



UNITED REPUBLIC OF TANZANIA  
MINISTRY OF NATURAL RESOURCES AND TOURISM  
FORESTRY AND BEEKEEPING DIVISION

# COMMUNITY-BASED FOREST MANAGEMENT GUIDELINES

FOR THE ESTABLISHMENT OF VILLAGE LAND  
FOREST RESERVES AND COMMUNITY FOREST RESERVES



October 2007



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# FOREWORD

In 2001, the Forestry and Beekeeping Division (FBD) published the first edition of the green booklet called Community Based Forest Management Guidelines. Since that time, there have been two important developments. Firstly, the Forest Act was passed in 2002 and came into effect from 2004 with the publication of regulations. Secondly, 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.

Sections 34, 35 and 36 of the Forest Act state that from time to time, the Director of Forestry will issue guidelines, or “notes of guidance” regarding the management of Village Land Forest Reserves, forest managers must pay “due regard” to. This booklet is one example of such guidance.

This booklet is one of three being published on PFM. This one provides guidelines for facilitation of Community Based Forest Management (CBFM) – leading to the establishment of Village Land Forest Reserves (VLFR), Community Forest Reserves (CFR) and Private Forest Reserves (PFR). The second booklet, that accompanies this one, provides guidelines on facilitation of Joint Forest Management (JFM) – that is Joint Management Agreements (JMA) regarding the management of forest land in forest reserves owned and managed by either government or the private sector.

A third booklet has also been published by FBD – and provides details on undertaking Participatory Forest Resource Assessment (PFRA) and can be used in both JFM and CBFM situations

The booklet is written mainly for Local Government staff and Foresters from FBD, working on the introduction of PFM at local level, but 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 ten 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

- Joint Forest Management Guidelines – FBD/MNRT, October 2007
- Participatory Forest Resource Assessment and Management Planning Guidelines – FBD, MNRT, 2005
- Administrative and Financial Manual for PFM for Local Government Authorities and Regional Secretariats – PMO-RALG/MNRT, 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.

This guideline is presented in four parts:

## **Part I Background**

This provides introductory points about CBFM and some general principles to keep in mind.

## **Part II Legal basis for CBFM**

This provides some key legal aspects for CBFM as given under the Forest Act, Local Government Act and Village Land Act. It says what village and district councils preparing for CBFM must do to comply with the law.

## **Part III The CBFM Process**

This outlines the process that must be followed to bring forests under legal village management.

## **Part IV The CBFM Tool Box**

This provides models for some simple forest resource assessment tools, example pages of useful records for forest managers to keep at village level, and sample formats for bylaws and management plans.

**Misitu Juu!**

## Acronyms and terms used in these Guidelines

CBFM	<b>Community Based Forest Management.</b>
CFMG	<b>Community Forest Management Group:</b> A Group recognised by the Village Council and registered with the District Council that has the management authority for a Community Forest Reserve
CFR	<b>Community Forest Reserve:</b> a forest within a Village Area set aside by a group in the community, with the support of the Village Assembly and the Village Council.
DFO	<b>District Forestry Officer</b> of a District Council
DED	<b>District Executive Director</b> of a District Council
FBD	<b>Forestry and Beekeeping Division</b> of the Ministry of Natural Resources and Tourism
FMU	<b>Forest Management Unit.</b> A sub-division within a forest for forest management purposes
JVPMC	<b>Joint Village Forest Management Committee.</b> A committee that is constituted from different villages managing a single forest involved in CBFM
PFRA	<b>Participatory Forest Resource Assessment.</b> This is a process which assesses the forest and leads to the development of a management plan
VA	<b>Village Assembly</b> which is 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	<b>Village Council,</b> the Government of the village elected by the Village Assembly to govern all matters relating to the community, including its shared resources.
VNRC	<b>Village Natural Resource Committee;</b> elected by the Village Assembly and approved by the Village Council to act as Manager of a VLFR
VLFR	<b>Village Land Forest Reserve;</b> a forest which falls within the Village Area and is owned by the community as a whole and declared as a reserved forest area by the Village Council, acting on the recommendation of the Village Assembly.
WDC	<b>Ward Development Committee,</b> 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	<b>Ward Executive Officer,</b> recruited to serve as administrative officer to Village Councils in the Ward, and acts as Secretary to the WDC

## Other terms

<b>Common land</b>	refers to land in a village owned by the community as a whole and which is to be recorded as such in the Village Land Registry. Most village land forests fall within common land
<b>Councillor</b>	an elected member of the District Council or a Village Council
<b>Declaration</b>	public notification at the district level that a forest has been set aside and declared for forestry purposes by the village. Effected through notification to the District Executive Director and through recording in the District Register of Village Forest Land Reserves.
<b>Forest</b>	all land bearing a vegetative association dominated by trees of any size, exploitable or not, and capable of producing wood or other products.
<b>Forest Land</b>	Land with standing trees, or land set aside for the purpose of forestry.
<b>Forest Reserve</b>	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
<b>Gazettment</b>	public notification <i>at the national level</i> through announcement by the Minister in the Government Gazette that a forest has been reserved. NFR, LAFR and a VLFR may all be gazetted. Gazettment is voluntary for a VLFR, which may remain a Declared Reserve with same effect
<b>General land</b>	means Government land, land owned by either central or local governments and under the ultimate authority of the Commissioner of Lands.
<b>Local Authority</b>	a Municipal or District Council, comprising an elected Councillor from each Ward in the District, and a main function of which is to support Village Councils
<b>“Ngitili”</b>	Area reserved traditionally by the Wasukuma for purposes of dry season grazing. Trees are often found in these areas
<b>Private Forest</b>	a forest dedicated to forestry by the private owner, whether in village land or general land
<b>Production forest</b>	a forest reserved mainly for the purpose of sustainable extraction of timber and other products
<b>Protection forest</b>	a forest reserved mainly for the purpose of conservation
<b>Register</b>	a Register of Village Land Forest Reserves, to be kept by all Local Authorities, to record the declaration of any forest reserves within village lands
<b>Reserved Land</b>	land that is set aside, or “reserved” for a specific purpose such as forest management. Villages, districts and central government can reserve land
<b>Sub-village</b>	<i>kitongoji</i> [pl. <i>vitongoji</i> ] a recognised sub-part of a registered village, and which elects a representative to sit on the Village Council
<b>Village</b>	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

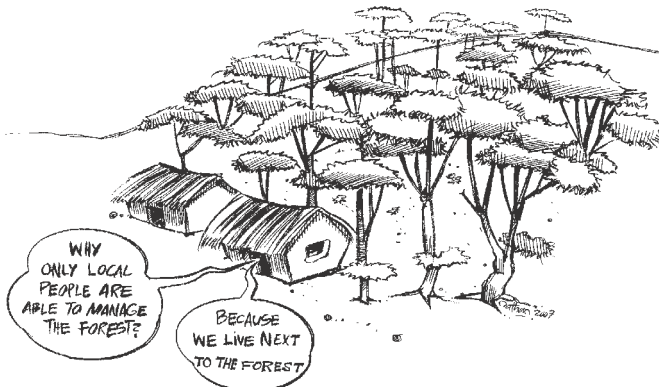
### What is CBFM and how does it differ from JFM?

Participatory Forest Management (PFM) is a general term describing community involvement in the management of forests. Community Based Forest Management (CBFM) is one kind of PFM approach that takes place on village land, on forests that are owned or managed by the Village Council on behalf of the Village Assembly and leads to the establishment of Village Land Forest Reserves (VLFR), Community Forest Reserves (CFR) or Private Forest Reserves (PFR).

Villagers may decide to set aside, or “reserve” a forest area for a range of reasons. In some cases it is because they have seen their forests declining through poor management or uncontrolled utilisation. In other cases communities may wish to set aside a bare area for forest restoration. In other cases, villagers may wish to reserve their forest because it has significant economic potential and they wish to obtain tangible benefits from sustainable harvesting. By July 2006 over 2 million hectares of forest was either legally under village management, or in the process of being transferred to village management) involving 1,100 villages in 50 districts on mainland Tanzania.

Joint Forest Management (JFM) is a second kind of PFM approach that takes place in forest on “reserved land” – land that has already been set aside (or reserved) by government authorities. The forest is jointly managed by different stakeholders, such as local communities, private sector, local or central government or any body authorised by FBD. The output 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 managing partner.

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



# Nine Important Points about CBFM

## 1. *Communities as Forest Managers*

Community Based Forest Management refers to forest management that takes place on village land, where local people play a role as both managers and forest owners. Management is exercised through village institutions elected by all community members. The role of the districts is to support and assist the communities to manage their own forests sustainably.

