



United Republic of Tanzania

Ministry of Natural Resources and Tourism

Joint Forest Management Guidelines

December 2013

FOREWORD

In 2001, the Forestry and Beekeeping Division (FBD) of the Ministry of Natural Resources and Tourism published the first edition of the green booklet called “Community Based Forest Management Guidelines”. Since that time, there have been two important developments. Firstly, a new Forest Act (No. 14 of 2002) was passed and came into effect from 2004 with the publication of regulations. Secondly, the implementation of Participatory Forest Management (PFM) has been spreading rapidly across the country and in a wide range of different environments, such as mangroves, montane, catchment forests, miombo, coastal forests and acacia woodlands. The time has come to update the FBD guidelines on PFM in light of these developments.

In 2007 FBD prepared JFM guidelines. This one provides guidelines for facilitation of Joint Forest Management (JFM) – that is Joint Forest Management Agreements regarding the management of forest land in forest reserves owned and managed by either government (central or local authority) or the private sector. These guidelines covered JFM in the protection and production forest reserves and include catchment forests and woodlands as well as natural production forests managed either by national or local government. This booklet addresses the need outlined in Section 16 of the Forest Act which states that the Director of Forestry may issue guidance on Joint Management Agreements, to which all parties “shall have due regard”.

In 2013 the guidelines were reviewed and involved wide stakeholder meetings which covered representatives MNRT, TFS, Local governments, NGOs and Regional Secretariats from all over the country to prepare this revised version. This booklet is produced for Local Government staff and Foresters from TFS, working on the introduction of PFM at local level. However, they can equally well be used by PFM facilitators from NGOs, the private sector or other forms of service providers.

This booklet was written by Tanzanian foresters who have been at the forefront of PFM implementation over the past sixteen years and because of that we hope that it is practical, applied and realistic.

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Other booklets available on Participatory Forest Management

- Community Based Forest Management Guidelines – FBD/MNRT, 2007
- Participatory Forest Resource Assessment and Management Planning Guidelines – FBD, MNRT, 2006
- Administrative and Financial Manual for PFM for Local Government Authorities and Regional Secretariats – PMO-RALG, June 2006

SUMMARY

As every forester knows, our forests are under threat. Participatory Forest Management (PFM) is one of our main strategies towards securing as many forests as possible and bringing them under effective and sustainable management. This is clearly set out in the National Forest Policy and the Forest Act.

These guidelines are presented in four parts:

Part I Background

This provides introductory points about JFM.

Part II Legal basis for JFM

This provides some key legal aspects for JFM as given under the Forest Act and Local Government Act.

Part III The Process

This outlines the recommended process towards bringing forests under working Joint Forest Management.

Part IV The Tool Box

This provides models for some simple appraisal **tools**, example pages of useful **records** for forest managers to keep, and model formats used in Joint Forest Management (bylaws, VFMA Management Plan and Joint Management Agreement). It is not compulsory to follow these formats: they are given to guide you.

Misitu Juu!

Terms & meanings used in these Guidelines

Acronyms

DCFM	District Catchment Forest Manager, employed and reporting to FBD centrally with responsibility for management of Catchment Forests
DFO	District Forest Officer, responsible to the relevant district council for district and village forestry matters
DED	District Executive Director of a District Council
FBD	Forestry and Beekeeping Division of the Ministry of Natural Resources and Tourism
FMU	Forest Management Unit – a subdivision of a forest, within a VFMA, defined by management objectives
JFM	Joint Forest Management - a general term which describes how communities can collaborate with central or local government in the management of gazetted Forest Reserves
JMA	Joint Management Agreement - a legally binding agreement between the two parties (usually government and village council) that defines how forest management responsibilities will be shared with regard to a particular forest area
JVFCM	Joint Village Forest Management Committee. A committee that is constituted from different villages surrounding a Forest Reserve involved in JFM
PFRA	Participatory Forest Resource Assessment - a process by which villagers assess the resources of the forest in order to develop a realistic management and utilisation plan for their VFMA
VA	Village Assembly - the meeting of all adult members of the village held at least four times a year, and described in the Local Government (District Authorities) Act, 1982 as 'the supreme authority in the village'.
VC	Village Council, the Government of the village elected by the Village Assembly to govern all matters relating to the community, including its shared resources.
VNRC	Village Natural Resource Committee; elected by the Village Assembly and approved by the Village Council to act as Manager of forest resources in the village
VFMA	Village Forest Management Area; means the whole or part of a LAFR or NFR which has been placed under the management authority of a Village Council.
WDC	Ward Development Committee, the advisory Committee linking villages with the District Council and whose members include Chairpersons of all Village Councils, the Member of Parliament and the Councillor
WEO	Ward Executive Officer, recruited to serve as administrative adviser to Village Councils in the Ward, and acts as Secretary to the WDC
ZMO	Zonal Mangrove Officer, employed and reporting to FBD with responsibility for management of mangroves

Other terms

Councillor	an elected member of the District Council or a Village Council
Forest	all land bearing a vegetative association dominated by trees of any size, exploitable or not, and capable of producing wood or other products of exerting influence on the climate or water regime or providing shelter to livestock and wildlife.
Forest Reserve	a forest area, either for production of timber and other forest produce or for protection of forests and important water catchments, under the terms of the Forest Act
Forest Managers	the primary managers of a forest reserve. Can be the government or local communities
Gazettment	public notification at the national level through announcement by the Minister in the Government Gazette that a forest has been reserved. NFRs and LAFRs must be gazetted.
General land	means land that is neither Village nor Reserved Land and under the ultimate authority of the Commissioner of Lands.
Local Authority	a Municipal or District Council, comprising an elected Councillor from each Ward in the District, and whose function is to support Village Councils
Local Community managers	people living next to a forest resource who are the primary managers
Management Zone	a subdivision of a forest into different management areas for specific management objectives (such as biodiversity, recreation, community use)
Production forest	a Forest Reserve, managed mainly for the purpose of sustainable extraction of timber and other products
Protection forest	a Forest Reserve, managed mainly for the purpose of conservation
Reserved Land	land that is set aside, or “reserved” for a specific purpose such as forest management. Villages, districts and central government can reserve land
Sub-village	kitongoji [pl. vitongoji] a recognised sub-part of a registered village, and which elects a representative to sit on the Village Council
Village	means a registered village, whose members are known as the Village Assembly. They may elect their own government [Village Council]. This Council manages its own land area [Village Area]. This includes land held by individuals, households and groups as ‘private land’, and land owned by all the villagers, known as ‘common land’.

PART I

Background

What is JFM and how does it differ from CBFM?

Participatory Forest Management (PFM) is a general term describing community involvement in the management of forests. Joint Forest Management (JFM) is a form of PFM that takes place in forests on “reserved land” – land that has been set aside (or reserved) by government as part of either Local Authority or National Forest Reserves. Villagers and government may decide to establish JFM for a range of reasons. In some cases it is because they have seen the forests declining through poor management or uncontrolled utilisation and destruction of water sources, or because local supplies of forest produce have declined.

JFM can take place in a wide range of forests – miombo woodlands, coastal forests, mangroves, montane catchment forests with high value biodiversity and plantation forests. According to the Forest Act (No. 14 of 2002), JFM can also take place in many other circumstances, such as between private forest owners (tea estates, private tree producers) and villages. The output (and legalisation) of the process is a Joint Management Agreement (JMA) that spells out how the costs and benefits of forest management are shared between the forest owner and the neighbouring villages participating in the Joint Forest Management. By June 2006, 1.6 million hectares of forest were either under (or being negotiated for) some kind of Joint Forest Management arrangement, covering over 10% of the area of all forest reserves in the country, and working with 719 villages.

Community Based Forest Management (CBFM) is a second kind of participatory forest management arrangement that takes place on village land, on forests that are owned and managed by the Village Council on behalf of the Village.

These guidelines deal only with Joint Forest Management. Guidelines for Community Based Forest Management can be found in a separate guide issued by FBD.

Eight Guiding Principles for Joint Forest Management

1. *Communities as Forest Managers*

Joint Forest Management encourages forest adjacent communities to play a role in forest management through forest protection and patrol. In return for these efforts, they receive a range of concrete benefits, such as rights to harvest forest products, share revenue from forest harvesting, retain fines as well as confiscated materials/produce, use local water sources and so on.

2. *JFM as Applicable to All Kinds of Forests*

JFM applies to any kind of forest – those which are rich or poor in biodiversity, intact or degraded, large or small, moist montane, woodland or mangrove, plantations or natural forests. The objectives of the JFM regime may be protection or production or a mixture of both. What is important to understand is that JFM takes place on forests owned by one partner (usually government) where management is shared with local people.

3. *Forest Adjacent Communities as the Target Population for JFM*

'Local people' or 'the local community' in this context means those who live in within or directly next to forests and are the primary target group for JFM. Their historical relationship with the forest and their practical proximity makes them the logical group of citizens best able to keep a sustained and effective management role over the forest.

4. *Communities as Decision-Makers not just Protectors*

'Management' in JFM includes *all* aspects of forest management, such as forest protection, regulation of access and use of the forest, and actions to rehabilitate or develop the productive capacity of the forest. It includes not just the practical responsibilities of management but the authority to make the decisions, which guide those operations. JFM builds upon the national policy to enable local participation in forest management and the real need to bring control and management to more practical, local levels. It aims to secure forests through sharing the right to control and manage them, not just the right to use or benefit from them.

5. *Equitable sharing of costs and benefits of forest management*

Because there are always two parties involved in Joint Forest Management, it is very important that there is a clear agreement on how the management responsibilities are shared. This will avoid conflicts later on when management starts. Similarly, it is important that benefits from forest management are clearly defined and agreed during negotiations. Forest management costs and benefits must be "balanced" – in other words if communities are undertaking approximately 25% of the forest management responsibilities (cost), they should expect to receive approximately 25% of the local forest benefits. Making JFM agreements "unbalanced" will mean that they are not sustainable in the long term and do not contribute to the longer term goal of poverty reduction. Guidance on cost benefit sharing in JFM is provided in Part II.

6. *Making the Most of the Existing Village Framework*

JFM does not create new institutions but builds upon those that already exist. The central institutional framework for rural communities in Tanzania is the village: a recognised group of people, with the power to elect its own government (**Village Council**) to manage its affairs. Village Councils already have well-developed roles and powers which can be put to good use in JFM. This includes the right to make **Village Bylaws**, which enable local rules to be given the full weight of formal law. Village Councils are by law accountable to village members, acting upon their behalf. Village governments enter into agreement regarding the management of a part, or all, of a Forest Reserve – known in the law as Village Forest Management Areas (VFMAs). Village-based boundaries may already run through a forest, giving natural divisions among village communities. Villagers tend to be more accountable to their own communities than to outsiders.

7. *The changing role of FBD and district council staff*

Traditionally government forestry staff (either district or national) have had a role as "policemen" – restricting communities from getting involved in forest utilisation and management, and excluding them from reserved forest areas. Under the Forest Act, government forests now have new responsibilities to assist villagers identify, demarcate, and manage their own forests for the benefit of the community as a whole. Forest staff now work as partners with communities, advising them on how they can best manage their forests in the short and long term.

The **methodology** of establishing JFM relies upon foresters as **facilitators** (encouraging, supporting, guiding). In the process the relationship of the forester with the community changes: from a policing role to –

- **Technical adviser** to the community – giving practical technical information or advice;
- **Liaison** between community and district or central Government in forestry matters
- **Mediator** (as needed) between communities or groups - e.g. between two villages.
- **Coordinator**: linking up different villagers and actors with each other, and
- **“Environmental watchdog”**: the forester always keeps an eye on progress and problems, knowing when to support, when to step back, and when to intervene if the community is not meeting the forest management commitments it has made.

In the process, the main learning is not from training but from acting. **Learning by doing** is the key. Progress is marked by practical **problem-solving**: each time a community faces and solves a problem, its capacity to recognise and deal with the next problem is enhanced.

8. *A Guideline, Not an Order*

This guideline provides an explanation of what is required by law to negotiate a Joint Management Agreement (Part II), and therefore must be followed. Part III, however, provides an outline of each stage required to facilitate JFM. This has been arrived at through the practical experience of foresters who have already helped local citizens bring forests under working local management. If you find that you can fulfil the requirements of the law through different ways, then it is not essential you follow every step of these guidelines. The steps are not compulsory. You may find it easier to adapt these steps in some way.

PART II

The legal basis for JFM

Who can undertake JFM?

Joint Forest Management is legalized through the signing of a Joint Management Agreement (JMA). Section 16 of the Forest Act states that a Joint Management Agreement can be made between:

- FBD and any person or organisation in the public or private sector providing for the management of a National Forest Reserve
- FBD and community groups or other groups of persons living adjacent to and deriving whole or a part of their livelihood from a National Forest Reserve;
- a district council, a village council, a community group or any person or organisation in the public or private sector providing for the management of a Local Authority Forest Reserve;
- the manager of a private forest and community groups or other groups of persons living adjacent to and deriving the whole or a part of their livelihood from or adjacent to the private forest.

