFM in Iringa district (project closed 2004)
	HIMA (Danida)	CBFM and JFM in Iringa Region (project closed 2001)
	UTUMI (Danida)	CBFM and JFM in coastal forests of Lindi Region (Project closed 2004)
	Hashi (NORAD)	Establishing traditional forest management in <i>Acacia</i> woodlands of Shinyanga and Mwanza regions (project closed 2006)
	Forest Resources Management Project (World Bank)	JFM and some CBFM in miombo woodlands of Tabora region (project closed 1998)
	REMP (IUCN)	CBFM in coastal woodlands and forest of Rufiji district (Project closed 2004)
	EUCAMP (Finnida)	JFM and CBFM in high biodiversity forests in Tanga Region (project closed since 2002/03).
	GEF Cross Borders Project (UNDP – GEF)	JFM in high biodiversity forests in Monduli, Bukoba and Same districts (closed since 2002/03)

**Table 6: Names and focus of key projects, NGOs and organisations working on PFM**





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