## 2. *CBFM as Applicable to All Kinds of Forests*

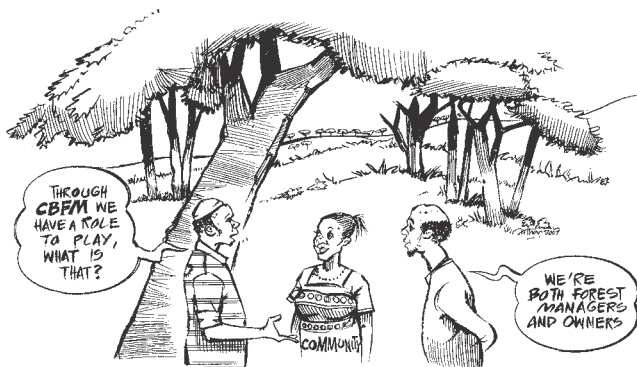
CBFM may apply to any kind of forest – those which are rich or poor in biodiversity, intact or degraded, large or small, moist montane, woodland or mangrove. What is important to understand is that CBFM takes place inside Village Lands and outside National and Local Authority Forest Reserves. The objectives of the CBFM regime may be protection or production or a mixture of both. In some cases, villages may wish to conserve their village forests for traditional or sacred purposes, in other cases it may be to protect an important water source.

## 3. *Communities as the Target Population for CBFM*

‘Local people’ or ‘community’ in this context means those who live in within or directly next to forests on their own village land. Their historical relationship with the forest and their closeness to the forest makes them the people best able to sustainably manage the forest.

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

‘Management’ in CBFM 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. **CBFM is a power-sharing strategy.** It 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. Therefore CBFM targets communities *not* as passive beneficiaries but as forest managers.





## *5. Making the Most of the Existing Village Framework*

CBFM does not create new institutions but builds upon those that exist. The central institutional framework for rural communities in Tanzania is the village: a recognised group of people living in a recognised area (**Village Area**) and 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 CBFM. 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. Villagers tend to be more accountable to their own communities than to outsiders. Village-based boundaries may already run through a forest, giving natural divisions among village communities.

## *6. Building on traditional forest management practises*

In many areas of Tanzania, rural people have a long history of protecting and managing forests. The Sukuma pastoralists of Mwanza and Tabora Regions have a traditional system of reserving dry season grazing in areas called “*ngitili*”. In the North and South Pare mountains, local people have managed forests (called “*mshitu*”) for sacred reasons. Despite the strong local protection and management practices, these forests are not necessarily fully protected by law – and may be threatened by other land use practises such as mining or other developments. Ensuing that these forest areas are formalised under the Forest Act, through the introduction of CBFM will provide rural communities with the legal basis to protect and secure their forests in the long term.

## *7. Using Reservation as a Foundation*

CBFM is based on **reservation**; the act of setting aside an area to forest development (protection and/or production). Two main reserving processes occur in CBFM:

- Villagers are assisted to define and declare a **Village Land Forest Reserve (VLFR)** out of common land in the village area.
- Smaller groups in the community are assisted to define and declare **Community Forest Reserves (CFR)** on land, which they own together on village land.

## *8. The changing role of district council staff.*

Traditionally district forestry staff 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 new Forest Act (No. 14), District Forestry staff now have new responsibilities to assist villagers identify, survey, and manage their own forests for the benefit of the community as a whole. District Forestry 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 CBFM 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.

## **9. A Guideline, Not an Order**

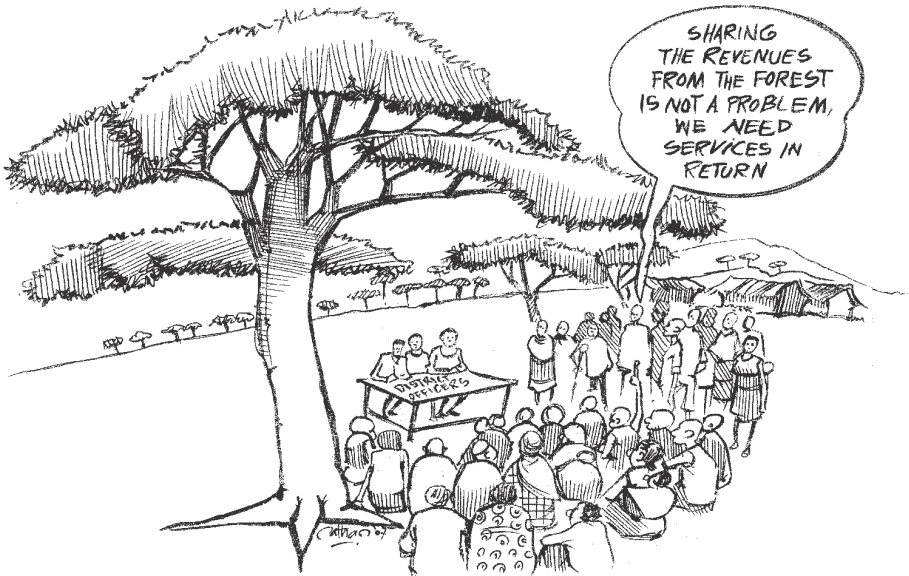
What follows below is an outline of each stage. This has been arrived at through the practical experience of foresters who have already helped local citizens bring forests under working local management. The forester is a guiding facilitator who will learn by doing. The steps are not compulsory. You may find it easier to adapt these steps in some way.

## Part II

### The legal basis for CBFM

The Village Land Act (1999), The Local Government Act (1982), The Forest Act (2002) and the Forest Regulations (2004) provide the legal basis for villages to own and manage forest resources on village land in ways that are both sustainable and profitable. The Forest Act provides incentives to rural communities to progressively “reserve” unprotected woodlands and forests currently outside forest reserves, estimated to be in excess of 19 million hectares. The incentives include the following:

- Waiving state royalties on forest produce. This means in principle that villages do not have to follow government timber royalty rates but can sell their produce at prices chosen by them (Forest Act: Section 78 (3)).



- Exemption from benefit sharing arrangements. As registered forest managers, village councils may retain all of the income from the sale of forest produce. The district council may levy a 5% cess on the transport of forest produce from the forest reserve. Also, villages may pay a service charge to the district council for assistance in technical matters relating to forest management. The fee payable is negotiated between the village and district.
- Levying and retaining fines. Fines payable under the Forest Act apply to National and Local Authority Forest Reserves and are sent to Treasury. Fines levied on village land in respect of

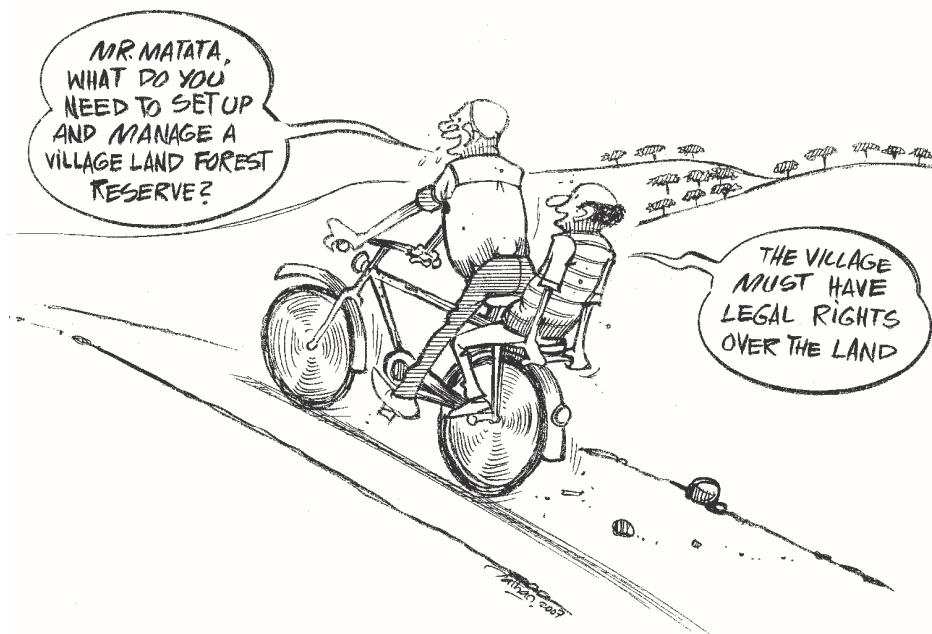
Village Land or Community Forest Reserves are retained by the Village – so long as they are described in “Approved Village Bylaws” (see later in this chapter)

- Exemption from the “reserved tree species list”. The Forest Act protects commercially important or endangered tree species (reserved tree species) on general land, and places their management with the district forest officer (DFO). Once under village management, decisions about harvesting are transferred to the village administration. (Forest Act, Section 65 (3))
- Confiscation of forest produce and equipment from illegal harvesting. Any forest produce or equipment used to illegally harvest in a village land forest reserve may be confiscated and sold by the “forest reserve manager” (Forest Act, Section 97 (1)(b)) – which in this case is the village council and proceeds be used to the benefit of the village.

