

SUB-NATIONAL LEVEL NATURAL RESOURCES MANAGEMENT: A CASE STUDY OF THE USAMBARA HIGH CANOPY FORESTS IN LUSHOTO DISTRICT, TANZANIA.

A Field Reconnaissance Report.

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July 27th

I arrived in Dar-es-Salaam, TANZANIA at about 8.00 am.

Activities at the GTZ Headquarters in Dar-es-Salaam:

(i) I reported at the GTZ offices in the morning of July, 27th. and met with the Ag. Head of the mission as the head was on a summer holiday in Germany.

(ii) I started off my introduction by praising GTZ for the good resource conservation work being undertaken in Lushoto District in the process of meeting peoples' basic needs and conserving the environment.

(iii) I introduced the idea of WRI's objective of involving communities living adjacent to the forest reserves in the co-management of forest resources with government support. I pointed out that through the good working relations between the farmers and village leaders on the one hand and the district and central Government leaders on the other, GTZ and indeed SECAP has a key role to play in support of WRI initiative.

(iv) I also asked her as to why the mission didn't authenticate the disbursement of funds to Tanzanian scientists to undertake research on "the status of forest resource management in Tanzania." I informed her that WRI was in the process of disbursing more funds for the same.

(v) The official's response in support of WRI efforts in search of a community-based, practical forestland tenure system was positive. She noted however that the GTZ field staff in Lushoto were better placed to suggest appropriate pragmatic measures for the success of this new research initiative.

(vi) As regards the authentication of the disbursed funds, the official claimed she knew nothing about the communication. She however observed that maybe the correspondence may not have been clear to the Head of the mission. She proposed that WRI sends a copy of the same.

(vii) On item (v) above, the official promised to radio-call the field staff in Lushoto and inform them on my impending mission on July 28th.

(viii) By and large, the Ag. Head of the Mission expressed the desire to work hand in hand with WRI in this new project. To this end, there is need to cement working relations with the GTZ head office especially as it may serve as a stepping stone to marshal central government support in winning community involvement in national forest reserves co-management.

July, 27th.

Preparations for the Appointments of the NEAP Team.

(i) I paid a courtesy call to the offices of the Director General, National Environment Management Council (NEMC) in Dar-es-Salaam in the morning. I learned that the D.G. was on a short study leave in England.

(ii) Introduced the Ag. D.G. to the objectives of the NEAP team and requested him that his offices serve as the team's base with respect to logistical support while interacting with officials in most crucial institutions involved in the NEAP process in Tanzania.

(iii) In response, he noted that he was casually involved in the NEAP as he is a specialist in pollution!! He informed me that the substantive Ag. official was out of town attending a workshop on "NGOs and the environment." He informed me that the boss would be in office by August 1st. and promised to write him a memo on the matter.

(iv) I met with the NEMC official incharge of the information systems division. She informed me that she is establishing a new department that will facilitate research in resource management. She cautioned me that the SECAP staff is both arrogant and uncooperative. She said that they had declined to meet her while in search of literature for her new facility on the grounds that she had not made "adequate" appointment.

(v) She informed me that she has some literature relevant for the Natural Resources Management study. This is an important department to visit as the project proceeds.

(vi) I paid a courtesy call to the Director General, Land Use Planning Commission and requested for his audience as the NEAP team arrives.

(vii) He expressed interest in meeting the team. He wondered whether it could assist his office in drawing the attention of the donor community to the importance of his institution in land use conflict resolution and hence its need for financial support (like the next door neighbor, the NEMC).

(viii) I reported to the offices of the Director of the Environment in the Ministry of Tourism, Natural Resources and Environment. As he was out of office, I left a note with the Secretary requesting him to meet the NEAP team early the following week.

(ix) I met with the Education Coordinator of the WWF Tanzania. She noted that the official dealing with NGOs concerned with natural resources management and especially forestry was out of the city. She promised to make an appointment for our meeting at a later date. Because she had been on vacation for about four weeks, she felt incompetent to allow me browse the files.

(x) I feel this is one of the offices to visit as the project advances.

(xi) I visited Prof Mascarhenas and briefed him about the progress of the book on Msanzi, my mission on community forest resources management, and on the objectives and scope of the NEAP study.

