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Key messages

- Tanzania has established a National Taskforce, which brings together senior officials from relevant government ministries. They aim to develop a National Reducing Emissions from Deforestation and forest Degradation (REDD+) Strategy by December 2012.
- The Strategy will build on lessons learned from previous experience with participatory forestry management; information gathered from stakeholders, experts, local communities and international partners; and early results from pilot projects.
- Although the process for developing the Strategy aims to be consultative, the limited resources and awareness of REDD+ among stakeholders, lack of trust between government authorities and communities, and the dearth of previous experience with national-level consultative processes have hindered the effectiveness of stakeholder engagement.
- Getting ready for REDD+ should build on the expertise and experience available in all relevant government departments and all sectors of society, providing the critical knowledge and sense of ownership required for lasting success.
- Providing long-term funding and other support to various sectors of society is critical to enable academics, stakeholders and communities to contribute to REDD+ readiness efforts.

Working together for REDD+: Developing a national readiness strategy in Tanzania

A global REDD+ mechanism presents valuable opportunities for developing countries to manage their forests sustainably and alleviate poverty. Tanzania stands to benefit significantly from the funding and support provided by the implementation of REDD+ and has the ambition of becoming a global forerunner for REDD+. With support from Norway, Tanzania has moved forward with its REDD+ readiness activities through study, planning and strategy development, stakeholder engagement, institutional analysis and reform, capacity and infrastructure development and pilot projects. This brief examines the benefits, costs and complexities of working collaboratively within governments and across sectors to get ready for REDD+ and generate the necessary knowledge, skills and buy-in. It reveals the technical, financial, institutional and political obstacles that Tanzania has overcome – and those that it still needs to – before it can successfully access the benefits of REDD+.

The Tanzanian government has moved forward with its REDD+ readiness efforts in order to take advantage of its significant potential for the country. Tanzania's forests make up 38% of its land mass and represent 46% of the total forested area in all of East Africa.¹ Forests are critical, not only to the livelihoods of rural and forest-dependent communities, but also to Tanzania's national economy. Forests provide about 75% of building materials, 100% of traditional medicinal plants and

95% of energy in the form of fuel wood, and they perform essential ecosystem functions for agriculture, hydroelectricity and tourism. According to the World Bank, forests deliver services that amount to 10–15% of GDP.² However, much of Tanzania's vast forested area is characterised by high rates of deforestation stemming from commercial harvesting, shifting agriculture, land conversion and industrial development. Illegal logging and mining activities are

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also common in protected forests and cost the government millions in lost revenue each year.³

Funds received through future REDD+ mechanisms may provide new sources of revenue that are urgently needed in Tanzania to incentivise the protection of forests and their ecosystem services, improve forest management practices and support livelihoods in rural and forest-dependent communities. According to one estimate, if deforestation and forest degradation were stopped completely, the potential income stream to Tanzania from a future REDD+ mechanism could amount to \$630 million annually.⁴ Operationalising REDD+ in Tanzania thus provides an opportunity to implement and enhance existing sustainable forest management measures at the community level.

Developing Tanzania's National REDD+ Strategy: What it took

In 2009, the Tanzanian government launched a National Framework for REDD+, with funding received through a five-year \$90 million partnership initiated between Tanzania and Norway the previous year. The Framework established a national taskforce and initiated a comprehensive, inclusive and focused process for developing a National REDD+ Strategy. The process seeks to deliver upon commitments included in Tanzania's *National Strategy for Growth and Reduction of Poverty* and its *Tanzania 2025 Development Vision*. A draft National REDD+ Strategy was released in December 2010 and a final draft is expected by December 2012.

The National Taskforce initially brought together senior government officials from the Office of the Vice-President (Division of the Environment) and the Ministry of Natural Resources and Tourism (Forestry and Beekeeping Division). The Taskforce has recently

added representatives from the Ministry of Agriculture and Food Security, the Prime Minister's Office for Local Government and Regional Administration, and the Government of Zanzibar. The Institute of Resource Assessment of the University of Dar es Salaam serves as a secretariat for the Taskforce and facilitates the strategy development process.

The National REDD+ Strategy seeks to prepare Tanzania for a future REDD+ mechanism by evaluating its potential for reducing deforestation and alleviating poverty, assessing critical gaps and issues in terms of institutional and technical readiness, and identifying the reforms and programmes that are needed for its eventual implementation. The draft Strategy includes a number of strategic interventions and associated objectives, timelines and indicators, to be undertaken concurrently with its finalisation in the lead-up to 2012.

