

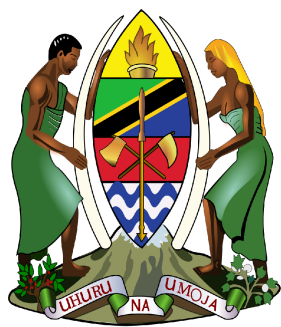


## FORESTRY AND VALUE CHAINS DEVELOPMENT PROGRAMME

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### OVERVIEW OF TANZANIAN READINESS FOR THE IMPLEMENTATION OF THE EU FLEGT ACTION PLAN

19 December 2018



The United Republic of Tanzania  
MINISTRY OF NATURAL RESOURCES  
AND TOURISM



Ministry for Foreign  
Affairs of Finland



United Republic of Tanzania  
MINISTRY OF NATURAL RESOURCES AND  
TOURISM



Ulkoministeriö  
Utrikesministeriet  
Ministry for Foreign  
Affairs of Finland

# **OVERVIEW OF TANZANIAN READINESS FOR THE IMPLEMENTATION OF THE EU FLEGT ACTION PLAN**

## **FORVAC – APPROACH TO THE DEVELOPMENT OF FOREST LAW ENFORCEMENT, GOOD FOREST GOVERNANCE AND TRADE OF LEGALLY SOURCED TIMBER**

Juhani Härkönen

Alex Njahani

Emmanuel Msoffe

19 December 2018

## **PREFACE**

Contact:

Chief Technical Advisor, Forestry and Value Chains Development (FORVAC) Program

Tanzania Finland Cooperation

MNRT, P.O. Box 1351, Dodoma, Tanzania

Email: [Steffen.Roettcher@forvac.org](mailto:Steffen.Roettcher@forvac.org)

## ABBREVIATIONS

AAC	Annual Allowable Cut
CBFM	Community-Based Forest Management
DPO	District Forest Officer
EAWLS	East African Wild Life Society
EoF	Embassy of Finland
EU	European Union
FGLG	Forest Governance Learning Group
FLEGT	Forest Law Enforcement, Governance and Trade (Action Plan)
FORVAC	Forestry and Value Chains Development (Programme)
JFM	Joint Forest Management
LGAs	Local Governments
MFA	Ministry for Foreign Affairs (of Finland)
MNRT	Ministry of Natural Resources and Tourism
MMC	Mama Misisu Campaign
MSA	Market Systems Analysis
NTFP	Non-timber Forest Product
NWFP	Non-wood Forest Products
PFM	Participatory Forest Management
PMO	Prime Minister's Office
PMT	Project management team
RALG	Regional Administration and Local governments
RS	Regional Secretariat
SC	Steering Committee
SHIVIMITA	Tanzania Forest Industries Federation
TA	Technical Assistance
TFCG	Tanzania Forest Conservation Group
TFS	Tanzania Forest Service
TFWG	Tanzania Forestry Working Group
TLAS	Timber Legality Assurance System
TNRF	Tanzania Natural Resources Forum
TP	Transit Pass
VAC	Value-Added Chain
VC	Village Council
VLFR	Village Land Forest Reserve
VNRC	Village Natural Resource Committee
VPA	Voluntary Partnership Agreement

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# Executive Summary

## *FLEGT – VPA process*

In response to global concerns about the negative impacts of illegal logging and timber trade, the European Union agreed on the FLEGT Action Plan in 2003. The aim of the Action Plan is to improve governance and reduce illegal logging by strengthening legal forest management; improving governance and encouraging trade in legally sourced timber. Measures in the Action Plan are designed to increase both the demand for legal timber and the supply of legal timber.

As part of the implementation of the EU FLEGT Action Plan, Voluntary Partnership Agreements (VPAs) are negotiated and signed with partner countries (countries joined the EU FLEGT process). The VPAs are bilateral trade agreements between the EU and a country that exports timber to EU member countries. Through the VPA agreement, both parties commit to actions aimed at preventing trade in illegal timber.

Each partner country has to develop and implement a timber-licensing scheme and a Timber Legality Assurance System (TLAS) as its bases. The purpose of the TLAS is to monitor and verify legal compliance along the supply chain from forest to port or market, so that timber is being produced legally and that illegal timber cannot enter the supply chain. The TLAS covers the following five main components: i) Legality scope, ii) Supply chain control, iii) Verification, iv) Licensing and v) Independent auditing. Timber exports from the partner country to the EU must comply with the requirements of the timber licensing scheme and TLAS.

## *Tanzania and the EU FLEGT Action Plan*

Forest management and protection as well as access to forestry products and the institutional capacity of Tanzania in law enforcement needs substantial strengthening in order to curb illegal harvesting and trade in forest products. A recent “*Study on the Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania*”<sup>1</sup> (2017), financed by the Embassy of Finland, concludes that a range of measures exists that could be implemented in Tanzania and that these measures would have a positive contribution to the forest sector and forest governance. A series of recommendations are provided on the development of a Timber Legality Assurance System (TLAS) within Tanzania:

- Strong consideration must be given to the development of a TLAS system for Tanzania. A TLAS is one of the measures, which can make the strongest contribution to the reduction of illegal logging and also strengthen legal compliance and enforcement.
- Successful implementation of a TLAS is dependent on strong political will and the buy in from government, private sector and civil society. Such buy in can be fostered by means of appropriate capacity building, raising awareness and employing effective communication strategies.
- Design and develop the verification component of a TLAS for Tanzania. The first step would be to develop a verification framework document that considers the institutionalisation of verification as well as provides for the methodology and operation thereof through protocols, procedures and other supporting documents.

The FLEGT-VPA process applies to countries with remarkable export of timber and forest industry products to EU member countries. Currently Tanzania does not belong to this kind of countries, and this reflects to

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<sup>1</sup> van der Linde, Morne 2017: Study on the feasibility of implementing measures contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania. Tanzanian Natural Resources Forum (TNRF).

national forest policies. However, Tanzania can develop forest law enforcement, forest governance and improved conditions for the trade of legally sourced timber without actual involvement in the EU FLEGT Action Plan and the VPA process. This is also outlined in the report of “*Market Systems Analysis - A Market Diagnosis for the Forestry and Value Chains Development (FORVAC) Programme*”: a full FLEGT implementation in Tanzania is not envisaged but some elements of the FLEGT and VPA could be used to develop forest law enforcement, governance and trade of legally sourced timber.

#### *FORVAC and the FLEGT Action Plan/VPA*

A continuous development of forest law enforcement belongs duties of the MNRT and TFS. The GovTz also works to set up and implement the national forest policy and other relevant policies e.g. concerning trade. These policies also refer to roles of local communities and involvement of the private sector in Tanzanian forestry, forest industry and trade in Tanzania and out of the country.

As highlighted in a number of studies, Tanzania would benefit of implementation of the elements of the EU FLEGT Action Plan and the VPA process and could use them to develop forest law enforcement, good forest governance and trade of legally sourced timber. FORVAC, in the context of forest value chains development in the programme clusters/districts, will contribute to the development of these FLEGT elements.

#### *FORVAC – Developing Forest Law Enforcement*

Herewith we summarize a proposal for actions, which could be taken by FORVAC regarding the development of Forest Law Enforcement:

##### National level

- Capacity building – workshops and focus group discussions to set-up a national action plan for developing the Timber Legality Standards that also cover timber production in natural forests including VLFRs and areas allocated to JFM.
- Awareness raising/training on development of Timber Legality Standards.
- Improvement of efficiency of timber checkpoints and transport monitoring system.
- Setting up a system/procedure (illegal logging information system, the information dashboard for reporting illegal activities) for communities and the private sector to provide information on illegal activities to the forestry authorities.

##### Project clusters/districts

- Awareness raising/training on development of Timber Legality Standards.
- Apply the illegal logging information system/dashboard (involving communities and the private sector as informants) to the project districts.
- Reduce a number of checkpoints, in selected district(s) work towards a pilot merging of TFS and District council checkpoints.

#### *FORVAC – Developing Forest Governance*

A proposal for potential activities of FORVAC regarding the development of forest governance is given below:

- In cooperation with a relevant service provider, facilitate translation into Kiswahili and disseminate in the districts and FORVAC villages any land, forestry trade and PFM related regulations and guidelines in a format and style that is appropriate for the each type of stakeholder.



- Train/educate communities on their rights and benefits of sustainable forest management, develop necessary manuals/training materials.
- Facilitate discussion on benefit sharing in CBFM/JFM.
- Assists active journalists committed to forest issues to be further involved in forestry related activities to report and learn new concepts emerging in the forest sector.
- Support to development of Forest Management Plans for the VLFRs (and areas allocated to JFM).
- Support to Independent (third party) Forest Monitoring (IFM) to ensure the effective implementation of laws and regulations relating to forest management, with the overarching objective to reduce illegality and corruption in the forest sector, and to promote transparency and sustainable forest management.
- Support TFS to develop guidelines for private sector involvement in natural forest management.
- Support measures to enhance transparency of TFS and LGA planning meetings and the setting of revenue collection, and harvesting targets.