## **What are the legal requirements for setting up and managing Village Land Forest Reserves?**

### ***1. Villagers registering their own village land***

Villages must have legal rights over their land. In other words it must be classified by the Ministry of Lands and Human Settlement as “Village Land” (and not “general land”). Section 7 of the Village Land Act provides a range of ways in which villages may define (or redefine) the limits and status of their village area/village land, such as:



- the area described when the village was first registered
- the area designated as village land under the Land Tenure (Village Settlements) Act of 1965
- the area demarcated under any procedure or programme since then, and irrespective of whether this has been formally approved or not
- the area as agreed between the village council and neighbouring village councils
- the area as agreed by the village council with the Commissioner of Lands, the District Council, the Town Council or Forestry/Wildlife Division or any other body in charge of land which borders the village land.
- the Ministry of Lands has issued a “Certificate of Village Land” (CVL) and the village area is clearly described in the District Register of Village Land<sup>1</sup>

## **2. *Electing a Village Natural Resource Management Committee***

The village must elect a committee to manage their forest on their behalf. This committee is usually called a Village Natural Resource Committee (VNRC)<sup>2</sup> and is a sub committee of Village Council. The VNRC must be elected by the Village Assembly and not appointed by the Village Council and is the principal body concerned with the management of the Village Land Forest Reserve. (Forest Act, Section 33 (1), (2)). The election of the committee must take account of gender considerations.

## **3. *Defining the forest boundaries***

The village must describe their forest land - in other words, the boundaries of the forest, or the area of land which they wish to establish a forest. This includes both external boundaries – and where more than one village share the same forest, the internal boundaries within the forest owned by each village.

## **4. *Developing a management plan***

The village must develop a management plan for their village forest land. This management plan describes how the forest is used, managed and protected. Where there are opportunities for utilization of the forest, it will describe how much timber or forest products can be harvested and from which areas. The management plan must contain a map. 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 village land
- the area to be established as a village land forest reserve within the village land
- the location of other villagers bordering the property” (Section 35,(2),(c).

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1 Note: Village Councils do not need to wait for a CVL in order to start managing land. Any village that has already agreed boundaries with its neighbours or has a document such as Village Title Deed which describes the boundary may be regarded as already having received CVL.

2 In some villages the committees may be known as Village Environment Committees. The name is not important.

The final plan must then be submitted to the Village Assembly for approval.

### **5. *Preparing Village Bylaws for forest management***

The village must prepare bylaws that support the management plan (fines, sanctions, etc) and these must be approved by the village assembly (Forest Act: Section 34 (4))

### **6. *“Declaring” the Village Land Forest Reserve***

The management plan, the bylaws, the minutes and membership details of the VNRC, must be approved by the Village Assembly before being forwarded to the district for approval by the District Council. Once this has been passed, the Village Land Forest Reserve is then “declared”. Following declaration, details of the VLFR are entered into the District Register of Village Forests (see **TOOLBOX**). The VLFR can now be managed in accordance with the forest management plan, bylaws and normal rules governing local governments (Forest Act Sections 34 (4) and (40)). This means that:

- villagers can enforce rules and bylaws to protect the forest
- villagers can levy fines and retain them at village level
- villagers can harvest forest produce for their own use (in line with management plan)
- villagers can sell forest produce to outsiders and retain revenue at village level

## **Additional legal notes on CBFM**

### ***“Gazetting” a Village Land Forest Reserve***

If after three years, the villagers have managed the forest reserve in accordance with the management plan, they may request (through the district forest officer) formal “gazettment” of a village land forest reserve by central government. This is done by the Director of Forestry and is optional.

The Forest Act provides the requirements for gazettment applications in Section 35. In real terms it does not give any more or less security of tenure, but many villagers like it as it is signed by central government and published in the government gazette. If villagers wish to apply for Gazettment of their Village Land Forest Reserve they must submit to the Director of Forestry:

- A copy of the resolution by the village council
- List of names of the members of the village council committee allocated the responsibility of managing the forest
- An official map or documents describing the village land, the boundaries of the VLFR and the names of other villages surrounding it.
- Management plan
- Statement of the reasons for application from VNRC
- Financial management arrangements

Gazettment is not necessary for a VLFRs to be legally recognised.

### ***What happens when the forest is shared by more than one village?***

Village Land Forest Reserves are usually owned and managed by a single village within its own particular Village Area. Where the forest covers more than one village, a single VLFR may be owned and managed by more than one village in more than one local authority (Section 32(3)). In such cases, villages may choose to establish a “Joint Village Forest Management Committee” (Forest Act, Section 38 (3)), comprising not more than five persons elected from each village council, which then assumes overall management responsibility for the forest area. The JVPMC does not need to be registered as an association or co-operative – but can be a “Union” (*Mungano*) which is defined under the Local Government Act to be made up of government staff from different administrative units who come together to form a higher level committee for issues of shared interest.

### ***What happens when villagers do not follow management plans?***

Sections 8 and 41 of the Forest Act explain what happens when villagers fail to follow their management plans. In the case of “declared” VLFRs, the Local Government (District Council) can serve notice and require the village to explain why it has not complied with the law and why the district council should not assume management responsibility. If the villagers fail to convince the district council within the given time, the district council may assume management responsibility for the VLFR. If it is a gazetted VLFRs, the powers to revoke this status rest with the Director of Forestry, but the process is the same.

### ***What is a Community Forest Reserve and how does it differ from a VLFR?***

Sections 42 – 48 of the Forest Act provide the legal basis for community groups within a village to declare Community Forest Reserves (CFR) on village land. A CFR is managed by a “Community Forest Management Group” (CFMG), which must be recognised by its respective village council and registered with the local district council. The process for giving management authority to the CFMG is in two stages. Firstly the CFMG submits an application to the Village Council to manage a Community Forest Reserve. The application must contain the name of the group and composition of its members, the reason for application, a simple sketch map of the forest and a simple statement regarding the management objectives and rules. The Village Council shall then forward it to the District Council with its recommendations. The District Council will then approve the application, after consulting with the DFO, and record the forest in the District Register of Village Land Forests. The CFMG is then empowered to manage the forest according to the management proposals contained in the application.

### ***Sale of timber from village forests***

Timber harvested, sold and transported from village land forest reserves shall be marked with a “registered mark” (hammer) which shall be issued by Local Authority for that respective village, and registered and gazetted by Director of Forestry (Forest Regulations, Part XII)



### **Procedure 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. 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 Bylaws.



## Part III

### The CBFM Process

#### Overview of the six basic stages in planning for CBFM

##### **Stage One: Getting Started**

This takes place at the district level, with the selection of villages and briefing of district staff, plus 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 Committee (VNRC).

##### **Stage Two: Assessment and Management Planning**

This is where together with members of the VNRC you identify and record the village land boundaries as well as the village forest boundaries. The forest is then measured or “assessed” and based on that a management plan is developed together with village bylaws.

##### **Stage Three: Formalising and legalising**

The management plan and bylaws are submitted by the VNRC to the Village Council and Village Assembly for approval and then finally forwarded to the District Council for registration. When this is done, the village can move to stage four and begin implementing their forest management plan.

##### **Stage Four: Implementing**

This is where the community puts the systems needed to manage the forest in place: appointing and training the Patrol team, starting record collection and making sure the rules are known, and so on. The district now takes up a role of monitoring and supporting by keeping an eye on progress and helping out with problem-solving.

##### **Stage Five: Revising and gazetting**

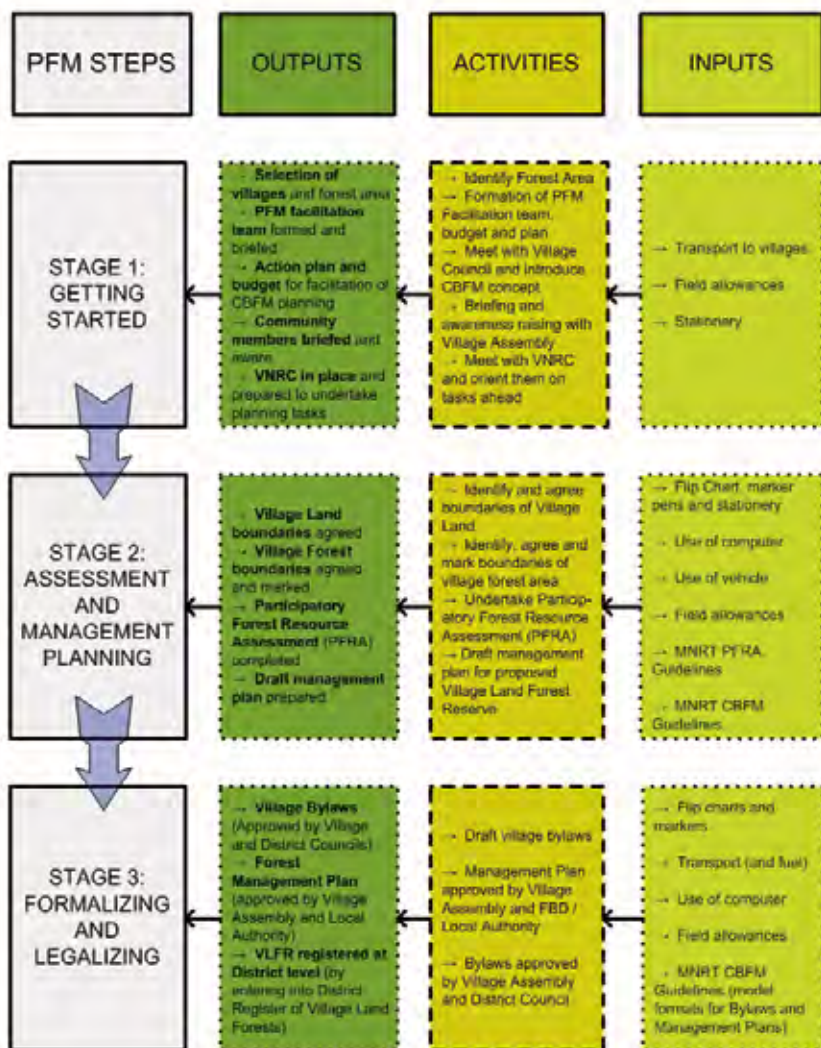
After three years, the community should review and revise their management plan based on what has been done so far. At this stage, the village may request Forestry and Beekeeping Division to officially gazette their forest, but this is an optional step.

