



Monitoring changes in forest governance at village level in Tanzania between 2011 and 2013



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LIST OF ACRONYMS

AcT	Accountability in Tanzania
AGM	Annual General Meeting
AHP	Annual Harvesting Plan
CAG	Controller Auditor General
CBFM	Community Based Forest Management
CCAP	Climate Change, Agriculture and Poverty alleviation project
FBD	Forest and Beekeeping Division
FJT	Forest Justice in Tanzania
FG	Focus Group
FGL	Focus Group Leader
FMP	Forest Management Plan
FRs	Forest Reserves
JFM	Joint Forest Management
MCDI	Mpingo Conservation and Development Initiative
MJUMITA	Mtandao wa Jamii wa Usimamizi wa Misitu Tanzania
MNRT	Ministry of Natural Resources and Tourism
NGO	Non-governmental Organization
PFM	Participatory Forest Management
TFCG	Tanzania Forest Conservation Group
VC	Village Council
VEO	Village Executive Officers
VGA	Village General Assembly
VLFR	Village Land Forest Reserve
VNRC	Village Natural Resource Committee
WWF	World Wide Fund for Nature

ABSTRACT

Forest Justice in Tanzania (FJT) project is a demand-driven process that reflects a growing call for change within the forest sector from MJUMITA's members and the constituencies served by TFCG and MJUMITA. It is a three years initiative funded by Accountability in Tanzania (AcT) programme. The overall goal of the initiative is that forest ecosystem services are conserved for the benefit of the nation and local communities by supporting communities and other stakeholders to improve forest governance.

The FJT Project team has developed a village dashboard tools, designed to be implemented by trained MJUMITA members at village levels and project staff who are working at zonal level, with the aim of strengthening the capacity of the villages, wards and districts, to develop independent strategies to identify and address forest governance shortfalls.

The village dashboard tool has been successfully implemented for the first and second rounds, where by a total of 327 villages found in 13 different regions, 30 districts, and 143 wards and with members from 97 different local networks, were consistently engaged in the processes, between 2011 and 2013.

The process has enabled villages to improve their governance practices and reduce the gap between communities and their leaders at village, ward and district level. The project staff at zonal level, observed different successes, including villages where leaders were forced to resign due to bad practices revealed as a result of the dashboard process.

Statistically, the dashboard tool has shown improvements in most forest governance practices, when comparing the baseline practices with the second round results. The comparison has shown an increase in the number of villages holding 4 village General meetings annually by 9%, the average number of VGAs increasing from 2.21 to 2.63, and the average number of people attended the last meeting increase from 155 to 163 per village. The number of VNRCs conducting monthly meetings and patrols and keep records for the same has increased by 5.3% and 6% respectively. The number of villages keeping records on forest management has increased by 16.49%, and in 11.6% more villages, the documents of FMPs and by laws, were found at the village office during interview, where as those villages with majority of people knowledgeable of the forest rules increased by 6.73%. This report has described all areas of improvements resulted to dashboard actions, and the results have been presented to local networks and village leaders for further actions.

Finally the FJT project is recommending that, PFM facilitators and government authorities may consider the village dashboard tool as a precise model for village governance coaching enabling the villages engaged in PFM to fix their governance shortfalls.

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1 INTRODUCTION

1.1 Background of the project

The Forest Justice in Tanzania is a three years project implemented in a partnership between the Community Forest Conservation Network of Tanzania, known as MJUMITA and the Tanzania Forest Conservation Group. The overall goal of the initiative is that ‘forest ecosystem services are conserved for the benefit of the nation and local communities’. The project is funded by Accountability in Tanzania (AcT) programme. One of the activities implemented by FJT is monitoring forest governance and forest condition with a view to supporting the villages engaged in Participatory Forest Managements (PFM) to demonstrating the issues that lead to village forest governance shortfalls, and at the same time develops independent strategies for improvements.

1.2 Introduction of the survey

The Forest Justice in Tanzania Project team developed a dashboard monitoring tool aimed at supporting communities to measure the strengths and weaknesses of their village’s forest governance. The project aimed to improve forest governance at village, district, and national levels by helping community members to understand their rights and responsibilities in forest management, and hence demand for improvement. The dashboard tool is designed to be implemented by MJUMITA members to assess important aspects of forest governance such as management quality, enforcement quality, transparency and accountability as well as level of participation in decision making and on how district forest office and police are supporting communities in participatory forest management.

1.3 Purpose of the survey

The overall aim of this survey is to assess performance of forest governance in the communities implementing participatory forest management programs in Tanzania through examining major issues on management quality, enforcement quality, transparency, accountability and level of participation in decision making. The results from this survey help community members and other natural resources management stakeholders to identify forest governance gaps and come up with various mechanisms to resolve the situation.

2 METHODOLOGY

2.1 The Village Dashboard Tool Process

The village dashboard tool is a process designed to assist villages engaged in participatory forest management (PFM) to learn the best practices in the village forest governance, identify obstacles to good governance, and establish solutions against each obstacle on their own.

The process consist of a tool for data collections which includes a set of questions, designed specifically to interview Village Natural Resource Committees (VNRC) leaders, Village Government Councils leaders and the selected community members. The tool for data collection is a structured interview questionnaire which is divided into four sections.

Section one of this questionnaire comprised background information about the village and section two contained various questions aimed at understanding the efforts undertaken by forest district offices and enforcement agents, like police, in supporting PFM programs. These data are collected from village government leaders and Village natural resources committee leaders. The third section is designed for verifying on whether the villages keep records such as meeting minutes, patrols and forest income and expenditure records. The evaluators were asked to look on availability of these documents at the village office, during interview.

Section four questions are for focus group (FG) discussions designed for the purpose of understanding how community members are/were involved in PFM programs. The FG comprises of 10 community members who are non Village council members or village natural resources committee members. The FG members are purposefully selected by the FGLs themselves based on their knowledge and experience on conservation issues, representation from each sub village and gender balance. The main focus of this interview is based on those villages implementing Participatory forest management programs.

The FGLs for each village were required to fill three copies of the questionnaire, and send one copy at the village office, keep one copy for themselves, and send another copy to MJUMITA zonal office. Each zonal office provided its postal address to the FGLs and stamps for them to send the copies of the questionnaire. For the villages that are nearer to the zonal office, or any other TFCG and MJUMITA partners or project officers, the FGLs were asked to send the copies via such offices.

The village dashboard tool is designed to be implemented every after 12 or 24 months. The first round of data collection enables the project implementers and communities to get the baseline data for the village forest governance status, identify key reasons for any governance shortfalls, and set strategies for improvement. The following rounds are for measuring the improvements against the previously set strategies and targets, review the pending challenges and re-set the strategies for further improvements.

2.2 First Round Village Dashboard Implementation

2.2.1 The First Round of Village Dashboard Data collection

For the first round, data was collected from September to October 2011. During this time, data was collected from 186 villages with Community Based Forest Management (CBFM), 72 (Joint Forest Management (JFM) and 75 villages implementing both JFM and CBFM programmes in Tanzania.

Data for this exercise was collected by Focus Group Leaders (FGLs) who were the MJUMITA members coming outside of village government and VNRCs, and trained by the FJT project's zonal staffs at network level, on how to undertake the survey in one day. The completed filled questionnaires were returned to MJUMITA zonal offices and entered into web based system. Two FGLs from each participating village were elected by the network members at their quarterly network meetings.

A total of 343 villages participated in the dashboard exercise and 333 questionnaires were returned, data entered into the web database for analysis. Data from ten villages could not be included in the analysis because some of FGLs did not return their questionnaires, and others returned them but they were not well filled such that, most information was not well documented, hence they could not provide sufficient data to be used for analysis

	Northern	Eastern	Southern	Western	Southern highlands	Central	TOTAL
Total number of villages participated in dashboard exercise	85	73	75	12	48	50	343
Number of dashboard returned and entered in the database	82	70	72	12	46	50	333
Number of dashboard not returned/ do not met the required standards	3	3	3	0	2	0	10

Table 1: Number of villages covered in each zone during the first round

2.2.2 Actions on the First Round Dashboard Results

Data from the web based system was processed and summarized automatically in a simple report for each village and sent back to the communities at the feedback meeting (involving the VNRC and VC members meeting) and later to the village general assembly meeting. These meetings were conducted within a period of twelve months from the time data was collected from the villages, during August to November 2012. This exercise aimed at creating

community awareness on the existing governance shortfalls and helps them to develop independent strategies for change. The format for returning the results is annexed.

2.2.2.1 Forest Governance Monitoring Results Presentation at the Local Network Level

MJUMITA helped communities to prepare summary results for each village that participated in the forest governance monitoring exercise. The results and the guideline on PFM governance best practices prepared by MJUMITA were presented by the FJT project team from each zone at quarterly meetings for each local network participated in the exercise.

The FGLs who filled the questionnaires, and two community leaders from each village (mostly the village executive officers – VEOs, or Village Chairpersons and one representative from the VNRCs), were trained on how to conduct village meetings to return the results to their respective villages. A total of 333 villages participated in the process of returning the results, where by about 666 community leaders and 666 FGLs were trained to undertake the process in their villages.

Each FGL was provided with a summary dashboard report for his village dashboard results in order to present to his/her community members. The FJT project team facilitated the FGLs to learn the best and simple way of presenting the reports and the best practices to their respective villages.

The process starts with presenting the results to the village council and VNRC members and then to the village assembly meetings.

2.2.2.2 Forest Governance Monitoring Results Presentation to VC and VNRC Members

The trained FGLs and community leaders were facilitated by the FJT project team from the respective zones to call for a meeting between all members of the village council and VNRCs.