#### *FORVAC – Developing Trade of Legally Sourced Timber*

A proposal for actions, which could be taken by FORVAC regarding the development of improved conditions of the trade of legally sourced timber, is summarized below:

- Intensify combating illegal logging, to improve position of timber and forest industries' production deriving from legal sources in competition against illegal timber.
- Referring to the development of Law Enforcement, develop efficiency of checkpoints in major highways (more efficient working models, improved technologies, a reduced number of checkpoints).
- Assist communities to improve the quality of timber harvested from community forests and link their production with market (demand).
- Cooperation with Tanzania Forest Industries Federation (SHIVIMITA) to map needs for improvements in the private sector involvement in forestry and timber trade in areas managed under the PFM scheme (VLFRs - CBFM, JFM).
- Facilitate market/supply – demand analysis for the forestry production in the project areas.
- Develop and introduce an easy-to-use database to specify supply and available traders/demand by districts/villages and assists communities to have adequate market information (demand, price level etc.).
- Provide traders with the information of available timber (tree species, quantities/qualities, dimensions) and processed wood product.
- Develop a Market Information System (MIS) for the forestry production in the project districts.

# 1 Introduction

The Forestry and Value Chains Development (FORVAC) programme in Tanzania strives to increase economic, social and environmental benefits from forests and woodlands whilst tackling deforestation. By working closely with local enterprises and communities, FORVAC will develop forest-based value chains thereby inducing growth in local economies, while at the same time fostering local ownership of the forests. It also supports government tiers in developing their legal and policy framework to improve forest governance and promote sustainable resource management. The beneficiaries of the programme range from individuals, communities, and traders to private companies in the vast regions of Tanga, Lindi and Ruvuma and beyond.

The EU Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan through Voluntary Partnership Agreements (VPAs) aims to improve governance and reduce illegal logging by strengthening legal forest management, improving governance and encouraging trade in legally sourced timber in FLEGT partner countries. Measures in the Action Plan are designed to increase both the demand for legal timber and the supply of legal timber and at the same time to combat illegal logging.

The Final Draft Programme Document of FORVAC (January 2018) discusses involvement of the programme in the FLEGT process in several contexts stating that there is also a need to assess the suitability of the Forest Law Enforcement, Governance and Trade (FLEGT) system to be used by Tanzanian timber trading.

The MFA Finland-funded study on the “Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania”<sup>2</sup> was conducted in 2017. In this paper, we supplement and update information given in the 2017 report, review Tanzania’s readiness for the EU FLEGT Action Plan and define FORVAC’s general approach to the development of forest law enforcement, good forest governance and improved conditions for the trade of legally sourced timber as part of our programme. We also present a proposal for relevant actions by FORVAC to be included in the Final Programme Document and the workplan.

The report deals with the following subjects:

- i) Introduction to the EU Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan and the VPA process (Section 2).
- ii) Literature review of major studies/FLEGT related documents in Tanzania (Section 3).
- iii) Overview of relevant forest governance working groups/forums and campaigns (Section 4).
- iv) Overview of the status of the implementation of the EU FLEGT Action Plan in Tanzania (Section 5)
- v) Contribution of the FORVAC programme to the development of forest law enforcement, good forest governance and improved conditions for the trade of legally sourced timber in Tanzania (Section 6).

Some of the content is integrated in the report of *“Market Systems Analysis - A Market Diagnosis for the Forestry and Value Chains Development (FORVAC) Programme”*<sup>3</sup>.

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<sup>2</sup> van der Linde, Morne 2017: Study on the feasibility of implementing measures contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania. Tanzanian Natural Resources Forum (TNRF).

<sup>3</sup> Betser et al., 2018: Market Systems Analysis - A Market Diagnosis for the Forestry and Value Chains Development (FORVAC) Programme. FORVAC.

## 2 FLEGT – VPA Process

### 2.1 EU Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan

In response to global concerns about the negative impacts of illegal logging and timber trade, the European Union agreed on the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in 2003. The aim of the Action Plan is to improve governance and reduce illegal logging by strengthening legal forest management, improving governance and encouraging trade in legally sourced timber. Measures in the Action Plan are designed to increase both the demand for legal timber and the supply of legal timber.

The FLEGT Action Plan defines the following measures to be taken in each target country:

*Consumption measures - to increase consumer demand for verified legally produced timber:*

- Encouraging the private sector in the EU to adopt purchasing policies to ensure that only legal timber enters their supply chains;
- Encouraging countries in the EU to adopt public procurement policies that require all timber supplied to be verified as legal; and
- Preventing illegal timber from entering the EU market through the enforcement of the EU Timber Regulation creating measures to avoid investment in activities that encourage illegal logging.

*Production measures - to support developing countries in building capacity to supply legally sourced timber:*

- Providing technical and financial support from the EU for improved governance and capacity building of government and non-government actors; and
- Supporting efforts by timber-producing countries to combat illegal logging by preventing illegal timber from entering the EU market through bilateral trade agreements called Voluntary Partnership Agreements (VPAs).

### 2.2 Voluntary Partnership Agreements (VPA) and Timber Licencing Scheme and a Timber Legality Assurance Systems (TLAS)

In accordance with the EU FLEGT Action Plan, Voluntary Partnership Agreements (VPAs) are bilateral trade agreements between the EU and a country that exports timber, and the countries involved in VPAs are called partner countries. Through the VPA agreement, both parties commit to actions aimed at preventing trade in illegal timber.

Each partner country has to develop and implement a timber-licensing scheme and a Timber Legality Assurance System (TLAS) as its bases. The purpose of the TLAS is to monitor and verify legal compliance along the supply chain from forest to port or market, so that timber is being produced legally and that illegal timber cannot enter the supply chain.

Timber exports from the partner country to the EU must comply with the requirements of the timber licensing scheme and TLAS. Correspondingly, each EU member country is responsible for developing and implementing a mechanism to prevent the entry of unlicensed timber from VPA partner countries. Eventually, the FLEGT TLAS covers the following five main components:

- i) Legality scope

A partner country defines which laws will be included within the scope of the licensing system. In general, laws related to the technical, economic, environmental and social aspects of forest management will be included. In defining what is legal, partner countries use a transparent and inclusive process in which all stakeholders are involved.

ii) Supply chain control

A partner country can trace timber from the point of harvest or import to the point of export through any intermediate transport, storage and processing, to prevent illegal timber being mixed with legal timber.

iii) Verification

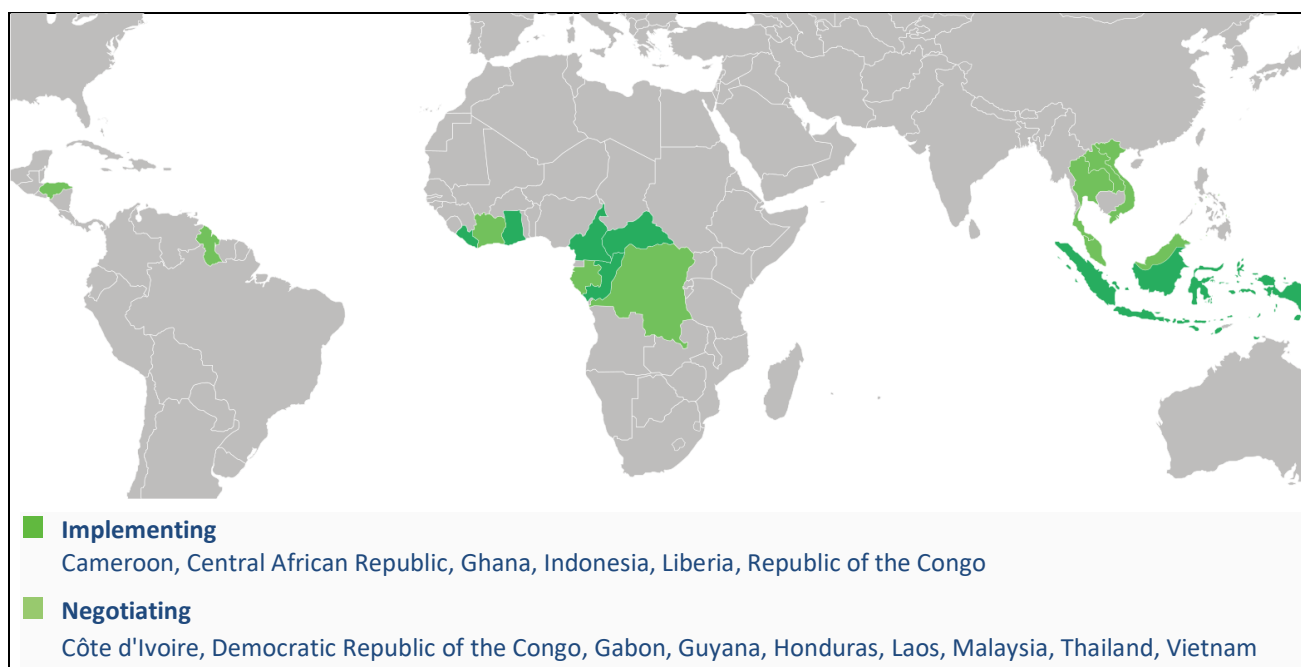
A partner country has a system to verify that the relevant laws are being met where timber is harvested and that adequate supply chain controls are being implemented. It may be government, NGOs, the private sector or a combination, which provide this verification.

iv) Licensing

A partner country has a system for issuing FLEGT licences for timber being exported to the EU.

v) Independent auditing

A partner country is responsible for developing and implementing its TLAS. The system includes regular independent audits to ensure that it is functioning and that licences are only being issued for timber that is verified as legally produced.