##### **Stage Six: Expanding to new areas**

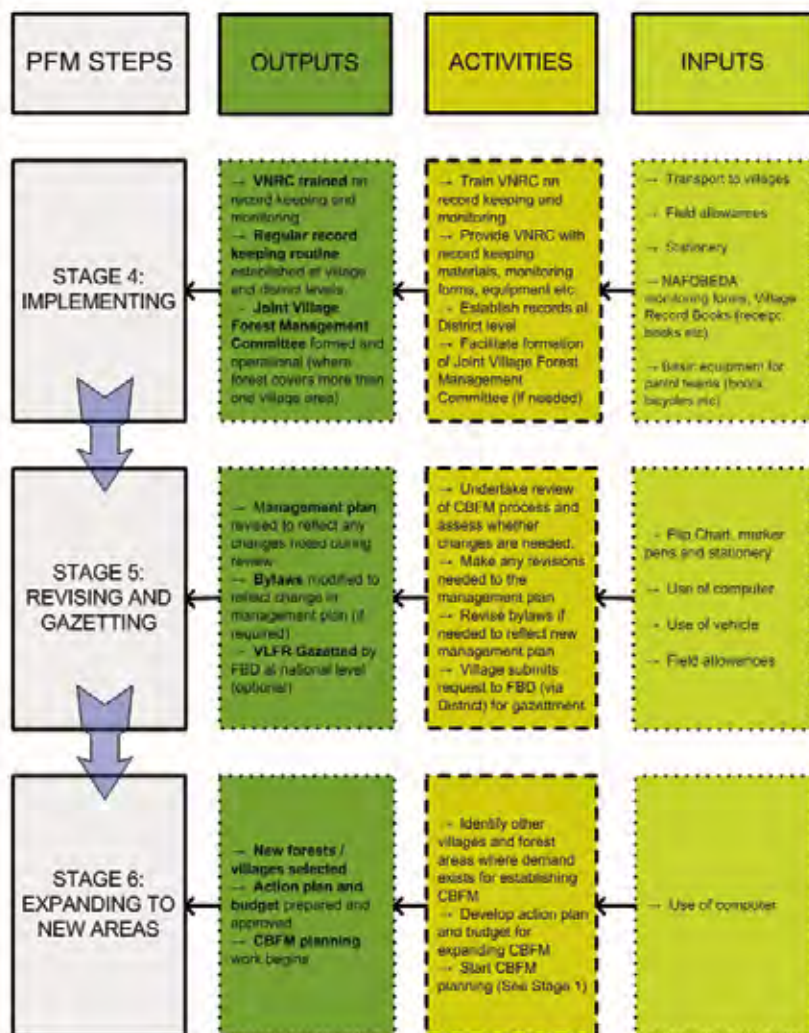
It is likely that other villages will start requesting CBFM in their villages. It is during this stage you plan and budget for expanding into new areas. Villagers already active in CBFM may wish to expand the area within their village boundary set aside for forestry so as to take advantage of improved forest management over a wider area.

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

## Community Based Forest Management - Flow Chart: Stages 1 - 3



## Community Based Forest Management - Flow Chart: Stages 4 - 6



## STAGE ONE: GETTING STARTED

### MAIN TASKS AT DISTRICT LEVEL

1. **Orient the District Staff:** Undertake briefing with district heads of department, district environmental committee and raise awareness among district councillors. The District Executive Director (DED) will need to appoint a PFM focal person, who is the lead person in the district (usually the DFO) and an inter-disciplinary PFM facilitation team. Plans and budgets must be prepared and integrated within the District Development Plan and Budget. The DFO must open a new file which will be the “District Register of Village Land Forests” (See Help Box 5)
2. **Choose where to start:** Select one or more villages where you can start the CBFM process. Village plans developed previously may be useful in identifying villages with an interest in establishing CBFM. Selection of initial villages can be based on criteria such as: demand and interest from village (maybe the village council has already written to the district for support), an important forest area which is either threatened or outside any forest reserve, a traditionally managed forest area with no legal status and so on. If you have transport problems you may choose to start in an area close to the district headquarters.



### 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 Community Based Forest Management. Introduce the basic concepts of CBFM and explain the planning process in this booklet. Ask about the presence of a functional Village Natural Resource Committee (VNRC). Suggest re-election of VNRC members where they are inactive – or formation of new committee where one does not already exist.
4. **Meet and brief the Village Assembly.** Meet the whole village through a Village Assembly meeting and explain the aims and objectives of CBFM as well as what is required to plan for CBFM. If needed, assist the village to carry out elections 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 in CBFM 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 forest resource assessment (Stage Two) or land restoration. 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 discuss and agree the following:

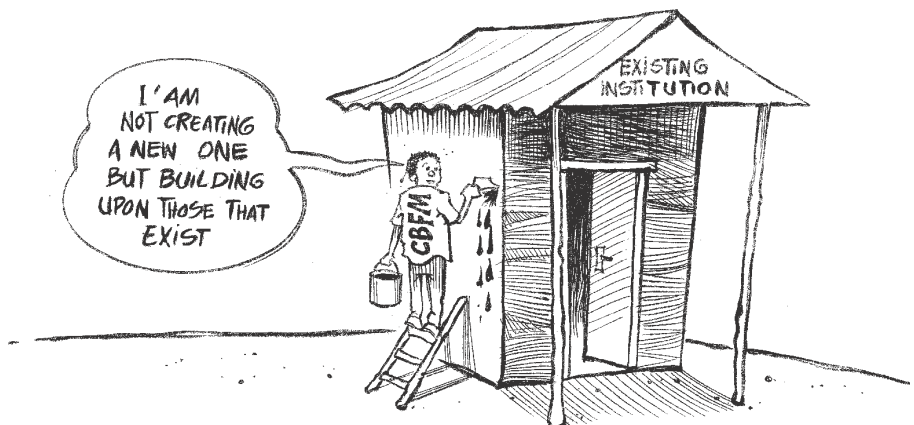
- Elect their Chairperson, Secretary, Treasurer and Head of Patrol Team.
- Agree on the roles of each of the above, making sure to include steps to keep them active and transparent
- Decide meeting times, and when the Committee will report to the Village Council

### HELP BOX 1

#### GENERAL INFORMATION ON FORMATION AND ELECTION OF VNRCs

By law, villages wishing to establish CBFM must elect a forest management committee which 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 Resources 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 People from different *vitongoji* (sub villages) are represented – especially those sub villages that are close to the forest area

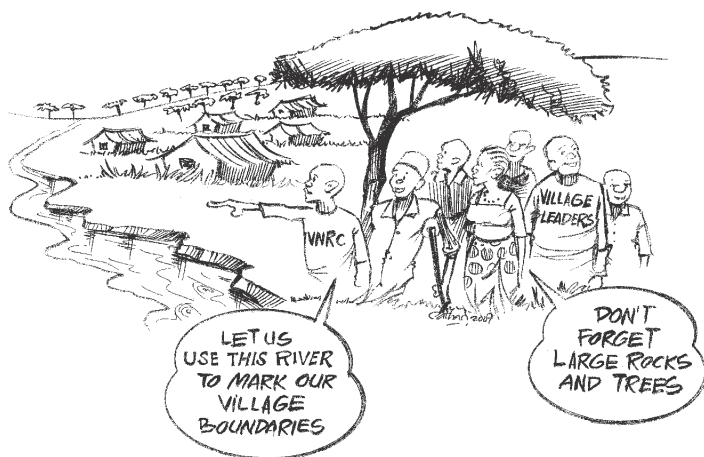




## STAGE TWO: ASSESSMENT AND MANAGEMENT PLANNING

### MAIN TASKS INCLUDE

1. **Identify and agree boundaries of village land.** This is done by firstly agreeing within the village where the boundaries of the “Village Area” pass, by walking around the village boundary with members of the VNRC and other village leaders. Any boundary marks should be recorded (rivers, roads, large rocks, large trees). The boundaries should then be agreed with neighbouring villages. Sometimes neighbouring villages may think the boundary is in different places. It is very important that the two villages come to an agreement on their boundaries at this stage, before forest management begins. The leaders of each village must sign minutes of the meetings to show they agree on the boundary between their villages. A copy of the minutes of the village leaders’ meetings with neighbouring villages needs to be submitted to the District Lands Officer. Once this has been done the Village Council controls the land and all the trees on it. No-one is allowed to fell trees on their land without the written permission of the VNRC.