After the procedure of opening the meeting, FGLs were invited to present the results from forest governance monitoring exercise. In order for participants to understand and make follow up on the results obtained from the study, the FGL was supposed to read the particular question (copied from the dashboard questionnaire and pasted on the dashboard results report), the answer obtained and what is best practices for good governance improvement in that particular governance issue. Each village was provided with six guidelines on forest governance best practices for facilitating that exercise. Once the presentation is done, participants were invited by the village chairperson to discuss whether they agree with or refute the results presented. Furthermore, participants were asked by FGLs to discuss in detail the reasons that have contributed to governance weaknesses in their village and then establish solutions / strategies for the village to overcome each particular weakness.

The same procedure was applied to each governance issue addressed by the dashboard questionnaire and presented in the village dashboard results form. The causes/obstacles and solutions identified were well documented by the village executive officer, natural resources committee secretary, network leader and FGLs.

Finally, the results of this discussion were presented at the village assembly meeting for further comments and improvements.

2.2.2.3 Forest Governance Monitoring Results Presentation at the Village General Meeting

Each village that participated in this process was advised to hold a VGA immediately after presentation of the results to the members of village council and natural resources committee. During the assembly meeting, network leader/FGL/community leader who participated on the training on the process of returning the results, explained the purpose of doing this exercise, how was it done, who collected data and who provided data. The FGL(s) was given the opportunity to present the results by reading the question, answer obtained, and how the answer compares with the governance best practices indicated in the guideline provided. Then the village executive officer or natural resources secretary presented the problems identified and recommended solutions/strategies provided during the meeting with members of village council and natural resources committee. This procedure was followed to each question and community members were asked to record their questions and recommendation until the end of the presentation. After the presentation the village chairperson led the meeting by allowing participants to discuss whether they agree with or refute the findings, scrutinize the causes of poor governance and the recommended solutions provided to assess whether they can resolve the existing problems. Community members were given enough time for discussion and allowed them to make suggestions on how the situation can be improved.

2.2.2.4 The Implementation of Identified Strategies to Improve Village Forest Governance

The strategies established from the above meetings were well documented in the space provided in the village dashboard results sheet, ready to be implemented by the villages. The FGLs and two community leaders for each village were supplied with notebooks, pens and folders for them to keep records on the proceedings of the meeting, and later on share the reports with different stakeholders including the ward leaders for monitoring the implementation. A copy was kept by the MJUMITA local network leaders for the purpose of following up on the implementation of activities agreed to be done so as to enhance good governance practices in the respective villages.

2.2.2.5 Monitoring the Implementation of the Established Village Governance Activities

The FGLs, MJUMITA local network leaders and community members were responsible for monitoring the agreed activities to be done to improve good governance. The performance of

identified activities aimed to improve forest governance was also monitored by using the second round community dashboard monitoring tool. Therefore the local network members, VNRC and VC members were advised to make sure that what they planned as solutions to the identified problems must be implemented before the next dashboard monitoring exercise. Also community members were also reminded to be responsible for ensuring that the proposed governance strategies were implemented at the required time by requesting information from their leaders at the general assembly meetings and demand for implementation.

2.2.2.6 Sharing the First Round Village Governance Report with Stakeholders

Finally, data from web based system were exported to SPSS program and analyzed to get an overall report showing performance of forest governance in MJUMITA villages. The report was then shared with different stakeholders at ward, district and national level, and during the 12th MJUMITA annual forum and General meeting (AGM), in December 2012

2.3 The Second Round Village Dashboard Process

2.3.1 The Second Round Dashboard Data Collection

The second round of village dashboard data collection was completed in October 2013, about 24 months from the time when the first round of the dashboard process was carried out. The aim of this second round was to assist communities to identify the results of their first round strategies; to identify the pending challenges and set their own actions to improve their strategies established during the first round of the process.

Data for this second round process was collected by the same MJUMITA members who collected the first round data, but they were refreshed/re-trained by the zonal FJT project team, on how to undertake the exercise. In the few cases where in some villages the old FGLs were not present at the village at the moment the second round data were collected, they were replaced by new ones who were elected by MJUMITA members at their normal quarterly network meeting. These new FGLs were also trained in the same training meeting when the old ones were refreshed. During this time, data was successfully collected from 327 villages out of the 333 villages in which the second round dashboard questionnaire was administered. Data for six villages could not be included in the analysis because some of them did not return their questionnaires, and others returned them but they were not well filled such that, most information was not well documented, hence they could not provide sufficient data to be included in the analysis.

The analysis for the second round data was done based on the number of villages participated in the dashboard process during that round, against the number of villages which reported to have best practices as indicated on the guidelines of good governance best practices provided to the villages during returning of the first round results.

Description	Northern zone	Eastern zone	Southern zone	Western zone	Southern highlands	Central zone	TOTAL
Villages Participated in the Second Round	81	66	72	20	44	50	333
Villages with data entered in the database	81	64	72	20	44	46	327

Table 2: Number of villages covered in each zone during the Second Round

2.3.2 Sharing of the Second Round Village Dashboard Results

During monitoring of the returning of the first round dashboard results, the FJT project team learnt that, some villages did not conduct village general assembly meetings to share the results and the strategies made in the VC and VNRC meetings, with other community members. It was also learnt that, some of the strategies to overcome governance shortfalls, proposed by village assemblies were not realistic. It was found that some FGLs and village leaders who were assigned to return the results in the villages could not explain the importance of the entire process, hence to such villages; the meetings were conducted for the purpose of just completing the assignment given by the project. Therefore, to work on this challenge, the project had to improve the methods of sharing the second round results as follows.

2.3.2.1 Sharing Second Round Results in the Local Network Meetings

The FJT project team at each zone assisted the community members to prepare a summary village forest governance report for each village that engaged in the second round dashboard process. The reports were presented by the project team and FGLs at each annual local network meeting, in which the Village leaders, Ward Councilors, Ward Executive Officers (WEO) and at least one representative from the district were invited. In some local networks, the Members of Parliament (MP) or his representative was also invited. All these stakeholders were involved in this activity, as a way of building collective responsibility in dealing with forest governance shortfalls at village, district and national level.

The FJT project was also monitoring the results of the first round process, through direct communication with the village leaders and community members over mobile phones. The project team at each zone prepared success stories from different villages which proved to have made quick governance improvements, and share with other villages during the quarterly network meeting. Network members and village leaders were also asked to make

inter-village comparisons for their forest governance status at local network level (which in most cases is also at ward level), to identify the ones which indicated significance improvements in order to inspire those which had made no changes.

In this way, community members supported by district and ward leaders had a direct opportunity to challenge their leaders at the network level. Villages which indicated no improvements were asked to explain why it was so and VNRCs and village leaders who were present at the meeting were required to respond. Communities from different villages had a very good interaction and members from one particular village, could challenge members or village leaders from another village. In most cases there was consensus that, normal village meetings will be conducted and used to solve most of the observed villages' internal forest governance problems. Networks, wards and district leaders agreed to be engaged to monitor the implementation of the agreed strategies.

In some more problematic cases, the project team, ward and district official were requested to participate in the village meetings to facilitate the villages to have more actionable strategies.

2.3.2.2 Sharing the Second Round Results in the Village Meetings

The FGLs, network members and the village leaders who participated in the local network meetings were advised to share the same results in the village council and VNRC meetings and finally in the village general assembly.

The results for both first and second rounds, were combined together, and directly shared in the village councils and VNRC meetings and finally in the village general meetings by FJT and REDD staffs and selected local network leaders from 19 villages participating in REDD project in Lindi and Kilosa districts. In Lindi district, both first and second round results were combined together and integrated with the results on forest condition for each village and shared in the village meetings. In order to create more collective responsibility in the village forest governance process, Ward executive officers, ward councilors and representatives from district authorities were also involved in these meetings.

Success stories from different villages were also shared in these meetings to inspire the villages which had poor forest governance and too little or no improvement in reductions of the rate of deforestations. This approach was found to be more actionable, as each village could compare its forest governance practices and the extent to which they reduced the rates of deforestations for selling carbon credits. During these meetings the project team facilitated the communities to set more precise actions compared to those established during the return of the first round results to improve their forest governance, Communities were encouraged to make follow up on the implementation of the strategies set during this second round during village general assemblies, and network members were advised to do so through their network meetings, and wards through WDC meetings and reports to be shared with the respective district.

2.3.2.3 Sharing the Second Round Results with the Public

Finally the dashboard results were shared to the public through mass media programmes organized by the project team from different zones. Journalists were invited in twelve local networks from different zones where communities and villages leaders were interviewed during the quarterly network meetings, and the stories were aired to the public through local and nation radios, televisions and news papers. Other stories were prepared by MJUMITA members themselves (supported by the FJT zonal staffs) and shared to different stakeholders through Komba newsletter. Other success stories were shared by selected community members and village leaders at MJUMITA annual forum and General meeting (AGM) held in November 2013.

2.3.3 Monitoring the Implementations of the Village Actions Resulted from Second Round Village Dashboard Processes.

The village forest governance improvements that should have resulted from these second round actions can be monitored by making backstopping visits to the normal village meetings by the project team. The visits may assist project team members to facilitate villages to update their forest governance strategies regularly; and implement them accordingly. The field project team in REDD project sites, ward councilors, ward executive officers can be engaged in the monitoring process. Monitoring is also continuously done through the zonal office hotlines. Finally, the villages need to be facilitated to carry out the third round of the dashboard process.

3 RESULTS AND DISCUSSIONS

3.1 The Village General Assemblies (VGA)

The primary mechanism for making decisions and for checking that decisions are implemented in the community is the general meeting where all matters such as finance issues, progress of all village development activities are presented and agreed face to face (Child, 2009). The section 4 of the Local Government Act of 1982 as amended 2002 provides that, community members have the right to receive and discuss issues at general meetings at least four times per year. The village dashboard tool enabled the communities to learn their practices with regard to holding and participating in VGA, and identify reasons as to why they fail to conduct the meetings after three months (in a quarterly basis), and set strategies to overcome the challenges.