**Figure 1. VPA Countries.**

## 2.3 VPA Negotiations

The VPA negotiations, initiated at the request of the partner country, together with the development and implementation of the licensing scheme, have a number of positive impacts including:

- Active promotion and institutionalisation of improved governance in the forest sector;
- Better enforcement of existing forest, environmental, social and trade laws;

- Introduction of measures that support a reduction in corruption;
- Adequate recognition of the rights of forest-dependent communities and indigenous people;
- Development and use of effective monitoring systems
- Greater transparency and accountability, including a national mechanism for consultation on forest governance.

The decision to develop a VPA is voluntary, but agreements are binding on both parties once they come into force. Cameroon, Central African Republic, Republic of the Congo, Ghana, Indonesia and Liberia have all finalised a VPA. Vietnam and the EU signed their Voluntary Partnership Agreement (VPA) in October 2018, and are now following their internal procedures for ratifying the agreement. Negotiations are underway with Côte d'Ivoire, Democratic Republic of the Congo, Gabon, Guyana, Honduras, Laos, Malaysia and Thailand.

### 3 Major Studies/FLEGT Related Documents in Tanzania

#### 3.1 Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania – 2007

Based on the fieldwork and data collection completed by the end of 2005, TRAFFIC published a document *“Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania”*<sup>4</sup> in 2007. This document already brought several key issues to light, including revenue shortfalls from forest production, accountability and transparency of forest governance, unsustainable rates of harvesting and loss of biodiversity. The report recommended community participation in forest management through outreach and advocacy to reduce illegal logging. Thereafter, discussions on these subjects have been continued within the Tanzania Forestry Working Group (TFWG).

#### 3.2 Trade in Forest Products between Kenya and Tanzania – 2012

East African Wild Life Society (EAWLS) in partnership with Tanzania Natural Resources Forum (TNRF) prepared a report of the *Trade in Forest Products between Kenya and Tanzania*<sup>5</sup> for the FAO Forest Law Enforcement, Governance and Trade Support Programme for African, Caribbean and Pacific Countries (GCP/INT/064/EC) in 2012. This report overviewed forest resources in Tanzania and Kenya, the cross border forest product trade between these countries, estimated loss of revenue resulting from illegal trade, the legal framework governing forest products and trade, forest policies and their implementation, compliance and enforcement.

#### 3.3 Timber Trade Flows within, to and from Eastern and Southern African Countries and the Related Tanzania Country Report – 2014

Two other major reports on FLEGT have been formulated thereafter. European Commission published a review of *“Timber Trade Flows within, to and from Eastern and Southern African Countries”*<sup>6</sup> covering 12 countries in Eastern and Southern Africa and related specific country reports for Tanzania and eight other countries (Kenya, Madagascar, Mozambique, Rwanda, South Africa, Tanzania, Uganda, Zambia and Burundi) in 2014. The reports describe the dynamics of the timber trade flows in Eastern and Southern Africa and

<sup>4</sup> <https://www.traffic.org/site/assets/files/3612/logging-boom-southern-tanzania.pdf>

<sup>5</sup> <https://www.tnrf.org/files/TNRF-EAWLS%20report%20FINAL.pdf>

<sup>6</sup> <https://europa.eu/capacity4dev/public-flegt/blog/new-timber-report-timber-trade-flows-within-and-eastern-and-southern-african-countries>

identify the potential interest that individual countries, including Tanzania, might have regarding FLEGT and improving forest management/governance. The documents also provide an overview of trends in timber flows within and between those countries and from the study countries to other markets.

Specific recommendations for Tanzania are set out in the country report of *“Timber Trade Flows within, to and from Eastern and Southern African Countries: Tanzania Study”*<sup>7</sup> and presented in Annex 1 of this document. This report summarises that regarding forest management and protection as well as access to forestry products, the institutional capacity in law enforcement needs substantial strengthening in order to curb illegal harvesting and trade in forest products.

### **3.4 Study on the Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania – 2017**

The Embassy of Finland in Dar es Salaam funded a *“Study on the Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania”*<sup>8</sup> in 2017. The related document assesses whether measures included in the EU Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan could be implemented in Tanzania with the aim of reducing illegal logging, strengthening law enforcement and contributing to good forest governance.

It is expected that findings and recommendations from this study could assist in informing the Forestry and Value Chains Development (FORVAC) Programme in developing its implementation strategies and approach. The report gives a set of recommendations presenting them separately under the following subjects:

- General recommendations on FLEGT measures to be implemented in Tanzania
- Specific recommendations on FLEGT measures to be implemented in Tanzania, concerning:
  - Forest management plans
  - Supporting equitable solutions
  - Development of the Tanzanian Timber Legality Verification System (TLAS)
  - Development of the procurement policies for the public sector
  - Private sector initiatives
  - Transparency of Tanzanian forestry/forest governance
  - FLEGT – REDD linkages

These recommendations set out in the study report are given in Annex 2 of this document.

The study concludes that a range of measures exists that could possibly be implemented in Tanzania and that these measures would have a positive contribution to the forest sector and forest governance. It also highlights a strong presence of the development community in country that this community is willing to support forest sector initiatives aimed at improving forest governance.

Moreover, the related report, in the Tanzanian context, considers the development of a Timber Legality Assurance System (TLAS) of extreme importance, regarding this stating as follows:

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<sup>7</sup> <https://europa.eu/capacity4dev/public-flegt/document/tanzania-study>

<sup>8</sup> van der Linde, Morne 2017: Study on the feasibility of implementing measures contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania. Tanzanian Natural Resources Forum (TNRF).

- Recommendation 3: Strong consideration must be given to the development of a TLAS system for Tanzania. A TLAS is one of the measures, which can make the strongest contribution to the reduction of illegal logging and also strengthen legal compliance and enforcement.
- Recommendation 4: Successful implementation of a TLAS is dependent on strong political will and the buy in from government, private sector and civil society. Such buy in can be fostered by means of appropriate capacity building, raising awareness and employing effective communication strategies.
- Recommendation 31: Design and develop the verification component of a TLAS for Tanzania. The first step would be to develop a verification framework document that considers the institutionalisation of verification as well as provides for the methodology and operation thereof through protocols, procedures and other supporting documents.

## 4 Relevant Forest Governance Working Groups/Forums and Campaigns

### 4.1 Tanzania Natural Resource Forum

The Tanzania Natural Resource Forum (TNRF) aims to improve governance and accountability in Tanzania's natural resource sector to achieve more sustainable rural livelihoods and better conservation outcomes. TNRF is a member-driven NGO, and it works to bridge the gap between people's local natural resource management needs and practices and national natural resource management priorities, policies, laws and programs in Tanzania. TNRF supports its members by improving communication, sharing information, promoting collaboration and strengthening collective action.

### 4.2 The Tanzania Forestry Working Group (TFWG) and the Forest Governance Learning Group (FGLG)

In the context of a study *"Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania"*<sup>9</sup> commissioned by TRAFFIC in 2004 – 2008, TNRF established the Tanzania Forestry Working Group (TFWG), to coordinate advocacy initiatives and raise awareness on critical issues in the forestry sector. The overall goal of TFWG has been to bring together a vibrant and effective coalition of non-state actors – organizations and individuals - working to improve forest governance in Tanzania. Through awareness raising and advocacy the group seeks to hold government as well as non-state institutions accountable and help provide appropriate support for these institutions to better manage forestry resources.

The Forest Governance Learning Group (FGLG) is an informal alliance of in-country groups and international partners currently active in seven African and three Asian countries. Issues of FGLG in Tanzania have been based on the illegal timber trade campaign (Mama Misutu Campaign) implemented by the Tanzania Forest Working Group (TFWG) and REDD pilot projects issues, which are all touching the livelihoods of the rural community and very well linked to timber harvesting.