(xi) He expressed interest in all these developments as he has a long standing interest in the Usambaras he noted. He showed redness to participate, especially by giving audience to Dorm-Adzobe and Gilbert, the characters, he said, he knew in person. He noted that Ophelia and himself have had in the past been very busy to the extent that they failed to honor foreign appointments. He says that they are now relatively more flexible and will attend to almost all his engagements sooner.

July, 28th.

Leave Dar-es-Salaam for Field work in Lushoto.

(i) The whole way to the cool and moist Usambaras, in the northeastern part of Tanzania, was an eye-opener to me as the bus meandered along a tarmac road skirting the steep slopes in where houses are curved and farms and forests are hanging. The land use pattern and its intensity is a clear testimony of the ingenuity of the people who have inhabited the area for thousands of years.

July, 29th.

(i) I visited the offices of the Soil Erosion Control and Agroforestry (SECAP) in Lushoto town. I learned that the Project Manager was on summer holiday in Germany and the Ag.Manager was in the field.

(ii) I had informal discussion with junior staff on the project. They informed me that the top officials were preparing for the Farmers Day (Aug. 8th) as well as for the Uhuru Torch which was to be raced across the district the week starting Aug 1st. These two events are colored by inauguration of development projects including afforestation, zero grazing (replacement of old by youthful bulls), building new or repairing old bridge, schools, health centers -- activities which fall within the SECAP domain.

(iii) I was informed that since attending a PRA training course in 1992, the extension staff have been closer to the people than ever before. They are able to genderize conservation activities at household and village levels.

(iv) I feel these officers have a great potential in the success of our research endeavor.

(v) I left a note for the Ag Project Manager to the effect that I would be visiting her in Aug, 4th.

July 30th Weekend Leave Lushoto for Dar-es-Salaam.

July 31st.

Leave Dar on a Mission to Sokoine University of Agriculture, Morogoro

(i) In the evening, I visited the University Campus to check on the consultants commissioned to review the status of forest resources in Tanzania. I managed to meet Dr. Temu. We established 9.00 am to be the meeting time. He hinted that they were victims of circumstances and hence failed to complete the study in time.

August, 1st.

(i) I met with the FORCONSULT team composed of Dr. Kaoneka and Dr. Temu. The third member, Prof. Mgheni, was out of town.

(ii) They informed me that they enjoyed doing the work. The pointer to this, they say, is the fact that they had collected more information than could be condensed into the 40 agreed upon pages!!

(iii) I was told that they had conducted some interviews and had taken photos of interesting sites visited during the study. They would hand in photos if requested.

(iv) They informed me that they posted the report by Mid- July but did not have copies of postage receipts because they argued that the papers were being kept by Prof. Mgheni.

(v) They lamented however that while the research was in progress, they lost the wife of their team-mate and hence had to have a break. As if that was not enough, the University ran "bankrupt" and had to close earlier than scheduled. To effect this change, the Exams were rescheduled for June instead of July thus interfering with their research plan. They felt sorry that they didn't communicate these tragedies to WRI in time.

(vi) They expressed the hope to accommodate any changes suggested by WRI regarding the draft report.

Afternoon of August 1st.

I left Morogoro for Dar-es-Salaam to continue with the preparation for the NEAP team.

(i) By 8.00 pm I picked up Prof. Dorm-Adzobu from the DSM airport to Karibu Hotel where he was booked. The accommodation reserved for him turned out to be a miniature room and he felt he shifts to Motel Agip the next day.

August, 2nd

(i) Moved Dorm-Adzobu to Motel Agip after a face to face bargaining with the motel management.

(ii) Filed the progress report to WRI regarding the state of the field research to date.

(iii) I visited the substantive Ag. Director General NEMC to confirm appointment with him on August 3rd.

(iv) I visited the USIS offices to apply for entry visa to Washington.

August, 3rd.

(i) I met Dorm-Adzobu and Gilbert at the Motel Agip and charted out the strategy for the activities to be undertaken while I am in Lushoto the proceeding week. We decided to make.

introductory visits to key institutions requesting for appointments.