During the dashboard data collections, the FGLs had an opportunity to interview village leaders and look for documents of the VGA minutes, for the meetings conducted in the period of previous 12 months from the day of interview, and results for both first and second round are summarized in table 3 below.

Number of Village General Assemblies	First Round	Second Round	Improvements
Villages with no records kept or no meetings	45%	30%	15%
Villages which conducted 1 meeting only	6%	4%	2%
Villages with 2 to 3 meetings	21%	29%	8%
Villages with at least 4 meetings (best practice)	28%	37%	9%
Total	100%	100%	34%

Table 3: Number of Villages general meetings in First and Second round

The results show that, the number of villages which were conducting village general meeting after every 3 months has increased by 9%; from 28% during first round to 37% during the second round of the community dashboard process. Similarly those which conducted 2 to 3 meetings increased from 21 to 29%. On the other hand, the number of villages which had no meeting records and those which reported not to have conducted any meeting throughout the period of 12 months has decreased from 45% during the first round to 30% during the second round of the dashboard process as shown on figure1 below.

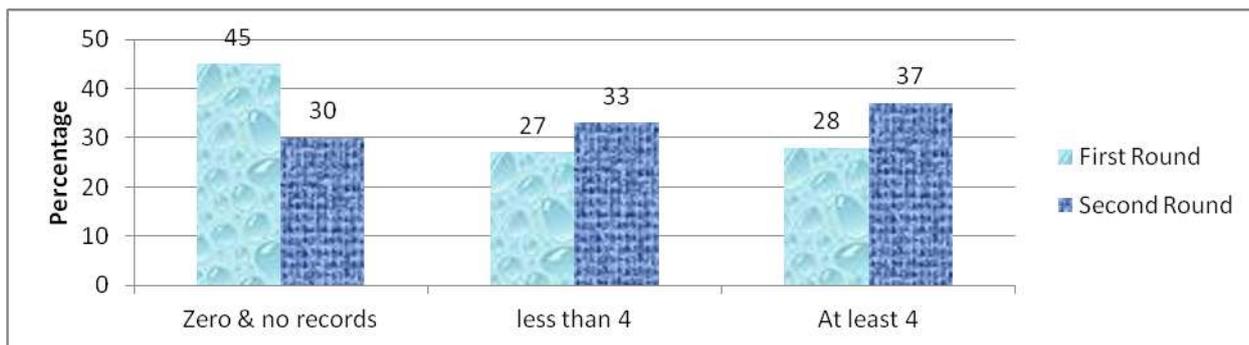


Figure 1: Number of Villages general assembly in First and Second round

On the other hand, the FGLs conducted a discussion with the selected focus group members, asking them on the number of VGA held in the period of previous 12 months and the estimated the number of people who participated in the last meeting. The results show that, during the first round about 90.8% of the villages participated in this activity responded to the question and each village had an average of 2.21 VGAs conducted in the period of 12 months. The results for the second round show that, 92.97% of the villages responded to the question and each village had an average of 2.65 VGAs conducted in the period previous 12 months counted from the date the dashboard data were collected. Data collected during the first round show that, an average of 155 people attended the last meeting held before data collection, where as the second round data show that the number increased to an average of 163 people per village.

Inspite of the reported improvements, generally the second round results have still indicated poor practice in conducting villages general meetings as over 30% of the villages could not show any records of meeting minutes for the VGA conducted throughout the period of 12 months. The reasons for poor practice in conducting VGA as mentioned by the respondents include poor attendance of majority of community members in the meetings and lead to poor quorum hence frequent postponements of the meetings. In most other cases, village leaders were accused of failing to call for VGA, and or poor record keeping when the meetings are held.

During the second round process it was also lent that, some villages did not conduct the village general assembly to return the first round results because the village leaders feared to be held accountable by communities for their long term poor governance practices. This finding suggests that, there is a need for the project team, district and ward officers to work closely with the networks and communities as whole, to make follow ups in the problem villages, including having frequent backstopping visits to the villages during meetings.

The dashboard tool advised the village leaders and communities at large to ensure that 4 or more meetings are held in a year and make sure that majority of community members attends the meetings. Also village authorities were reminded to use local government authority laws which provide the basis for village authority to penalize members who fail to participate at the village general meetings. General assembly meetings provide the opportunity for

community members to share the benefits, make decisions, to support community activities and get information about all the activities of the community including on natural resources management.

3.2 Women Participating at the VGA

A gender balanced participation in annual general meetings is of great importance in ensuring that every community members has the opportunity to participate in making decisions on natural resources management issues. The village dashboard process was designed to facilitate awareness raising processes for the villages to ensure that women participate in the decision making processes, especially in the VGAs

The village dashboard survey shows that the villages with at least 50% of all participants in the last VGA were women, was improved from 42% of villages during the first round to 63.48% of the villages during the second round. The results indicate that there was participation of at least 25% of women in 45% of villages during the first round and 36.52% during the second round, where by 14% of the villages did not respond to that question during the first round data collection.

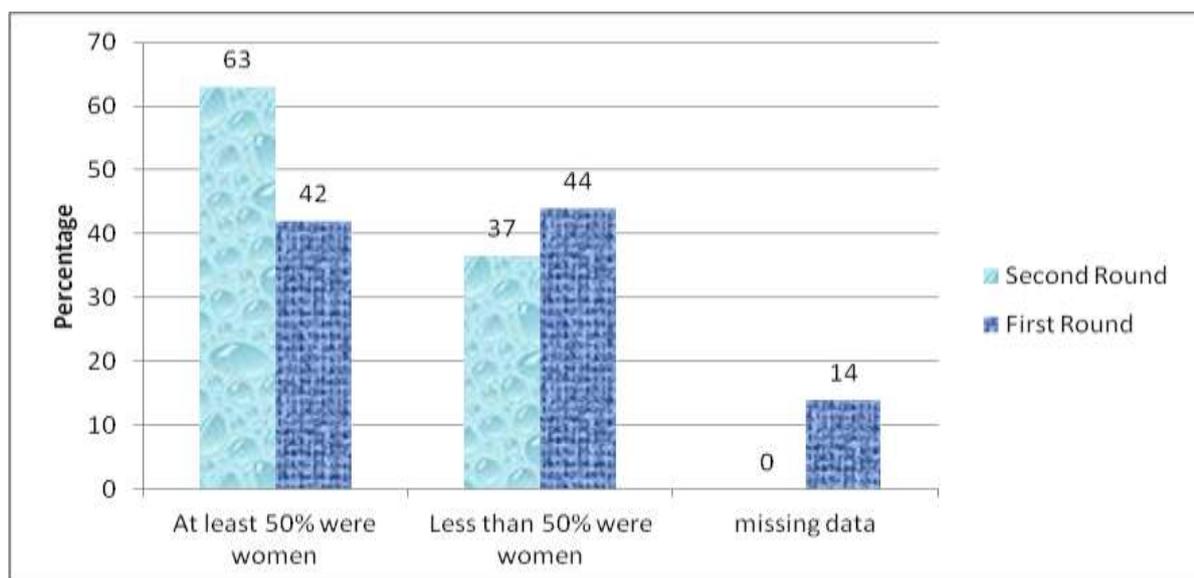


Figure 2: Women participated in Village General Assembly in First and Second round

Generally this study found that in most villages participated in the dashboard process, over 50% of the participants in the VGA are women, but on the other hand they were reported to be more silent when discussing most issues at the general meeting. During the first round process most villages agreed that, village leaders should give special chance to women to contribute their ideas during VGAs During local network meeting conducted to return the second round results, some village leaders and community members reported to have noted some improvements on this, but future village dashboard activities will need put much efforts on this.

3.3 VNRC Meetings Held in a Year

The purpose of any committees that are formed shall be to receive instructions from people, to implement these instructions, and to report back regularly on progress (Child, 2007). For the environment committee to effectively implement what they are expected to do, they are supposed to have regular meetings which will enable them to discuss and plan their work as well as resolving challenges they are facing on managing the forest. The dashboard tool aimed at facilitating the VNRCs and villages as whole, to make sure that, they conduct meeting regular meeting based on their bylaws and FMPs. In each participating village, the VNRCs' leaders were asked to show genuine documents for the minutes of their meeting held in the period of 12 months and the results are summarized on table 4 below.

No of VNRCs Meetings	First Round Results	Second Round Results	Improvements
Records not Found or no meetings held	52.60%	40%	12.60%
Villages with 1 to 4 VNRC meetings	29.40%	30.60%	1.20%
Villages with 5 to 11 VNRC meetings	12.90%	19%	6.10%
Village with 12 or more Meetings	5.10%	10.40%	5.30%
Total	100.00%	100.00%	25%

Table 4: Number of VNRC Meetings in First and Second round

The second round dashboard survey showed that, villages who's VNRCs conducted at least one meeting per month as indicated in their FMPs has increased by 5.3% which is from 5.10% of the villages participated in the first round to 10.4% of them, when the second round data was collected. Villages whose VNRC conducted 1 to 4 and 5 to 11 meetings, increased from 29.4% to 30.6% and 12.90% to 19% respectively, and those which had no records for VNRC meetings or no VNRC meeting throughout the period of 12 months decreased by 12.60%, from 52.60% found during the first round of data collection, as summarized on figure 3 below.