Village Councils can submit a request to jointly manage part or all of a Forest Reserve to the Director of Forestry (if it is a National Forest Reserve) or District Executive Director if it is a Local Authority Forest Reserve (Forest Act: Section 39 (1)). The area within the Forest Reserve that the village has responsibility over is called the Village Forest Management Area (VFMA) – Section 39 (2).

What are the legal requirements for establishing JFM?

1. *Electing a Village Natural Resource Management Committee*

The village must elect a Village Forest Management Committee – which is more usually called a Village Natural Resource Committee (VNRC) which is under the Village Council. The VNRC must be selected by the Village Assembly (all the village members) and not appointed by the village council. The committee must take account of gender considerations. The VNRC is the principal body concerned with the management of the Village Forest Management Area (VFMA) (Forest Act: Section 33 (1, 2))

2. *Defining the external and internal forest boundaries*

Although not strictly a requirement for JFM, the Forest Act requires that the boundaries of every Forest Reserve must be clearly marked (Section 28). Secondly, if the forest is surrounded by more than one village, the participating villages may decide to divide the management of the forest into separate areas for each village to manage. This is what is called a Village Forest Management Area (VFMA). However, villagers may also choose to manage the forest as a single unit and not to sub divide the forest into individual VFMA's.

3. *Developing a forest management plan*

Although not strictly a legal requirement for JFM, the Forest Act does require that every forest reserve must have a management plan (Section 11 (4)). The forester responsible for the area in question must prepare a forest management plan for the whole forest, based on the overall objectives of that particular forest (protection or production). This must be done in consultation with the communities

living around the forest. If the forest is a production forest, the management plan must clearly define harvesting and utilisation levels. When villagers chose to manage individual VFMA's (see 2 above), it is recommended that VFMA Management Plans are made on a village by village basis, providing more detailed descriptions of community based management.

4. Preparing a Joint Management Agreement.

The Joint Management Agreement (JMA) is a document that refers to, and formalises the management arrangement for the Village Forest Management Area or for the whole forest. It is signed by the forest owner (usually the central or local government) and the villages surrounding the forest engaging in management. It can either be signed on a village by village basis (many agreements) covering the management of a particular VFMA, or for all villages in a single agreement. Once the JMA is signed, active management and benefit sharing can begin.

The law says that a JMA must contain information on:

- Name and description of the forest
- A statement of what is being agreed [e.g. that (x) community will manage (x) VFMA]
- Objectives of the agreement
- Parties to the agreement
- How responsibility for management will be shared
- Rules that will apply
- How any funds from forest management [fines, fees] will be managed and expended
- Procedures for resolving disputes which may arise between the parties to the Agreement
- Duration of the Agreement
- How the Agreement may be revised.

A map must also be prepared but the Forest Act provides a degree of flexibility in this regard by stating that the map shall be "an official map, or other documentary evidence sufficiently clear to identify:

- The area of the national or Local Authority Forest Reserve in respect of which the village council is submitting an application (the VFMA)
- The location of any villages bordering the National or Local Authority Forest Reserve"

5. Preparing Village Bylaws for Joint Forest Management

The Joint Management Agreement describes and formalises the roles and responsibilities in forest management between the government and the village. To enable the villages to enforce the agreement at the local level (including fining and arresting), the villagers must prepare bylaws and ensure that they are approved by the District Council. The bylaws should be developed in accordance with the process specified in the Local Government Act (and described later in this chapter). When the forest area is managed as a single unit, the bylaws may be identical for each village. Even if this is the case, they will need to be approved by each village council.

How are the Costs and Benefits Shared in Joint Forest Management?

Sharing responsibilities and benefits in Joint Forest Management is complicated. Sharing of benefits in a protection forest will be quite different from sharing of benefits in a production forest. The types of management costs that communities will take on in a mangrove forest will be quite different from those in a catchment forest. This booklet gives guidelines on how to determine cost-benefit sharing for JFM in two types of forest: Protection (Catchment) Forest Reserves and Production (Natural)

Forest Reserves. These ratios have been developed based on the agreed principle that there should be a match between the amount of management responsibilities that a community takes on, and the amount of benefit it gets out.

In National or Local Authority Protection Forests: In protection (Catchment) forests, utilization of timber and non-timber products is not permitted (Regulations Part XIX Sect 55). JMAs can be negotiated that allow limited and localized utilisation by communities, such as water collection, honey gathering, firewood, medicinal plants and in some cases grazing. In some cases, local communities are permitted to harvest a limited timber trees for construction of village infrastructure such as schools, clinics etc.

In National or Local Authority Production Forests (Natural). Where production is permitted, communities are allowed a share in the benefits from harvesting of forest resources.

Delegated management in National or Local Authority Forest Reserves

Section 27 of the Forest Act states that the management of a National or Local Authority Forest Reserve may be carried out by FBD (or the Tanzania Forest Service) and a Local Authority. However, it also allows village councils, NGOs, a company holding a forest concession or a community group to become the designated forest manager. This differs from the JFM described above as the full management authority (as well as all management costs and benefits) are transferred from one manager to another. The Director of Forestry can only transfer management authority from central or local government to a third party after he has consulted with the Minister through the National Forestry Advisory Committee.

What is the legal basis for making Village Bylaws?

The legal basis for making Village Bylaws is the Local Government (District Councils) Act No. 7 of 1982. This law has been amended twice (1992, 1999), each time giving more strength to the village level of government. Also it has been made clearer that the job of the district level of government is to support the village level of government. The procedure for making Village Bylaws, described in Stage 3 of Part III comes from that law (especially section 163).

Other points to note when making Village Bylaws:

- The Village Bylaws should be in Kiswahili. An English copy may be made.
- The Bylaws from the village may be hand written and typed at the district.
- There is no fixed format for the Bylaws.
- When preparing bylaws for a forest reserve managed by Forestry and Beekeeping Division (National Forest Reserve), the bylaws should be sent to the Director, Forestry and Beekeeping for his comments before finalisation and approval.

PART III

The JFM Process

Overview of the six basic stages in planning for JFM

Stage One: Getting Started

This takes place at the district or forest level, with the selection of forest area and the surrounding villages, together with briefing of district staff and the formation of a team of staff with different skills to do the work. At the village level, you meet with Village Council and Assembly and facilitate the establishment and orientation of the Village Natural Resource Management Committee.

Stage Two: Assessment and Management Planning

This is where together with members of the VNRC you confirm, agree and mark the boundaries of the forest as well as the internal Village Forest Management Areas, (if the forest is to be managed on a village-by-village basis). The forest is then "assessed", and if it is to be utilised for timber or other forms of harvesting, the trees measured to calculate sustainable harvesting levels. Based on this, a management plan is developed for the VFMA.

Stage Three: Formalising and legalising

This is where you provide communities with the legal basis for management. A Joint Management Agreement is prepared that defines how management costs, benefits and responsibilities are to be shared. The JMA is negotiated based on the broad management objectives set out in the forest management plan for the VFMA and where it exists, the Forest Reserve itself. The draft JMA is discussed by the Village Assembly and forwarded to FBD (or the District Council) for comments. Based on comments received, the JMA is finalised and signed by FBD/District Council and the Village Council. Bylaws are developed to support the enforcement of the JMA. Once the JMA has been signed, the villagers can now start implementing their management plan.

Stage Four: Implementing

This is where you help the community put the systems needed to manage the forest in place: appoint and train the Patrol team, start records, make sure the rules are known, and so on. You need to visit frequently, keep an eye on progress and help out with problem-solving. After a few years of implementation it may be necessary to make some changes in the plan or the bylaws.

Stage Five: Revising

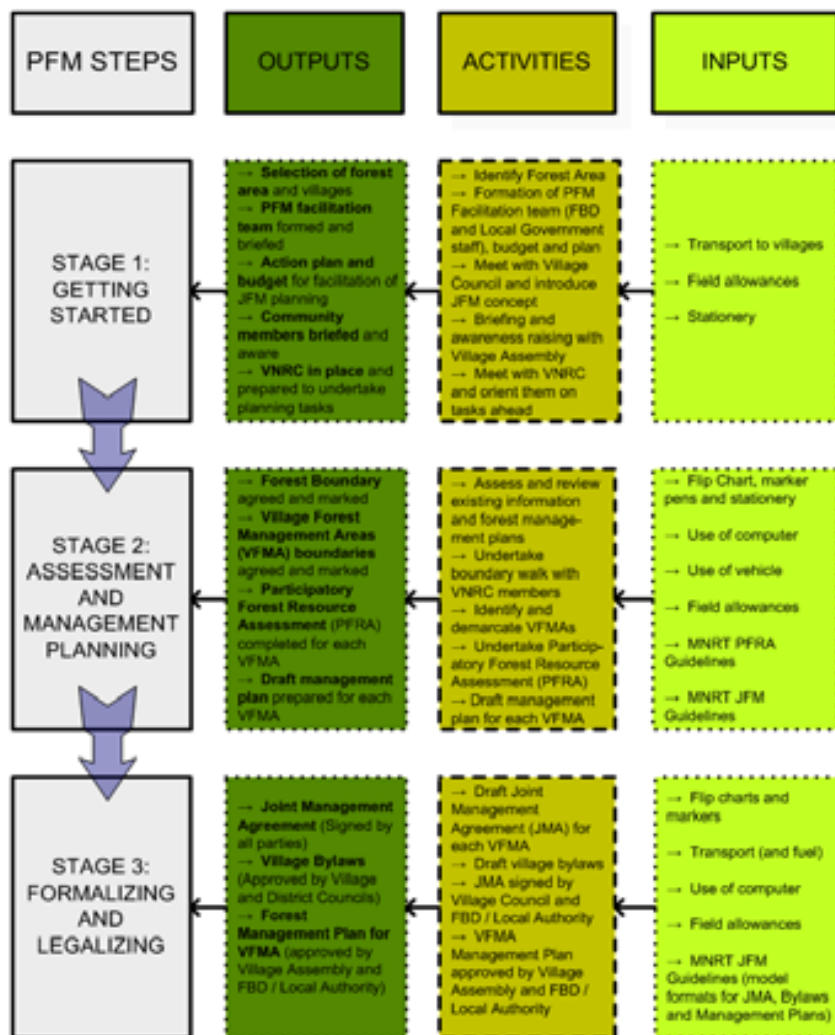
After three years, or so, the management plan can be reviewed to see if any changes need to be made, such as harvesting levels, rules, fines and so on.

Stage Six: Expanding to new areas

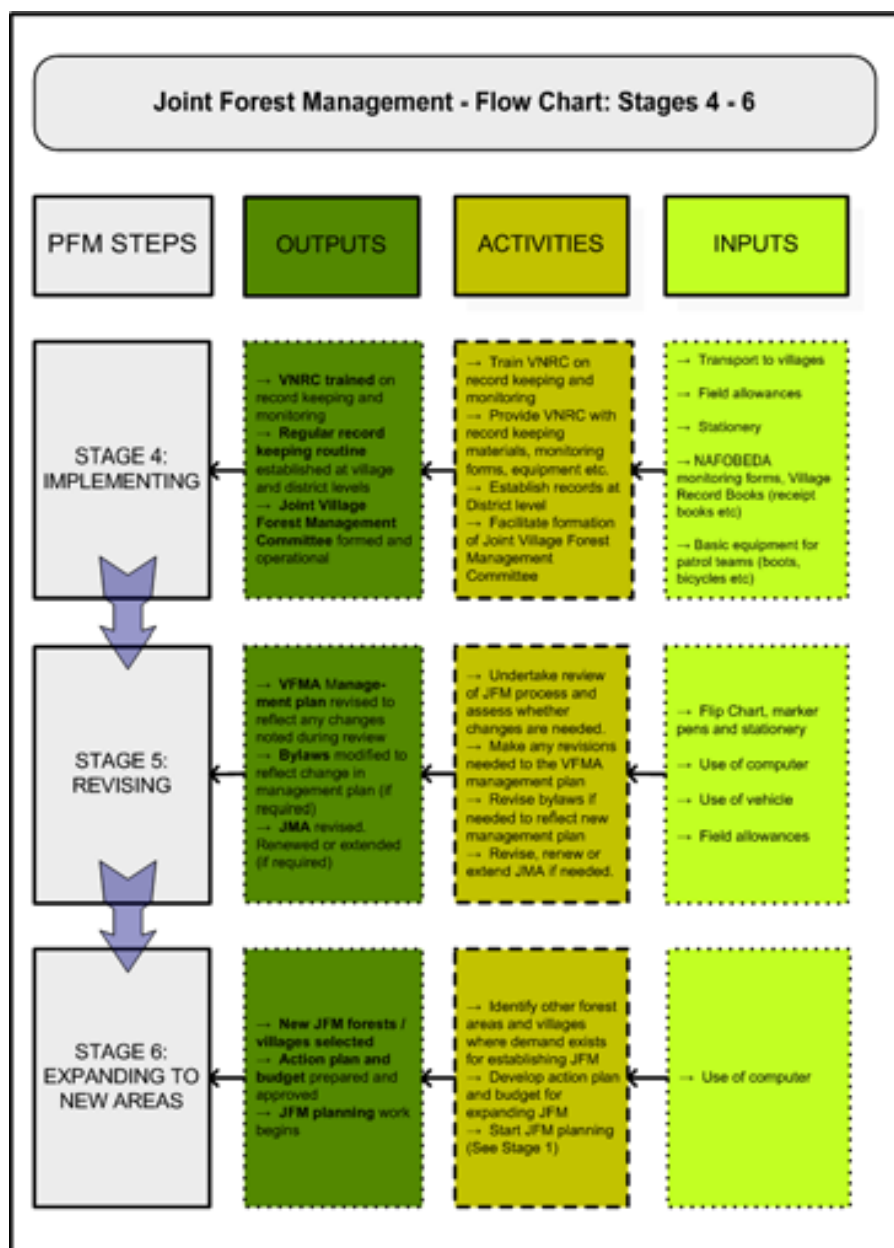
It is likely that other villages will start requesting JFM in their villages. It is during this stage you plan and budget for expanding into new areas.