2. **Identify and agree the boundaries of the village forest.** The village may wish to establish CBFM on forest land that has well established trees, where trees have been over-harvested and need to be conserved or where the forest has been cleared and need complete restoration. Walk around the boundary of the proposed village forest and agree with people who have *shambas* or houses near the forest where the boundary will pass. Make any notes of features that mark the boundaries like roads, large trees, or streams. Make sure that this step is done with as much involvement as possible to avoid displacing people or causing conflicts later.
3. **Together with the VNRC undertake participatory forest resource assessment.** This, together with the step below is the most important stage of planning for CBFM and will lead to the development of a draft management plan. It will involve training of the VNRC in order to identify forest uses and users, zone the forest into “Forest Management Units” based on proposed management objectives, undertake assessment of the trees and forest within each

zone, analyse the results and present the findings to the village assembly for discussion and approval. Based on these discussions, forest management objectives, zonation and use levels are finalised. This process is described in more detail on the next page.

4. ***Develop draft management plan***. Based on the outputs of the forest resource assessment, the VNRC now prepares a draft management plan for the Village Land Forest Reserve. During this step the VNRC need to decide and get final agreement on:

- Where should the boundaries of the village forest lie;
- 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 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?

You can get some suggestions on how a village land forest reserve management plan should look and what it should contain in the **TOOLBOX** and in Help Box 4.

5. ***Prepare draft bylaws***. Bylaws provide the legal basis for enforcing the management plan. Bylaws are proposed by the VNRC based on the management plan and are presented to the Village Assembly for approval. A Model Format for bylaws can be found in the **TOOLBOX** and the detailed legal requirements for making bylaws can be found in Stage III.

### ***Undertaking Participatory Forest Resource Assessment and Management Planning***

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 following text provides a summary of this more detailed guide.

It is not necessary that all the stages of PFRA are followed in all CBFM 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. When villagers are interested in using their Village Land Forest Reserve for harvesting of timber, firewood or charcoal, a PFRA is essential in order to determine the level of sustainable harvest and off-take over a given period. When a village wants to set aside a forest area for water catchment purposes or for traditional/sacred reasons, it is likely that the level of utilisation will be very limited. When villagers are restoring an area of degraded land, PFRA will not require detailed assessment of harvesting options. This means that a full PFRA is not needed – the management plan should then be based on ensuring adequate protection and conservation - and not utilisation.

*PFRA and management planning is important because:*

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

*With this information we can:*

- take decisions about sustainable forest management and utilisation that maximises benefits to local people
- develop a management plan that is based on good forest management practices
- monitor the health of the forest as utilisation takes place



PFRA and Management Planning have the following seven basic steps:

### **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 FBD in Dar es Salaam or your nearest FBD Extension and Publicity Zone 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

### **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 forest boundaries are identified by the community. During this step, this external boundary of the forest is measured and recorded accurately using a Global Position System (GPS). When the forest is shared between two or more villages, make sure that each village agrees where the internal boundary passes within the forest, to divide the forest into different village forests. Once the boundary has been measured, mark the forest boundary with paint on trees or some other way that makes it clear. Use the GPS to produce a forest 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.

The forest is then divided into smaller Forest Management Units (FMUs). If the forest is small (under 50 hectares) this may not be necessary. FMU boundaries should be measured with GPS, once agreed, should be included on the forest map. See Help Box 2 for more assistance.

#### HELP BOX 2

##### WHY ARE FOREST MANAGEMENT UNITS (FMUs) 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 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? (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 identify 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 offtake. 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 Plan**

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

HELP BOX 4: A FORMAT FOR MANAGEMENT PLAN FOR A VILLAGE LAND FOREST RESERVE	
Background Description	says who has written the Plan and why briefly describes the forest, the community, and the intention to manage the forest
Objectives	lists the aims of bringing the forest under community-based management as well as specific objectives for each Forest Management Unit (FMU)
Boundaries & Zones	describes the perimeter boundary and how it will be demarcated and how the forest will be divided into Forest Management Units.
Protection	describes how the forest will be guarded
Harvesting	describes how the forest will be used, harvested and how this will be controlled.
Rules	sets out the forest use rules and any rules relating to the protection and management of the forest
Offences & Fines	lists procedures for apprehending offenders, levying fines, the rates of fines, and the procedures for dealing with those who fail to pay fines
Records	lists the records that will be kept, in particular how offences will be recorded, fine payments receipted, permits issued
Financial Management	sets out exactly who is responsible for receiving fines and fees, issuing receipts and accounting of the money, and what will happen if he/she fails
Reporting	says how the VNRC will inform the VC of its decisions and how it will report to, and be accountable to the community. For instance, where the forest is within a Government Reserve (i.e. a VFMA), it will state how the Committee will report to the Forester
Forest Development	lists only the immediate actions needed within the next two years to improve the condition and utility of the forest (such as shoring up stream banks in the forest, planning to open a totally degraded area to private planting)
Monitoring Timetable	lists the indicators that will be used, who will monitor and when sets out in a list what actions need to be taken with a date set by each. It also indicates when the Plan will be reviewed.



## STAGE THREE: FORMALISING AND LEGALISING

### MAIN TASKS INCLUDE

1. **Approval of Forest Management Plan and Bylaws.** The draft management plan and bylaws prepared in Stage Two are now presented to the whole village assembly for approval. If there are any major objections, these will need to be taken into account when making the final draft of these documents. The Village Council then meets and passes a resolution of intention for declaring the forest as reserved for purposes of forestry. This is recorded in Council Minutes.
2. The forest management plan and bylaws are then taken to the Ward Executive Officer (WEO) for presentation to the Ward Development Committee
3. The Chairperson of the Village Council writes to the District Executive Director (DED) of the District Council (through the WDC) saying that it has proposed to declare the forest reserve. He/She encloses copies of:
  - The Minutes of the Village Assembly meeting that approved the management plan and bylaws
  - The Minutes of the Village Council meeting where the declaration was made and the bylaws were approved
  - a copy of the Minutes of the Ward Development Committee (where the management plan and bylaws were discussed)
  - The proposed Management Plan for the forest
  - The proposed Village Bylaws

The legal process that must be followed to make bylaws official are described below in the section called “*Notes for Developing Bylaws for Community Based Forest Management*”

4. The DED will ask the DFO for his opinion as the technical officer, regarding the bylaws and the management plan. He/she may also consult a Legal Officer from the district or outside where not available.



5. The DED will present all documents to the District Council for their approval at the next Full Council Meeting. If the bylaws and management plan are approved this is recorded in Council Minutes. If approved, the bylaws are now legalised and the Village Land Forest Reserve is “declared” by the Village and District Council, meaning that implementation can begin following the management plan.
6. The DFO will include the new declared Village Land Forest Reserve, in the District Register of Forests and will issue a letter confirming that the forest has been registered. For details of the Register of Village Forests, see Help Box 5
7. The DFO will copy this to FBD, so it may keep a record of new declared Village Land Forest Reserves throughout the country.

### HELP BOX 5: DISTRICT REGISTER OF VILLAGE FORESTS

Each Local Authority must create a Register of Village Forests. This register will record the declaration of all kinds of reserved forests within village areas, being:

1. Village Land Forest Reserves;
2. Community Forest Reserves;
3. Private Forests.

The aim of registration is to speed up and localise the process of making reserved forests official. This is because national gazettment takes time and may be too expensive for a community to undertake (cost of mapping, etc.).

#### Content of the Register

The information that must go into this Register for each Village Forest is as follows:

Date of Registration

Number of Certificate issued (or the file reference of the letter confirming registration has been undertaken)

The name of the forest

Situated in which Village Area

Status of forest [VLFR, CFR, PF]

Estimated size [ha]

Forest type [miombo woodland, montane forest, bushland, woodlot, etc.]