(ii) We proceeded to meet the Ag. Director General, NEMC. He talked at length on the genesis of the NEAP. He lamented however that their efforts had been highjacked by the Directorate of Environment in the MTNRE.

(iii) We met the Director of Environment. He too recounted the development of the NEAP and informed us that the document had just been forwarded to the World Bank.

(iv) We noted a lack of institutional collaboration among the two institutions.

Afternoon.

Meet Prof. Anna Tibaijuka regarding the Concept paper on Land Tenure Policy-by the Land Tenure Study Group.

(i) Anna reported that she has been pushing and strengthening the land tenure question through a multiplicity of fronts. First, she has created a women land tenure lobby group that has been warmly received by the Prime Minister. Second, she has organized and chaired a three day national conference on Women and Democracy. One of the key themes was Gender and Land Tenure. Third she is now the interim chairperson of the National Women's Council. Through this organ, she says, she is vehemently pushing the issue of a land policy that articulates women interests. She is a scholar-cum-politician!!

(ii) We drafted a concept paper and revised the budget as per appended document.

(iii) She noted that she had not received a letter of offer from USAID. She would wish to join WRI by Fall, she says.

(iv) I registered in the Land Tenure Study Group and will be participating in the forthcoming phase of study.

August, 4th

Leave Dar-es-Salaam for Lushoto to Continue With the Forestland Tenure Study

August, 5th.

(i) I met with the Ag. Project Manager and two other associates one of whom is a Tanzanian forester.

(ii) Having read the note I left behind on my first mission, the Manager appeared rather skeptical about WRI relation with GTZ Frankfurt without their being involved. She was rather demanding that her team cannot fail to undertake this study!!!

(iii) After informing her that the Head Office in Dar was squarely involved right from the initial stages and that they were the key players in this study, since they (SECAP) have won the confidence of both the people and government, she cooled her "tempers".

(iv) She promised to offer any support within the project's capacity.

(v) The Tanzanian counterpart warned me that as a forester, he knew how sensitive the issue of involving people in making decisions regarding utilization of forest resources was. He noted however that it was after joining SECAP that he realized that people have knowledge of forest management and that they do not simply fell trees to please themselves nor are they insensitive to ecological degradation resulting from "forced" forest clearings.

(vi) He cautioned me that in Tanga region, and in the Usambaras in particular, the issue of forests management was a sensitive one. He noted that SECAP being a foreign sponsored project would not be at the forefront in propagating people's participation in forest management. This transpired during a private meeting with him.

(vii) As regards the attitude of government officials on forest resources, he hinted that this is where they can rush to especially when they are in low waters. Should you propose to invest power in the villagers, do you want to say that the top government officials should bow to locals to have access to resources for "dubious" reasons, he asked???

(viii) He then introduced me to the District Forest Officer as a guest of SECAP.

(ix) This SECAP official is an asset as far as this study is concerned and efforts should be made to have congenial working relations with him.

Afternoon

Meeting with the District Forest Development Officer

(i) After briefing him on the important role WRI feels can be played by communities within the forest reserves' neighborhood with regards forest management, the official was very fast in jumping to my support.

(ii) He was of the opinion that it is high time the Government realized that it is by working with the people and for the people that the people can improve their lot and the forests can be conserved respectively.

(iii) He noted that his office has been too flexible regarding peoples' need for more arable land by allowing them to encroach on forestland but failing to control continued illegal encroachment. He pointed out that the Wapare, one of the progressive ethnic groups, is "land hungry" and hence a serious deforestation agent. He said that most court cases on land are filed by or against the Wapare.

(iv) He lamented that some forests have been clear felled and they only existed in government records.

(v) He reported that the Wambungu were traditionally forest conservationists. Their homesteads he noted can be identified by trees that enclose them. To the Wambugu, he observed, trees were preserved for ritual purposes.

(vi) As for the attitude of central government officials regarding the participation of villagers in forestry management, he warned me that such views cannot be bought by officials managing

national forest reserves because of corrupt practices involved in licensing for forest products' harvesting.

(vii) With reference to suitable forest reserves to serve as a case study, he offered to escort me on the reconnaissance mission.

(viii) He assured me that I will get full support from his office during the research period.