These six steps are presented on a flow chart on the following two pages and in more detail in the following section

Joint Forest Management - Flow Chart: Stages 1 - 3



Joint Forest Management - Flow Chart: Stages 4 - 6



STAGE ONE: GETTING STARTED

MAIN TASKS AT DISTRICT / FOREST LEVEL

1. **Choose where to start:** Select one or more forest where you can start the JFM process. This may be a forest that has an important value to the district, region or country as a whole, a forest that has good possibilities of providing tangible benefits to the local community (such as timber harvesting) or where communities have expressed an interest to work together with government to protect and manage the forest in question. If you have transport problems you may choose to start in an area close to the district headquarters or forest office. Where possible, try to work with all the villages around a given forest reserve – as this increases the chances of developing management at the overall forest level.
2. **Define roles and responsibilities and develop links to other foresters and government staff:** If the forest in question is a *National Forest Reserve*, it will most likely be under the direct authority of the District Forest Manager (in the case of a Catchment (protection) forest or a District Forest Manager (if it is a mangrove forest). This is the person who will take the lead in establishing a Joint Forest Management. However, because the villages are located within the respective district council, it is vital that district staff are engaged in the planning and execution of JFM. If the forest is a *Local Authority Forest Reserve*, the lead person will most likely come from the local district council. However, if other foresters from TFS are present within the area, it is also a good idea to bring them on board at the very early stages to take advantage of their knowledge and skills. Experience from many areas of Tanzania has shown that failure to agree on roles when starting JFM can lead to arguments and conflicts at a later stage – resulting in long delays and many problems.

MAIN TASKS AT VILLAGE LEVEL

3. **Meet and brief the Village leadership.** Meet with Village Council to find out if there is any interest in Joint Forest Management. Introduce the basic concepts of JFM and explain the planning process in this booklet, including the legal requirements for establishing JFM (See Part II of this booklet). Ask about the presence of a functional Village Natural Resource Committee (VNRC) and discuss with the Village Council if they have confidence that this committee can lead the JFM planning process. Where the VNRC is dormant or inactive, it may be an option to facilitate village re-elections, to ensure that the VNRC has active and capable members.
4. **Meet and brief the Village Assembly.** Meet the whole village through a Village Assembly meeting and explain the aims and objectives of JFM as well as what is required to plan for JFM. Brief from the Village Council regarding the VNRC and any need for election or re-election. Where necessary, assist the Village Council to facilitate election (or in some cases re-election) of new VNRC members (See Help Box 1).
5. **Meet with the VNRC.** Agree with the team when you will start, at what time and where you will meet. Explain to them the steps required for establishing JFM and how long it is likely to take. Ask whether there is a need to co-opt additional members to the committee to assist with tasks such as Participatory Forest Resource Assessment (Stage Two). This could include certain people in the community with special knowledge of the forest – such as traditional healers, cattle keepers, charcoal makers, and so on. In addition, it is important at this stage to:

- Train the committee on their roles and responsibilities, and how they report to and are accountable to the VC and the wider Village Assembly
- Facilitate elections for the VNRC Chairperson, Secretary, Treasurer.
- Agree the roles of each of the above, making sure to include steps to keep them active and transparent
- Decide meeting times, and when the Committee will report to the Village Council

HELP BOX 1

GENERAL INFORMATION ON FORMATION AND ELECTION OF VNRCs

By law, villages wishing to establish JFM must elect a forest management committee who will have the responsibility for managing the forest, ensuring rules are followed and reporting to the Village Council. This committee, usually called the Village Natural Resource Committee (VNRC) is elected by the village assembly and should be made up of 12 or more people. When preparing people for the election you may wish to suggest the following characteristics of successful VNRCs:

- They should know about the forest and how to use its resources.
- As many as possible should be literate
- They must be people who are active and ready to work for the community
- They must be honest and trusted to manage money on behalf of the community
- Different parts of the community are represented; at least one third of the VNRC members must be women, and if possible more.
- People from different vitongoji (sub villages) should be represented, especially those who are immediately neighbouring the forest reserve itself.

STAGE TWO: ASSESSMENT AND MANAGEMENT PLANNING

MAIN TASKS INCLUDE

1. **Identify and assess the boundaries of the Forest Reserve.** Undertake a boundary walk around the edge of the forest with VNRC members and other village leaders. Take note of any signs of encroachment, forest damage, and discuss the need for additional boundary marking. In many natural forest areas, boundaries are marked with double line planting of Eucalyptus trees (or other non-invasive species that can be clearly defined from the other species). If there is no boundary planting, discuss whether this may be an option and whether the villages may be interested in planting and managing these trees for their own purposes. The verification of the boundary should be done using the original forest map made when the forest was gazetted. Assess whether there are areas of forest outside the forest reserve, but within the village boundaries that could be managed as Village Land Forest Reserves, owned and managed by the village. If so, you may wish to initiate the process of developing CBFM in these areas.
2. **Decide on, identify and mark boundaries of Village Forest Management Area(s).** When JFM is introduced into a forest where several villages are surrounding the forest boundary, it may be necessary to divide the forest up into separate areas that are the responsibility of each village, called Village Forest Management Areas (VFMAs). This is something that you should discuss with the villages themselves before deciding. In many occasions, villagers prefer to manage a forest as a single VFMA as this makes sharing of any benefits more easy. If this option is chosen, a single JMA and management plan will be developed which will cover the whole area. Together with the VNRC and other members of the village walk into the forest and identify the VFMA boundaries. Sometimes it is helpful if these boundaries pass along clearly identified landscape features such as rivers, streams, roads, hill tops and ridges. Make sure that the VFMA(s) are clearly marked on a forest wide map and confirmed with GPS readings.
3. **Read the existing management plan for the forest.** Before going down to the village level for detailed planning, it is important that the facilitation team obtains and read the existing management plan for the whole forest. This will define the overall objectives of forest management, as well as opportunities for harvesting of forest products such as timber, poles and charcoal. The management plan will need to be discussed with and presented to the villages interested in establishing JFM so that they are aware of the possible management options and available benefits.
4. Together with the VNRC undertake **Participatory Forest Resource Assessment (PFRA)**. Where options exist for harvesting of forest resources, it will be necessary to undertake an assessment of the forest resources within the VFMA and based on this, to define how the area will be managed. If only minor products will be allowed, it will be necessary to set quotas, or maximum limits for harvesting. Where absolutely no use is allowed some of the sub-steps (5 and 6) in the PFRA may not be required. *For more guidance on this see: "Notes for Undertaking Participatory Forest Resource Assessment and Management Planning", later in this chapter*
5. Present and **agree cost and benefit sharing** in the forest. Later in this chapter you will find a section that is called *"Notes for deciding how to share forest management costs and benefits"*. Use the tables in this section to present to the communities what they will be expected to do with regard to forest management and what they can expect to receive in return.

6. **Draft VFMA Management Plan.** Whether the VFMA covers part or all of the forest, it will be necessary to develop a detailed management plan that spells out how the forest will be managed, used, protected and how rules will be applied and enforced. This will be mostly based on the findings of the PFRA above and the agreement on cost-benefit sharing. The management plan will define:

- Where should the boundaries of the Village Forest Management Area be?
- Who will be responsible for managing and protecting the forest?
- How should the forest be protected?
- How should the forest be used and not be used?
- How forest management responsibilities and benefits are shared between the communities and the forest manager (refer to step 5 above)
- How should those who break the use rules be dealt with?
- What other actions will be needed to secure the forest and make it useful?
- How should the progress of the community in managing the forest be monitored?

Notes for Undertaking Participatory Forest Resource Assessment (PFRA) and Management Planning

If the forest has potential for harvesting, and if no detailed harvesting plan exists, it may be necessary to undertake an assessment of the forest resources and amounts that can be harvested. Detailed guidelines for undertaking Participatory Forest Resource Assessment (PFRA) can be found in the FBD publication called "Guidelines for Participatory Forest Resource Assessment and Management Planning" of 2006. The text that follows below provides a summary of this more detailed guide.

It is not necessary that all the stages of PFRA are followed in all JFM situations, nor is the process used the same in all circumstances. PFRA and management planning needs to be more detailed and intensive as the level of planned forest use increases. PFRA should be considered as an option when:

- Villagers are interested in utilization of forest resources (timber, poles, etc.)
- The Forest Reserve status allows utilization (for example within a Production Forest)

If for either of the above reasons, utilisation is not an option, PFRA may not be needed and the management plans should then be based on ensuring adequate protection and conservation - and not utilisation. *Note that according to current forestry regulations, harvesting of timber and other forest products is not permitted in Protection Forest Reserves – also called Catchment Forests which are mainly concentrated in Morogoro, Tanga, Iringa, Mbeya, Kilimanjaro and Arusha Regions.*

PFRA and management planning is important because:

- It helps us measure and assess the forest resource, its use and potential
- It helps us to analyze and present this information in a clear and simple way

With this information we can:

- To take decisions about sustainable forest management and utilization that maximizes benefits to local people
- Develop a management plan that is based on good forest management practices
- Monitor the health of the forest as utilization takes place

PFRA and Management Planning requires seven basic steps which are set out below:

Step 1: Planning and preparing for PFRA

This is where you, as facilitator, explain the whole purpose of PFRA to the VNRC. It may be necessary to co-opt additional members onto this team. A person suitable for this task will be someone with local knowledge about trees, the forest in question and with some specific knowledge on forest use. He/She must be ready and willing to work on the assessment and you should make sure that you get a good cross section of people from the village – men, women, younger, older, richer and poorer members.

You then need to brief the team and make a rough outline of activities to be done. It is important to train the members on the basic principles and tools used in PFRA at this time. Any equipment will need to be obtained at this stage. Many of these will be available from the district Land, Natural Resources and Environment Department. If you cannot get them, contact either TFS in Dar es Salaam or your nearest Zonal TFS office who can lend the equipment to you. You will need:

A compass	Girth/dbh tapes	20 metre survey tape measure
Wooden set squares	Measuring rope (100 metres)	GPS machine
Forest Maps	Wedge Prism	Flipchart paper
Marker Pens	Large Plastic Ruler	Calculator
PFRA Forms 1,2 and 3 (see Toolbox)	Writing Pens	PFRA and Management Planning Guidelines (FBD)

Step 2: Forest Product Utilisation

In this stage, you find out which forest products and tree species are most important for villagers (either for domestic, subsistence or commercial uses). This is done using two participatory exercises with a good cross section of villagers. Firstly, villagers identify and rank the most important forest uses and forest products (timber, poles, charcoal, grazing etc) and then which species are most important for these particular uses. Secondly, villagers produce a Forest Product Utilisation Matrix (See **TOOLBOX**).

Step 3: Forest Mapping

Before undertaking the PFRA and Management Planning, the boundaries of the Forest Reserve and in some cases, the internal Village Forest Management Areas (VFMA) were identified by the community. During this step, this external and internal boundaries of the forest are now measured and recorded accurately using a Global Positioning System (GPS). Once the boundaries have been measured, they should be marked with paint on trees or some other way that makes it clear. The points recorded on the GPS should be used to draw a simple forest boundary map by printing it out on the computer. If a GPS and computer are not available, draw an accurate sketch map. Use the map to calculate the area of the forest (where possible). Also add in local features such as roads, rivers, and other distinguishing marks such as sacred or cultural sites, and any local names. Once the map has been produced, photocopy the map to a larger scale (such as A3 size) for use in the next exercises.

If an individual VFMA is large, it may be necessary to subdivide it into smaller Forest Management Units (FMUs) to assist with management. If the forest is small (under 50 hectares) this may not be necessary. FMU boundaries should be measured with the GPS, once agreed, and included on the forest map. See Help Box 2 for more assistance.