Forest Manager [e.g. Village Forest Management Committee]

Date when the revised Forest Management Plan was approved by Village Assembly

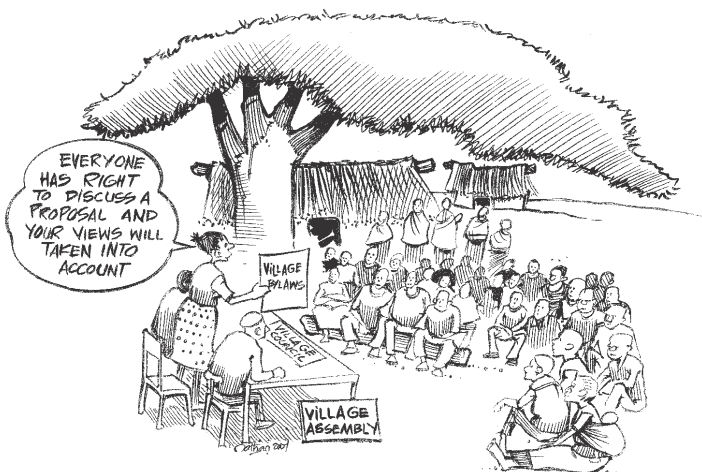
Date of any Village Bylaws enacted [approved by District Council].

Look in the **TOOLBOX** for a sample format for a District Register of Village Land Forests.

## *Notes for Developing Village Bylaws for Community Based 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. When making bylaws, it is essential that they do not contradict any of the sections of the Forest Act. The procedure for making Village Bylaws given below comes from the Local Government Act (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 Forest Management Bylaws



## STAGE FOUR: IMPLEMENTING

### MAIN TASKS INCLUDE -

1. **Raising awareness among the whole village on the management plan.** Now that the forest management has been made official it is necessary once again to ensure that all the villagers are aware of the new management approaches, the new rules and how the rules will be enforced. This can be done through village or group meetings, but you should also think about using plays, songs and music, as they can be an important way to communicate messages in ways that both entertain and educate.
2. **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
  - 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 to the village assembly
3. **Starting forest protection.** Advise and help the VNRC to call the Patrol Team together and discuss with them on the patrol work:
  - 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 or punishments they will suffer if they are found breaking the rules themselves

It is useful for the Committee to accompany the Patrol Team into the forest to agree on their respective patrol areas. It is important that the VNRC try as much as possible to involve the wider community at this stage. It may be necessary to involve the Village Council where support is needed.

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.

4. ***Beginning essential record-keeping and supporting monitoring.*** Assist the Secretary of the Committee to buy and maintain 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.
- ❑ **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.
- ❑ **Minutes Book:** Recording the meetings of the Committee and its decisions. This will include progress reports made by the committee regarding key activities done as part of the management plan (tree planting, economic activities etc)
- ❑ **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.

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 CBFM, 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 FBD twice a year.

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

- ❑ **Boundary encroachment:** Assist the VNRC and Patrol Team by going with them to visit the 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. If you can, help with sisal or tree seedlings for boundary planting.
- ❑ **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 may dispute the decision.

6. **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 trails in the forest which are decided to be closed and/or reduced;
- ☐ shoring up the selected stock-watering points in the forest;
- ☐ filling deep gullies.

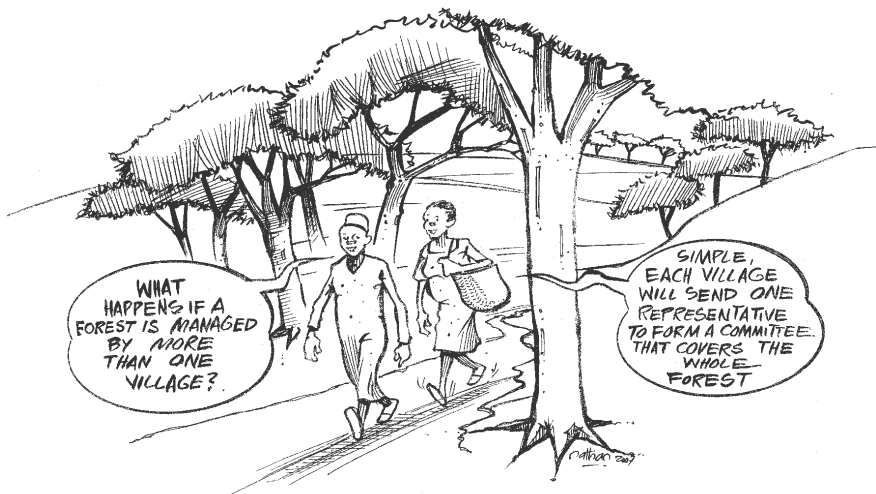
Each sub-village should be responsible for actions in its own part of the forest.

7. **Managing VLFRs that cover more than one village.** The Forest Act allows for a number of villages to own and manage a Village Land Forest Reserve (Section 32(3)). In such cases, villages may choose to establish a “joint village forest management committee” (Section 38 (3)), comprising not more than five persons elected from each village council, which then assumes overall management responsibility for the forest area.

This joint committee does not need to be registered as an association or co-operative – but can be a “Union” (*mungano*) which is defined under the Local Government Act to be made up of government staff from different administrative units who come together to form a higher level committee for issues of shared interest.

8. **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.

Remember that each village in the future will have some needs, and you may not be able to meet all their costs. Some small starter costs may however be justified, like costs for record books, oil paint for boundary marking and whistles for patrolmen. However, villagers should also be encouraged to cover their own costs for routine activities from their forest revenues. This way their activities will become sustainable and they will achieve self reliance.



## STAGE FIVE: REVISING AND GAZETTING

### MAIN TASKS INCLUDE

1. **Review Management.** This is best undertaken when community-based management has been running for at least two to three years after the forest reserve has been declared and implementation has started. Two tasks are required:

- Assessing management operations
- Assessing the effect of community-based 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. For more help see Help Boxes 6 and 7

The general monitoring indicators of positive CBFM are:

- ◆ *Uncontrolled activities (charcoal making, illegal logging etc) reported by the patrol team is decreasing*
- ◆ *The condition of the forest is improving (signs of regeneration, rare or valuable species appearing)*
- ◆ *Uncontrolled fires are less frequent*
- ◆ *Water sources are protected*
- ◆ *Wildlife numbers are increasing*
- ◆ *Encroachment of farmland into the forest is decreasing or has stopped*
- ◆ *Support for the forest is increasing within the village as a whole*

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 CBFM operating. Some possible changes that communities may propose may include:

- *Personnel changes:* changes in members in the Committee and Patrol Team who have proved unenthusiastic or are suspected of dishonesty;
- *Changes in the composition of the Committee* For example, giving more representation to people living close to the VLFR or increasing the number of women members or setting the date for the election of a new Committee;
- *Reduction in the number of patrols,* if offences have declined by this point;
- *Introduction of Identity Cards for the Patrol Team* to strengthen their identity in forest patrol;
- *Commitment to purchase working gear for Patrol Team* (boots, uniforms, id cards 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, beekeepers, major fuelwood users (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 harvesting quotas*, such as how many branches may be cut for poles or how many bundles of grass that may be collected per household;
- ❑ *Introduction of steps to extend CBFM* to other resources in the village area: other forest areas, grazing lands, swamplands, streams.

3. ***Gazette the Village Land Forest Reserve.*** If after three years, the villagers have been successful in following the management plan, they can request (through the district forest officer) “gazettement” of a Village Land Forest Reserve. The Forest Act provides the requirements for gazettement applications in Section 35. In real terms it does not give any more or less powers or security of tenure, but many villagers like it as it is signed by central government. If villagers wish to apply for gazettement of their Village Land Forest Reserve (which is an optional step) they must submit to the Director of Forestry:

- a. A copy of the resolution by the village council
- b. List of names of the members of the village council committee allocated the responsibility of managing the forest
- c. An official map or documents describing the village land, the boundaries of the VLFR and the names of other villages surrounding.
- d. Management plan
- e. Statement of the reasons for application
- f. Financial management arrangements

#### 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 Council? Does it need improvement?
- Have any village leaders been offenders? If so, how did the Committee handle these cases?

##### 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 patrol members 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 allowance 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?
- How have revenues been shared with the Village Council for general community development? Has enough been left over to ensure good forest management?

### 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 patrol members 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 and Sanctions

- Are fines being levied at the rates set or have these changed? Are they still within the Tsh 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 CBFM 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 CBFM?
- 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?

## STAGE SIX: EXPANDING TO NEW AREAS

Before expanding to new forests and villages:

1. **Take stock of the forest situation in the district as a whole.** Where is it easiest to extend the approach? For example are the neighbouring villages keen? Have they made a formal request to be included in the programme? 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 VLFR. 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 CBFM.
2. **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, LAFR, villages with potential for VLFR or CFR, potential for Private Forests.
- 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 to expand CBFM.

3. **Set up a simple administrative framework.** Have you established a District Register of Village Forests? Have you got a file for each Village Forest? Are you keeping a record of all your visits?
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? Is there a need to establish a Joint Village Forest Management Committee for a forest shared by many villages? 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?

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.



