

REDD+ BENEFIT SHARING IN TANZANIA

A Case Study by Leo Peskett





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The findings, interpretations, and conclusions expressed herein are those of the author(s), and do not necessarily reflect the views of the funders. Supporting research for this document was carried out from July to October 2010.

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REDD+ has been developing in Tanzania since 2008 and the government is working on the development of a national strategy and action plan, as well as institutions that will enable it to implement a national REDD+ scheme. A number of studies are currently underway to help inform the detail of a future REDD strategy. Ten pilot projects are in development (REDD strategy 2010). All of these processes are overseen by a National Climate Change Steering Committee, which includes a REDD+ Working Group. The Forestry and Beekeeping Division will play a major role in REDD+ implementation.

The framework document (Government of Tanzania, 2009) which has served as an initial basis for REDD+ strategy development,

and various scoping studies (Katoomba, 2009) outline criteria for selecting appropriate REDD+ sites and activities. These include:

- Previous experience of forest carbon data;
- PFM already in place (signed agreement, by laws, management plan, VNRC);
- Land use plan in place with a forest to start with;
- Existing deforestation/degradation threats;
- Size of the forest and opportunity for aggregation;
- Forest types representation (montane, miombo, mangrove);
- Community willingness to participate;
- Geographical representation in the United Republic of Tanzania;



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- Resource use conflict;
- Level of poverty (medium, high);
- Land tenure arrangements; and
- Variety of Management regimes

Although these are only criteria for pilots, they give a first impression of potential eligibility criteria for the distribution of REDD+ finance, based on allocation from a national trust fund. Under plans outlined in the REDD+ framework, it is envisaged that REDD funds will be received by the national REDD scheme and channeled to stakeholders responsible for reducing emissions. Under the National REDD Framework, REDD payments can take the form of direct payments, social or infrastructure services, direct employment, community development grants or microcredit loans.

One of the policy approaches that is emphasized in draft policy strategies is the use of Participatory Forest Management (PFM) applied through Joint Forest Management (JFM) and Community Based Forest Management (CBFM) as one of the main ways to address

deforestation and degradation drivers through REDD+ in Tanzania (Government of Tanzania, 2010; Blomley et al., 2011). Although it is not completely clear how this would be managed in practice, the implication is that REDD+ funding would be used to speed up the rate of expansion of land area under PFM (currently only 12.8% of the country’s forests are under PFM) and as a potentially new finance stream within community forestry systems.

If benefit sharing occurs via the distribution of finance by the government (received in accordance with performance against a national reference level) to local levels, the ‘vertical’ benefit sharing arrangements (i.e., between government and communities) might be expected to differ between these two community forestry approaches. This is because the government retains forest ownership rights in the case of JFM, whilst in CBFM, communities are the rights holders and duty bearers. Studies on benefit sharing in these systems indicate that there are still challenges in ensuring benefits for the poorer members of communities. This is because, in JFM, there is currently limited guidance in relevant laws on how benefits and costs from JFM are to be shared, and JFM is being promoted particularly in high biodiversity protected forests where the use restrictions mean that any benefits that do arise are small. CBFM is more popular and all forest management benefits are devolved to communities. However, in practice there are still some challenges to ensuring that benefits are devolved. Some of the reasons for this are the limited capacity of local government for example, to understand legal provisions within

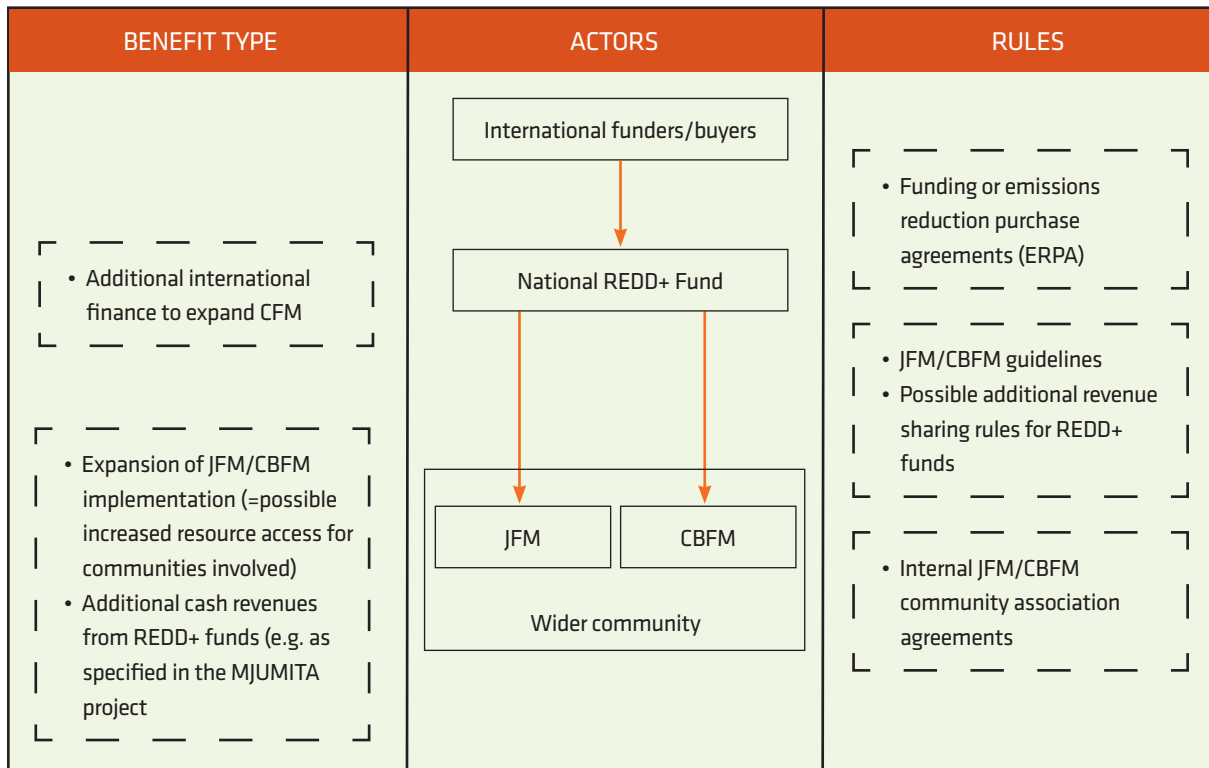


FIGURE 1: Stylized schematic of benefit sharing linked to community forest management in Tanzania

forest policies; a lack of knowledge among communities about the opportunities related to CBFM, and potential concerns about loss of revenues by District Councils (Blomley and Iddi, 2009; Blomley et al., 2011).

In both approaches, ‘horizontal’ benefit sharing (i.e., within/between communities) is likely to favor relatively more wealthy community members. Research has highlighted various reasons for this, such as (Vyaman et al., 2008):

- only middle income and richer members of the community being able to afford to pay licenses, fees and other upfront payments;

- poor people not being represented in management committees;
- displacement of forest based incomes due to tighter protection requirements; and
- deliberate exclusion of the poor.

A number of the evolving REDD+ pilot projects aim to enhance the implementation of local benefit sharing approaches in JFM and CBFM (e.g., the TFG and MJUMITA project; AWF Kolo Hills project). The MJUMITA project, for example, plans to channel REDD+ funds directly to communities, with 18% of total

revenues going to communities. Eight percent of this will be delivered on a ‘pay for performance’ basis — i.e., based on the demonstrable reduction of emissions. The TaTEDO project plans to mobilize carbon groups to use traditional management methods for natural regeneration in order to reduce emissions. The internal arrangements within both of these projects have yet to be established.

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