



# REDD

Reduced Emissions from  
Deforestation and Forest  
Degradation

## Tanzania's National REDD-Readiness Programme



### Participatory Forest Management and REDD: Linkages and Design Issues

#### Participatory Forest Management in Tanzania

During the past twenty years, Tanzania has become one of the leading countries in Africa, and indeed the world, in developing forest management practices based on local participation. Participatory Forest Management (PFM), as it has formally come to be known in Tanzania, is based on the reality that the interests and incentives of local forest users and resident communities often are the key determinants of whether or not forests are used sustainably or unsustainably.

Traditional forest management approaches based on central government protection and regulation of use failed to adequately protect forests, as has occurred in many forested countries throughout the world. In the 1990s Tanzania developed an innovative new set of management approaches, policies, and legislation which enable communities to formally be designated with rights and

responsibilities for forest management. PFM in Tanzania builds off of the country's local government institutional framework, which gives local communities a legal form through elected Village Councils and Village Assemblies. Equally important is the country's policy framework for land tenure, which vests these village governance organs with responsibility for managing the lands ('village lands') within the boundaries of villages.

Importantly, PFM in Tanzania comes in two basic forms. Joint Forest Management, or JFM, involves the co-management of Forest Reserves between government managers, which may be either the Forestry and Beekeeping Division or District Councils, and forest-adjacent villages. Community-based Forest Management (CBFM), by contrast, is where local villages, or sub-groups within the village, are the sole forest manager by virtue of establishing communally reserved forests on village lands. These different types of PFM are described clearly in the National Forestry Policy (1998) and the Forest Act of 2002, which describes its aim





“to delegate responsibility for the management of forest resources to the lowest possible level of local management consistent with the furtherance of national policies.”

Since PFM was first developed in the 1990s, both JFM and CBFM arrangements have spread rapidly. As of 2008, PFM covers approximately 1.1 million hectares of land, including about 1.7 million ha under JFM and 2.4 under CBFM. This means that about 13% of all the forest in Tanzania is under PFM arrangements, involving over 2,300 villages across the country.

## **PFM and Forest Conservation and Recovery**

The government began PFM during Tanzania’s economic crisis in the 1980s, when government authorities did not have the resources to effectively manage and conserve all the forests in the country. Under the then forest management arrangements, local communities lacked formal authority over forests and thus had few incentives to manage and conserve them. This led, as in many parts of the world, to ‘open access’ situations where forests were unsustainably exploited by different groups of forest users,

### **Developing community-based REDD from participatory forest management**

*The Government of Tanzania is committed to ensuring that Tanzanian forest-adjacent communities can voluntarily participate in and benefit from REDD as a way of enhancing forest conservation outcomes and reducing poverty. In this regard the National REDD Task Force is collaborating with civil society partners, international organisations and universities to develop pilot REDD projects on the ground as part of improving national understanding of how REDD can best be structured to be effective, efficient and equitable.*

*In August 2009, the first REDD pilot project was launched by Tanzania Forest Conservation Group. The project aims to reduce greenhouse gas emissions from deforestation and degradation in Tanzania in ways that provide direct and equitable incentives to communities to conserve and manage forests sustainably. The project will achieve this by supporting the development of a Community Carbon Cooperative hosted within the existing network of Tanzanian communities engaged in participatory forest management. The Cooperative will aggregate voluntary emission reductions from its members and market them according to internationally recognised standards. Project funds and carbon market revenue will be channeled directly to the communities on a results-based basis thereby maximising incentives to maintain forest cover and reduce deforestation. As an additional incentive for reducing emissions, 8 % of the project budget will only be disbursed upon demonstrating direct REDD results; in total, 18% of the project’s financial disbursements will be paid to communities linked to results-based performance. The project includes an evaluation and communication component designed to capture the lessons learnt in order to inform project implementation and share them with the national and international community including sharing lessons learnt during project inception at the UNFCCC meeting in Copenhagen. The project also focuses on building in-country capacity with regards to REDD at both local and national governmental levels. This is linked with a strategic advocacy component aimed at forging a smooth path for REDD in Tanzania by engaging in the formulation of REDD frameworks and processes at national and international level.*





resulting in the degradation of both formally protected and unprotected forests. This was particularly the case in forests that are heavily used by local communities for products such as building material, wood fuel, beekeeping, and harvesting traditional foods and medicines. These uses are critically important to many local communities, sometimes making up the equivalent of over 25% of household income, and highlight the need for local people to be involved in setting and enforcing rules governing forest use.

Today there is widespread evidence that where PFM has been implemented forests have rapidly recovered through improved management and local protection. In the early stages of PFM, efforts are focused on clarifying and enforcing rules over use of different forest products, and developing local management bodies such as village forest committees and scouts. Because communities are allowed to keep any fines levied on violations of forest use rules, the villagers have incentives to reduce illegal activities. After a decade of PFM, there is a growing body of evidence from different types of forests that local management has resulted in growth in metrics such as forest basal area and the number of stems per hectare. Activities such as fire, tree cutting, pit-sawing, and agricultural cultivation within forests have also decreased in many PFM areas.