(ix) This is a very progressive man and I feel WRI should establish close working relationship with him. He feels that it is feasible to establish a joint forestland management with communities within forest reserves neighborhood. His offices are located within the SECAP premises and I suspect, he has learned much on people's participation in development planning from the Project.

Visit to SECAP Library.

SECAP is establishing a documentation center. There are several publication regarding the history of the Project and reports on the program at large as well as current literature on agroforestry and forestry management in the Tropics. This is variable area for a WRI researcher to visit in search of literature.

August, 6th.

A survey of the forest reserves and forest plantations in Soni division.

(i) A reconnaissance survey to identify sample sites in Soni division included the national forest reserves under the Magamba Forest Project, local authority forest reserves, privately owned forests and forest plantations, community tree nurseries managed by men and others under women's management, reforested areas, conservation farming, rehabilitated farmlands, zero grazing.

August, 7th Sunday,

August 8th Public holiday - Farmers' Day

A Survey of Forests in Mlalo Division.

Similar features and activities were observed in this tour.

On the basis of the variation in the socio-cultural and ecological factors two areas were recommended for study. These are Kihitu Local Authority Forest Reserve in Soni and Mtumbi Local Authority Forest Reserve in Mlalo.

August 9th Leaves Lushoto for Dar to Continue with the NEAP study and Prepare for the Trip Back.

August, 10th

(i) Meet with the NEAP team and note that they had made progress in the research.

(ii) Confirmed my return trip with the Lufthansa, and collected my visa from the USIS.

(iii) Met with an official in the Forestry and Bee-Keeping division incharge of planning. I introduced myself as a researcher investigating new approaches to manage forest resources. I concluded by requesting for his and official views to this end.

(iv) He started off by recounting the importance of forests and efforts made to conserve them since the German rule to-date. He argued that the Tropical Forest Action Plan is sheer wishes and there is practically nothing on the ground to implement the plan.

(v) As a practicing forester he said, he strongly objects to a strategy that would involve people in co-managing forests. People are ignorant about forests, he claimed. To invite people to lay down a strategy would be tantamounting to eradicating forests on the earth surface, he claimed.

(vi) He called on the international community to support the division's efforts towards forests monitoring and surveillance and noted that this was the only way out of the deforestation problem.

(vii) This is a classic conservative view of a forester is a reflection of Government position and indeed calls for sensitization of the system. WRI may take up this challenge in search of a sustainable nation-wide solution.

August, 11th

(i) We had an interview with the Director General, Land Use Planning Commission and the Director for Planning and Research. He narrated the Commission's activities as a way of showing how his office is closely tied to the NEAP process.

(ii) We visited Prof. Mascarhenas who gave us an overview of the intra-ministerial and inter-sectoral working relationship within the context of the NEAP. He advanced that in institutions where fruits of their labour were vivid, conflicts with related institutions were commonplace.

(iii) The team promised to call at him again towards the end of the mission in order to share their findings with him. He was much obliged, he said.

(iv) In the evening I flew back to Washington via Atlanta and arrived 12th mid-night.

Recommendations

In the light of the discussion with the villagers and their leaders, the need to involve the people in protecting the forests was felt at all levels. Participation of villagers in resource exploitation, however, was deplored by national forest authorities and supported by villagers and village and district leaders. The SECAP leadership at the project site feel that this is a sensitive issue but are ready to support these efforts whenever asked to.

In view of this experience, it is recommended that a workshop be organized by the World Resources Institute in order to mobilize all the key players in the forest resources as an initial process in searching for a co-management approach.

Expected Future Output:

A forest resources co-management agreement between local communities and the district authority will be sought as a basis for sustainable natural resources management at sub-national level.