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<sup>9</sup> <https://www.traffic.org/site/assets/files/3612/logging-boom-southern-tanzania.pdf>

### 4.3 Mama Misitu Campaign

TFWG initiated its operation based on TRAFFIC's 2007 report on illegal timber trade, "Forestry, Governance and National Development: Lessons Learnt from a Logging Boom in Southern Tanzania", and finally together with TNRF designed and implemented a five-year forest governance related campaign known as Mama Misitu Campaign (MMC) in 2011 - 2016. This campaign was co-financed by the Embassy of Finland, aiming at improvements of forest governance and reduction of forest harvesting, so that people of Tanzania can increasingly benefit from sustainably managed forests.

Mama Misuto campaign facilitated following types of activities:

- Public debate and other communication through media on lessons learned from reduction of illegal logging and needs for improved forest governance.
- Discussions with national government and government agencies, district authorities and local law enforcement agencies to improve their practice towards good forest governance.
- Awareness raising for forest-adjacent communities on forest governance issues and the value of forest products, advocating for their rights, and involvement in combating forest crime.
- Promotion for sustainable forest based businesses as a tool to improve forest governance.
- Media outreach (TV, newspapers, brochures/leaflets).

TNRF, through TFWG and the Mama Misuti Campaign, has provided a wide multi-stakeholder forum for discussions on forestry policy, FLEGT and actions required for the reduction of illegal logging, and through this forum and discussions held produced recommendations for the necessary actions. These recommendations are set out in Annex 3.

To review the progress taken after the report on "Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania" (2007), TRAFFIC commissioned by the Mama Misuto Campaign and funded by the MFA Finland conducted a study of "Revisiting TRAFFIC's 2007 Recommendations to Improve Forest Governance in Tanzania"<sup>10</sup> in 2016. The related report gives the following recommendations by key findings:

- 1) Information gaps
  - TFS to develop a database for analysing field data
  - TFS to conduct inventories at five year intervals for national forest assessments, and forest managers of reserves and general lands conduct detailed inventories at five years intervals
  - Harvesting only take place in areas that possess management plans, based on scientific AAC.
- 2) Low transparency of information and decisions, risk of corruption
  - TFS to ensure that important information is shared transparently and in a timely manner
  - TFS to prepare guidelines outlining information to be provided to DFOs at zonal planning meetings, including formulae for calculating AAC-based minimum and maximum revenue targets
  - Annual allowable cuts (AACs), harvesting plans and zonal revenue targets should be developed from detailed forest inventories
- 3) Government monitoring of forestry

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<sup>10</sup> [http://mamamisitu.com/wp-content/uploads/2016/10/mmc\\_report\\_august2016\\_0.pdf](http://mamamisitu.com/wp-content/uploads/2016/10/mmc_report_august2016_0.pdf)



- A broad based independent forest monitoring (IFM) process be adopted in Tanzania to allow for accurate assessments of compliance
- 4) Limited capacity and low revenue collection
    - TFS to procure equipment and vehicles, equipping of marine units is a matter of urgency
    - TFS should not set minimum revenue targets without also setting upper limits
    - TFS to allocate more resources to natural forest management and JFM
    - TFS to develop guidelines for private sector involvement in natural forests management,
  - 5) Harmonization of roles between MNRT and PMO-RALG
    - MNRT and PO-RALG translate the MoU into Kiswahili and disseminate it to the districts
    - TFS Strategic planning should involve communities and CSOs
    - The Forestry Advisory Committee (FAC) be revamped to deal with urgent issues and monitored to ensure they meet regularly. FAC minutes should be made publicly available.

#### 4.4 TRAFFIC – Improving Timber Trade Controls and Monitoring

In 2016, TRAFFIC financially supported by WWF investigated the use of a computerized data tracking and management system at Mbezi checkpoint, located in Kinondoni district by Highway 7 around 15 km to the west from Dar es Salaam. TRAFFIC, in cooperation with the Wildlife Trade Monitoring Network and Tanzania Forest Service (TFS) and through the financial support of the Embassy of Finland, extended this project, *“Improving Timber Trade Controls and Monitoring”*, in 2017 to work at five checkpoints (Vikindu, Kibiti, Ikwiriri, Nangurukuru and Nyangao). These checkpoints are located along the southern route of coastal Tanzania (Mtwara to Dar es Salaam) to track timber and other forest products coming from Nanyumbu district, Rufiji district and Mozambique.

The tracking system is introduced in Box below.<sup>11</sup>

##### **Box 1. Piloted computerized data tracking and management system**

The pilot project involved the development of a digital system hosted by TFS. The system has two important components: the web-interphase and a mobile handheld device. The users of the web-interphase are Forest Officers issuing harvest licenses at the districts and the Forest managers issuing the transit passes at TFS office. Once the District Forest Officer (DFO) has issued the harvest licence, they then enter the license information into the system through computers. Afterwards, the TFS officer responsible for issuing Transit Passes (TP) will issue the TP to the trader and again record the information into the system.

The issuer of a TP is responsible for identifying checkpoints, which the consignment will pass through according to the destination declared by the trader and, as indicated on the TP. Once the checkpoints have been identified and entered into the web interphase, the relevant personnel at the checkpoint, automatically have access to the TP information given to the trader.

The hand-held mobile device is used in inspection and updating the inspection status of the trader. The inspection status is transparent and can be viewed by all the enforcement along the respective route.

The main objective of the project is to “improve timber tracking and monitoring through capturing data in an electronic system”. The project introduced a computerized data tracking and management system that uses mobile devices for timber tracking, and trained relevant staff members of TFS (from the headquarters and the piloting checkpoints and districts). The system is meant to simplify data analysis, sharing and improving

<sup>11</sup> Mgaza, Allen 2017: Technical Report for the Data Management Pilot Project. TRAFFIC

tracking of the timber consignments along the trade route. This will then contribute to improved transparency and compliance of both timber traders and law enforcement.

TFS piloted the hand-held devices and submitted the inspection report into the system for three consecutive months by July 2017. Based on experiences gathered during this period, the Technical Report for the Data Management Pilot Project recommended further extension of the tracking system to cover more districts and checkpoints.

#### 4.5 Field trip to Vikindu's Checkpoint

The Value Chain Development Advisor and the Forestry and Value Chain Specialist of the FORVAC programme conducted a field trip to Vikindu checkpoint on 7 December 2018. This checkpoint is located in Mkuranga district by the main road B2, 25 – 30 km to the south from Dar es Salaam.



**Picture 1. Vikindu Checkpoint, 7 December 2018.**

Vikindu checkpoint serves for timber (mostly processed such as sawn wood and poles but to some extent round wood) and charcoal transport from southern regions and Mozambique to Dar es Salaam, having a very strategic location for monitoring movements and legality of timber flows in Tanzania.

The experts found that the facilities of the checkpoint are very basic, at the moment of the site visit facilitating only manual check and measurement of loads, also checking of licenses and other permits manually. Timber transport needs to stop at the checkpoint for ½ - 1 hours and in addition to this also for potential queuing on the road for additional ½ - 1 hrs (around 1 ½ hrs in total).

Observations of Vikindu checkpoint visit are presented in greater detail in Annex 4 of this document.

## 5 Tanzania and the EU FLEGT Action Plan

### 5.1 FLEGT – VPA in Tanzania: National Forest Policy (2018) and the National Forest Policy Implementation Strategy for 2018 – 2028

As discussed in Section 2, the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan through Voluntary Partnership Agreements (VPAs) aims to improve governance and reduce illegal logging by strengthening legal forest management, improving governance and encouraging trade in legally sourced timber in FLEGT partner countries.

The FLEGT-VPA process applies to countries with remarkable export of timber and forest industry products to EU member countries. Currently Tanzania does not belong to this kind of countries, and this reflects to national forest policies. A final draft of the National Forest Policy and the National Forest Policy Implementation Strategy for 2018 – 2028 have been available since October 2018. These documents do not, nor do the current Forestry Policy of 1998, specifically discuss the FLEGT Action Plan or the VPA. However, forest law enforcement, governance and trade are separately included in these policy papers.

### 5.2 Study Tour to Ghana

In March 2016, a delegation from Tanzania visited Ghana in March 2016 to engage with Ghana on its forest management systems and its Timber Legality Assurance System (TLAS). The aim was to exchange experiences and consider the appropriateness of similar measures in Tanzania. The delegation learned from Ghana that the system has contributed to better forest governance, strengthening of institutional capacity, improved transparency, stronger controls, improved law enforcement and enhanced legal compliance by both the administration and operators. However, this study tour and discussions through other forums have not led to the decision by the Government of Tanzania/MNRT to implement the EU FLEGT Action Plan aiming at the VPA in Tanzania.

### 5.3 Alternative approach to FLEGT

A continuous development of forest law enforcement belongs duties of the MNRT and TFS. The GovTz also works to set up and implement the national forest policy and other relevant policies e.g. concerning trade. These policies also refer to roles of local communities and involvement of the private sector in Tanzanian forestry, forest industry and trade in Tanzania and out of the country.