HELP BOX 2

WHY ARE FOREST MANAGEMENT UNITS (FMU) NECESSARY?

- Because many forests are too large and diverse to be managed as one unit.
- So that different management objectives, activities and PFRA methods can be used for different parts of the forest depending on their condition and on the interests and requirements of villagers.

SOME USEFUL CRITERIA FOR DECIDING HOW TO DIVIDE THE FOREST INTO FMUs

- **Forest Type:** Different forest types (eg miombo, mangrove, evergreen montane forest etc)
- **Forest Condition:** Highly degraded forest, dense forest etc
- **Forest Uses:** Different local uses (eg beekeeping, grazing, timber harvesting areas, sacred areas)
- **Natural Features:** Sections of the forest divided by roads or rivers
- **Area:** Try to keep FMUs roughly the same area
- **Number:** Try to avoid having too many FMUs (no more than 10 per forest)

Step 4: Forest Walk

This is a walk through each of the FMUs with the whole VNRC. If the forest is very large, you may have to visit each of the FMUs on different days. In each FMU you will discuss whether there are possibilities for utilising timber depending on the condition of the forest. If the condition looks suitable, the team will take measurements of the “basal area” of that FMU. Readings should be taken in different conditions for each FMU – open and closed forest areas. The information is then fed into Assessment Form A (see **TOOLBOX**). Basal area measurements can only be used to work out if timber utilisation is possible and not how much can be harvested.

Once this has been done, the villagers can then determine management objectives for each FMU. It is possible that an individual FMU can have more than one objective. If utilisation is not a possibility for a specific FMU, go directly to step 7 of this process, and miss out steps 5 and 6. Management objectives tend to be made quite broad – such as utilisation, protection and improvement. Help Box 3 gives some clues on how to determine whether utilisation is an option.

HELP BOX 3

HOW TO DECIDE WHETHER HARVESTING OF FOREST RESOURCES IS AN OPTION

Answer the following questions:

- Is the reserve classified as a protection forest (catchment). If yes, no harvesting is permitted.
- Is there potential for harvesting forest products in a sustainable way from the FMU based on its condition at present?
- Does more than half (50%) of the FMU have a basal area greater than 5 cubic metres per hectare, or does more than 10% of the FMU have a basal area greater than 10 cubic metres per hectare?
- Is harvesting permitted in this particular FMU? (Forest Reserve status, religious, or sacred reasons, sensitive water sources, steep slopes and other water catchment functions may restrict use)
- Do villagers have an interest in using this FMU to harvest forest produce?

....IF THE ANSWER TO ANY OF THESE QUESTIONS IS YES, THEN FOREST UTILISATION IS AN OPTION....

Step 5: Sample Plot Assessment

In this step, the VNRC identifies which FMUs require sample plot assessment (see Step 4) and then set out sample transect lines and plots. More detail can be found in the FBD PFRA and Forest Management Guidelines. Specific forest data is gathered along each transect line and for each sample plot, such as species, diameter and use and recorded on Forest Assessment Form B (see **TOOLBOX**)

Step 6: Information Compilation and Analysis

At this stage, all the information collected for each FMU is compiled, summarised and analysed using simple tools. For each FMU, data is compiled on: FMU Area, Number of sample plots, dbh/size classes, important species, other species, total number of trees recorded for each class size and the total number of trees for the FMU.

Using this information, a histogram (bar chart) is developed by the planning team, showing for each FMU, the number of trees per hectare for each dbh class. This can be used for assessing sustainable off-take. By comparing the actual histogram with an “ideal” histogram the “tree utilisation potential matrix” is developed, which can tell you the surplus or deficit of trees for harvesting and the annual harvest over the next 5 years on a sustainable basis. Finally, having assessed the potential supply from each FMU, this needs to be compared with the demand from villagers. The output of this step is - for each important forest product, an estimate of whether it can be harvested and if so in what quantity, from where and how.

Step 7: Preparation of Draft Management Actions

You now have all the necessary information to develop draft management actions for inclusion in the Joint Management Agreement. In this step, management objectives and activities are presented for each Forest Management Unit based on the six steps above.

Notes for deciding how to share forest management benefits and costs

Once you have established the full range of potential benefits available from the forest it is necessary to decide how these will be shared between the government and the community. Four tables below have been prepared that provide a guideline on what management responsibilities are likely to be undertaken by the community and what they can be expected in return in terms of concrete forest benefits. The four tables cover four different types of forests dealt with in these guidelines – Protection (Catchment) Forest Reserves, Protection (Nature Reserves), Production (Terrestrial and Mangrove) Forest Reserves and Plantation Forests. These forest reserves may be under either local or national government ownership.

Protective Forests (Catchment)	
Community Responsibilities (Conditional on receipt of benefits)	Community Benefits (Conditional on fulfilment of responsibilities)
Partipate in preparation and implementation of the JMA	44% of profit gain from carbon is paid to the communities, the remaining part to go to the owner of the forest
Patrolling and enforcing laws stipulated in the management plan of the forest	32% of fines retained in the village from offences committed in the VFMA, the remaining part to go to the owner of the forest
Prevention, controlling and fighting fire in VFMA	35% of research, entry, camping, instalation of tansmission towers and filming (permits) fee goes to the Village Government and the remaining part to go to the owner of the forest
Conduct village meetings to discuss general forestry issues quartary and monthly VNRC meetings.	25% of revenue generated from ecotourism is paid to the communities, the remaining part to go to the owner of the forest
Controlling and timely reporting acurately on illegal activities to the relevant forest authorities	49% of the net revenue from confiscated forest products goes to Village Government and the other 51% goes to TaFF/District Council. The confiscated equipment and tools are surrendered to relevant forest authorities
Vermin control and loss of crops, property and human life in collaboration with the owner of the forest	Employment opportunities in various forest activities
Develop tourism areas and ensure security of tourists, students and researchers in VFMA	Utilization of fallen timber trees outside core conservation zone with permission.
Removal of invasive exotics, (based on supportive research and on managed basis) boundary planting and gap management using right species and allowing natural regeneration to take place to ensure recovery of biodiversity	Access to forest for collection of vegetables, mushrooms, medicinal plants (without dameging the plant), fibres, thatching and fodder grass collection, dead fuel wood and fruits. Also right of way, attending ritual areas, bamboo wine taping and water access for irrigation and domestic use basing on regulations governing the forest use
Submit quarterly implementation and monitoring report to the owner of the forest	Access to forest for beekeeping activities using appropriate technology
Prepare and keep proper forest management records	Access to fishing and hunting will be done in accordance with relevant laws and regulations and any benefits accrued from these activities
Participate in protecting and controlling ellegal activities along water sources and environment inside and outside the forest	
Report on revenue collection and expenditure to the village assembly quartarly	
Participate in all meeting related to the management of the forest	
Ensure forest boundary becons and signs are not removed or destroyed	

Protective Forests (Nature Reserves)	
Community Responsibilities (Conditional on receipt of benefits)	Community Benefits (Conditional on fulfilment of responsibilities)
Partipate in preparation and implementation of the JMA	46% of profit gain from carbon is paid to the communities, the remaining part to go to the owner of the forest
Patrolling and enforcing laws stipulated in the management plan of the forest	32% of fines retained in the village from offences committed in the VFMA, the remaining part to go to the owner of the forest
Prevention, controlling and fighting fire in VFMA	36% of research, entry, camping, instalation of tansmission towers and filming (permits) fee goes to the Village Government and the remaining part to go to the owner of the forest
Conduct village meetings to discuss general forestry issues quartary and monthly VNRC meetings.	26% of revenue generated from ecotourism is paid to the communities, the remaining part to go to the owner of the forest
Controlling and timely reporting acurately on illegal activities to the relevant forest authorities	49% of the net revenue from confiscated forest products goes to Village Government and the other 51% goes to TaFF/District Council. The confiscated equipment and tools are surendered to relevant forest authorities
Vermin control and loss of crops, property and human life in coloboration with the owner of the forest	Employment opportunities in various forest activities
Develop tourism areas and ensure security of tourists, students and researchers in VFMA	
Removal of invasive exotics, (based on supportive research and on managed basis) boundary planting and gap management using right species and allowing natural regeneration to take place to ensure recovery of biodiversity	Access to forest for collection of vegetables, mushrooms, medicinal plants (without damaging the plant), fibres, thatching and fodder grass collection, dead fuel wood and fruits. Also right of way, attending ritual areas, bamboo wine taping and water access for irrigation and domestic use basing on regulations governing the forest use
Submit quarterly implementation and monitoring report to the owner of the forest	Access to forest for beekeeping activities using appropriate technology
Prepare and keep proper forest management records	
Participate in protecting and controlling ellegal activities along water sources and environment inside and outside the forest	
Report on revenue collection and expenditure to the village assembly quartarly	
Participate in all meeting related to the management of the forest	
Ensure forest boundary becons and signs are not removed or destroyed	

Guidelines for Joint Forest Management

Productive Forests (Terrestrial and Mangrove)	
Community Responsibilities (Conditional on receipt of benefits)	Community Benefits (Conditional on fulfilment of responsibilities)
Partipate in preparation and implementation of the JMA	41% of profit gain from carbon is paid to the communities, the remaining part to go to the owner of the forest
Patrolling and enforcing laws stipulated in the management plan of the forest	32% of fines retained in the village from offences committed in the VFMA, the remaining part to go to the owner of the forest
Enrichment planting of aproprate and favoured timber species	19% of timber royalty fee is paid directly to village government and the remaining is paid to the owner of the forest
Conduct village meetings to discuss general forestry issues quartary and monthly VNRC meetings.	▶ 46% of the net revenue from confiscated forest products goes to Village Government and the other 54% goes to TaFF/District Council. The confiscated equipment and tools are remitted to relevant forest authorities
Submit quarterly implementation and monitoring report to the owner of the forest	Employment opportunities in various forest activities
Prevention, controlling and fighting fire in VFMA	Access to forest for beekeeping activities using appropriate technology
Supervising harvesting operations including identification of harvesting areas and resource assessment	◀ Access to forest for collection of vegetables, mushrooms, medicinal plants (without damaging the plant), fibres, thatching and fodder grass collection, dead fuel wood and fruits. Also right of way, attending ritual areas, bamboo wine taping and water access for irrigation and domestic use basing on regulations governing the forest use
Manage tree nurseries and plant trees in their farm lands	Access to fishing and hunting will be done in accordance with relevant laws and regulations and any benefits accrued from these activities
Report on revenue collection and expenditure to the village assembly quartarly	35% of research, entry, camping, instalation of tansmission towers and filming (permits) fee goes to the Village Government and the remaining part to go to the owner of the forest
Prepare and keep proper forest management records	
Participate in protecting and controlling ellegal activities along water sources and environment inside and outside the forest	
Participate in all meeting related to the management of the forest	
Ensure forest boundary becons and signs are not removed or destroyed	

Plantation Forests	
Community Responsibilities (Conditional on receipt of benefits)	Community Benefits (Conditional on fulfilment of responsibilities)
Participate in preparation and implementation of the JMA	27% of profit gain from CDM project will be paid to the communities, the remaining part to go to the owner of the forest
Patrolling and enforcing laws stipulated in the management plan of the forest	46% of the net revenue from confiscated forest products goes to Village Government and the other 54% goes to TaFF. The confiscated equipment and tools are remitted the owner of the forest
Provide manpower for diferent forest activities to be implemented in the reserve	▶ 32% of fines retained in the village from offences committed in the VFMA, the remaining part to go to the owner of the forest
Effectively participate in supervision of harvesting operations of forest and beekeeping products	2.5% of royalty fee regarding sales of forest products is paid directly to village government and the remaining is paid to the owner of the forest
Conduct village meetings to discuss general forestry issues quarterly and monthly VNRC meetings.	Access to forest for collection of vegetables, mushrooms, medicinal plants (without damaging the plant), fibres, thatching and fodder grass collection, dead fuel wood and fruits. Also right of way, attending ritual areas, bamboo wine taping and water access for irrigation and domestic use basing on regulations governing the forest use
Prevention, controlling and fighting fire in VFMA	Access to forest for beekeeping activities using appropriate technology
Submit quarterly implementation and monitoring report to the owner of the forest	Access to taungya system where applicable
VNRC to provide conservation education to communities	◀ Access to fishing and hunting will be done in accordance with relevant laws and regulations
Manage tree nurseries and plant trees in their farm lands	
Participate in protecting and controlling ellegal activities along water sources and environment inside and outside the forest	Access top soil for tree nurseries
Report on revenue collected and expenditure to the village assembly quarterly	Employment opportunities in various forest activities
Participate in all meetings regarding management and development of the forest	36% of research, entry, camping, instalation of tansmission towers and filming (permits) fee goes to the Village Government and the remaining part to go to the owner of the forest
Ensure forest boundary becons and signs are not removed or destroyed	

STAGE THREE: FORMALISING AND LEGALISING

MAIN TASKS INCLUDE

1. **Develop draft Joint Management Agreement (JMA).** Based on the draft management plan and agreed sharing of forest management responsibilities and benefits, it is now necessary to draft a JMA for the Village Forest Management Area. Remember that if the villagers have agreed to manage the Forest Reserve as a single unit (ie as one VFMA) then only one JMA is needed, to which all Village Councils will sign. When the forest is sub-divided into many VFMA, individual JMAs will be required for each village.