People Consulted

Mrs. Kulaya, Ag. Head of the GTZ Mission, Dar-es-Salaam.
 Miss Gabi, Ag. Project Manager, SECAP Lushoto.
 Mr. Nandrie, Forest Officer, SECAP, Lushoto.
 Mr. Kilasi, Forest Officer, SECAP, Lushoto.
 Mr. Titu, District Forest Officer, Lushoto.
 Mr. Komba, Agricultural Extension Officer, Soni, SECAP, Lushoto.
 Mr. Shio, Agricultural Extension Officer, SECAP, Lushoto.
 Mr. Rugemalira, General Manager, Mponde Tea Factory, Lushoto.
 Mr. Mutasingwa, Tea Extension Officer, Mponde Tea Factory, Lushoto.
 Mr. Clement, Village Chairman, Kiito village, Soni, Lushoto.
 Sr. Msaki, Headmistress, St. Marry's Secondary School, Mazinde Juu, Lushoto.
 Mr. Mkhula, Ag. Director General, National Environment Management Council, Dar-es-Salaam, by July, 27th.
 Mr. Bakobi, Ag. Director General, NEMC. by August, 2nd.
 Mrs. Maembe, Environmental Information Officer, NEMC,
 Mr. Mugurusi. Director of Environment, Ministry of Tourism, Natural Resources and Environment.
 Mr. Mayeye, Director General, Land Use Planning Commission.
 Mr. Mango, Director, Planning and Research, Land Use Planning Commission.
 Mrs. Kamuzora, Director, Agriculture and Environment, Planning Commission.
 Mrs. Shuma, World Wildlife Fund, Dar-es-Salaam.
 Mr. Tiba, Lands Development Officer, Lushoto.
 Mr. Moshi, Senior Forester and Planner, MTNE, Dar-es-Salaam.
 Prof. Tibaijuka, Land Tenure Study Group, University of Dar-es-Salaam.
 Prof. Mascarhenas, Director, Postgraduate Studies, University Dar-es-Salaam.
 Dr. Kaoneka, FORCONSULT, Sokoine University of Agriculture, Morogoro.
 Dr. Temu, FORCONSULT, Sokoine University of Agriculture.

A SYNTHESIS

Introduction

History reveals that in rural communities in the Tropics, forestland resources have been and still are part and parcel of rural livelihoods. What has significantly changed is the mode of relationship with respect to who has access to, responsibility and control over these resources.

In the Usambara high forest reserves, it is reported that generally communities living around forest reserves benefit by clearing trees to give room for agriculture and by selling their labour to businessmen who own licenses to harvest forest products.

For sustainable utilization and management of forest resources at sub-national level, it is imperative that the stakeholders be involved in resource planning. Using an improved approach to the Participatory Rural Appraisal methodology (i) the stakeholders be scientifically identified; (ii) their needs objectively mapped (iii) the actual and potential of the forest resources to meet these needs assessed and (iv) the necessary institutional setting and rules devised.

This pilot study seeks to contribute to sub-national level high canopy forest resources management by designing a community-based tenure system in Lushoto District, northeastern Tanzania. The approach seeks to harmonize intra-community and community-state forest resources relations as a basis for sustainable socio-economic ecological development.

Goal

Given the people's indigenous technology for forest management and based on the mid-1970s positive experience gained by most farmers in the field of agroforestry and reforestation under the Soil Erosion Control/Agroforestry Program (SECAP) it is now timely to revisit the need to hand over some responsibility of forest management to stakeholders and indeed to communities within the forest neighborhood. The ultimate goal is to attain some degree of community ownership, responsibility and control over the resources for sustainable community development and management of high canopy

forests. This goal may be achieved through co-management through strategic planning based on the co-management by stakeholders and a sub-national level government.

Objective

The primary objective is to investigate cultural, socio-economic, political, legal and ecological factors influencing sustainable management of high canopy forests at subnational level- District/ Ward/ Village/ Household in the Usambara rainforest.

Hypothesis

It is hypothesized that sustainable rural development should be based on integrated natural resources utilization buttressed in institutional organizations and their scientific and technological know-how.

Research questions

- (i) Who are the forest stakeholders?
- (ii) What forest resources were/are/will be extracted?
- (iii) What management practices were/are employed?
- (iv) What institutions are responsible for managing the forests?
- (v) What are the rules governing forest management?
- (vi) What should be done to sustain the forest productivity and simultaneously improve the quality of life of the stakeholders?