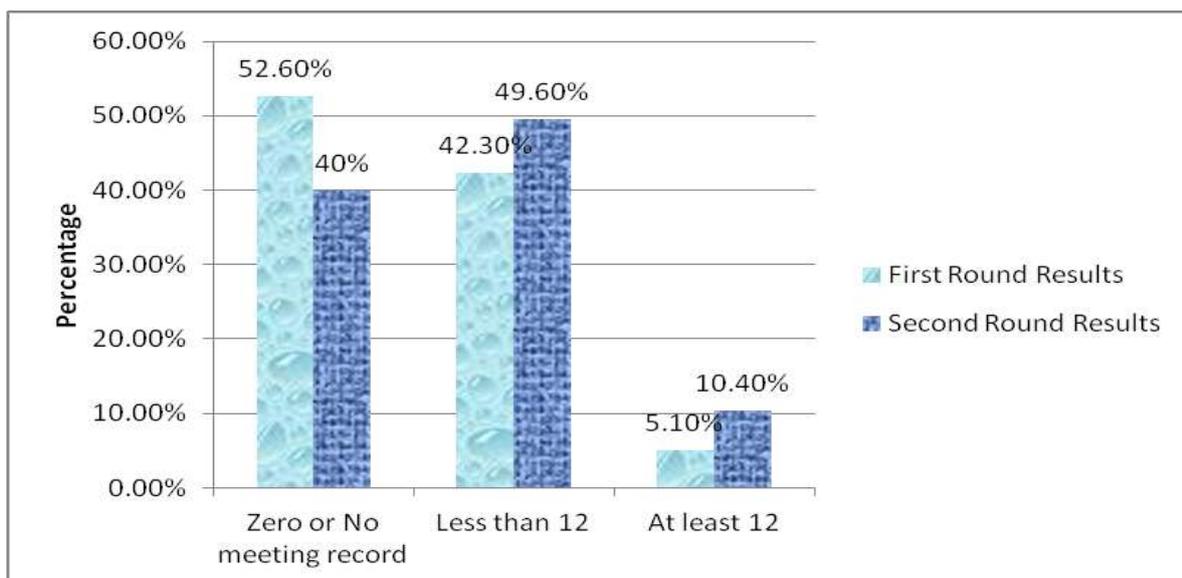


Figure 3: Number of VNRC Meeting held in the First and Second round

Although the second round results have indicated some improvements in conducting VNRCs meetings, much effort is still need as over 40% still could not verify to have any document which show that they conducted any VNRC meeting throughout the year. Unavailability of VNRC records might be contributed by the fact that some of the VNRC members were not meeting at all, others were meeting but were not keeping records regarding their meetings and some of them reported that they had misplaced the records, thus the dashboard process advised and encouraged the villages to make sure that, VNRCs conduct regular meetings and keep records on meeting minutes for their own references. On the other hand the villages were advised to note that holding VNRC meetings only is not sufficient in managing the forest. This should be accompanied by other activities such as patrolling the forest reserve, keeping records, sharing information with community members and enforcing forest by laws by arresting and charging culprit according to the forest bylaws.

Finally these results suggests that, there is a need of PFM facilitators to coach the VNRCs, village leaders and Village Land use Management teams (VLUM) on good record keeping and administrative practices as a way of strengthening the capacity of the local institution in forest management

3.4 Perception of Communities on Illegal Cutting

The surveys aimed at enabling the villages to understand their role in forest protection by participating in preventing illegal forest practices. The dashboard tool started this by looking at the perception of communities on whether illegal cutting in the forest reserve is decreasing or increasing. The results show that, the communities from the southern zone have the least percentage of villages which perceive that illegal cutting is decreasing compared to other zones as summarized on table 5.

The Eastern zone has indicated the highest increase (from 37.29% during first round to 75% during the second round) in number of villages with communities who perceive that illegal cutting has decreased, and the Northern zone had the highest proportion of villages with communities who perceive that illegal cutting was decreasing during both first and second rounds of the dashboard process.

The southern zone had the least proportion of villages which perceive that illegal cutting was decreasing during both first and second rounds. Communities from this zone reported that, there is alarming use of chainsaws and continuous ferrying of logs and charcoal from small harbors across the Indian Ocean, to Zanzibar and Dar es Salaam.

The number of villages from Western Zone which perceived that illegal cutting is decreasing, increased from 4 (44.44%) to 15 (75%) villages. This sharp increase in number of village was because MJUMITA through FJT project engaged more villages in the process, by reviving the weak networks and creating new ones. Some villages from the Central zone had not yet returned their dashboard questionnaire during analysis of the second round data, hence fewer villages were found to have reported that illegal cutting was decreasing during second round than in the first round, hence it was difficult to describe the significance of the increase in their percentage during data analysis.

Zones	No of villages which Perceive illegal cutting has decreased – 1st Round	% of Villages during 1st Round	No of villages which Perceive illegal cutting has decreased – 2nd Round	% of Villages during 2nd Round
Southern	20	27.78%	24	33.33%
Southern Highland	23	53.49%	35	79.55%
Northern	51	72.86%	69	85.19%
Western	4	44.44%	15	75%
Eastern	22	37.29%	48	75%
Central	37	69.58%	32	78.72%

Table 5: First and Second Round Perceived Illegal Cutting across the Zones

Generally, the number of villages which reported that illegal cutting of forest products is decreasing, was found to have increased from 58% during the first round survey to 74% when the second round community dashboard data collection was conducted; whereas villages which perceive that illegal cutting has increased during the period of previous 12 months before that data was collected has decreased from 30% during the first round to 24% during the second round. The results are summarized on the figure 4 below.

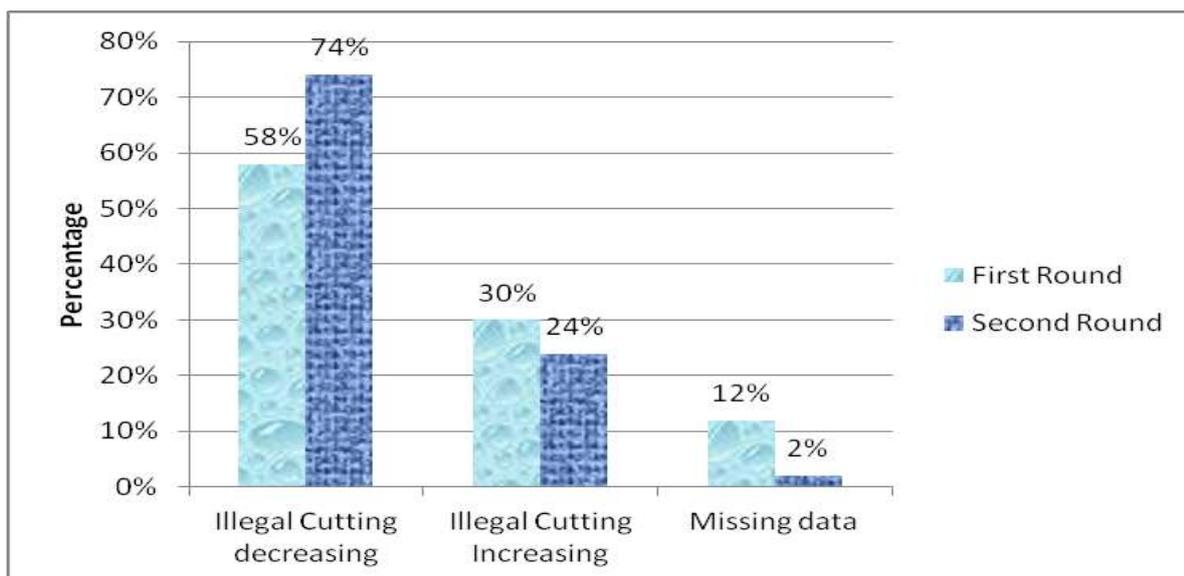


Figure 4: Community perception on Illegal logging

Participants reported that the situation of illegal cutting to most forest reserves has been decreasing since the Tanzania government started to involve community members in managing forest resources. Village authorities particularly those with Community based forest management (CBFM) have a clear mandate to protect their forest and its produce as well as using village forest bylaws to prevent illegal harvesting. The Communities mentioned the following reasons for decreased illegal logging.

Reasons for Decreased Illegal Cutting	% of Villages Mentioned the Reason
Good trees for charcoal and timber finished	7.34%
Improved patrols by VNRC	46.18%
Community Participation in Forest Management	45.57%
Improved rule of law by the Village Council	28.44%
Improved rule of law by the district authority	8.26%
Improved rule of law by the central government	7.95%

Table 6: Reasons for decrease in Illegal cutting in the forests

During the analysis of the first round dashboard data, a chi- square test was used to determine the association of decrease or increase of illegal cutting and awareness of community members on forest rules. The results obtained (χ^2 of 0.005) indicates that there is a significant relationship between perceived decrease or increase of illegal cutting in the forest reserve and awareness of community members on forest rules. This implies that increasing awareness of community members on rules regarding forest use results in a decrease of illegal cutting in the forest reserve, and that the dashboard tool has enhanced the level of community awareness on their role to participate in forest management. Also village government sharing information on natural resources at the village assembly meetings mentioned as another factor that can influence decrease of illegal cutting in the forest reserve. This means that

information sharing improve understanding of the community members on forest governance and change perceptions of those engaging in illegal harvesting.

3.5 The Number of patrol Conducted by VNRC

The community dashboard aimed to facilitate communities to understand how community members are engaging in managing and protecting village forest. The FGLs were asked to look for the number of patrols conducted and recorded by the VNRCs in the period of previous 12 months before the survey was conducted.

Number of Patrols Conducted by the village Patrol team	First Round Results	Second Round Results	Improvements (%)
Villages with no patrol records or no patrols conducted	54%	36%	18%
Villages with 1 to 4 Patrols	11%	17%	6%
Villages with 5 to 11 Patrols	11%	17%	6%
Villages with at least 12 patrols	24%	30%	6%
Total	100%	100%	36%

Table 7: Number of VNRC Meetings in First and Second round

The number of patrols conducted by the village patrol team was grouped into those which had regular patrols based on the FMPs which require at least 1 patrol per month, those with 5 to 11 patrols and those which had 1 to 4 patrols. There were improvements of about 6% from the first round to when the second round survey was conducted as indicated in the table 7 above

On the other hand, the number of villages which had no patrol records and those which were not conducting patrol before the dashboard tool was introduced in the village has decreased by 18%.