In the **TOOLBOX** you will find a model format for a Joint Management Agreement which is summarised in Help Box 4 below.

2. **Prepare Draft Bylaws.** The JMA provides the legal basis for transferring forest management rights and responsibilities from one level of government to another (usually National to Village). For the villagers to be legally empowered to enforce the rules locally (such as arresting, fining and confiscating) villagers must develop bylaws. Bylaws are developed from the VFMA Management Plan and the JMA. Bylaws are proposed by the VNRC and are presented to the Village Assembly for approval. A Model Format for Village Bylaws can be found in the **TOOLBOX**.
3. **Sending the Draft JMA and Bylaws for comments.** If the Forest Reserve being managed is under the overall authority of Tanzania Forest Service Agency, the draft JMA and Bylaws must be sent to the Chief executive officer - TFS for comments. Getting comments at this stage, will avoid delays later. If no reply is given after six weeks, you should assume that there are no comments from this level.
4. **Develop co-ordination structures at the forest management level.** Regardless of whether the forest is managed as a single, or many VFMA, it will be necessary, from time to time, to meet together with representatives from all the villages around the forest boundary involved in Joint Forest Management. In some forests, these meetings have been formalized and a specific committee has been formed that took selected representatives from each of the VNRCs involved in the JFM. Such a committee is usually called a **Joint Village Forest Management Committee** (JVPMC) and will meet on a regular basis to discuss management, resolve conflicts between villages and sort out problems with TFS or the Local Authority.
5. **Finalise and sign Joint Management Agreement.** The JMA should at this stage have the views of both the Village Assembly and TFS (if it is a National Forest Reserve) or Local Government (if it is a Local Authority Forest Reserve). A final document needs to be prepared that captures the views of the different stakeholders. Once finalised, the agreement needs to be signed. **Table below gives guidance as to who should sign for different types of agreements:**

Forest ownership and management	Parties to agreement	Signatories
National Forest Reserve (Catchment, Protection Forest)	TFS and Local Communities	District Forest Manager Village Chairperson(s) District Executive Director (as witness)
National Forest Reserve (Production Forest)	TFS and Local Communities	District Forest Manager Village Chairperson(s) DED (Witness)
Local Authority Forest Reserve	District Council and Local Communities	District Executive Director and Village Chairperson(s)
Forest owned or managed by Private Sector (eg Tea Estate, Plantation)	Private Sector and Local Communities District Council	Company Director, District Executive Director and Village Chairpersons

Following the signing, a copy of the agreement is sent to:

- DED and District Council Chairperson
 - Chief Executive - TFS
 - The District Commissioner
6. **Approval of Bylaws.** The draft bylaws prepared in step two above, are now presented to the whole village assembly for approval (after incorporating any comments given by TFS). If there are any major objections, these will need to be taken into account when making the final draft of these documents. The bylaws are then sent to the district council (via the Ward Executive Officer and Ward Development Committee) for approval. The steps required by law for making bylaws legal are found in the section below called: *“Notes for Developing Bylaws for Joint Forest Management”*

HELP BOX 4:

CONTENT OF A JOINT MANAGEMENT AGREEMENT FOR A VILLAGE FOREST MANAGEMENT AREA

Section 16 of the Forest Act states that a JMA must contain the following information:

- Name and description of the Forest
- Statement of what is being agreed (that X Community will manage Y VFMA)
- Objectives of the agreement
- Parties to the agreement (usually TFS / Local government and Village(s))
- Rules that will apply
- Management Responsibilities undertaken by community
- Management Responsibilities undertaken by TFS / Local Governments
- Benefits that will be provided to communities, and how these benefits will be administered (timber, firewood, volumes, harvest levels, confiscated equipment, boundary planting etc)
- How any funds received by the community (fees, licences, fines) will be managed and expended (including how they will be split between forest management responsibilities and general village development)
- Procedure for resolving disputes which may arise during the implementation of the agreement
- Duration of the agreement
- How the agreement will be revised

Notes for Developing Village Bylaws for Joint Forest Management

The legal source of Village Bylaws is the *Local Government (District Councils) Act No. 7 of 1982*. This law has been amended twice (1992, 1999), each time giving more strength to the village level of government. The procedure for making Village Bylaws given below comes from that law (especially section 163).

1. A proposal for developing Bylaws is put forward by a Committee in the village community.
2. The Village Council calls a Village Assembly to discuss the proposal.
3. Views of the villagers should be taken into account. Village Council then drafts the final bylaws and passes it. It is recorded in the minutes.
4. The Village Council submits the Bylaws to the Ward Development Committee for its comments and support. It is recorded in the minutes. Though not legally required, the District Council may want this.
5. The Chairperson of the Village Council then submits the proposed Bylaws to the District Council Chairperson, through the DED and copied to the DFO. He includes:
 - a copy of the Minutes of the Village Assembly where the Bylaws were discussed and agreed

- a copy of the Minutes of the Village Council meeting
 - a copy of the Minutes of the Ward Development Committee
6. At its next meeting, the District Council discusses the Bylaws. Usually the DFO presents the Bylaws to the Council meeting and gives his technical opinion. If the Bylaws are approved this is recorded in Council Minutes.
 7. The District Chairperson signs and dates all the copies of the Village Bylaws. These are returned to the Village Council.
 8. The Village Chairperson also signs and dates the copies. Some copies are returned again to the files of the District Council. The District Council may post a copy on its notice board as public notice.
 9. Usually the Village Council makes sure that the local Primary and District Magistrates have copies to use if any cases relating to the matter are brought before them. The Village Council keeps one copy in its file and also posts one copy at the Office so that everyone in the village can see it

Look in the **TOOLBOX** for a Model Format for Village Bylaws for Joint Forest Management

STAGE FOUR: IMPLEMENTING

MAIN TASKS INCLUDE -

1. **Making the VNRC effective.** It is at this stage that the VNRC will start managing the forest for the first time. As facilitator, you will need to assist the elected members of the Committee to meet for the first time and to train them on the various aspects of forest management such as:
 - holding meetings
 - co-ordinating and undertaking patrols in the forest and dealing with offenders
 - keeping records and submitting them to the district on regular basis
 - issuing licenses, permits, and making sure that receipts are given
 - keeping good records of money received, and spent by using a simple income and expenditure book
 - making sure that they report regularly to their Village Council and through them, to the Village Assembly
2. **Starting forest protection.** Advise and help the VNRC to start undertaking patrols inside the forest. In some cases, village chose to appoint a dedicated Patrol Team, whereas in other cases, the VNRC does this as part of their routine work. A third option is to use the traditional “*sungu-sungu*” patrols who may already be in place within the village. Which ever system the villagers chose to use, help them to plan:
 - where they are to patrol
 - how often they are to patrol
 - in what kind of groups
 - who they are to report to and how they will make their reports
 - to whom they are to bring offenders
 - fines they will suffer if they are found breaking the rules themselves

It is useful if the Committee accompany the Patrol Team into the forest to agree their respective patrol areas.

If **fire** is a risk to this forest, then the Committee and Patrol Team should agree a system for keeping watch during the risky season and for calling people to fight fires.

It is the duty of the Committee to ensure that every village member **knows the forest use rules** – and the punishments. Every villager should also be made aware that they should not pay a fine or a fee without getting a proper receipt.

A list of the rules and punishments should also be provided to Village Councils of neighbouring villages to inform their own people.

In some cases, villagers may need assistance when they discover large scale illegal activities. Agree with the VNRC how information can be passed rapidly to the forester to enable rapid action to be taken.

3. **Beginning essential record-keeping and supporting monitoring.** Assist the Secretary of the Committee to buy and maintain books of the following:

- Receipt Book:** Get the District Council Treasurer to issue, or endorse, formal receipt books, which must have at least one carbon copy. The Receipt Book may also be used to receipt payments made to Patrol Team when they have been 'rewarded' with part of the fine levied on an offender.

- Offences and Fines Book:** This records each offence, the offender, the fine payable, the date of the fine paid with and the signature of the payee.
- Permit Book:** This records exactly who has been given permission to harvest which forest product, how much of it, between which dates, and from which area of the forest.
- Income and Expenditure Book:** This states what money has been received from fines and fees and expenditures made.
- Minute Book:** Recording the meetings of the Committee and its decisions.
- Patrol Book:** This will record the activities of the patrol team (date, duration, path taken and names of patrol members), what they saw, any unauthorised activities and any action taken.
- Quarterly reporting form:** This is a form that captures and summarises the main information regarding forest management at the village level. This form is compiled from information taken from the record books above and is submitted to the DFO/DFM.

Look in the **TOOLBOX** for sample pages of each record. Do not underestimate the importance of record keeping. Records can keep conflicts down and make management more transparent. As the forester responsible for supporting JFM, you will also be required to gather and compile information from each village and make sure that it is entered into the district returns for the **National Forestry and Beekeeping Database** – which in turn is forwarded to TFS every six months.

4. **Deal with forest encroachment.** This could be of two kinds:

- Boundary encroachment:** Assist the VNRC by going with him to visit the first farmers who share boundaries with the forest, agreeing where the boundary is (often the Sub-Village Chairperson is needed here) and what kind of marking the farmer will undertake and the deadline by which time s/he must have removed his or her crops beyond that line.
- In-forest settlement or farming:** Implementing action here will depend upon the decisions made by the VC with the Committee as to how to handle the problem – and will usually need your active support to be implemented. Go with the Village Chairperson and the Committee Chairperson to meet with the forest dwellers. Make sure any agreements made are recorded for some in-forest dwellers will dispute the decision.

5. **Begin the most urgent rehabilitation tasks.** This involves you as technical adviser. Common problems that need early action include:

- Replanting around a spring area which is degraded and is to be closed to livestock;
- Barricading stock trees in the forest which are decided should be closed and/or reduced;
- Shoring up the selected stock-watering points in the forest;
- Filling deep gullies.

Each sub-village should be responsible for actions in its own part of the forest.

6. **Your own role.** You are now a facilitator. Try not to do the Committee's job for it. Encourage their self-reliance. Every time the Committee makes a decision and acts on it, it will find it easier to decide and act on the next issue.

Even if you have access to funds, be sparing in offers to help. Remember that each village in the future will have some needs, and you may not be able to meet the costs. Some small starter costs may however be justified, like costs for the record books, oil paint for boundary marking and whistles for patrolmen.

STAGE FIVE: REVISING

MAIN TASKS INCLUDE

1. **Review Management.** This is best undertaken when Joint Forest Management has been running for at least two to three years after the JMA has been signed and implementation has started. Two tasks are required:

- Assessing management operations
- Assessing the effect of joint forest management on the forest

Sit with the VC and VNRC and draw up a checklist of what you all want to know and decide who should carry out the review. It is useful if you are a member of the review team. Look in Help Box 6 and 7

Remember the general monitoring indicators of positive JFM:

- *Damage to the forest is decreasing*
- *The condition of the forest is improving*
- *The identity of the forest as a managed area is consolidating*
- *Unregulated forest access and harvesting is declining*
- *Adoption of forest-saving techniques are increasing*
- *Joint Forest Management is supported by the community and being sustained.*

2. **Amend the regime and the Forest Management Plan.** There will be findings that suggest the regime needs altering in some way. Changes should be presented to the Village Council and Village Assembly for their approval. It is best for the revised Plan to be read out in its entirety. Its contents will mean much more to community members this time, as they will have seen JFM operating. Aspects, which commonly see some alteration at the end of this trial period, include:

- Personnel changes: changes in members in the Committee and those undertaking the patrols who have proved unenthusiastic or are suspected of dishonesty;
- Changes in the composition of the Committee e.g. increasing the number of women members; setting the date for the election of a new Committee;
- Reduction in the number of patrols, given that offenses have declined from this point;
- Introduction of Identity Cards for those doing patrols to strengthen their identity in forest patrol;
- Commitment to purchase working gears for those doing patrols (boots, uniforms and maybe bicycles);
- Steps to improve transparency in money handling, such as audit procedures and money transaction; and creation of a Village Forest Management Account with signatories, separate from the Village Council Account;
- Review of fees charged for permits e.g. to herbalists, timber harvesters, charcoal makers, beekeepers, major fuelwood users (such as beer-brewers, brick-burners) and cattle owners using the forest;
- Introduction of steps to use the forest more fully: e.g. harvesting of timber, firewood, charcoal etc

- ❑ Introduction or review of quotas limiting certain uses, such as how many branches may be cut for poles or how many bundles of grass that may be collected per household;

HELP BOX 6

THE KIND OF REVIEW QUESTIONS TO ASK

1 Managers

- How well is the Committee (VNRC) working? How frequently does it meet? If it has not been meeting regularly, why not?
- Has there been any change in membership of the Committee? Why?
- What is its relationship with the Village Government? Does it need improvement?
- Have any village leaders been offenders? If so, how did the Committee handle these cases?
- Has the VNRC ever been to the forest since it started work? If not, why not?