Developing and disseminating research

In order to resolve the many complexities of implementing the REDD+ mechanism, the National Taskforce

commissioned five in-depth studies conducted by Tanzanian non-governmental organisations (NGOs) on: the business case for REDD+; the establishment of a national REDD+ trust fund; the legal and institutional reforms required by REDD+; gaps and needs in sharing information and raising awareness among stakeholders; and the prospective role of REDD+ in rural development. These in-depth studies have enabled the National Taskforce to understand baseline conditions in Tanzania, and many of their key recommendations for future planning and action are reflected in the current draft of the National REDD+ Strategy.

Capacity building and social infrastructure development

To address critical gaps in Tanzania's capacity and social infrastructure, the National Taskforce has launched a four-year research, training and social infrastructure development programme on climate change, impacts, adaptation and mitigation. The programme is being carried out by the Sokoine University of Agriculture, the University of Dar es Salaam, Ardhi University and the Tanzania Meteorological

Box 1: A different approach to forest management in Tanzania

Tanzania has extensive experience with participatory forest management (PFM). Introduced through the Forest Act of 2002, PFM enables local communities to control and manage or co-manage their forests through one of two mechanisms: community-based forest management, which enables local communities to create village, group or private forest reserves; and joint forest management, which allows communities to sign joint agreements with government and other forest owners. By integrating communities into the planning, design, implementation, monitoring, and evaluation of forestry initiatives, participatory approaches can enhance forest conservation outcomes, generate important benefits for the livelihoods of rural and forest-dependent communities, and lower the costs to government of managing forests.

Source: Tanzania Forest Conversation Group (2009) *Making REDD work for people and forests in Tanzania: Lessons learnt from participatory management in Tanzania*.

Agency. The programme will train technicians and scientists and will acquire the software and equipment needed to measure carbon stocks, with the aim of establishing a national monitoring, reporting and verification (MRV) system by December 2011. This complements other MRV preparedness initiatives being funded by Finland, the United Nations Food and Agriculture Organisation, and the Clinton Global Initiative. Together, these activities have made Tanzania a regional leader in MRV issues.

Institutional analysis and reform

The National Taskforce has paid significant attention to the critical importance of reforming legal frameworks and governance for equitable and results-based REDD+ implementation. Among other issues, the Taskforce has identified the need to develop benefit-sharing mechanisms that are fair, transparent and free from corruption; clarify land tenure issues; provide social safeguards; and resolve gaps, conflicts and overlap among the different laws and institutions that affect forest management activities. Although many details must be resolved, the Strategy aims to establish a clear and coordinated governance framework for all activities related to REDD+, to be in place by December 2012.

Stakeholder engagement

Stakeholder engagement is meant to be at the heart of developing the National REDD+ Strategy. Over three months in 2009, delegations from the National Taskforce undertook an initial series of consultative meetings to learn from previous experience and to prepare a comprehensive and wide-ranging plan for stakeholder consultations and knowledge building.⁵ A team comprising two rotating Taskforce members, supported by the REDD+ Secretariat, and two facilitators, met with over 235 regional- and district-level representatives and stakeholders in each of Tanzania's eight zones.

Box 2: Communities are key to REDD+ success

One pilot project pursued by the Tanzania Forest Conservation Group (TFCG) and the Tanzanian Network of Community Forest Associations (MJUMTA) has attracted attention from international observers.⁶ This five-year project aims to reduce 110,000 tonnes of carbon on 50,000 hectares of forests in Eastern and Coastal Tanzania. The project is working with communities of 20,000 people across 26 villages to develop a community carbon cooperative for monitoring forests, sharing benefits, and addressing the drivers of forest loss and degradation. Through a scheme linking payments to performance, 18% of the funds received from Norway for this project should be disbursed directly to communities to test the different mechanisms of fund disbursement at village level.

Nearing its half-way point, the project has completed social impact assessments throughout the region, has developed a payment model, and has begun to identify community-level strategies for reducing deforestation in the region. A majority of villages covered by the project have completed or are in the process of completing REDD+ by-laws and village land use plans, and are establishing village forest reserves. The project has also worked with communities to collect carbon data from 67 plots, and 382 people have received training in carbon measurement methodologies. Finally, the project has conducted training sessions in environmental education and forest governance and advocacy, and has established networks that enable community members to implement the policy actions needed to prevent forest fires and illegal logging.

Heading into 2012, the project aims to complete project design and planning, test the payment mechanism and move forward with the integration of sustainable land use planning into village forest management planning.