Naturally, Tanzania can develop FLEGT (Forest Law Enforcement, Forest Governance and improved conditions for the trade of legally sourced timber) also without actual involvement in the EU FLEGT Action Plan and the VPA process. This is also outlined in the report of *“Market Systems Analysis - A Market Diagnosis for the Forestry and Value Chains Development (FORVAC) Programme”*<sup>12</sup>: a full FLEGT implementation in Tanzania is not envisaged but some elements of the VPA could be used to develop forest law enforcement and trade of legally sourced timber.

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<sup>12</sup> Betser et al., 2018: Market Systems Analysis - A Market Diagnosis for the Forestry and Value Chains Development (FORVAC) Programme. FORVAC.

## 6 FORVAC's Contribution to the Development of Forest Law Enforcement, Good Forest Governance and Improved Conditions for the Trade of Legally Sourced Timber

### 6.1 General Approach

The Final Draft Programme Document (January 2018) discusses involvement of FORVAC in the FLEGT process in several contexts and states “there is also a need to assess the suitability of the Forest Law Enforcement, Governance and Trade (FLEGT) system to be used by Tanzanian timber trading”. The MFA Finland-funded study on the *“Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania”* was conducted in 2017, and recommendations given in the relevant report are discussed in Section 3.4 of this document.

In this paper, we supplement and update information given in the 2017 report and define i) FORVAC's general approach to the development of forest law enforcement, good forest governance and improved conditions for the trade of legally sourced timber as part of our programme and ii) a tentative plan (proposal) for relevant actions to be included in the Programme Document and the FORVAC's workplan.

As given in Section 5.3 above, a continuous development of forest law enforcement is included under the duties of MNRT and TFS. The Government of Tanzania also works to set up and implement the national forest policy and other relevant policies e.g. concerning trade. These policies also refer to roles of local communities and involvement of the private sector in Tanzanian forestry, forest industry and trade in Tanzania and out of the country.

The Final Draft Programme Document considers the FLEGT system as a mechanism to be piloted within FORVAC. The implementation of the EU FLEGT Action Plan is a demanding process requiring a number of measures to be taken by the potential partner country, and comprehensive negotiations for the VPA with EU that take years. Additionally, most of the VPA partner countries have needed extensive donor support (e.g. specific FLEGT support projects) to go through the entire process.

Based on our review of available information and discussions with stakeholders, it seems that, at this point of time Tanzania is not ready to enter into implementation of the EU FLEGT Action Plan and preparations for the VPA – a full FLEGT implementation in Tanzania is not envisaged. In these conditions, taken the timeframe of the FORVAC implementation and the available resources and the core of the programme, *development of forest value chains*, in to account, our general approach to the development of forest law enforcement, forest governance and the trade of legally sourced timber would be:

- FORVAC focuses on forest value chain development based on production of timber and NWFPs in the project districts and areas allocated there to local communities (CBFM within Village Land Forest Reserves, VLFR). Involvement of the areas allocated to Joint Forest Management (JFM) will be considered separately.
- The FORVAC programme extends its support to development of forest law enforcement, as it is only relevant to the development of CBFM (and JFM) and improvements of conditions for the trade of legally sourced timber, charcoal and other forest production originating from the project area. This also refers to the development of forest governance and trade functions – FORVAC involves in actions linked with forest value chains.

## 6.2 Proposed Actions of FORVAC to Development of Forest Law Enforcement, Good Forest Governance and Improved Conditions for the Trade of Legally Sourced Timber

As highlighted in a number of studies, Tanzania would benefit of implementation of the elements of the EU FLEGT Action Plan and the VPA process and could use them to develop forest law enforcement, good forest governance and trade of legally sourced timber. FORVAC, in the context of forest value chains development in the programme clusters/districts, could contribute to the development of these FLEGT elements.

Herewith we summarize a proposal for actions, which could be taken by FORVAC regarding i) Developing Forest Law Enforcement (6.2.1); ii) Developing Forest Governance (6.2.2); and iii) Developing Trade of Sourced Timber (6.2.3).

### 6.2.1 Developing Forest Law Enforcement

#### *National level*

- Capacity building – workshops and focus group discussions to set-up a national action plan for developing the Timber Legality Standards that also cover timber production in natural forests including VLFRs and areas allocated to JFM.
- Awareness raising/training on development of Timber Legality Standards.
- Improvement of efficiency of timber checkpoints and transport monitoring system:
  - Contribute to a process of reducing number of checkpoints in major highways (option: merging TFS and District council checkpoints) – focus group discussions, workshops.
  - Support measures to establish and install an electronic devices in the checkpoints to monitor movement of timber (electronic wood tracking system); in this context review the feasibility of the electronic timber tracking system introduced and piloted by TRAFFIC in the checkpoints of Kibiti, Vikindu, Ikwiriri, Nangurukuru and Nyangao.
  - Develop a checkpoint on the highway with modern facilities to work as a demonstration/training site for introduction of improved and more efficient checking procedures and technologies, including software.
- Setting up a system/procedure (illegal logging information system, the information dashboard for reporting illegal activities) for communities and the private sector to provide information on illegal activities to the forestry authorities – workshops, focus group discussions, technical assistance.

#### *Project clusters/districts*

- Awareness raising/training on development of Timber Legality Standards.
- Apply the illegal logging information system/dashboard (involving communities and the private sector as informants) to the project districts – workshops, focus group discussions, technical assistance – focus group discussions, technical assistance, support to related investments, introduction.
- Reduce a number of checkpoints, in selected district(s) work towards a pilot merging of TFS and District council checkpoints – focus group discussions, workshops, training, technical assistance, support to potentially necessary investments.



### 6.2.2 Developing Forest Governance

- In cooperation with a relevant service provider, facilitate translation into Kiswahili and disseminate in the districts and FORVAC villages any land, forestry trade and PFM related regulations and guidelines in a format and style that is appropriate for the each type of stakeholder.
- Train/educate communities on their rights and benefits of sustainable forest management, develop necessary manuals/training materials.
- Facilitate discussion on benefit sharing in CBFM/JFM – workshops, focus group discussions, training events.
- Assists active journalists committed to forest issues to be further involved in forestry related activities to report and learn new concepts emerging in the forest sector – workshops and other forums, dialogues.
- Support to development of Forest Management Plans for the VLFRs (and areas allocated to JFM) – training event, workshops/focus group discussions, technical assistance.
- Support to Independent (third party) Forest Monitoring (IFM) to ensure the effective implementation of laws and regulations relating to forest management, with the overarching objective to reduce illegality and corruption in the forest sector, and to promote transparency and sustainable forest management – technical assistance.
- Support TFS to develop guidelines for private sector involvement in natural forest management.
- Support measures to enhance transparency of TFS and LGA planning meetings and the setting of revenue collection, and harvesting targets.

### 6.2.3 Developing Trade of Legally Sourced Timber

- Intensify combating illegal logging, to improve position of timber and forest industries' production deriving from legal sources in competition against illegal timber – awareness raising campaigns, media, illegal logging dashboard (ref. 5.2.1).
- Ref. 5.2.1, develop efficiency of checkpoints in major highways (more efficient working models, improved technologies, a reduced number of checkpoints) – capacity building (training, technical assistance, support to necessary investments in more efficient technologies including software/databases needed for electronic wood tracking systems).
- Assist communities to improve the quality of timber harvested from community forests and link their production with market (demand) – training events, support for better equipment.
- Cooperation with Tanzania Forest Industries Federation (SHIVIMITA) to map needs for improvements in the private sector involvement in forestry and timber trade in areas managed under the PFM scheme (VLFRs - CBFM, JFM) – focus group discussions, workshops.
- Facilitate market/supply – demand analysis for the forestry production in the project areas – technical assistance (studies), workshops/focus group discussions.
- Develop and introduce an easy-to-use database to specify supply and available traders/demand by districts/villages and assists communities to have adequate market information (demand, price level etc.).
- Provide traders with the information of available timber (tree species, quantities/qualities, dimensions) and processed wood product – technical assistance, training, workshops/focus group discussions.
- Develop a Market Information System (MIS) for the forestry production in the project districts.