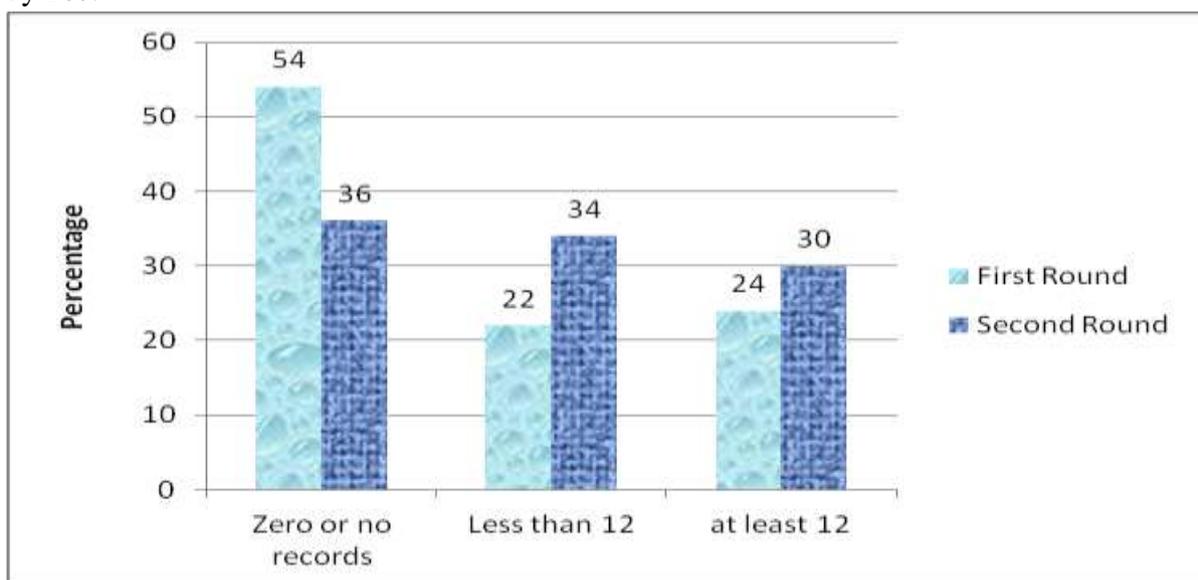


Figure 5: Number of VNRC Meetings in First and Second round

During the first round of the dashboard process, most villages reported that, they were not able to do patrols in their forest reserve because they lack money to buy patrol equipment such as boots, uniform, machetes and paying food allowances to committee members. The issue of food allowances was seriously raised almost by all villages that it is very difficult doing patrol with nothing in the mouth, and sometimes they get injured in the exercise but there is no money to cover treatment cost and this discourages them to continue doing patrol. Inadequate patrol resulted for increase of illegal activities such as charcoal making, unauthorized grazing and increasing number of pit sawing machinery for lumbering which leads for forest destruction.

The dashboard tool process was an opportunity for communities to learn on how to reduce these challenges independently. The tool reminded them on the need to establish a system of zoning some selected areas in forest reserve for sustainable use where community members can harvest forest products legally and sell to earn money which can be used to fund village development projects and to buy patrol equipment and pay food allowances to committee members during patrols. The tool enabled the villages to learn that, committee members need to increase the number of patrols in the forest reserve so that those who are involved in illegal harvesting can be arrested and village forest bylaws should be used to punish offenders. Furthermore it was established that, the committee leaders should make sure that all crimes committed in the forest or unsustainable practices and fine administered should be recorded; kept in the village office and the report shared with community members at the general meetings.

3.6 Availability of the Village Forest Management Plan and Bylaws Documents

The Sections 11 and 30 (a) of the National Forest Act 2002 provides that, management of all forests shall be in accordance to the Forest Management Plans (FMPs), which define the management objectives by which the forest management authorities shall use their best endeavours to achieve the sustainable management of the forest resources over the period for which the plan has been prepared. To ensure that there is sustainable utilization of the village forest resources, Forest act of 2002 section 34 provides that village forest reserve(VLFR) should be managed according to forest management plans. The management plan should describe how the forest is managed, protected and clearly describe the amount of different forest products that can be harvested and from which areas. Therefore effective implementation of approved forest management plan is a criteria for sustainable forest management (CAG 2012).

The village dashboard survey wanted to raise awareness of the villages on the importance of the FMPs, preparing them and having their copies kept at the village office or even by community members at their homes, for them to make regular references. The FGLs were asked to request for the documents of FMPs and by laws from the village leaders for the purpose of understanding if they have a tendency of keeping such documents.

The results from the dashboard process show that, the number of villages with the documents of the forest management plans and baylaws, kept at the village office during interview

increased from 41% when the first round data were collected, to 52.60% when the second round dashboard data were collected.

These results shows that some villages participated in this dashbord process, do not have copies of their forest management plans and bylaws, and the reason mentioned was that the District authority which have the responsibility of assisting villages in preparing FMP do not give priority in allocating adequate budget to support the activity and hence district forest official fail to provide technical support when needed to do so. Thus, the process of establishing the VLFR could not extend to completion of the preparation of FMPs and bylaws, and others were just drafted but villages did not keep their own records. In other cases the villages were well supported to prepare their FMPs up to the final stages, but they did not keep some copies for their own references. This result is supporting the Controller Auditing General (CAG) report on the performance audit on the Ministry of Natural resources and tourism (MNRT) programs and activities from June 2011 to March 2012. The report found out that many of the Tanzanian forests reserves are managed without forest management plans but harvesting of natural resources is still proceeding in these forests reserve with no forest management plan. Based on the interview with the participants, it was realized that even those villages with approved forest management plan were not practicing sustainable forest management plan because they lack technical support from district forest officials.

3.7 Schedule of Reviewing Forest Management Plan

A schedule of reviewing forest management plans is one way of improving good governance in forest management activities because it enables communities to improve their forest management activities based from time to time. The village dashboard tool aimed at informing the villages on the need to have a schedule of reviewing their forest management plan.

The results from the suvery shows that 22% of the villages interviewied has a schedule of reviewing their forest management plan, 33% do not have a schedule of reviewing forest management plan. Analysis of this question was done only to those villages which have forest management plan and data from those villages which do not have management plan which is 44% was treated as missing. The results from this study indicates that majority of villages which have forest management plan were not reviewing their management plan or not sure of the plan, it was reported that majority of community members do not understand the importance of reviewing forest management. Furthermore this study found that even those villages mentioned to have the plan of reviewing the plan were not practical reviewing it. To ensure that sustainable forest management is practically implemented, a plan of reviewing management plan is essential since it provides communities with the opportunities of making changes in all issues that in one way or another seems to hinder the development of the forest reserve.

3.8 Areas Zoned for Sustainable Harvesting of Forest Resources

Forests play a critical role in supporting the livelihoods of people in meeting their daily needs. Sustainable forest management can contribute to economic development by providing income, food security as well as the shelter (Mustalahti et al 2009). Subsection 4 (a) of section 49 of the National Forest Act no 14 2002, provides for restrictions to grant harvesting permits to any person unless the activity in respect of which the permit is applied for is consistent with the FMP applicable to the forest reserve where it is proposed to undertake the said activity. The Guidelines for Sustainable Harvesting and the Trade of Forest Produce of 2007 as it should be read with different government notices such as and the Government Notice No. 351 of 1st October 2013 provides that, any permit issued for harvesting of any forests produce should be governed by the Harvesting Plan for the respective forest reserve.

The dashboard tool wanted to inform communities on the importance of having harvesting zones for producing forest products from their VLFR. The first and second round results across the zones is summarized in table 8.

Zones	No of Villages with HZ 1 st Round	% of villages with HZ in the 1 st Round	No of Villages with HZ 2 nd Round	% of villages with HZ in the 2 nd Round
Southern zone	28	38.89%	36	50%
Southern Highland	12	28.57%	13	30.95%
Northern zone	2	3.13%	3	3.70%
Western zone ¹	6	66.67%	12	60%
Eastern zone	15	24.59%	14	21.88%
Central zone	18	41.46%	17	36.73%

Table 8: Number of villages with sustainable harvesting zones in their VLFRs per National zones

The results show that, there is an increase in the number of villages recorded with areas zoned for sustainable harvesting of forest resources, in four out of six of the zones, from the first to the second rounds of the dashboard data collection. The results indicate that the zones with the most villages with harvesting zones in the VLFR, are the southern (36) and central (17) zones. This is due to the long term support for CBFM and harvesting process by donors in these zones. The Farm Africa and Mpingo Conservation and Development Initiative (MCDI) organizations have been supporting some villages in these zones for over 10 years.

¹ Note that the number of villages in this zone increased due to the expansion of the FJT project to new areas.

The percentage of villages with harvesting zones in their VLFRs from the western zone has decreased despite an increase in the number of villages as shown on table 8, because the FJT project engaged more villages in the dashboard process during the second round (20 villages) than during the first round (9 villages). By the time the second round of monitoring was conducted, more MJUMITA networks had been established and /or revived than were present at the time of the first round. Hence the villages that formed these new networks were engaged in the second round of monitoring. The majority of these additional villages reported that they had no sustainable harvesting zone.

The slight decrease in the percentage and number of the villages with harvesting zones from the eastern and central zones can be explained by the fact that villages which reported having harvesting zones during the first round, had not yet returned their second round dashboard questionnaire during the second round data analysis. A total of 8 villages from central zone and 3 villages from eastern zone (11 villages in total) which participated in the first round were not included in the analysis of the second round data. Out of these 11 villages, 6 of them had not yet returned their questionnaires and the remaining 5 were not included in the analysis for this part because they reported to have no forest management plan in the second round, while they reported to have them during the first round. Thus this case was treated as an error during second round data analysis caused by poor accuracy of the FGLs from those 5 villages. The FGLs from these villages could not be contacted to verify the data.