2 Records

- Does the Secretary keep Minutes? Where are these? (examine all records)
- Is there a record of each offence and fines paid?
- Does the VNRC have its own Receipt Book?
- If there are no records, why not? Who should keep records?
- What records would the VNRC now wish it had kept? What should be kept now?

3 Financial management

- Who has been receiving money from fines and/or fees?
- Where is that money being put? Does the VNRC have its own Account?
- What has the money been spent on? Where is the record of expenditure? (look at it)
- Have patrolmen been signing for 'rewards' they have been given? Where is the record? (look at it)
- Have the members of the VNRC been paying themselves a 'sitting allowance' – if so, where is the record of payments and receipts? Does the community know this sitting fee is being paid?
- What problems have arisen with money matters?
- What needs does the committee have for money? Is there enough money from fines?
- Should fees now be charged for some forest uses? Which ones? Why? What rates should be set?

4 Reporting

- Does the Chairman of the VNRC report to Village Council meetings? How often? (look at the Minutes)
- How often has the community been informed of problems and progress in Village Assemblies? (look at the Minutes)

5 Protection

- Is patrolling continuing as it started or has it changed?
- Is the number of patrolmen the same – if not, who has dropped out and why?
- How often are patrols being made and if these are less than originally, why?
- How does the VNRC know patrols are being undertaken?
- How is the Patrol Supervisor working?
- Is a Patrol Record Book being kept?

- How do the patrolmen feel about the job? What problems are they facing? How may these be solved?

6 Rules

- Do people in the village know the forest use rules – how were they told?
- What rules are being broken most and why?
- What rules seem to have fallen by the wayside?
- Have any new rules been put in place?
- Which groups in the community are most unhappy about the forest use rules and why?
- Are people from neighbouring villages obeying the rules?
- What are the most common uses of the forest now?

7 Permits

- How many permits have been issued and for what purposes? (check the records)
- Who has been supervising harvesting?
- What problems have been found with the permit system?
- Has a quota system been put in place, and if so, who is keeping track of how much is being extracted?
- What is the system for receiving applications? How many have been turned down and why?
- Has there been any change in the number of 'freely permitted' uses where a permit is not needed? Why?

8 Punishments

- Are fines being levied at the rates set or have these changed? Are they still within the 50,000. - limit set by the law?
- What other punishments are being given?
- Who is doing the fining and what problems exist with this system?
- How many offenders have refused to pay fines, why, and how has the VNRC handled each case?
- Has the VNRC been forced to take people to court? How is the Court reacting?

9 Support

- How often has the Forester visited since JFM began?
- What problems has he helped with? What problems has he not been able to help with and why?
- Which other district officers have come?
- What kind of support is now needed?

10 Boundaries

- Has the perimeter boundary been agreed? How many disputes were there and how were these solved?
- Are there any outstanding disputes concerning the boundary? If so, who with and why?
- Is the perimeter boundary marked? How?
- Where is the record describing the agreed boundary? (look at it)
- What kind of internal zones have been made? If the forest is managed by sub-villages, has each SVFA been marked? How? If not, why not? Are there any outstanding disputes among sub-villages as to their part of the forest?
- Has the forest been divided into protection and use zones? If so, how are they known or marked? Are the distinctions observed?

11 Rehabilitation

- Have any of the plans to rehabilitate the forest been implemented? If not, why not?
- What is the most urgent task?

12 Local views

- How do ordinary villagers find management – what are their complaints and their suggestions? What benefits have they seen with JFM?
- How has their access to the forest changed?
- What shortages are villagers experiencing and how do they feel about these?
- What forest uses are now seen as most important to members of the village?
- Are villagers proud of their forest?
- Are neighbouring villagers respecting the forest as now under this village?

HELP BOX 7

REVIEWING THE FOREST ITSELF THE KIND OF THINGS TO LOOK FOR

1. Have the in-forest dwellers left?
2. Has cultivation in the forest ceased?
3. Have those sharing boundaries with the forest marked the boundary?
4. Has encroachment ceased? If so, with what effect on the forest?
5. Is there any evidence that the Protection and Use Zones are operating?
6. Has the perimeter of the forest area been agreed and marked? Is more permanent boundary marking needed?
7. Have all boundary disputes been resolved?
8. If management is supposed to operate on a sub-village basis, is there evidence that this is operating? Which sub-village has most improved the forest? Which has least improved the forest? What is causing the difference?
9. What signs are there that the forest condition is improving:
 - Are the springs returning and the stream flow improving?
 - Is there more undergrowth than before?
 - Is the canopy closing?
 - Are cattle and people trails closing?
 - Are there more tree seedlings?
 - Are burnt areas recovering?
 - Are hives seeing better occupancy?
 - Is wildlife and game numbers increasing in the forest?
10. Are there any new burnt areas?
11. Who do you see when you are in the forest and what are they doing?
12. Do they hold permits if they are supposed to for those uses?
13. How many cattle do you see in the forest and are they outside the permitted Grazing Zone?
14. Is there evidence of newly felled trees? Bark-stripping? Excessive polewood harvesting? Excessive root destruction?
15. Are fallen trees being used? Are whole trees or branches being lopped for polewood?
16. Has any pruning or thinning been undertaken and if so, by whom, with what effect?
17. Is there any evidence that action has been taken to fill in the gullies, rehabilitate the watering points, close the springs from livestock, and so on?

STAGE SIX: EXPANDING JFM

MAIN TASKS INCLUDE

1. **Take stock of the forest situation in the district as a whole.** Where is it easiest to extend the approach? For example are there neighbouring villages surrounding the same forest area that have yet to establish JFM in their areas? Have they made a formal request to be included in the programme or are they showing signs of interest? Neighbouring villages are often the most obvious point of extension as they will have been observing the developments, and will probably have been involved in the joint boundary definition of the first VFMA. Where is it most important to extend the approach? Which forests are under risk? Why not contact Ward Executive Officers if you do not have enough information. See what they think. Make visits to all parts of the district. Build up a clear picture of the potential and needs for JFM.

3. **Balance priorities and make a Plan of Action.** There is never enough transport, enough resources and enough time to do everything at once. You will need to prepare a short, simple **Plan of Action** for the next three to five years. This will have to have realistic targets. The costs in transport, fuel, and other support, will need careful calculation. What other sources can you tap? What help can you get? Have you involved your junior staff? What can they do to help? Identify your most efficient assistant and start taking him/her with you to the field. Could any of your colleagues assist? The plan could include (look in the **TOOLBOX** for an example) :
 - A list of all forested areas in the district, divided into NFR and LAFR
 - Against each case, an estimate of size, forest type, condition and main threats.
 - Priorities for action
 - Timetable for expansion (the work the District can do)
 - Costs involved expanding JFM.

3. **Set up a simple administrative framework.** Have you got the register of Joint Management Agreements going? Have you got a file for each Joint Management Agreement? Are you keeping a record of all your visits? Are the villages undertaking routine monitoring in line with their agreements?

4. **Set up a simple support system.** As more and more villages gets involved you will need to help them help each other. Is there a way that Village Forest Managers can meet together every year to brainstorm their progress and problems? What are the issues that seem to be common among them? Do they need more concrete help with record-keeping? Is there a problem with the Magistrates not really understanding what is happening? Some other ideas to consider appear below:
 - What about cross-village study tours? What have communities which are already managing their forests tell those who are yet to begin? Share addresses. Put the Chair of VNRC into touch with other VNRCs – even those from other districts, especially where the other villages have gone further in implementation and the chances for learning are greater.
 - What about DFO in neighbouring districts? How can you help each other?
 - What help do you need from TFS?

PART IV

THE TOOLBOX

Contents

I EXAMPLES OF FOREST ASSESSMENT TOOLS

- 1 Checklist of possible forest uses
- 2 Forest Product Utilisation Matrix
- 3 Example of Completed Forest Assessment Form A
- 4 Example of Completed Forest Assessment Form B
- 5 Example of Completed Forest Assessment Form C

II FORMATS FOR RECORD KEEPING AND MONITORING

A *Overview of useful records to be kept at village level*

- 1 Sample page for the Permit & Licences Book
- 2 Sample page of the Offences & Fines Book
- 3 Sample pages of Income and Expenditure Book
- 4 Sample page of Patrol Book
- 5 Sample page of Quarterly Forest Management Monitoring Report

B *Sample page of District Register of Joint Management Agreements*

III MODEL FORMATS

- 1 Joint Management Agreement
- 2 VFMA Management Plan
- 3 Village Bylaws for Joint Forest Management

PARTICIPATORY FOREST RESOURCE ASSESSMENT TOOLS

1. A checklist of possible forest uses

ENVIRONMENTAL & SOCIAL SERVICES		NON-WOOD PRODUCTS	
1	Water catchment in general (wider area)	25	Grazing
2	Secures hilly soils	26	Thatching grass
3	Represents spare land	27	Reeds/grasses for mat making & baskets
4	Buffer zone between villages	28	Fodder
5	Provides pleasant environment/shade	29	Leaf litter for fields
6	Recreation: a place to visit, walk, relax	30	Medicinal plant parts
7	A place to put beehives	31	Wild vegetables and fruits
8	Place for social or traditional ceremonies	32	Stones for building, grinding grain, road making
WOOD PRODUCTS		33	Clay for pottery, house building
9	Timber (furniture, building)	21	Minor wood products (sticks, toothbrushes)
10	Sawn timber to sell	22	Withies for baskets
11	Weapons (spears, bows, arrows shafts, etc.)	23	Fuelwood for home
12	Polewood (houses, fences)	24	Fuelwood for brick-making, beer brewing
13	Beehives	34	Wild animals for food
14	Roofing tiles	35	Wild animals for skins, feathers, bones
15	Household equipment (pestles, bowls, etc.)	36	Minerals (gold, other)
16	Boats	37	Salt
17	Carts	38	Wild honey
18	Tools (handles for hoes, spears, etc.)	39	Dyes
19	Charcoal	40	Resins
20	Carving material		

2: Forest Product Utilisation Matrix

Village Name	Isele	
Number of households	145	
Product	Annual household requirement/need	No of households using the product or "all"
<i>Timber</i>	<i>20 big pieces</i>	<i>All</i>
<i>Beekeeping</i>	<i>None</i>	<i>20</i>
<i>Poles (pau)</i>	<i>25 poles</i>	<i>All</i>
<i>Grazing</i>	<i>Grazing for 10 cattle</i>	<i>45</i>
<i>Firewood</i>	<i>200 loads</i>	<i>All</i>
<i>Charcoal-making</i>	<i>100 loads of firewood</i>	<i>12</i>

3: Example of a Completed Forest Assessment Form A

FOREST ASSESSMENT: FORM A										
Village Name	Kigombe			Forest name			Gombero			
FMU Name	Kijango			Area	80 ha		Date	27/08/04		
Basal area (%)	< 5m ² /ha	40%		5-10m ² /ha	40%		> 10m ² /ha	20%		
Fire evidence	Yes			X		No				
Soil erosion risk	High					Medium	X		Low	
Felling	High					Medium	X		Low	
Grazing	High					Medium			Low	X
Encroachment	Yes					No		X		
Crown cover	Closed					Moderate	X		Open	
Natural regen.	Abundant			X		Scarce		Absent		
Important species	1. Mkarambati			3. Msewezi			5. Mkande			
	2. Mkole			4. Mpingo			6. Mhande			
Dominant species	1. Mhande			3. Myuyu			5. Mjikojiko			
	2. Mkole			4. Msalaka			6. Mngoji			
Forest type	Lowland deciduous forest									
Forest Age	Mature			X		Pole-stage		Young		Mixed
Timber/pole harvesting potential (list spp)	Yes	X		No		3. Mjikojiko				
	1. Myuyu					4.				
	2. Msalaka					5.				
Other harvesting potential (list spp)	Yes	X		No		3.				
	1. Mhande					4.				
	2. Msewezi					5.				
Suggested management activities	Pole harvesting NTPF utilisation Soil conservation works Enrichment planting					Fire control				

Guidelines for Joint Forest Management

4: Example of completed Forest Assessment Form B

FOREST ASSESSMENT: FORM B						
Village Name	Chamdini		Forest name		Mfundia	
FMU Name	Ilamba		FMU Area	175 ha	Date	29/09/04
Sample Plot No.	4		Sample plot size		20 m x 20 m	
Species	Dbh (cm)					
	Yellow < 3 cm	Green 4 - 7 cm	Blue 8 - 14 cm	Red 15 - 29 cm	Black 30 - 49 cm	White > 50 cm
Mkarambati						
Mkole						
Msewezi						
Mkande						
Mpingo						
Mhande						
Utilisation products						
Sacks of charcoal						
Fito						
Fence posts 2m length						
Loads of firewood						
Pieces of timber 2m x 10cm x 10 cm						
Grass loads						