Sources: Campese J. (2010) *REDD and rights in Tanzania: A REDD pilot project analysis from the lens of rights-based approaches*, IUCN Rights-Based Approaches Portal; TFCG (2009) *Making REDD work for people and forests in Tanzania: Lessons learnt from participatory management in Tanzania*; TZ-REDD Newsletter, Issue 5, September 2011.

Participants were invited for their work in forestry and natural resources and included both local government and NGO representatives. In addition, consultations were held with over 100 village leaders and villagers in one forest-dependent or adjacent village per zone. These consultations have identified many important lessons from existing forestry management practices that have informed the development of the current draft National REDD+ Strategy. They are also meant to assist

the Taskforce in setting guidelines for the engagement of stakeholders in the implementation of REDD+ activities, most notably including the application of the country's current framework for participatory forest management (with possible modifications).

Pilot projects

A number of pilot projects have also been initiated with funding from Norway to generate learning from experience and build skills in REDD+ activities.

Through a competitive application process, the National Taskforce selected 10 pilot projects from among 46 proposals submitted by Tanzanian and international NGOs. The pilot projects will provide on-the-ground inputs to the finalisation of the National REDD+ Strategy on local governance and tenure issues; benefit sharing; methods for measuring deforestation, forest degradation and carbon sequestration; and participatory approaches to forest management.

Key lessons

Generating learning for REDD+

The initial recognition by the Tanzanian government that REDD+ is a complicated mechanism requiring a government-wide approach and cross-sectoral commitment has been key to its REDD+ readiness efforts. Early on, the National REDD+ Strategy was conceived as a 'living' document⁷ that would require a wide range of inputs, including in-depth in-country studies, international best practices, stakeholder consultations, lessons learned from past PFM and early results from pilot projects. In its work, the National Taskforce has sought to raise levels of knowledge, skills and awareness around REDD+ in Tanzania, and the experience of communities and NGOs with PFM has been a significant asset. Much of the success of the Strategy will ultimately depend on whether the different sectors have genuinely learned from one another and whether the lessons learned from the pilot projects – especially around social impacts and benefit sharing – will be incorporated into the final Strategy.

How to resolve intra-governmental differences?

One potential obstacle to implementing REDD+ in Tanzania has been the overlap in the mandates of different ministries that handle forest-related issues. There was some initial controversy about which ministry would

manage the funding provided by Norway for REDD+ readiness – and benefit from any future returns generated by the REDD+ mechanism. Bringing together senior officials from several government ministries in the National Taskforce and attributing overall responsibility for REDD+ to the Office of the Vice-President has diffused some of this tension. Nonetheless, debates over the eventual establishment of a coordinated REDD+ mechanism have yet to be fully resolved. For instance, the current draft of the National REDD+ Strategy uses an interpretation of the Village Land Act (affecting the recognition of forests as village land) that contradicts the approach taken by Tanzania's Ministry of Lands and Human Settlements Development.⁸ In addition, some key ministries, such as the Ministry of Lands and Human Settlements and the Ministry of Energy, are still not part of the Taskforce. The Taskforce will eventually need to resolve some of these discrepancies to ensure that REDD+ proceeds on the basis of a clear and coherent governance framework supported by all key government ministries.

North–South collaboration for early action

The development of the National REDD+ Strategy was made possible by the Tanzania–Norway climate change partnership. The partnership earmarked funding for capacity development, research studies and pilot activities, and contemplated that these initiatives would be implemented by a range of national and local partners over a five-year timeline. Other international partners, including the World Bank Forest Carbon Partnership Facility and the UN-REDD programme, have also provided continuous technical assistance. Although Norway's focused support has been critical to the early successes of Tanzania's REDD+ readiness efforts, some concerns have been raised that its dominant role as the major donor and facilitator may have

diminished the legitimacy and sense of ownership among stakeholders of REDD+ activities.⁹

What is needed to effectively engage stakeholders?

Although the National Taskforce has aimed to carry out its work in an inclusive and collaborative manner, the level of stakeholder engagement has fallen short of expectations. There are concerns about the quality and sufficiency of the consultations, including not only logistical difficulties (meetings being called on short notice and taking place too quickly) but also lack of trust between Taskforce members and local communities. While better-resourced and well-informed NGOs have been able to make substantive submissions to the Taskforce, many organisations and communities lack the resources and capabilities to participate effectively in consultations. And even the more experienced NGOs have found that some of their key demands have failed to be incorporated into the Strategy. As such, further awareness raising and capacity development – not only on REDD+ but also on consultative processes – would have been beneficial at both the government and community level to maximise stakeholder engagement. Most importantly, the Taskforce itself would surely have benefitted from the membership of civil society representatives. While the composition of the Taskforce has recently been broadened by the formation of five issue-specific working groups, these include limited civil society representation and are just beginning their work.