# **ANNEX 1: Recommendations – Forest Governance and Timber Trade Flows within, to and from Eastern and Southern African Countries: Tanzania Study**

## **National Level**

- (i) Responsibility for forest management in Tanzania needs to be brought under one bureaucratic Authority. The sector needs a more coordinated institutional framework that will enable implementation of the NFP to ensure sustainable sector development. In this context, only MNRT, FBD and TFS should be the institutions responsible for forestry in order to reduce administrative overlaps and hence conflicts, curtail the currently excessive bureaucracy, lower transaction costs, streamline revenue collection systems and enhance FLEGT;
- (ii) Categories of forest tenure regimes need to be reduced to one (FRs) for ease of control, accompanied by structural and functional reconfiguration of the various stakeholders in the forest sector. Outside of the TFS, all the other stakeholders (PMO, Regional and District Administrations) lack the technical capacity to manage forests. The DFHC should be abolished and its role taken over by TFS in tandem with establishing a mechanism for sharing revenue with the district and village governments;
- (iii) It is necessary to strengthen institutional capacity in law enforcement, monitoring and administration in order to curb, especially, illegal forest harvesting. In this regard, FSU needs to be beefed up with more people and logistics. In this context, TFS must work closely with LGAs and other government institutions (TRA and security agencies) to curb illegal forest utilization and improve revenue collection and sharing.
- (iv) Awarding licenses/permits should be through “competitive bidding” to free market forces so that the various products fetch a price the market is “willing” to pay instead of the current practice of fixing royalty rates administratively;
- (v) Business people need to be encouraged to appreciate the role of better Forest Law Enforcement and Governance (FLEG) as this will reduce current high transactions costs and improve long term sustainability of their business. They should not be seen as “criminals” on the receiving end and to be beaten into line. Instead, they should be viewed by GoT as partners in the business and be able to actively participate in FLEG. In this context, possibilities of self-regulation coupled with a set of incentives for compliant business people should be explored;
- (vi) There is need to develop country FSC standards against which to certify forests in Tanzania. Also, as most of the forest certifiers come from Europe and South Africa, a pool of locally trained certifiers is required as a means to create national capacity and to reduce certification costs;
- (vii) There is a severe paucity of up-to-date reliable data on almost all aspects of forestry in Tanzania. While the ongoing countrywide biometric inventory is a step in the right direction, there is urgent need for biodiversity inventories and to establish computerized and user-friendly databases for trade (export, import, consumption) and impounded forest products and licenses. The Norwegian grant of USD100 for REDD+ “readiness” could partly address the issue of comprehensive and integrated inventories and the accompanying databases;
- (viii) Effective tracking requires individual identification of each log/timber piece being traded. Hammer branding of logs, the current method of labeling in Tanzania, has the disadvantage of being easily forged. It is used in Tanzania to identify logs to district level, not to an individual stump. Whilst no one would call this technique ideal (most secure techniques are prohibitively costly), experimentation with bar-coded plastic labels and the “Integrated Stock Survey and Management Inventory” (ISSMI) developed and used in Uganda are recommended. In this regard, EU may wish to consider supporting TFS to develop a more robust CoC system; and
- (ix) Deforestation and forest degradation are partly triggered and driven by overwhelming dependency on wood-fuel. While it may not be practically feasible to significantly reduce the dependency, rigorous

promotion of wood-fuel saving technologies and establishment of sources outside natural forests could be sustainable coping mechanisms.

#### Regional Level

(x) Affected Customs and FSU officials should be trained in the Portuguese, French, English and Swahili languages to enable them handle import/export documents effectively. The EU could sponsor a regional programme in this regard, in which case relevant documents relating to timber harvesting and movement could be harmonised and training in their use undertaken. In this context, the work started by WWF/Tanzania to collaborate with WWF/Mozambique, WWF/Kenya and WWF/China is quite instructive and should be enhanced;

#### International

(xi) The EU does not import a substantial quantity of wood-based products from Tanzania (a roundwood equivalent volume smaller than 3,000 m<sup>3</sup> per year). Also, the round-wood equivalent volume of products made at least partly with timber exported from Tanzania but supplied to the EU from other countries is likely to be small. In view of the foregoing, therefore, negotiating a VPA with Tanzania would not be a viable option.



## ANNEX 2: Study on the Feasibility of Implementing Measures Contemplated under the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan in Tanzania – Recommendations

GENERAL RECOMMENDATIONS ON FLEGT MEASURES TO BE IMPLEMENTED IN TANZANIA	
Recommendation 1:	<b>Implementation of the measures contained in the FLEGT Action Plan is recommended in Tanzania;</b> it has the potential to improve forest governance, reduce illegal logging and enhance law enforcement; both government and donors should consider supporting measures.
Recommendation 2:	<b>Zanzibar must be integrated in any measures contemplated;</b> a strong coordination and collaboration between Zanzibar and Tanzania mainland is required as well as the strengthening of existing collaboration initiatives such as the MOU between Mainland and Zanzibar.
Recommendation 3:	<b>Strong consideration must be given to the development of a TLAS system for Tanzania.</b> A TLAS is one of the measures which can make the strongest contribution to the reduction of illegal logging and also strengthen legal compliance and enforcement.
Recommendation 4:	<b>Successful implementation of a TLAS is dependent on strong political will and the buy in from government, private sector and civil society.</b> Such buy in can be fostered by means of appropriate capacity building, raising awareness and employing effective communication strategies.
Recommendation 5:	<b>Support (technical and financial) must be provided to the compilation and finalization of outstanding forest management plans.</b>
Recommendation 6:	<b>Developing and implementing stronger controls in respect of the processing sector are required.</b>
Recommendation 7:	<b>Support measures directed at developing, implementing and monitoring public procurement processes</b> when it comes to timber procurement by government institutions and their contractors and/or suppliers.
Recommendation 8:	<b>Develop and support communication strategies on FLEGT measures</b> to be implemented.
Recommendation 9:	<b>Appoint an Independent Forest Monitor once other measures have been implemented.</b>
Recommendation 10:	The success of any measure contemplated would depend on the <b>stakeholder involvement which includes government, private sector, civil society and those impacted on by forest operations.</b>
SPECIFIC RECOMMENDATIONS ON FLEGT MEASURES TO BE IMPLEMENTED IN TANZANIA	
FOREST MANAGEMENT PLANS	
Recommendation 11:	<b>Support is required for the compilation drafting and finalisation of outstanding forest management plans in Tanzania.</b> There may be a need to evaluate the nature of support to be provided with a view of optimising efficiency and the sustainability of support provided.
Recommendation 12:	<b>Technical support:</b> Technical support can be provided to the writing process through direct support and/or technical oversight and/or a combination of both.
Recommendation 13:	<b>Financial support:</b> Financial support may be needed to conduct stakeholder processes associated with the compilation and finalisation of forest management plans.
Recommendation 14:	<b>Introducing an external/independent institution to assist in coordinating</b> the various stages of work associated with the compilation of management plans should be considered.

SUPPORTING EQUITABLE SOLUTIONS	
<b>Recommendation 15:</b>	Supporting measures aimed at ensuring the implementation of Participatory Forest Management through the implementation of Joint Forest Management Agreements (JFMA). Support is intended in the wide sense which could range from studies understanding the non- implementation of JFMAs through to the actual implementation thereof.
TANZANIAN LEGALITY VERIFICATION SYSTEM	
<b>Recommendation 16:</b>	<b>Development of an appropriate Legality Definition for Tanzania</b> which serves as a basis for measuring legal timber production in Tanzania.
<b>Recommendation 17:</b>	Legality Definition should <b>cover criteria for both mainland Tanzania and Zanzibar</b> . This can be achieved either by an integrated legality definition or two separate definitions.
<b>Recommendation 18:</b>	<b>The Legality Definition developed for community managed forests can be used as basis and expanded to include: i. all critical control points along supply chain, and ii) sustainability objectives such as economic, environmental and social requirements.</b> <sup>69</sup>
<b>Recommendation 19:</b>	A <b>multi-stakeholder platform must be established</b> representative of Government, Private sector, Civil society and those involved and/or affected by forest operations to develop, or further develop a pre- developed draft legality definition. Consideration can also be given to existing mechanisms and the strengthening thereof.
<b>Recommendation 20:</b>	<b>Assign a focal point or co-ordinator</b> to ensure effective functioning of the multi-stakeholder platform and appropriate participation of stakeholders in the development of a legality definition.
<b>Recommendation 21:</b>	The legality definition development is developed based on <b>national laws, administrative requirements and procedures applicable to the forest sector</b> . Not all laws are included and <b>the selection of which laws and/or provisions are included in such a definition is decided through a multi- stakeholder consultation process</b> .
<b>Recommendation 22:</b>	Ensure that the <b>provisions included are workable and/or practically implementable and that compliance is verifiable</b> at an operational level.
<b>Recommendation 23:</b>	<b>Donor support required for:</b> a. Institutional capacity building and training pertaining to legality definition, b. Establishment and co-ordination function of the focal point, c. <b>Possible consultancy to develop an initial draft legality definition</b> which could serve as base-line for commencing the multi-stakeholder consultation process. d. Conducting stakeholder consultation processes in developing the legality definition, e. Consultancy to field test the practical implementation of the Legality definition, once developed, and other related aspects.
<b>Recommendation 24:</b>	<b>Clearly mapping the Tanzanian (mainland and Zanzibar) supply chain and identifying critical control points along the supply chain.</b>
<b>Recommendation 25:</b>	<b>interaction between them</b> (measuring and recording specified datasets such as species, volumes, quantities and other characteristics as well as the re-conciliation process between identified control points).
<b>Recommendation 26:</b>	Identify, develop and implement <b>verification procedures for assessing compliance with measures for control points</b> .
<b>Recommendation 27:</b>	<b>Expanding the application of the electronic wood tracking system</b> , depending on the outcome of the current pilot project, to the remainder of Tanzania.
<b>Recommendation 28:</b>	<b>Introducing the electronic wood tracking system to Zanzibar.</b>
<b>Recommendation 29:</b>	Possibly <b>expanding the functionality of the existing electronic wood tracking system to include additional control points</b> as it is currently centred on the transportation of timber and timber products.
<b>Recommendation 25:</b>	<b>interaction between them</b> (measuring and recording specified datasets such as species, volumes, quantities and other characteristics as well as the re-conciliation process between identified control points).
<b>Recommendation 26:</b>	Identify, develop and implement <b>verification procedures for assessing compliance with measures for control points</b> .
<b>Recommendation 27:</b>	<b>Expanding the application of the electronic wood tracking system</b> , depending on the