The Northern zones reported the least villages with harvesting zones because most of the forest reserves in this zone were reported to have been established for nature conservation and protection of sources of water.

Generally, the dashboard tool results indicate that, the number of villages reported to have areas zoned for sustainable harvesting of forest produce, increased from 22% of the villages interviewed during the first round to 27% of them, during the second round of the dashboard process. However, the majority of villages failed to respond to this question during both dashboard rounds because they have no approved FMPs (52% and 48% during first and second rounds respectively).

It is important to note that, even where villages report having a harvesting process in place, most of these villages do not mean sustainable harvesting for commercial purposes. Most villages established harvesting zones for collecting forest products for subsistence purposes only. Results from another dashboard surveys conducted by the FJT project team across 25 districts whereby a total of 100 district forest officials were interviewed show that, very few villages have sustainable harvesting zones, supported by annual harvesting plans (AHPs) as summarized on table 9. The district dashboard was conducted at the same period as the second round village dashboard data were collected.

Zone Name	Region Name	District Name	Names of the VLFRs with Annual Harvesting Plans
Southern	Lindi	Lindi	Mihima VLFR & Nndawa VLFR
		Kilwa	Nainokwe, Nanjilinji, Kikole, Kisangi, Liwiti VLFRs
Central	Manyara	Kiteto	Suledo Community forest reserve (10 Villages)
Northern	Tanga	Muheza	Community Forest Depending on their Management Plans

Table 9: VLFRs with Annual Harvesting Plans

However a sustainable harvesting plan is very important for the communities who depend on natural resources for survival as this enables them to fulfill their needs while preserving the forests for the future (Mustalahti *et al* 2009). The impact of not zoning the area for sustainable use is that, community members will continue clearing all forests outside the protected area, after several years all forest outside protected area will be finished and people will start illegally harvesting products from forest reserve. Therefore it is important to set aside a specific area in the forest reserve which will be used by communities legally for various uses to sustain their livelihood rather than completely preventing the harvesting which might accelerate illegal harvesting.

Forest management plans should clearly stipulate the maximum amount of resources that are allowed to be harvested in a year and also should briefly explain clearly the process of obtaining a legal permit for harvesting forest resources. In this way, the revenue obtained from this reserve can be used to pay committee expenses such as buying patrol equipment such as boots, uniforms and machetes and paying food allowances to committee members.

3.9 Explanation of Forest Bylaws at the General Meetings

The dashboard process also aimed at enhancing the understanding of village forest bylaws by communities, by advising them to establish mechanisms for reading them frequently, especially during the VGA. Participants were asked if forest bylaws have been explained in a village assembly meeting in the period of previous 12 months from the day of interview and Focus Group Discussions.

The results from the dashboard process show that, the number of villages which the forest bylaws were explained in one of their general meetings, during the period of 12 months from the day when the data was collected has increased from 39 percent of the villages during the first round to 50.15% during the second round.

During the first round of dashboard implementation it was reported that the bylaws were explained at the village level when they are first drafted by representatives from the village (VC and VNRC members) and tabled to general meeting for approval.

A non parametric Mann-Whitney U test conducted during analysis of the first round data to determine whether levels of awareness of community members on rules regarding natural resources is correlated with the decrease or increase of illegal cutting in the forest reserves. The analysis showed that there was a statistically significant relationship at $P < 0.05$ between increase or decrease of illegal cutting with awareness of majority of community members on the rules regarding natural resources use. This implies that awareness of forest rules decreases the frequency of illegal harvesting and vice versa. Thus villages' leaders were advised to explain village forest bylaws to its members and communities who know how to read, especially the MJUMITA members were encouraged to visit the village offices to read their bylaws, or produce copies for themselves.

During the second round data collections, when the focus group members were asked on the number of adults in the village aware of the rules regarding forest management, the results shows that some improvements compared to the first round results as shown on table 10 Below

Number of People aware of the forest bylaws	First Round Results	Second Round Results	Improvements
Every adult in the Village	23%	36.08%	13.08%
At least 50% of the adults in the village	21%	20.80%	-0.20%
Less than 50% of the adults in the village	17%	20.49%	3.49%
Only VCs and VNRCs members in the village	34%	19.57%	14.43%
No response	5%	3.06%	1.94%
Total	100%	100%	32.74%

Table 10: Awareness on forest by-laws

The results show that, the number of villages where about 50% of the adult population was reported to be aware of the forest bylaws was reported to have increased by about 13%, from the time when the first round data were collected to when the second round data were collected. Similarly, the number of villages where the bylaws are known only by the members of village council and VNRCs and few adults in the village has decreased by about 14.43% from first to second round time of data collections, hence the dashboard tool facilitated more people to learn and be aware of the village forest rules.

3.10 Penalty Increment on Repetition of Crimes

The community dashboard tool aimed to raise the awareness of communities on the importance of using punishments to forest offenders, as a mechanism to deter the continuation of forest crimes. To do this, the tool reminded the villages to review their bylaws and practices to asses whether the punishments administered to forest offenders increases when the same culprit repeat the same crime.

The results for the first round of the process show that, 38% of the villages participated in the process, reported that their forest bylaws provides legal basis for the penalty to increase when the perpetrator repeats the same crime. About 17% of villages reported that their bylaws are silent on this rule, and 45% of the villages could not report anything because their bylaw are not yet completed. Though some of the bylaws provide a legal basis for charging perpetrators according to the number of crimes committed, in reality most villages are not using the specified laws to charge offenders. Often community members reported that they had sent people doing illegal harvesting in the forest reserve to the village council but most of the time village leaders were accused of taking bribes and releasing the offenders.

The villages were advised to review their bylaws to make sure that, they have sections that provides for increases in penalties when the offender repeats the same crime. Communities were encouraged to demand for culprits to be punished according to their bylaws, and hold the village leaders accountable, once they realized that they are bribed by the culprits. The second round of the dashboard process intended to help communities to assess their progress on this, and improve their strategies. The results for the second round are as summarised on table 11 below

Penalty Increments	First round results	Second Round Results	Improvement
Penalty increase with repetition of crime	38%	39%	1%
Penalty remains the same regardless repetition of crime	17%	10%	7%
No response or documents of bylaws could not found	45%	51%	-6%
Total	100%	100%	2%

Table 11: Penalty increment on repetitions of crime

The results show little improvement by 1% of the villages which review their bylaws to increase penalties to culprits when they repeat the same crime, but those which maintain the same penalty, regardless of the number of crimes the culprit has committed, decreased by 7%, while those which could not respond on this question increased from 45% when the first round data was collected to 51% when the second round data was collected. These results suggest that, more awareness to the villages on the use of penalties to deter forest crimes is needed, and that facilitators of PFM should encourage villages to set punishments that prevent the culprits from continuous repetition of crimes.

3.11 Number of Incidents of Illegal Cutting Punished in Compliance with Forest By-laws

The village dashboard tool has been designed to be used to enable communities to understand their rights and responsibilities in the rule of law, and facilitate them to develop strategies that help to ensure that, the village forest is managed according to the stipulated rules and

regulations in managing the forest resources. The tool is designed to remind community members that, they should abide to the forest by-laws and any act of violation should be punishable accordingly.

The results of the first round shows that 56% of participants did not respond on this question because some of villages do not have forest bylaws or approved bylaws and others did not keep records on the crime committed. Also 27% reported that there was no crime found which resulted to someone being punished for the last 12 months and 11% of the villages administered punishment to most of the crimes found in accordance to forest rules and 6% of villages administered punishment to just few crimes (less than half) committed in according to the rules regarding forest use.

These first round results indicated very poor performance in enforcing village forest bylaws in the villages visited, most of crimes occurred in the area are not punished accordance to village forest bylaws and sometimes no punishment was administered to the culprits at all. It was reported that this situation is often accelerated by some dishonest leaders who were accused of taking bribes instead of bringing offenders to the village council for punishment. Additionally the delay of district forest office to approve some of forest bylaws was mentioned as another problem hindering enforcement of forest bylaws. The absence of approved forest bylaws causes difficulties to VC members to protect and manage forest because most of perpetrators refuse to abide with the drafted rules.

Thus the villages were advised to take initiatives to address these challenges. Sometimes the FJT provided funds to the local networks to take actions on the challenges which appeared to be expensive to the villages, such as travelling to the district and region headquarters to ask for the documents of village bylaws documents, making follow-up on forest crimes in the District Court, or sending their grievances to the top government authorities.

Finally the second round dashboard questionnaire was administered to measure the improvements, and remind the village leaders and communities on the need to take actions to make sure that their forest regulations are well implemented. The results for the second round show some improvement compared to the first round results described above as summarized on table 12 below

Punishments	Second Round Results	No of Crimes
At least 50% of the punishments were administered according to the law	17.73%	132
Less than 50% of the punishments were administered according to the law	5.81%	22
No punishment was administered according to the law	20.18%	-
No response to the question	43.73%	-

Table 12: Use of Forest by-laws in administering punishments on forest crimes

The results have indicated some improvements in the village forest law enforcement process; where by about 17.73% of the villages reported that at least 50% of about 132 reported forest crimes were responded by the village authorities, and punishments were administered to the culprits according to the law. This is equivalent to increase of about 6.73% of the villages as compared to the results of 11% of them found during the first round. Also the number of villages with no punishments administered according to the law has decreased by 6.82% from the 27% found from the first round, while whose which could not respond to the question, mostly because they do not have approved forest bylaws decreased from 56% to 43.73% of the villages during the first and second rounds of the dashboard process respectively

These results suggest for the need for more enforcement promotion strategies within the villages and district which are responsible for supporting the villages to have forest bylaws. The dashboard will keep on emphasizing the need for keeping and using forest management documents including the bylaws and use them to implement forest management activities in the village.