Methodology

A reconnaissance survey of the major stakeholders' experiences, opinions, views and proposals on local level high canopy forests management was conducted. Stakeholders interviewed/ consulted were drawn from:

- 0 local communities
- 0 formal and informal organizations
- 0 clan leaders
- 0 village government officials and leaders of parties
- 0 private sector
- 0 ward government officials and leaders of parties
- 0 district government officials and leaders of parties
- 0 GTZ Donor staff at the headquarters in Dar-es-Salaam and in Lushoto.

Preliminary Results:

In Lushoto district four types of forests have been identified on the basis of the forest resources use systems.

(i) National forest reserves. The reserves covering an area of about 29000 ha. scattered in Western Usambaras are controlled by the central government and managed under the Magamba Forest Project. The resource use system is characterized by protective rather than utilitarian principles. In the Eastern Usambaras the donor community, FINIDA and NORAD are reported to be concentrating on catchment forest management under the Forest Catchment Program (CFP). Access to these resources is governed by rules set up by the central government in the process of alienating the people from their natural resources base. In view of this protectionist attitude the relation between communities surrounding the forests and the forest officials is hostile, to say the least.

(ii) Private forest reserves and plantations. These forestlands are owned and exploited by independent educational and commercial institutions. They are reported to be under strict control.

(iii) The local authority forest reserves. These reserves are under the management of the local government at District level. Under

this resource use system, communities within the vicinity of the reserves have access to some forest resources. Local people are allowed to clear part of the forestland for growing food and cash crops especially maize, beans, cardamom ; collect fuelwood, building materials, fodder, fruits and vegetables. Incidentally the regulation of community access to the resources has not been efficient enough to maintain the productivity of the forests but has nonetheless been able to combat food insecurity and improved the quality of life of the people. It is reported that some of these forestlands have only remained on government records.

(iv) The farmlands. At household level, some croplands have been planted with trees under the agroforestry program of SECAP. The approach has been to integrate agriculture, livestock and forestry management practices so that the conservation measures from the three sectors reinforce each other in the process of environmental conservation and improvement of the people's quality of life.

The program, in a way, seeks to bring the forest to the people. It has not however managed to turn the people away from hunting some forest products from types one, two and three above.

(v) The reforested lands. At the community level, and with SECAP support, about 20 new forests are being established in the formerly forested and now denuded landscapes by planting indigenous tree species and through regeneration and recuperation. As in type three forests, and despite being too early to pass any sound judgement, it may be professed that these efforts will not be able to meet the needs of the stakeholders.

Forest experts admit that an effective forest resources management is far from being achieved. They argue that despite outdated toothless laws, the sector suffers from lack of financial resources to undertake a thorough monitoring and surveillance of forestlands. In the light of the circumstances surrounding the national economy, one wonders whether the availability of financial support per se, would improve forest protection.

Based on the above observations, there is therefore an urgent need to recast rural resource use patterns as a multifaceted continuum. It is imperative that the household farm be seen as a nucleus and as part and parcel of the forestland. To this end efforts should be directed towards ensuring that the farmer, who is the key stakeholder, is responsible for the natural resources that make livelihood possible and the state provides an enabling environment.

In response to this, two sites have been identified for a detailed study by the Tanzania Land Tenure Study (TLTS) group.

(i) Mtumbi local authority forest reserve located on Kitala ridge in Mlalo division. The communities in the surrounding villages include Wapare, Wasambaa and Wambugu. The Wapare have been described as land hungry and thence leading in the deforestation

process whereas the Wambugu are said to be conservationists as characterized by their bushy enclosed homesteads.

(ii) Kihitu local authority forest reserve is located in Soni division. The surrounding communities live in the villages of Kihitu and Kwemihafa.

RECOMENDATIONS

In the light of the above observations, the discussion with the villagers and their leaders point to the need to involve the people in protecting the forests. This view was held at all levels but the participation of villagers in resource exploitation was deplored by national forest authorities and supported by villagers and village and district leaders.

The SECAP leadership at the project site feel that this is a sensitive issue but are ready to support these efforts whenever asked to.

In view of this experience, it is recommended that a workshop be organized by the World Resources Institute in order to mobilize all the key players in the forest resources as an initial process in searching for a co-management approach.

Expected Future Output:

A forest resources co-management contract between communities and the local government as a basis for sustainable natural resources management at sub-national level will be formulated.