	outcome of the current pilot project, to the remainder of Tanzania.
<b>Recommendation 28:</b>	<b>Introducing the electronic wood tracking system to Zanzibar.</b>
<b>Recommendation 29:</b>	Possibly <b>expanding the functionality of the existing electronic wood tracking system to include additional control points</b> as it is currently centred on the transportation of timber and timber products.
<b>Recommendation 30:</b>	<p><b>Donor support required for:</b></p> <ul style="list-style-type: none"> <li>a. <b>Institutional capacity building and training</b> pertaining to supply chain controls including the operation of the electronic wood tracking system.<sup>70</sup></li> <li>b. Possible consultancy to conduct a mapping of all the critical control points throughout the supply chain as well as identify relevant control documents including data sets for purposes of reconciliation.</li> <li>c. Expansion of the rollout of the electronic wood tracking system to the remainder of Tanzania.</li> <li>d. The expansion of the application of the electronic wood tracking system to include additional control points along the supply chain.</li> <li>e. Possible consultancy to identify and determine the additional control points to be included in the electronic wood tracking system as well as the inter-linkage / reconciliation process required.</li> </ul> <p>&amp; Other related aspects.</p>
<b>Recommendation 31:</b>	<b>Design and develop the verification component of a TLAS for Tanzania.</b> The first step would be to develop a verification framework document that considers the institutionalisation of verification as well as provides for the methodology and operation thereof through protocols, procedures and other supporting documents.
<b>Recommendation 32:</b>	<b>Technical support for the design and development of the verification model</b> appropriate for Tanzania.
<b>Recommendation 33:</b>	<b>Development of all the institutional, operational and administrative documents</b> associated with such a verification component.
<b>Recommendation 34:</b>	<b>Technical support to the development of all the institutional, operational and administrative documents</b> associated with such a verification component.
<b>Recommendation 35:</b>	<b>Develop training materials for auditors and training auditors.</b>
<b>Recommendation 36:</b>	<b>Technical support to the development of training materials for auditors and training auditors.</b>
<b>Recommendation 37:</b>	<p><b>Strengthen collaboration and institutional arrangements</b> in respect of implementing the verification function between:</p> <ul style="list-style-type: none"> <li>a. PMORALG and MNRT/TFS, as well as Mainland Tanzania and Zanzibar.</li> </ul>
<b>Recommendation 38:</b>	<p><b>Donor support required for:</b></p> <ul style="list-style-type: none"> <li>a. Institutional capacity building and training on the verification function.</li> <li>b. Consultancy to provide technical support in designing and developing verification function including all associated operational documentation.</li> <li>c. Consultancy to develop audit training materials and conducting training.</li> <li>d. Piloting verification system.</li> <li>e. Capacity building across government, private sector and civil society on the verification system.</li> <li>f. Appropriate communication on the system.</li> </ul>
<b>PUBLIC PROCUREMENT POLICY FOR THE TIMBER PRODUCTS</b>	
<b>Recommendation 39:</b>	<b>Commissioning a study on the status of public procurement in relation to the timber sector: Prevalence, requirements, implementation, weaknesses, and potential.</b>
<b>Recommendation 40:</b>	<b>Supporting the development and/or implementation of Public Procurement Policy specific to the timber sector.</b>
<b>PRIVATE SECTOR INITIATIVES</b>	
<b>Recommendation 41:</b>	Supporting a <b>private sector mapping and needs analysis.</b>

<b>Recommendation 42:</b>	Based on findings of the mapping <b>develop appropriate measures aimed at the private sector that could reduce illegal logging and strengthen compliance and enforcement.</b>
<b>Recommendation 43:</b>	Support appropriate <b>private sector capacity building, awareness creation and communication initiatives.</b>
<b>Recommendation 44:</b>	<b>Development co-operation should continue to support existing certification initiatives in Tanzania</b> with a particular emphasis on reducing both establishment cost and operational costs associated with certification. This of great importance in the context of small growers, village forests and community based forestry.
<b>Recommendation 45:</b>	<b>Support should be provided to means and/or mechanisms that would assist in opening preferential markets and preferential pricing for timber originating from existing schemes.</b>
<b>Recommendation 46:</b>	<b>Mechanisms should be explored that would ensure that existing schemes have the potential to become self-funded and as such sustainable in the long term;</b> it appears that <b>existing schemes are essentially fully dependent on donor funding</b> which in itself is not sustainable.
<b>Recommendation 47:</b>	<b>Development partners should be conscious that at present any new establishments and funding</b> of similar group forest management certification schemes as currently supported <b>will not be sustainable and fully donor dependent</b> up until recommendations 1-3 have been considered and resolved.
<b>Recommendation 48:</b>	The contributions of forest certification and value thereof cannot be ignored. It would be advisable to <b>support any initiatives that could encourage forest management certification amongst private sector operators.</b> Such support could, for example, include awareness raising, workshops, and other related initiatives.
<b>Recommendation 49:</b>	Supporting measures aimed at <b>financing and investment safeguards within the forest sector through the implementation of appropriate due diligence requirements.</b>
<b>TRANSPARENCY</b>	
<b>Recommendation 50:</b>	<b>Develop appropriate mechanisms to ensure that accurate information is made available and accessible;</b> information on the verification processes should be made available as well as forest sector information (the scope thereof should be agreed upon between the public sector, private sector and civil society).
<b>FLEGT – REDD LINKAGES</b>	
<b>Recommendation 51:</b>	Once a decision is made on the FLEGT related measures to be implemented and supported, <b>FLEGT- REDD linkages should be determined with a view of coordinated support and the creation of synergies.</b>

## ANNEX 3: TNRF (TFWG, Mama Misuto Campaign) – Recommendations

### 1. REGULATIONS, GUIDELINES AND MoUs

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**Regulations and guidelines:** Education on community rights to beneficiaries in easy and understandable language.

- Recommendations for MNRT and TNRF to translate into Kiswahili and disseminate any remaining land, forestry trade, and PFM regulations and guidelines that have not yet been translated to communities.
- Roundtable discussion between MNRT and MMC key implementing partners to agree or clarify on the training manuals.

**Translation of MNRT/PORALG MoU:** Translating and disseminating the MNRT/PORALG MoU widely;

- Recommendations for TNRF to collaborate with other NGOs and Participatory Forest Management (PFM) communities to monitor and document the application of the division of roles and responsibilities as stipulated in the MoU.

### 2. REVENUE COLLECTION AND BENEFIT SHARING

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**Joint Forest Management (JFM) and benefit sharing:** TFS accelerating the endorsement of clear arrangements around JFM and benefit sharing.

- Recommendations for TNRF to monitor TFS process of clarifying the procedures required for JFM agreements to be signed and the requirement for bylaws to be approved before hand and to disseminate this information to communities nationwide.

**Revenue collection:** regarding abandoning minimum revenue collection targets by TFS without setting maximum harvesting levels based on allowable cut calculations.

- Recommendations for TNRF to collaborate with other NGOs to monitor TFS and LGA planning meetings and the setting of revenue collection, harvesting targets, and holding TFS and the LGAs to account.

### 3. HARVESTING

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**Harvesting licences:** TFS and LGAs immediate cessation of issuing harvesting licenses on forested village lands.

- Recommendations for TNRF to revise the forest trade checklist to include documentation from village governments that provide prior informed consent to harvesting on village lands.

**Information on illegal activities:** regarding a process for communities and private sector to provide information on illegal activities to the forest authorities.