II EXAMPLES OF FORMATS FOR RECORD-KEEPING

A Overview of Useful Records to be Kept

<p>Offences & Fines Book</p> <ul style="list-style-type: none"> • Offence • Date of offence • Area in forest • Name of offender and sub-village • Acknowledgment of offence [where offender signs] • Fine and date by which to be paid • Other punishments ordered • Amount paid with date paid • Number of receipt issued for payment 	<p>Permit Book</p> <ul style="list-style-type: none"> • Permit Number • Date of issue • Date of Expiry • Permit issued to: name and sub-village • Activity: nature and amount • Fee rate • Fee paid: amount and date • Number of receipt issued for fee payment • Date permit returned to Secretary of VNRC
<p>Income & Expenditure Book</p> <p><u>Income Page:</u></p> <ul style="list-style-type: none"> • Date • Amount (Tsh) • From (name of person) • For (eg fine, license, permit, other) • Receipt number issued • Signature of Recipient with date • Where money is located <p><u>Expenditure Page:</u></p> <ul style="list-style-type: none"> • Amount • Date spent • On what • By whom • On what authority • Receipts received for purchases • Signed that approved as purchased and used as intended [Chair of VNRC] 	<p>Patrol Book</p> <ul style="list-style-type: none"> • Date of patrol • Patrollers names • Area patrolled, date and duration • Damage seen • Offenders apprehended • Goods, tools or produce confiscated • Game sighted • Signature of sub-village chair that patrol undertaken as stated
<p>Minutes Book</p> <p>of Village Natural Resources Management Committee</p>	<p>Receipt Book (in triplicate copies) Name and Numbers recorded with District Treasurer</p>

1. Sample Page for the Permit and Licenses Book

No	Permit issued to	Date of Issue & Expiry	Product & Quantity	Location where may harvest	Fee rate	Payment and Date	Receipt No. and Date	Signature of Secretary With stamp
1	D.Y. Mudu Kule Sub-Village	Jul 1 - 31 2006	30 poles from branch wood only	Mnangana area	250/- per pole: 7,500/-	4 July 2006 7,500/-	No. 120 4 July 06
2	Msafiri Gani Orri Sub-Village	3 Sept. – 20 Sept. 2006	One fallen mhuvi tree for two beehives	Zone Three	10,000/-	3 Sept 06 5,000/- 6 Sept 06 5,000/-	No. 135 3 Sept. 06 No. 136 6 Sept.06

2. Sample Page of the Offences & Fines Book

	Date	Offence & Offender if known	Acknowledgement of offence	Fine & / or other punishments	Date Fine paid	Receipt No.	Other punishments completed
4	4/4/06	RAJABU RAJABU Grazing in Kiwiri SBVA. 10 head cattle.	[signature with date]	500/- per head: 5,000/- by 11/4/06	Unable to pay. Asked to clear road of Kiwiri SV. Cleared on 12/4/06		Signature, Chairman of Kiwiri SV
3	4/4/06	FESTUS DAMSON Collecting mirungi leaves	Refuses	Case taken to Joint Management Committee. Still refuses to acknowledge offence.	Case heard in Lushoto District Court May 10 2006. Ordered to pay fine 25,000/- .50% fine returned by Court to JMC, deposited. JMC Account, see entry No. 234, May 14 2006, and receipt no. 54129 paid to Court Clerk in receipt of payment, 12 May 2006. SignedSecretary Signed..... Chair of JMC		

3 Sample pages of Income and Expenditure Book

Sample Page of Income Section

No	Date	Amount	From	For	Receipt Issued	Signature of Recipient with date
1	2/10/06	5,000/-	Michael Reuben Nгаа Sub-Village	Fee for Permit No. 24 of 2006 for poles	No. 246 2/10/06
2	5/10/06	1,000/-	Elia Isango Maduma Sub- Village	Fee for Permit No. 25 of 2006 for thatching grass	No. 248 5/10/06
3	5/10/06	10,000/-	Samson Omari Maduma Sub- Village	FINE for felling small tree in Mtakuja Village Forest, Zone II on 21 September 2006	No. 249 5/10/06
Etc						

Sample Page for Expenditure Section

No	Amount	Date	Purpose	By	Authority	Receipts of purchases	Confirmed
1	22,000/-	14/10/06	Two pairs gumboots for two walinzi for recognition of good work	Signature of Secretary of VNRC with date	Meeting of VNRC. 23/9/06 See minutes	One receipt attached from Silva General Store, Babati 14/11/06	Boots given to R. Amani and B. Duka on 15/10/06 [Signatures of two walinzi that received boots]
2	1,000/-	6/11/06	Payment of reward to Samweli Rwiza for apprehending Samson Amari cutting a tree 1/11/99	Secretary of VNRC Signature	Normal procedure when offender apprehended and fine paid	Confirmed as received: A. Rwiza [signature & date]	

No	Amount	Date	Purpose	By	Authority	Receipts of purchases	Confirmed
3	4,000/-	12/11/06	Reimbursement for bus ticket bought by Village Chairman to Babati to court hearing on 10/11/99 of Nathaniel Chamshama for illegal harvesting on 5/5/99 and payment 2,000/- lunch allowance.	Secretary VNRC Signature	Meeting of VNRC 7/6/06 [Minutes]	Confirmed as received Village Chairman Signature & Date	
Etc.							

4 Sample Page of Patrol Book

Date of Patrol	Patrol	Area patrolled	Damage Seen	Offenders apprehended	Other	Patrol confirmed as undertaken
3/6/06	Group One	Mtakuja Sub-Village Forest Area	None	None	Jumanne Madulu seen carrying poles, claimed had permit. Confirmed with VNRC Secretary as correct.	[Signature of Sub-Village Chairman, Mtakuja]
5/6/06	Rashidi Hamisi, Juma Mohamedi, Huku Rajabu, Muji Baali	Ding'weda hives area, Mkulu Dam, Ukombozi	None	None	Saw two elephants & herd of c.30 wildebeest at Nyota Chemchem	[Signature of Patrol Supervisor & Date]
7/6/06	Group One	Mtakuja SVFA	None	None	None	
10/6/06	Group Two	Muranga SVFA	Pit sawing unit being set up	None	To return to forest night of 10/6 to catch offender returning	
10/6/06	Group One & Two	Muranga SVFA	As above	Bakari Mbazi	Taken to Secretary VNRC 10/6/06	[Signature Secretary VNRC & Date]
Etc.						

5. Sample Page of Quarterly Forest Management Monitoring Report

B Sample Register of JMAs in District

No.	Name of Village	Name of Forest	Status: NFR LAFR	Est. Ha	Forest Type: Production Protection	Date agreement signed	Main Threats	Action Ranking Urgent Needed Low Priority

3. A MODEL FORMAT FOR A JOINT MANAGEMENT AGREEMENT

TITLE

Joint Management Agreement between the Chief Executive- TFS / District Executive Director, X District and X village of X district, in respect of X Village Forest Management Area in X Forest Reserve.

1 Description

This describes the intended Village Forest Management Area [VFMA]. It says –

- 1.1 where it is [e.g. Within which X Forest Reserve], the kind of forest found within it, estimated size [ha], and its condition or any special features about this VFMA
- 1.2 briefly describes the boundaries of the VFMA, and how they are visible, and who has agreed to this.

Refer to map in the management plan

2 Purpose

This lists the matters that are subject to this agreement; for example:

This sets out how it is agreed that the members of x community, adjacent to X VFMA, will protect and manage X VFMA. Details of management are provided in the Management Plan. This was adopted by the X Village Assembly and CE-TFS/DED X District on x Date, subject to this Agreement.

3. Objectives

This lists the aims of the Agreement; for example –

The objective of this Agreement is to bind each party to the commitments made herein and to practice the management of X VFMA in strict accordance with the Management Plan.

For example the objectives of the management of X VFMA are taken from the Management Plan and may include:

To restore x VFMA to intact forest as quickly possible;

To maintain it in intact condition indefinitely; etc.

4. Parties to the Agreement

This Agreement is made between:

Village Council of Village X.

And

Chief Executive-TFS or District Council (hereafter referred to as "government partner")

Or: Director X Company (if private sector)

District Council, acting as witness (when NFR)

5 Manager and duties

It is hereby agreed by the partners to this Agreement that –

- (a) X Village Council, X Village is the Manager of x VFMA for the duration of this Agreement;
- (b) The X Village Council will cause the election and appointment of a dedicated committee, called the Village Natural Resource Committee (VNRC), which shall be entrusted with the management of the VFMA
- (c) X VNRC will manage in accordance with the provisions of the Forest Management Plan for this area;

6 Management Activities

The functions of management for which x VNRC will be responsible include the following and will be implemented in accordance with the Forest Management Plan

7 Rules regarding access and use of x VFMA

The rules, which will apply, are as set out in section x of the FMP and the approved Village Bylaws. This section will also clearly spell out benefits to communities (such as 40% of revenue from harvested timber, or 100% of revenue from the sale of confiscated goods)

8 Right-holders

- 8.1 All residents of x Village have rights to use x VFMA in accordance with rules referred in paragraph 7 above.
- 8.2 To the best of the knowledge of the parties to this Agreement, there are no other persons or bodies who have rights to use x VFMA other than as set out in the FMP and Bylaws.

9 Funds

- 9.1 All income from fines and fees from permitted use of forest products, income from the sale of confiscated goods and grants from government for forest management will be deposited in the VNRC account and expended according to the provisions of the FMP
- 9.2 All records pertaining to the collection, recording and expenditure of funds relating to the management of x VFMA will be subject to audit by x District Council on an annual basis or by a person appointed by TFS for this purpose.

10 Resolution of disputes

- 10.1 Should either partner to this Agreement have cause to find the other partner negligent in its responsibilities, it shall first report this matter to the District Executive Director requesting that officer to appoint an independent person to mediate.
- 10.2 Should mediation fail to resolve the dispute, the aggrieved partner to this Agreement shall report the matter in writing to the Director, Forestry and Beekeeping Division copied to the Manager and the DED of x District Council, requesting an independent investigator to examine the facts and recommend action.
- 10.3 Should mediation from Director of Forestry and Beekeeping fail to resolve the matter, it shall be taken to a court of law and resolved through legal means

11 Duration of Agreement

- 11.1 This Agreement shall come into effect on the date it is signed and witnessed by the signatories and shall be in effect for x years from that date (5 years is usual duration).
- 11.2 Three months prior to the last day of the term of the Agreement, the Manager of X VFMA shall submit to the government partner a request for an extension of the term of the Agreement, the renewal of the Agreement for a further fixed term, or the renewal of the Agreement with recommended Amendments.
- 11.3 In the event of no action being taken by the government partner to extend, renew or modify this Agreement after one year from the date of its expiry, it shall be assumed that the existing Agreement has been extended for an un-fixed term and the Manager shall be expected to maintain management as if this Agreement had been extended.

12. Attachments which form part of this agreement

Village Bylaws for forest management
Management plan in respect of X VFMA

12 Revision of Agreement

Should either partner to this Agreement wish to amend the terms or details of this Agreement during its term, that partner shall submit in writing the changes requested and these shall be considered by the other partner, and pending agreement to the change, an Amendment will be attached to this Agreement, dated and signed by signatories of both partners.

13. Penalties

The penalties that will apply and the procedures through which they will be applied are as set out in section x of the FMP.

Signed:

For Community Partner to this Agreement:

Chairperson, X Village Council & Date

For Government Partner to this Agreement:

District Forest Manager, X District & Date

Or:

DFO, X District - representing DFOB – (if National Forest Reserve)

Or:

DED (if LAFR)

Witness to agreement:

District Executive Director, X District Council & Date (if National Forest Reserve)

A MODEL FORMAT FOR A VILLAGE FOREST MANAGEMENT AREA (VFMA) MANAGEMENT PLAN

Section 1 Background

This sets out –

- Who has written the Plan and on behalf of who
- Why JFM has been proposed in that particular forest reserve
- What forest or part of the forest this plan refers to

Section 2 Forest Description

a) *The Forest*

This describes the proposed Village Forest Management Area (VFMA)

- Location
- Size: [estimate hectares]
- Whether the VFMA is part of or all of the forest reserve.
- Vegetation/forest types
- Boundary (external and or internal) marked or unmarked
- Forest Management Units (internal boundaries based on management and objective)
- Condition of forest within the VFMA
- Threats to the forest (fire, illegal logging etc)
- Brief history of its ownership and management

b) *Forest Use and Users*

- Outline of how the forest was used in the past and how it is used today
- A short assessment of which uses are causing most damage
- A short assessment of the importance of the forest to the local community: from water catchment to fuelwood
- Identification of main user groups today (legal and illegal) with distinction between villagers and outsiders
- Identify other institutions using the forest (eg tea factories, prisons for firewood etc)

c) *The Community*

Brief description of the villages, that will manage the forest: *for example -*

- Names, ward, division, district
- Population and households
- Year registered, its history before then
- Sources of livelihood of the community, with average farm area, average number of livestock per household, sources of employment outside the village, etc.
- List all sub-villages and those which directly borders the forest.