## **PFM and REDD**

Improving local tenure over forests and local communities' management capacity under PFM thus targets many of the root causes of local forest loss and degradation. PFM creates incentives for sustainable forest management at the local level, and the institutional framework for communities to establish and enforce rights over forests and forest products. This can increase the value of locally harvested forest products, and improve forest ecosystem services such as water catchments, but of course also results in increased carbon storage in recovering or locally protected forests. PFM is thus a fundamental part of efforts to develop REDD in Tanzania, as the National Framework for REDD clearly recognizes (ref Brief 1).

It has become widely recognized that local communities who control forest uses, formally or informally, must be key beneficiaries of funds under REDD if these new global payment schemes are to be successful in reversing existing rates of deforestation and forest degradation. In many places, though, this is difficult because there is no local institutional framework for clearly establishing local collective rights over forests- in many African countries, for example, all forests are formally government-owned. Because of Tanzania's existing local governance and land tenure framework, and track record of developing PFM in concert with those other policy factors, Tanzania is well placed to demonstrate how local involvement in forest management and global climate objectives under REDD can be practically integrated.

Tanzania's experience demonstrates how empowering local communities to manage forests, through secure mechanisms for tenure and a clearly developed policy and legal framework, is key to reversing forest loss and degradation in rural areas. REDD, in essence, presents an opportunity to create a new flow of benefits from forests to local forest managers, creating even stronger incentives for communities to conserve forests in exchange for carbon-derived revenues. PFM therefore provides the institutional foundation for REDD, while carbon markets provide a source of new potential economic benefits which can build on existing forest values to create even stronger incentives for local people to manage forests sustainably.

## **Challenges for REDD**

Despite the overall success of PFM in Tanzania, these approaches continue to face several key challenges which may also be a constraint to REDD implementation.

One challenge to PFM has been developing flows of local benefits from forests under local management. Despite many years of developing PFM, and the presence of valuable stocks of timber on many areas under PFM, there is very little revenue being captured at the village level from these resources. By contrast, levels of illegal timber harvesting in Tanzania in recent years have been high, but



this trade has generally bypassed local communities.

An additional challenge for many communities is enforcing rights over forests. Even though forest law and policy and other supporting measures such as the Village Land Act give communities clear rights over forests, enforcement often proves challenging.

One concern that has arisen globally with regards to REDD is if the creation of new flows of revenue based on forests' carbon values will result in weakening local rights to use and manage forests. This concern is based on the fact that as forests commercial values rise as a result of carbon market trends, many parties such as individual elites or private investors may try and obtain forests that communities have yet to clearly secure their rights over. Thus the carbon market and REDD might prompt a rush for control over forests similar to the recent rush for control over lands in Tanzania's coastal areas that has occurred as a result of the growth of the biofuels market.

If REDD results in outsiders claiming control over forests that were previously used by local communities, such

developments might undermine the very objectives of REDD in Tanzania. Furthermore, if communities lose access to land or resources it will also weaken their capacity to adapt to climate changes. Developing REDD in a way that helps communities to secure tenure over forests, and integrates REDD with PFM, is therefore also important to the aim of integrating the climate change mitigation and climate change adaptation agendas.



A final key question which will need to be addressed as a part of REDD readiness in Tanzania is developing efficient and equitable mechanisms for channeling benefits to local communities under REDD arrangements. How can the transaction costs of making many relatively small payments to local groups be minimized in order to make the system practicable? How will a system of national payments made under the formal REDD system be integrated with currently growing opportunities for local forest managers through voluntary carbon markets? These

questions call for continued thought and engagement by all stakeholders in order to prepare Tanzania for REDD.

## About Tanzania's National REDD-Readiness Programme

Tanzania is developing a National REDD Strategy in anticipation of a post-2012 climate change agreement that will include a new global facility for Reduced Emissions from forest Degradation and Deforestation. A National REDD Task Force has been established through the Vice President's Office and Ministry of Natural Resources and Tourism. The Task Force coordinates and guides the development of REDD-Readiness initiatives underway in Tanzania.

An interim National REDD Framework has been developed that sets out key areas for achieving REDD-Readiness, including:

- » Baseline establishment, monitoring, reporting & verification;
- » Financial mechanisms and incentives;
- » Stakeholder engagement and community participation;
- » Coordination of REDD Implementation;
- » Market access and negotiation;
- » Governance and policy;
- » Capacity building;
- » Applied research;

» Information management and networking.

The Government of the United Republic of Tanzania is working with a diversity of implementing and funding partners, including local communities, international organisations, universities, local civil society, the private sector and development partners in preparing for REDD. As part of this process, key collaborative initiatives underway are the National REDD-Readiness Initiative and the UN-REDD Tanzania Quick Start Initiative - both funded by the Royal Norwegian Government.



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