How to maximise benefits and reduce risks for local communities?

The current draft of the Strategy emphasises the importance of REDD+ for enhancing the rights and livelihoods of local communities as part of broader commitments to eliminate rural poverty and provide greater recognition of community rights. However, the key

result areas and lines of action included in the Strategy do not fully address the opportunities and challenges posed by REDD+ for local communities. Among other issues that Tanzanian NGOs have identified, the current draft of the Strategy does not go far enough in recognising and protecting community rights based on existing opportunities for PFM under Tanzanian law. It also fails to provide opportunities for communities to receive direct payments from REDD+ activities and lacks clear and robust policy to protect the rights and interests of local communities in practice.¹⁰

From planning to action

Although many details still need to be worked out, the current draft National REDD+ Strategy provides a promising basis for moving forward with REDD+ in Tanzania. As the 2012 deadline for its finalisation nears, Tanzania will have to focus increasingly on the implementation of its many commitments and strategic interventions. Tanzania has come a long way already in its REDD+ readiness efforts since 2009 and it has the benefit of building on nearly 10 years of experience with PFM. The presence of experienced and capable civil society groups working on forestry issues is also a clear asset that should allow Tanzania to maximise the potential of REDD+.

Nonetheless, whether Tanzania can successfully realise the promise of REDD+ and avoid key pitfalls will depend on its ability to strengthen, execute and operationalise its National REDD+ Strategy in the year ahead. Among other measures, the National Taskforce will need to adopt a revised set of objectives and indicators that go beyond its current 2012 deadline. It will also need to gain further commitment for the National REDD+ Strategy among government ministries, businesses and local communities. By working together and learning from one another, these different sectors of Tanzanian society

can go a long way in getting ready for REDD+.

Implications

- Early action on REDD+ in developing countries needs critical gaps in information, capacity and governance in governments and society at large to be addressed regarding REDD+ processes and activities. A National Taskforce, that brings senior officials from a variety of ministries together with a range of other stakeholders, can play an important role in identifying and overcoming obstacles to REDD+ implementation in a coordinated and collaborative manner.
- Long-term, focused and coherent support from international donors is critical to the initiation of ambitious and effective REDD+ readiness efforts in developing countries. A medium-term timeframe of support (at least five years) can provide the stability and predictability needed to undertake the complex and lengthy preparatory work required for REDD+ implementation.
- REDD+ touches upon a wide variety of financial, technical, institutional, social and political issues. The development of National REDD+ Strategies should thus take place through a comprehensive problem-solving approach that builds on lessons learned from previous experience; information gathered from stakeholders, experts, local communities and international partners; and early results generated by pilot projects.
- Limited capacity, resources and expertise at all levels, including those of governments, stakeholders, local communities and international partners, are still among the biggest challenges to the development of a National REDD+

Strategy. They can be overcome through a long-term and phased strategy development process that emphasises collaboration, research, information sharing and capacity building.

- Existing relevant expertise in governments, academia, business and civil society are significant assets that countries should cultivate and leverage in preparing for REDD+. Existing laws, policies and legal frameworks in the areas of forestry, community rights and rural development also present opportunities for incremental reforms and further implementation. Together, they provide the foundations for ensuring local ownership of REDD+ and enhancing ongoing initiatives for improving forest governance and alleviating poverty.
- Full and effective participation by a wide range of stakeholders means extending support to all levels and sectors of society, enabling academics, experts, stakeholders and local communities to make effective contributions to REDD+ readiness. It also requires training and capacity building at the level of government authorities, ensuring that consultations are meaningful and inclusive and have a commensurate impact on the actual content of national REDD+ strategies, laws and policies.

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Endnotes:

1. FAO 2011, p. 110.
2. World Bank 2008, p. 16.
3. Milledge et al. 2007, pp. 32–35.
4. ForConsult 2010, p. 45. This assumes a price of \$5 per tonne of carbon.
5. The results of these consultations are summarised in IRA 2009.
6. See Campese 2010.
7. United Republic of Tanzania 2010, p. 27.
8. MJUMITA and TFCG 2011.
9. Salmi, Lindroos, and Karani 2011.
10. See TFCG 2011; MJUMITA and TFCG 2011; and Campese 2011.

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The Climate and Development Knowledge Network (CDKN) aims to help decision-makers in developing countries design and deliver climate compatible development. We do this by providing demand-led research and technical assistance, and channelling the best available knowledge on climate change and development to support policy processes at the country level.

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