# **PART IV**

## **THE CBFM 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     SAMPLE FORMATS FOR RECORD KEEPING**

- 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 Village Land Forests

#### **III    MODEL FORMATS**

- 1      Village Forest Management Plan
- 2      Village Bylaws for Village 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
<b>WOOD PRODUCTS</b>		33	Clay for pottery, house building
		21	Minor wood products (sticks, toothbrushes)
9	Timber (furniture, building)	22	Withies for baskets
10	Sawn timber to sell	23	Fuelwood for home
11	Weapons (spears, bows, arrows shafts, etc.)	24	Fuelwood for brick-making, beer brewing
12	Polewood (houses, fences)	34	Wild animals for food
13	Beehives	35	Wild animals for skins, feathers, bones
14	Roofing tiles	36	Minerals (gold, other)
15	Household equipment (pestles, bowls, etc.)	37	Salt
16	Boats	38	Wild honey
17	Carts	39	Dyes
18	Tools (handles for hoes, spears, etc.)	40	Resins
19	Charcoal		
20	Carving material		
































## 2: Forest Product Utilisation Matrix

<b>Village Name</b>		<i>Isele</i>
<b>Number of households</b>		<i>145</i>
<b>Product</b>	<b>Annual household requirement/need</b>	<b>No of households using the product or "all"</b>
<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	<i>Kigombe</i>		Forest name		<i>Gombero</i>		
FMU Name	<i>Kijango</i>		Area	<i>80 ha</i>	Date	<i>27/08/04</i>	
Basal area (%)	< 5m <sup>2</sup> /ha	<i>40%</i>	5-10m <sup>2</sup> /ha	<i>40%</i>	> 10m <sup>2</sup> /ha	<i>20%</i>	
Fire evidence	Yes	<i>X</i>	No				
Soil erosion risk	High		Medium	<i>X</i>	Low		
Felling	High		Medium	<i>X</i>	Low		
Grazing	High		Medium		Low	<i>X</i>	
Encroachment	Yes		No	<i>X</i>			
Crown cover	Closed		Moderate	<i>X</i>	Open		
Natural regen.	Abundant	<i>X</i>	Scarce		Absent		
Important species	1. <i>Mkarambatu</i>		3. <i>Msewezi</i>		5. <i>Mkande</i>		
	2. <i>Mkole</i>		4. <i>Mpingo</i>		6. <i>Mhande</i>		
Dominant species	1. <i>Mhande</i>		3. <i>Myuyu</i>		5. <i>Mjikofiko</i>		
	2. <i>Mkole</i>		4. <i>Msalaka</i>		6. <i>Mngofi</i>		
Forest type	<i>Lowland deciduous forest</i>						
Forest Age	Mature	<i>X</i>	Pole-stage		Young		Mixed
Timber/pole harvesting potential (list spp)	Yes	<i>X</i>	No		3. <i>Mjikofiko</i>		
	1. <i>Myuyu</i>			4.			
	2. <i>Msalaka</i>			5.			
Other harvesting potential (list spp)	Yes	<i>X</i>	No		3.		
	1. <i>Mhande</i>			4.			
	2. <i>Msewezi</i>			5.			
Suggested management activities	<i>Pole harvesting</i> <i>NTFP utilisation</i> <i>Soil conservation works</i> <i>Enrichment planting</i>			<i>Fire control</i>			

#### 4: Example of completed Forest Assessment Form B

FOREST ASSESSMENT: FORM B						
Village Name	<i>Chamdini</i>		Forest name		<i>Mfundia</i>	
FMU Name	<i>Ilamba</i>		FMU Area	<b>175</b> <i>ha</i>	Date	<b>29/09/04</b>
Sample Plot No.	<b>4</b>		Sample plot size		<b>20m x 20 m</b>	
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
<i>Mkarambati</i>	 					
<i>Mkole</i>		 				
<i>Msewezi</i>						
<i>Mkande</i>						
<i>Mpingo</i>						
<i>Mhande</i>						
Utilisation products						
Sacks of charcoal						
Fito	   					
Fence posts 2m length						
Loads of firewood	 					
Pieces of timber 2m x 10cm x 10 cm	  					
Grass loads						

5. EXAMPLE OF FOREST ASSESSMENT FORM C

Village	Forest name				No. of plots (N)			
FMU Name	FMU area (ha) (A)				Plot area (ha) (P)			
Diameter classes								
Important Species	Measured total (T)	FMU total (F)	Measured total (T)	FMU Total (F)	Measured total (T)	FMU Total (F)	Measured total (T)	FMU Total (F)
Other species								
Total								
For each dbh/size class, Total (F) = A/P * T/N Where A = FMU area (ha); N = No. of sample plots; T = No. of measured trees (in all sample plots combined); P = Sample plot area (ha)								

## II EXAMPLES OF FORMATS FOR RECORD-KEEPING

### A Overview of Useful Records to be Kept

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

## 1 Sample Page for the Permit 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 1997 7,500/-	No. 120 4 July 2006	.....
2	Msafiri Gani Orri Sub-Village	3 Sept. – 20 Sept. 2006	One fallen mhuvi tree for two beehives	Zone Three	10,000/-	3 Sept 99 5,000/-  6 Sept 99 5,000/-	No. 135 3 Sept 2006  No. 136 6 Sept 2006	.....

## 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. Signed .....Secretary 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 Ngaa 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	..... .....

#### 4. 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 1/11/06	Secretary of VNRC Signature	Normal procedure when offender apprehended and fine paid	Confirmed as received: A. Rwiza [signature & date]	
3	4,000/-	12/11/06	Reimbursement for bus ticket bought by Village Chairman to Babati to court hearing on 10/11/06 of Nathaniel Chamshama for illegal harvesting on 5/5/06 and payment 2,000/- lunch allowance.	Secretary VNRC Signature .....	Meeting of VNRC 7/6/06 [Minutes]	Confirmed as received Village Chairman Signature & Date	
Etc							



## 5 Sample Page of Patrol Book

<b>Date of Patrol</b>	<b>Patrol</b>	<b>Area patrolled</b>	<b>Damage Seen</b>	<b>Offenders apprehended</b>	<b>Other</b>	<b>Patrol confirmed as undertaken</b>
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

To: District Natural Resources Office, Iringa District Council				
Forest:	Village:	Quarter and year:		
Names and positions of committee members  <hr style="border: 0; border-top: 1px solid black; margin: 5px 0;"/> Positions: Chairman, Secretary, Treasurer, Patrol Leader, others.	Females		Males	
	1.		1.	
	2.		2.	
	3.		3.	
	4.		4.	
	5.		5.	
	6.		6.	
	7.		7.	
Meetings/ Training	Date	No of attendants (Females)	No of attendants (Males)	Issues related to natural resources
Village Natural Resource Committee meetings				
Village General Assemblies				
Training/ Workshops				
<b>No of Permits, Revenue from resource/services, revenue from fines and Expenditure</b>				
Natural resource / Service from forest	No of permits	Revenue Tshs.	<b>Fines</b>	
			Number of fines	
			Revenue from fines (Tshs)	
			<b>Expenditure (Tshs)</b>	
			Natural resources expenditure (Tshs)	
Total number of permits and revenue from forest resources/services	Total number of permits	Total revenue from resources/services	Village expenditure (Tshs)	
			Total expenditure (Tshs)	
Remarks:				
Date:		Date:		Date:
..... Signature VNRC Secretary		..... Signature VNRC Chairman		..... Signature Village Chairman

**B Sample Page of District Register for Village Land Forests**

No	Name of Village	FOREST & VILLAGE	Est. Ha	Description	MANAGER	DATE MANAGEMENT BEGAN	MANAGEMENT PLAN	BYLAWS	Signatures of Village Chairman, VNRC and DFO With dates	File Reference on Forest
1	Ayasanda	Ayasanda VILLAGE LAND FOREST RESERVE Ayasanda Village, Bonga Ward	550 [see file for map]	Miombo On three hills in two separate parts: Haitemba Hills and Warimb Hill.	Village Forest Committee With 5 Sub-Village Forest Committees	October 10 2002	Approved by Village Assembly, 10 October 2002	Approved by District Council 30 June 1994		VLFR/1/Ayasanda
2	Bubu	Bubu VILLAGE LAND FOREST RESERVE Bubu Village, Gidas Ward	2,300	Miombo On hills in village in four parts as four sub-village forests	Village Forest Committee With four SVNRC	January 2002	Approved by Village Assembly 12 January 2002	Approved by District Council 30 June 1995		VLFR/2/Bubu
3	Sharmo	Daudi PRIVATE FOREST Sharno-Juu Sub-Village, Sharmo Village, Darcda Ward	13.5	Miombo (in private farm of Daudi Bilauri)	Owner – D. Bilauri & son	March 2002	Endorsed by Village Assembly March 10 2002	-		VLFR/3/Sharmo
4	Utware	Mamba COMMUNITY FOREST RESERVE Utware Village, Bashnet Ward	767 ha	Montane on escarpment One area	Utware Group Forest Manager	June 2002	Approved by Village Council 19 June 2002	-		CFR/1/Utware

# 1 MODEL FORMAT FOR A VILLAGE LAND FOREST RESERVE MANAGEMENT PLAN

## PART I

## BACKGROUND

Section 1	General
-----------	---------

This sets out –

- ❑ Who has written the Plan and on behalf of who
- ❑ How the decision to put the forest under planned managed came about
- ❑ What forest this plan refers to
- ❑ The status of this Plan – for example – to be adopted, tested, and altered as necessary over the coming year and will be reviewed every year after that.