3.12 Mechanism to Comment on Performance of VNRC Members

The village dashboard tool aimed at reminding MJUMITA members and other villagers on their responsibilities in the village forest governance system, that they should be monitoring the performance of the VC and VNRC. This is possible by participating in the VGAs to listen the village forest reports, or reading them on the village notice board. The tool facilitated the community members to set good strategies for monitoring the performance of the village governance, and the results on table 19 show the summary of the first and second round results.

Mechanism	First Round Results	Second Round Results
Communities do not know that responsibility	41%	31.19%
Participate and give their comments at VNRC meetings	5%	14.98%
Participate and give their comments at VGA	44%	59.93%
Visiting Village Offices and Suggestion Box	-	17.43%

Table 13: Mechanisms used to Comment the Performance of VNRC

The results show that, the number of villages with communities who are aware of their responsibilities of monitoring and commenting on the performance of the VNRC and VC, by participating in the village general assembly, have increased from 44% of the villages during first round, to 59.93% during the second round. Also during the second round, communities from about 17.43% of the villages reported to be aware of their responsibility to visit the village office to give their opinion on performance of the village government, or send their comments in the village suggestion box. These results suggest that, there is need for continuous awareness rising for communities to understand their responsibilities of checking the performance of the village governments by making regular visits to the village office, use of suggestion box and participating in the VGAs.

3.13 Right of the Community Members to Replace a VNRC Member

The dashboard tool informed the villages that, it is important for community members to execute their right to participate and/ or call for imergence village general assembly to discuss important matters such as performance of various committee in the village. This is an important safeguard since it enable the community to demand accountability from the committee whenever they found it right to do so, and also hold special election if they consider to replace all or some of committee members who fail to carry out their duties (Child, 2009). The first round results show that it is only 13% of the villages which had a tendency of holding by-elections for filling the VNRCs vacancies; as shown in table 14.

Mechanism	First Round Results
No response/no forest bylaws/FMPs/no mechanism	52%
Bylaw is silent about replacement of VNRC members	7%
Filling of the vacancies wait until the next VNRC elections	22%
Special by election is conducted in a special VGA	13%
Villagers complain to VC and VNRC to replace the VNRC vacancies	6%
Total	100%

Table 14: By-elections to replace VNRCs – First round results

Thses first round results suggested to the villages that the bylaws should stipulate clearly the mandate of communities to call the committee at the village assembly meeting and demand explanation on specific issues, hold them accoutable onse there is s need for doing so, and finally conduct by elections to replace them. Villages were facilitated to establishe strategies that will enable them to meet the same. This intended to help community members to deal with disgruntled or radical members who are disrupting the village forest.

The second round survey was conducted to enable the villages to review their strategies set during the first round, and the results are as summarised on table 15

Mechanism	Second Round Results
No response/no forest bylaws/FMPs/no mechanisms	51.38%
VNRCs propose a candidate to replace the vacancy	4.59%
By elections to fill the Vacancies conducted in the next VA	0.92%
Special by election is conducted through a special VA	27.22%
VC propose candidates to fill the vacancies	15.9%
Total	100%

Table 15: By-elections to replace VNRCs – Second round results

The results shows that, the number of villages which have started to have good practice of holding the VNRCs accountable and hold by elections to replace the vacancies in the VGAs, has increased from 13% of the villages during the first round to 27.22% of them during the second round, as summarized on the figure 6 below.

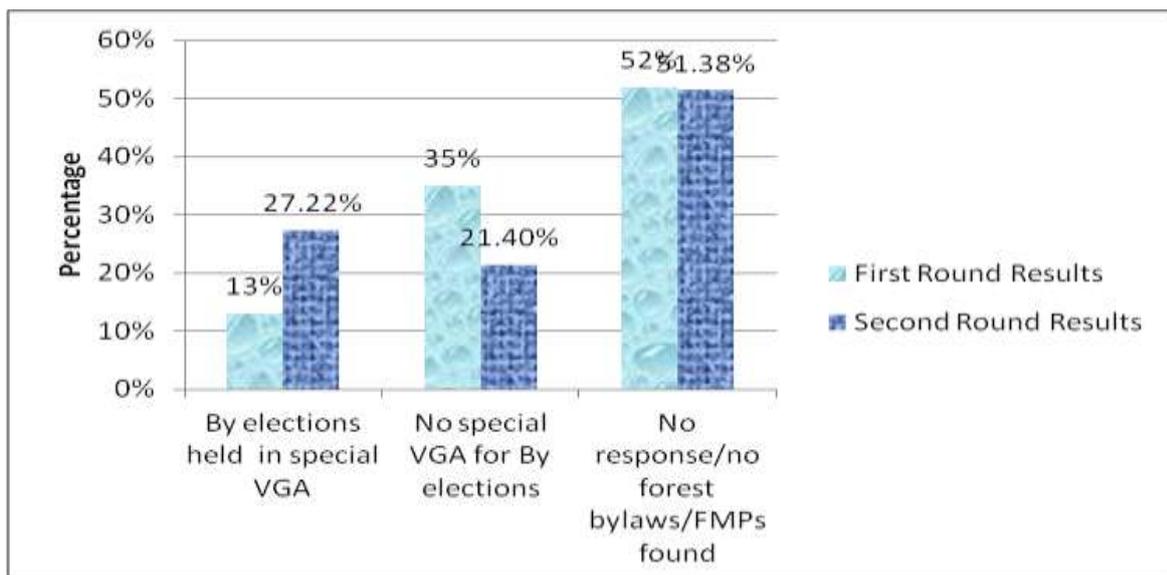


Figure 6: Mechanism of replacing VNRC members

3.14 Distribution of Revenues Collected from the Forests in the Village

According to Mustalahti 2009, one of the cornerstones of effective community forest management is that, communities should get and feel benefits from forest management and protection, and that forest management should contribute significantly to the general improvements in their livelihood. It is also established that, sustainable community forest management should be linked with long term extension services and availability of markets for the forest produce. In this view, there should be well established mechanism for villages to get revenues from the forests. The revenues obtained should be distributed for funding community development and/livelihood project, facilitating forest management activities and funding extension services required for sustainable village forest management. To make this practical, the village dashboard tool informed the communities on good practices for sharing revenues from forests, and facilitated them to sit independently to review their practices and set strategies to make sure that, they have good practice in revenue sharing.

The first round process provided the villages with guideline on best revenue sharing practices which explained that, the distribution should focus much in enabling VNRC to improve their performance in managing the forest resources and other percentage to contribute to village development or livelihood programs. The other percentage should be set aside for enabling the village to seek for continuous extension services from the district authorities or any other authority as need may arise. The distribution plan should be presented to community members and get approval of the village general meetings. Villages were advised to reform their revenue sharing schemes based on this guideline, and then asked to monitor the implementations through the second round dashboard data collection which indicated improvements shown on table 22.

Mechanism of Distributing revenues from Forest in the village	First Round Results	Second Round Results	Improvements
No Response to the question	2.40%	3.67%	-1.27%
100% of revenues goes to VNRC	4%	4.28%	0.28%
100% of revenues goes to VC	11.60%	7.03%	4.57%
Specific percentage of revenues goes to VC and other to VNRC	38.40%	42.51%	4.11%
Specific percentage goes to District, another VC and other VNRC	15.60%	20.80%	5.20%
Specific % of revenues goes to the VC and other to the District	3.60%	2.75%	0.85%
No clear mechanism	23.20%	16.51%	6.69%
100% of revenues goes to the District authorities	0.80%	0.61%	0.19%
100% of revenues goes to central government authorities	0.40%	1.83%	-1.43%
Total	100%	100%	19.17%

Table 16: Distribution of Revenues Collected from the forest resources

The above results show that, VNRCs from about 67.59% of the villages participated in the second round process get funds from the forest resources for funding the forest management activities. This is the increase of 9.59% of the villages if compared to the results of 58% of the villages as found in the first round of the dashboard survey. The results show that, about 4.28% of the villages participated in the second round take all revenues from forest to the VNRCs as compared to the 4% of them found during the first round. Villages narrated that, they decided to give the VNRCs 100% of the revenues because they are getting too little revenue from forests such that it is impossible to spend them for village development or paying for extension services and at the same time keep some funds for VNRCs for forest management. About 42.51% of the villages participated in the second round distribute their forest revenues between the VNRCs (for forest management) and VC (for funding village development projects). This is the improvement of 4.11% of the villages as compared to the first round results. Finally, About 20.80% of the villages indicated more advanced practice that, the revenues from their forests are distributed among the VNRC (for forest management), VC (for funding village development projects) and district authorities (for continues extension services). Again these results indicate that, villages' best governance practices have increased by 5.20% of the villages as compared to the results of the 15.60% observed during the first round. Figure 7 is summarizing the improvements on revenue sharing as reported during the first round vs the second round of village dashboard data collections.