- Recommendations for TNRF and its partners in the TFWG to explore how to best continue whistle blowing and informant aspects of the MMC project Mama Mitsu Campaign Project Completion Report 2015-2017
- To develop information dashboard for reporting illegal activities and record of trend whether illegal cases are increasing or decreasing

**MNRT and PORALG collaboration to amend legislation that prevents villagers being sole custodians of all trees on village lands.**

- Recommendations for TNRF and TFWG to lobby through MMC, the Forest Governance Hearings, and CBNRM Forum, the government to clearly aim to empower communities to manage all forest resources on village lands, including by being allowed to set prices for those resources without having to follow government royalty rates.

**Communities need** to improve the quality of timber harvested from community forests. Partners in collaboration with private sector need to address the issue of poor quality timber produced by villagers.

Recommendation: Practical training of communities on production of good quality timber and market linkages is urgently required in MMC project sites.

#### 4. WILDLIFE MANAGEMENT

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**Incorporation of wildlife:** regarding the need to include wildlife in future campaign

- Recommendation: Future activities of MMC partners need to be designed with expanded focus to include management of wildlife resources. This was because; when forests are well managed, they become good habitat for wildlife consequently their numbers multiply. If there, are no plans to manage wildlife they become chaotic and interfere the wellbeing of humans.

#### 5. MEDIA AND JOURNALISTS

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**Journalists:** continued capacity building to local journalists.

- Recommendation: The active Journalists committed to forest issues need to be further involved in forestry related activities (workshops, dialogues, MJUMITA annual forums etc) to report and learn new concepts emerging in the forest sector.
- Trained investigative journalists to form a formal association to be recognized by the MNRT.
- Online media platforms: TNRF to continue managing and advocating online dialogues.

## 6. CHECKPOINTS AND MONITORING OF FOREST PRODUCTS IN THE VALUE CHAIN

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### Independent Monitoring on Forestry

- Recommendation: Implementation of the measures contained in the FLEGT Action Plan was recommended; it has the potential to improve forest governance, reduce illegal logging and enhance law enforcement; both government and donors should consider supporting measures.

**Reducing number of checkpoints** in major highways. Tanzania Forest Services and Local Government Authorities in relevant districts need to find a common solution to minimize the number of checkpoints.

- Recommendation: One option could be merging TFS and District council checkpoints. This will help to minimize time of transportation of forest produce to consumers and it will increase efficiency in the products value chain.

**Installation of electronic device to monitor movement of forest products.** The electronic wood tracking system has improved efficiency and monitoring as it provides real-time information on a particular shipment at earlier checkpoints whereas previously any particular checkpoint relied on documentation such as the transit pass, which accompanied the shipment. TRAFFIC indicated that, the pilot has proven to be an effective way to improve consistence in timber/forest product tracking and verification.

- Recommendation: Since it was not resource intensive and that the TFS servers can effectively deal with the transmission of data (network connectivity) and data storage it would be ideal for TFS to adopt and investing in the purchase of devices. The costs of the current device were estimated at US\$390; 200 to 300 devices are required at the national level. If the functionalities of the system are expanded and the system was rolled out nationally, the system can contribute immensely data management and analysis, as well as enhancing compliance and enforcement within the country.

### PRIVATE SECTOR

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**Recognition of private sector associations:** to the MNRT: Tanzania Forest Services need to recognize the role of private sector (SHIVIMITA, forest traders associations) and involve them in dialogues related to forest governance as they have a key role to play. In order for TFS to maximize, the relationship with the forest product traders, there was a need to ensure frequent contacts with established traders associations at both district and national levels. This will improve coordination and feedback on various challenges facing the sector.

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For more information, please contact: Tanzania Natural Resource Forum

Cassian Sianga, Senior Forest Advisor

Mobile: 0756960496 Email: [c.sianga@tnrf.org](mailto:c.sianga@tnrf.org)

Sophia Masuka, Communication and Advocacy Coordinator

Mobile: 0754409776 Email: [s.masuka@tnrf.org](mailto:s.masuka@tnrf.org)

## ANNEX 4. Field trip to Vikindu's Checkpoint, 7 December 2018

- Juhani Härkönen, Value Chain Development Advisor
- Alex Njahani, Forestry and Value Chain Specialist

### Meeting at TFC at the Timber Licensing Department, 6 December

- Majjid, Licensing Manager, Timber Licensing Department
- Timber checkpoints are operational mostly (/nearly 100%) using manual, labor intensive and time-consuming technics for checking timber/charcoal loads.
- There is no database solutions, also not using any “online” connection between the TFS Licensing Department and checkpoints or between checkpoints along the road (or elsewhere in the southern regions).

Mr. Majjid proposing:

- To improve conditions of legal timber related businesses/trade of legally produced forest products from national forest reserves (mainly for production), Forest Management Plans (FMP) and Forest Harvesting Plans (FHP) should be produced and taken into use – support needed for this.
- Support to establishment of a digital/electronic wood tracking system.
- Capacity building: additional staff for checkpoints, training for the staff.
- Support to equipment: computers & software, communication tools.



### Site visit to Vikindu Checkpoint, 7 December

- Kelvin Mndeme, Head of the Checkpoint
- Amalia Gasper, Checkpoint Assistant
- Enock Lihanba, Checkpoint Officer



- Goodluck Mollel, Officer/Representative from the TFS HQ

#### Findings:

- Vikindu Ward of Mkuranga district and Vikindu's checkpoint are located along the main road B2, 25 – 30 km to the south from Dar es Salaam.
- The checkpoint serves for timber (mostly processed such as sawn wood and poles but to some extend round wood) and charcoal transport from southern regions and Mozambique to Dar es Salaam, having a very strategic location for monitoring movements and legality of timber flows in Tanzania.



Sawn timber hidden under less valuable products in a truck load (Vikindu checkpoint, 7 Dec. 2018).



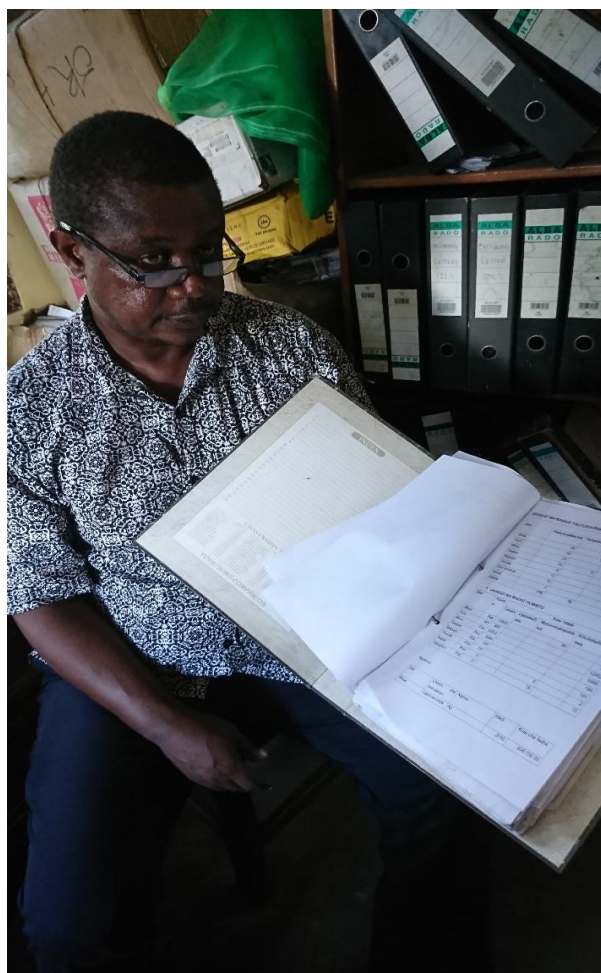
Weighing charcoal (Vikindu checkpoint, 7 Dec. 2018).

- As discussed above (meeting at the TFS Timber Licensing Department on 6 Dec.), facilities of the checkpoint are very basic, facilitating only manual check and measurement of loads; checking of licenses and other permits also manually.

- Timber transport needs to stop at the checkpoint for ½ - 1 hours + potential queuing on the road for additional ½ - 1 hrs (around 1 ½ hrs in total).
- Reporting:
  - o Not directly to TFS in Dar es Salaam but weekly/monthly to the TFS District Office in Mkuranga.
  - o Hand written reports, manually filled tables.
  - o No database solutions, also not using any “online” connection between the TFS Licensing Department and checkpoints or between checkpoints along the roads.
- Some communication (to a very limited extend) with other checkpoints in the southern part of Tanzania
- No computers, only personal mobile phones.
- Vehicles: no cars, 2 motorbikes in poor condition.
- Electronic financial/payment devise available and used.

Proposals by Vikindu’s checkpoint staff for potential support:

- Support to establishment of a digital/ electronic wood tracking system.
- Capacity building: additional staff for checkpoints, training for the staff.
- Support to equipment:
  - o Computers & software, communication tools.
  - o Purchase and introduction of a scanner to fasten checking of loads.
  - o Mechanized solutions for unloading/loading.
- Improvements of security & timber yard.



Handwritten reports.

FCG.