Section 2	Description
-----------	-------------

### A THE FOREST

This describes the proposed Village Forest Reserve [VFR] or Community Forest Reserve [CFR] *for example -*

- ❑ Location
- ❑ Size: [estimate]
- ❑ Vegetation/forest types
- ❑ Boundary marked or unmarked
- ❑ Forest Management Units (internal boundaries based on management and objective)
- ❑ Condition of forest
- ❑ Problem areas
- ❑ Brief history of its ownership and management

### B FOREST USE

- ❑ 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.

## C THE COMMUNITY

Brief description of the village, which will manage the forest: *for example* -

- ❑ Name, ward, division, district
- ❑ Population and households
- ❑ Year registered, its history before then
- ❑ Names of other villages with which it shares boundaries
- ❑ If the village area boundary is known, marked, titled
- ❑ 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 which directly border the forest.

<b>Section 3</b>	<b>Objectives</b>
------------------	-------------------

This lists the purposes of putting the whole forest under community-based management: *for example*

- ❑ To bring the woodland under a system of accountable management
- ❑ To demarcate the woodland as protected to prevent further expansion of farming into that area
- ❑ To establish that the forest is owned by all of us as a common resource and will not be available for settlement and allocation but will serve us forever as a source of wood resources
- ❑ To close off the forest from random use to enable it to be restored
- ❑ To protect our water catchment area
- ❑ To regulate the use of the forest so it stays at indefinitely sustainable levels
- ❑ To enable us to make better use of the wasteland areas in the forest.

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

Each FMU is listed here and the specific management objectives are listed. Where harvesting is permitted, for each FMU it should state the volumes, and species

Section 4	The Manager
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This identifies who will act as Manager - usually a *Village Forest Management Committee [VNRC]* . This section lists the responsibilities and powers of the Committee

- ❑ States how it will be appointed - usually through election by the Village Assembly and with endorsement by the Village Council
- ❑ Its term of office
- ❑ Its composition – for example – at least one representative from each sub-village, at least three women, a representative from the Village Council, appointed by the Village Council
- ❑ States its exact relationship with the Village Council – usually a Committee approved by the Village Council and given all its powers in respect of the management of the forest
- ❑ Specific duties of the Chair, Secretary, Treasurer
- ❑ If to be appointed, lists the duties of the Patrol Supervisor, Boundary Supervisor, etc.
- ❑ States 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.

Or, if the forest is to be managed by Sub-Villages, then this needs setting out here. If only some functions such as protection are to be handled by sub-villages, this needs setting out here and how each sub-village will report to the main Committee.

Section 5	Reporting and monitoring
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This sets out –

- ❑ How the Committee will inform the Village Council of its progress and problems
- ❑ How the Committee will report to the Village Assembly
- ❑ Whether there will be a Joint Village Forest Management Committee, made up of different villages, who jointly manage a VLFR.

This section also 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.

<b>Section 6</b>	<b>Record-Keeping</b>
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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 MINUTES 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, who will supervise or inspect the use, etc. Permits and licences themselves may be hand-written chitties, 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 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, with a minimum of two signatories and one other non-Committee member for any withdrawals.

## ***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.

<b>Section 7</b>	<b>Money Management</b>
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To avoid CBFM faltering because money begins to be poorly managed, it is critical for this Plan of action to set out clearly how it expects any funds relating to forest management to be handled. This is so even if the money is very little. Set out –

## ***A RESPONSIBLE PERSONS***

Who exactly will receive, receipt, and hold money from fines and fees. Where that money will be kept safely. Usually this is the function of the Treasurer.

## ***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 PERMITTED 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.

<b>Section 8</b>	<b>Forest Boundaries</b>
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## ***A PERIMETER BOUNDARY***

This describes the existing or proposed perimeter boundary of the VFR, CFR or VFMA. It notes with which other villages or VFMA the boundary is shared. The plan of action for agreeing and/or marking the boundary are set out clearly here.



## **B FOREST MANAGEMENT ZONES (FMUs) AND BOUNDARIES**

This describes the sub-divisions inside the forest, called Forest Management Units.

## **C 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.

<b>Section 9</b>	<b>Forest Protection</b>
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This is usually the main task of community-based forest management and this section sets out how protection will be carried out.

**A PATROLLERS** – how they will be elected, for how long, and reporting to who

**B 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

**C ACCOUNTBILITY** – who is responsible for organising their patrols, checking on their performance, how patrollers who abuse their role will be dealt with

**D REWARDS** – 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].

<b>Section 10</b>	<b>Rules</b>
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## **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.
- ❑ Where the forest is being managed on a sub-village basis, it may be planned that each sub-village may only use its own designated part of the forest, unless the Committee gives special permission.

## **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
  - ❑ Uses which are freely permitted by village members.
- 
- ❑ *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.*

## **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.*

<b>Section 11</b>	<b>Punishments</b>
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This sets out exactly what punishments will be placed upon those found to be breaking the forest or damaging community-based management in any way. The main punishment is usually fines but where the person has no funds, alternative punishments may be ordered.

### **A. PROCEDURES** for handing offences

For example - patrolmen may not fine offenders or levy fines

### **B. FINE RATES** for each offence

For example – these could be doubled for second offences

### **C. 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, the Plan will normally state that the Village Assembly may fire them from that position.

**D. 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.

**E. 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 and if the matter is still not resolved, then the Committee may determine to send the case to the Ward Tribunal, Primary Court or District Court for action.

**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 permit villagers to use a bare area for private plantations on payment of a fee; to discourage certain species by permitting free thinning of the specified species or to encourage growth of another specific tree by permitting it to be pruned in a certain month; to permit harvesting of a certain species or area on a strict rotational basis and plan to enter into agreement with a commercial harvesting operation to use a specified area/species.*

**Section 13      Utilisation**

This section describes how, if at all, the forest will be harvested and utilised. In some cases this may not be needed, if for example the forest is protecting a water catchment or a sacred site. However, based on the PFRA, 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 and levels of offtake.

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

Section 14	Timetable
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This brings together a list of the main tasks and sets a target date for action.

**A IMMEDIATE ACTIONS**

For example – VNRC and Patrol Team to be elected at x meeting of Village Assembly, to have held first meeting by x date, to have procured Record Books, met with District Treasurer to register the Receipt Book, etc.

**B FOLLOW-UP ACTIONS**

For example – plan a meeting with each neighbouring village council to inform it that x forest now is under village management and arrange to visit, agree and provisionally mark the perimeter boundary as affecting each. Sub-village Chairpersons to have met and agreed Sub-Village Forest Area boundaries by x date. Signboards on the edge of the forest to be made by x and posted by x date.

## 2 MODEL FORMAT FOR VILLAGE FOREST MANAGEMENT BYLAWS

### **Section 1 Title of the Bylaws**

This says that this Bylaws shall be known as ... and has been made under section 167 of the Local Government (District Authorities) Act No 7 of 1982

### **Section 2 Subject & Purpose of the Bylaws**

This names and describes the forest: estimated size, vegetation, condition, etc.

The boundaries are described.

The location of the forest [in village land] is stated.

The purpose of the Bylaws is stated: e.g. 'to give the Village Natural Resources Committee powers to exercise full management and to be held accountable for the protection of the forest, the regulation of its use in sustainable ways and the punishment of those who break rules set out in this Bylaws'.

### **Section 3 Manager**

This identifies the Manager [usually a VNRC] and sets out its duties and powers.

It states the term of the Committee and how a new committee will be appointed.

It states the records which the VNRC will be required to maintain

It states the ways in which the VNRC must report progress to the Village Council, Village Assembly and if relevant, the Forester.

### **Section 4 Protection**

This sets out the rules as to how the forest will be managed. For example:

Zones – which parts will be closed to all use

Patrols – that each sub-village will appoint a minimum number of patrol members to regularly patrol their designated part of the forest and that they will operate in accordance with the following procedures.

It may be stated that Patrol Team will receive a small reward.

### **Section 5 Rules**

This sets out each and every rule or 'law' of access and use of the forest. 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 6: Penalties**

This sets out the precise penalties for each rule broken.

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 or Patrol Team who are found to be abusing their position of responsibility.

### **Section 7 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 expects the court to handle the offence.

### **Section 8 Expenditure**

This section will set out how income from fines and fees is to be kept and who will be held responsible, how income may be spent, by whom and with approval or reporting to whom.

### **Section 9 Amendments**

This will state that amendments, which are not contrary to the spirit of the Bylaws, may be changed, usually through submission of the proposed change to a Village Assembly. Notification of the change should be copied to the District Council or

if a NFR, to FBD.

**Section 10    Date of Commencement**

This states the date the Bylaws will come into operation.

Signature of the District Council Chairperson, Village Chairperson, Village Executive Officer







Tusimamie Misitu kwa Maendeleo yetu

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**For more Information, Contact:**

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