Section 3 Objectives

This lists the purposes of putting the Forest Reserve / Village Forest Management Area under Joint Forest Management. Possible management objectives include:

- To bring the Forest Reserve under effective management
- To stabilise the boundaries of the forest reserve and to prevent encroachment
- To enhance conservation and or ensure sustainable utilization
- To close off the forest from uncontrolled use to enable it to be restored
- To protect water catchment areas

The forest management area/s is divided into Forest Management Units (FMUs). For each FMU, a specific objective should be listed.

Section 4 The Manager

This identifies who will act as Manager. This is usually the Village Natural Resource Committee (VNRC). The VNRC manages the forest on behalf of the Village Council.

- List the responsibilities and powers of the VNRC
- State how it will be established through election by the Village Assembly
- Its composition (see HELP BOX 1)
- State its exact relationship with the Village Council
- Specific duties of the Chairperson, Secretary, Treasurer
- State how the committee will operate – for example – will meet at least once a month, will keep Minutes of each meeting, quorum will be 50% of all members, etc.

Section 5 Record-Keeping

This lists all the records, which will be kept relating to the forest's management, who will keep these records and how they will be held responsible for them being properly and honestly kept. Likely records include -

a) **Minute Book**

To record meetings and decisions of the Committee. The conduct and results of any forest inspection made by the Committee will usually be recorded here also.

b) **Offences & Fines Book**

To record all offences against the rules, offenders charged, fines levied, date paid [receipt number recorded], and where the fine money has been deposited, spent on what items, etc.

c) **Receipt Book**

This will normally be obtainable from a District Treasurer who will record the numbers of the book he has issued to the Committee to use.

d) **Permit Book**

To record each permit issued by the Committee, for what purpose, to whom, amount of the fee, number of receipt issued, date of expiry, which will supervise or inspect the use, etc. Permits and licences themselves may be hand-written chit ties, signed by the Secretary and stamped using the VNRC stamp.

e) Patrol Book

In which the Patrol Supervisor records exactly who patrolled where, when, what damage to the forest seen, etc. If the return of wildlife is an indicator of successful protection, then sighting by patrollers may also be recorded here.

f) Forest management account book

Where there is or will be considerable funds from fines and/or fees, the VNRC will want to create a Forest Management Account. Two signatories shall be selected from within the VNRC and two from the Village Council.

g) Income & Expenditure Book

This records all incoming money from fines and fees and outgoings with full details with signatures as appropriate - for example – signatures of the patrollers who receive a reward, confirming that they have indeed received the reward.

Section 6 Financial Management

To avoid financial mismanagement this section sets out clearly how funds relating to forest management are to be handled.

a) Responsible Persons

This describes who will receive, receipt, and hold money from fines and fees and other sources and how that money will be kept safely. Usually this is the function of the Treasurer of the VNRC.

b) Accountability

How often and to whom must all funds received be reported and who may access records relating to payment of fines, expenditure, etc. For example - the Village Assembly should receive a regular report and any village members should be able to request to see the record books. How will the Treasurer be punished if s/he is found to be misusing funds?

c) Expenditure

This lists the items on which money from forest management may be spent. Usually this is best kept restricted to items directly needed for forest management, and prioritised. However, there may be a portion of the revenue that is used for village development. If this is the case, make very clear what portion shall be used for forest management (e.g. 60%) and what portion shall be used for village development (e.g. (40%)

Section 7 Forest Boundaries

a) Forest Reserve Boundaries

This describes the existing perimeter boundary of the Forest Reserve and how it is marked physically on the ground.

b) Village Forest Management Area Boundaries

Where the forest has been subdivided into VFMA's, this section describes the number and location of the different VFMA's and how these boundaries are marked physically on the ground. Where the VFMA covers the whole forest, this section will not apply.

c) Forest Management Units and Boundaries

This describes the sub-divisions inside the forest, called Forest Management Units and the way they are marked physically on the ground, if at all

d) Special Sites

Sometimes a forest contains special sites that need special management – for example, springs. Set out how the site will be marked, managed, and maintained or any other actions that need taking.

A map should be included in this section that shows the location of the above

Section 8 Forest Protection

This is usually the main task of Joint Forest Management and this section sets out how protection will be carried out.

a) Operations

The basis upon which protection will be organised, area by area, the size of patrols, how often, where to, how they will apprehend offenders, report damage, who they will report to at the end of each patrol.

b) Accountability

This describes who is responsible for organising their patrols, checking on their performance, how patrollers who abuse their role will be dealt with

c) Rewards

This describes how patrollers will be rewarded if they apprehend offenders, or succeed in protecting an area from any damage for an agreed period [often one year].

Section 9 Utilisation

This section describes how, if at all, the forest will be harvested and utilised. In some cases this may not be possible if for example the forest is protecting a water catchment or a sacred site. Harvesting may be banned completely, if the forest reserve being managed is a catchment forest.

However, based on the PFRA and the status of the forest, some FMUs may be suitable for harvesting and utilisation. This section will describe the types of harvesting allowed, where they will take place, which species will be harvested and levels of off-take (such as cubic metres per annum). If revenues from harvesting are to be shared with TFS/DC, the exact amount (e.g. 40%) and the modality for villagers to retain these finances must be described here.

Each use must be covered, no matter how small, as well as details as to the method of extraction permitted – for example - if the community decides to allow a certain amount of poles to be cut annually, then this plan will need to specify the species, the zone, with what tools may the poles be cut, in which months, whether stems or only branches may be cut for poles, and so on.

The section will also describe how harvesting will be controlled, monitored and regulated.

Section 10 Rules

a) Access Rules

This usually defines who may use the forest. It is usual for non-members of the forest-managing community to have limited use or to be banned entirely from entering the forest if it is degraded or under threat, with minor uses reserved for the members of the immediate village.

b) Uses

This sets out exactly how the forest may be used and not used. *For example -*

- Uses which are forbidden now and in the future
- Uses which are permitted only on the issue of licences with payment of fees
- Uses which are permitted on the issue of domestic user permits without payment
- Uses which are allowed without written permit

c) Other Rules

This includes any other rules. *For example -*

- In order to reduce the risk of fire to the forest, no burning may take place on field which border the forest*
- All villagers are bound to report illegal users and any person failing to do so, will be fined.*
- No charcoal may be produced on farm until further notice.*

Section 11 Procedures for handling offences

These sets out exactly what punishments will be placed upon those found to be breaking the forest rules. The main punishment is usually fines but where the person has no funds, alternative punishments may be recommended.

a) Fine Rates for each offence

This is specified in detail in the village bylaws and should specify the amounts. It can also describe what happens for those who repeat offences – such as doubling the fines.

b) Responsibility Fine

This is instituted where the community wants to ensure leaders or members of the Committee itself make themselves even more accountable than ordinary villagers by charging a second fine where the offender is a member of the Village Council or any of its committees. Where a patroller or VNRC member is found to have committed an offence, it may be stated that the Village Assembly may fire them from that position.

c) Other Punishments That May Be Ordered

For example – the offender could be required to fill gullies with stones, repair a road, or help burn bricks for the school, if s/he is unable to pay the fine by the scheduled date.

d) Failure To Acknowledge Offence Or Pay Fine

For example – where a person refused to acknowledge that s/he broke the rule, the Plan should set out how it will deal with this. This will normally involve a hearing by the Village Council or ward council and if the matter is still not resolved, then the Committee in collaboration with the forester may determine to send the case to the Primary Court or District Court for action.

Section 12 Forest Improvement and rehabilitation

This lists any actions planned in order to rehabilitate the forest or to develop its potential. Describe how, who and when each will be undertaken.

a) Rehabilitation

For example:

- to plant seedlings around a degraded spring to encourage the return of water;
- to fill gullies with stones and to cut and plant suckers in an area which has been so severely burnt that no regeneration of useful species is occurring.

b) Development

For example

- to discourage invasive exotics by permitting harvesting of the specified species in order to encourage growth of another specific tree.
- to carry out gap management

Section 13 Reporting, Monitoring and Evaluation

a) Reporting

This sets out

- How the Committee will inform the Village Council of its progress and problems, and how this will be reported to the Village Assembly
- How the Committee will report to the Forester
- If there are many villages surrounding the forest reserve, it is often a good idea to bring together representatives from each village to discuss matters of mutual interest regarding the whole forest. This committee is usually called a Joint Village Forest Management Committee

b) Monitoring and evaluation

This sets out the practical ways in which the community and forester will be able to know if their management of the forest is working or not.

List practical measures of success, for example

- Number of incidents of fire have declined
- Occupancy of beehives increasing
- Undergrowth appearing where previously bare area
- New tree seedlings increasing (regeneration)
- Cases of illegal felling decreasing
- Revenue collected by the VNRC from fines and licenses
- Increase of wildlife numbers and diversity

List here who will be responsible for collecting the information, compiling quarterly reports and forwarding them to the Forester on a timely basis.

This sets a date for the first monitoring, when the results will be discussed and action agreed, and when and how this Plan will be first amended on the basis of findings.

Section 13 Conflict Resolution Between or Within Villages

Sets out how conflicts between villages will be dealt with (perhaps by using the Joint Village Forest Management Committee)

Describes how conflicts between the Village Council and the VNRC can be dealt with (perhaps by referring to Ward for assistance in mediation)

Section 14 Action Plan

This brings together a list of the main tasks to be undertaken during a given year and sets a target date for action.

4. A MODEL FORMAT FOR VILLAGE BYLAWS FOR JOINT FOREST MANAGEMENT

Section 1: Title of the Bylaws

This says that this Bylaw shall be known as Village Bylaws for Joint Forest Management and has been made under Section 167 of the Local Government (District Authorities) Act No. 7 of 1982 and recognised in Section 31 of the Forest Act No. 14 of 2002

Section 2: Glossary

This states the meaning of different terminologies used in the village bylaw

Section 3: Subject & Purpose of the Bylaws

This names and describes the forest reserve (in government or private ownership): estimated size and status

The boundaries are described.

The location of the VFMA is stated

The purpose of the Bylaws is stated: e.g. 'to empower villagers to fully participate and exercise the roles and responsibilities in the management of forest resources and effectively enforce the rules and regulations set out in these Bylaws'

Section 4: Manager

This identifies the Manager (usually a Village Council) and the role of the Village Natural Resource Committee (VNRC) and sets out its duties and powers. For example:

- (d) The Village Council is the Manager of the VFMA
- (e) The Village Council will cause the election and appointment of a dedicated committee, called the VNRC, which shall be entrusted with the management of the VFMA
- (f) The VNRC will manage in accordance with the provisions of the Forest Management Plan for this area

Section 6: Rules

This sets out each and every rule or 'law' of access, use and protection of the VFMA. It may be convenient to divide these into different sets of rules:

- Uses of the forest which are prohibited

- Uses of the forest which are permitted through a licence

- Uses of the forest which need permission but no fee

- Uses of the forest, which are freely available.

This section should also note who may use the forest. If use is restricted to members of the village, this needs stating.

The village may also like to install General Rules such as a rule forbidding persons living next to the forest from burning crop residue, a rule requiring every villager to report damage seen or knowledge that an offence has been committed, to help fight fires in the forest, etc.

Section 8: Procedures

This is where the community states exactly how it expects offenders to be apprehended and fined, how the fine will be paid and receipted.

This section will also include a statement of which conditions will an offender be sent to court and how the bylaws expect the court to handle the offence.

Section 8: Expenditure

It will describe the consequences and penalties for responsible persons who fail to follow the provisions of the management plan regarding finances

Section 7: Penalties

This sets out the precise penalties and fine for each rule broken. Furthermore, it may state that the VNRC reserves the right to

- To charge an Apprehension Fee to cover the costs of catching the offender

- To charge compensation costs

- To order the offender to carry out certain public works [such as boundary clearing or tree planting] in lieu of paying damages or in lieu of the fine.

This section should also list punishments to be given to leaders or members of the VNRC who are found to be abusing their position of responsibility.

Section 9 Amendments

This will state that amendments, which are not contrary to the spirit of the Bylaws, may be made, usually through submission of the proposed change to a Village Assembly.

Notification of the change should be copied to the District Council and/or to FBD.

Section 10 Date of Commencement

This states the date the Bylaws will come into operation.

Signatures:

Village Chairperson, Village Executive Officer

District Council Chairperson, District Executive Director,

Revised in December 2013, by Policy and Planning Division,
P.O. Box 9372, Dar es Salaam, Tanzania.