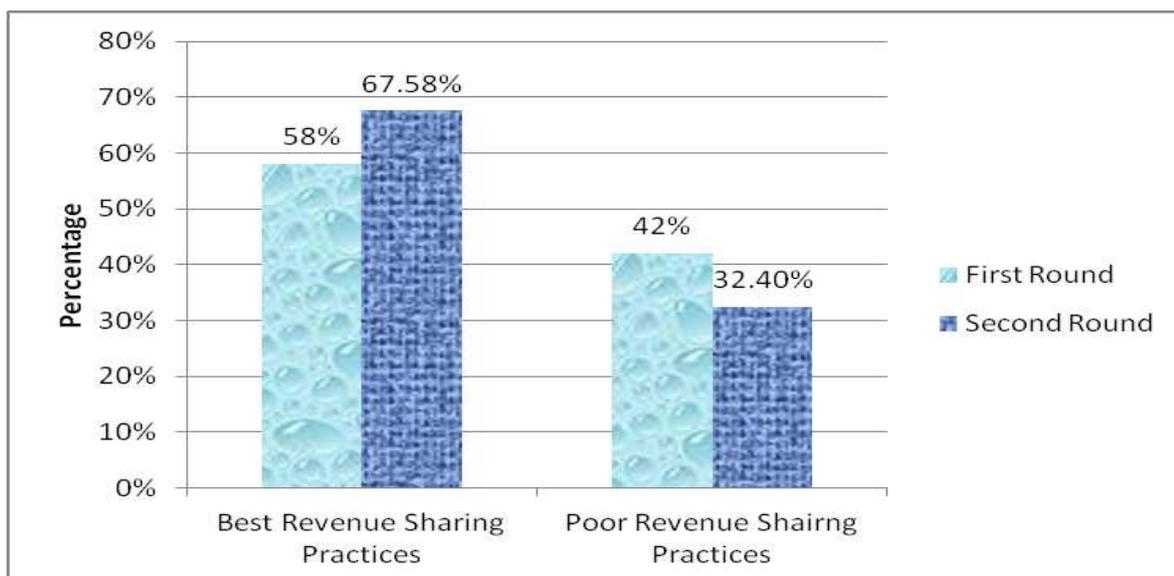


Figure 7: Revenue sharing practices

Finally, the dashboard survey results show that, the majority of villages engaged in PFM are receiving very little revenue from their forest resources since they are only targeting on protection of the forests and exclude activities related to sustainable harvesting or have not yet finalized their FMPs and harvesting plans. Thus, they only depend on fines from arrested wrong doers in the forests, as their source of income which is always too small to meet all forests managing expenses, and at the same time contribute to village development projects and extension services. Therefore the dashboard survey is still calling for the villages to find alternative way of enhancing collections of revenues from forests, including establishment of sustainable harvesting zones in their VLFRs, as already described in this report. It is important for the government authorities and other stakeholders who are facilitating PFM interventions to make sure that, they support the villages until they meet this requirement.

3.15 Keeping Forest Revenues in the Formal Financial System

To ensure that the village financial resources are well managed, they should be kept in a village back account. The village committees should have their specific accounts for keeping their own money. Collection of revenues from the banks should only happen for specific reasons, agreed in formal meetings and justified by genuine meeting minutes. The dashboard tool aimed at reminding the villages on the importance of formalizing their financial management systems, by making sure that, revenues collected from forest resources are kept in the bank in order to avoid any misuse of money, or having expenditures which are not justified.

The villages were advised that, money collected from forest resources should be kept in different accounts depending on distribution of revenues, where by the village should have village account for keeping money for the village development and the VNRC account for keeping money for forest management activities. Also there may be a specific account for keeping money for extension services if the money set aside for that purpose is not kept by

the district or any other authority as the village may decide. The first and second round of the dashboard process was designed to enable the villages to assess themselves against those practices, and set the required strategies to meet them. The results are summarized on table 17 below

Bank Accounts	First Round Results	Second Round Results	Improvements
Villages with bank accounts	70.80%	77.67%	6.87%
Villages with no bank accounts	27.60%	18.96%	8.64%
Villages which deposit forest revenues in the village bank account	28.68%	37.61%	8.93%
Villages which do not deposit forest revenues in the village bank account	69.72%	59.02%	10.70%
Villages with VNRCs deposit their share of revenues in their own bank account	13.60%	12.23%	-1.37%
Villages with VNRCs that do not deposit their share of revenues in their own bank account	84.80%	84.40%	0.40%
Villages which did not respond on the question	1.60%	3.36%	-1.76%

Table 17: Villages with Bank accounts

The results on table 13 show that, about 84% of the villages were not keeping money for forest management in the bank accounts during both first and second rounds of dashboard data collections. The number of villages which have village bank accounts increased by 6.87% as indicated on the table, where as those which the village councils deposit revenues from forest resources in the village bank account increased by 8.93%, from 28.68% results of the first round, to 37.61% during the second round. During this time the dashboard tool did not include questions for assessing the villages which keep money for extension services. Generally, the villages mentioned the following reasons for not keeping money from forest resources in the banks.

- a) The Village or VNRCs have no bank account;
- b) The village is not collecting any revenue from forests
- c) Revenues are too little such that they are directly spent to cover the village/VNRCs running costs
- d) Banks are too far from the village hence, it is too expensive to no to access them from the village,
- e) The village bank account is only special for receiving subsidizes from the district or central government.

3.16 Record Keeping by VNRCs

The village dashboard tool intended to remind villages on the importance of keeping forest management records. The FGLs were asked to look for village documents found during interview with the village leaders to verify if they were keeping documents with regard to forest management and the results are summarized on table 18 below

Record keeping	First Round Results	Second Round Results	Improvements (%)
Villages which keep records	41.00%	57.49%	16.49%
Villages which do keep records	55.00%	38.23%	16.77%
no response	4.00%	4.28%	0.28%
Total	100.00%	100.00%	33.54%

Table 18: Record Keeping by VNRCs

Generally, the results show that, the number of villages which were keeping records increased by 16% of villages from first to second round of data collections, and those which were not keeping records during the first round, decreased almost by the same number.

Despite that improvement, both first and second round results indicate poor practices in record keeping by most villages. Most of the village natural resources committees reported that, they were not keeping records regarding natural resources management because their villages do not have the budget or any mechanism of getting money to buy record keeping materials such as ledger book, pens, papers, rural and so on. Village leaders reported that, most of the time they were using their own money to buy notebooks and pen to keep some of the information which seems to be necessary to them.

However, the problem of keeping records was still revealed in villages that received record keeping materials (Ledger book, receipt book and files) from the East Usambara Forest landscape Restoration (EGFLRP) a partnership project between WWF and TFCG on building capacity for VNRCs on record keeping. When the FGLs were verifying the record keeping documents in the villages participating in that project it was found out that most of records keeping documents were empty, that means nothing recorded on fines obtained from those who broke the laws, how the bylaws were enforced, the amount of forest products sold and the revenue obtained and how was used. Some of the villages filled only few pages of the ledger book.

Generally the findings indicate that there is poor transparency on the information regarding natural resources management as well as use of revenue obtained from natural resources. Since records are not kept it is difficult for community members or other stakeholder to access important information which might have effect on their life.

Therefore the dashboard survey is suggesting that, village government should establish a systematic way of keeping records on revenue collected from fines and fees of forest

products, expenditures and enforcement records and kept at the village office, so that they can be accessed easily when needed by any community member or other forest stakeholder. Facilitators of PFM and district authorities should support the villages to keep records, including providing trainings on record keeping and management to VNRCs and other village leaders. The village dashboard tool should be used to facilitate MJUMITA members and communities entirely, to monitor the village records at the village office, notice board and during VGAs from time to time.

4 FIELD SUCCESS STORIES

Right after returning the dashboard results to the respective villages and sharing the findings with different stakeholders, the FJT team was monitoring the impacts of the dashboard process by making direct communication with the community members and village leaders by using the zonal office hotlines and participating in the quarterly, semi – annual and annual local network meeting to receive feedback from communities and share experience from other villages. The project teams were also participating in other community forums organized by other stakeholders and receive feedback from communities. With this approach, the project team recorded a couple of success stories from different villages and local networks, and share with other villages for the purpose of inspiring each other.

The stories were recorded from June 2012 to February 2014. These success stories provide extra details on what actually happened in the villages after sharing the dashboard results and lead to the achievements described in this report. It is also worth noting that other strategies applied by the FJT project contributed to these successes, including the forest law enforcement promotion whereby communities and village leaders were encouraged and facilitated to work closely with the district authorities and other stakeholders to promote enforcements of the forest law. These success stories are also contributed by other actions implemented by MJUMITA and other stakeholders such as trainings on demonstrative advocacy facilitated by different projects in the villages.

Many stories were recorded and shared with stakeholders, and this report has included some of them in this section for the purpose of sharing the details on what actually happened in the field as a result of village forest governance coaching with the dashboard tool.

4.1 Ibingu Villagers' Action Against Irresponsible Leaders

Ibingu village found in Lumuma ward in Kilosa district is one among 75 villages in the Eastern Zone which was involved in Dashboard governance exercise. The village was involved in both the first and second rounds of village dashboard processes. It was reported that during the returning of first round dashboard the evaluators feared the village leaders and did not perform the exercise effectively, so the project team, ward and district authorities were engaged to facilitate the process of returning the second results at the VC and VNRC meetings and the VGA

During the returning of the second round village dashboard results it was revealed that the WEO and VEO were doing patrols in the VLFR without communicating with the village natural resource committees. In most cases the two leaders were forcing the accused to pay fines but no receipt was being provided. Two people reported to have been accused for cultivating within the village forest, complained during the village meeting that they were forced by the VEO to pay 200,000 Tshs but after payments, they were not given any receipts. Moreover, it was complained that his punishment contravened the Ibingu forest bylaws and that the VNRCs were not aware of that action. However, the VEO maintained that, he is very active in practicing rule of law, thus why some communities were complaining against him.

Communities alleged that the VEO, during the VGA, had encouraged them to terminate 6 VNRCs for his own benefit. It was also reported that the VEO complained to the villagers during one of their previous VGA, that the VNRCs are very irresponsible the reason that made the villagers to remove 6 VNRCs and later on the VEO decided to select 6 new ones to fill the vacancies, without following any procedures as indicated in the forest management plan. Later on the villagers come to realized that the VEO convinced them to remove the VNRCs because the 6 VNRCs were very active such that, they were obstacle to his (the VEO's) bad practice of collecting fines from forest culprits against the bylaws and for his own benefits.

Since the new committee members were not selected by the villagers, the VGA which was discussing the second round dashboard results decided to return the 6 old VNRC members. Finally, the VGA noted that the VNRCs had already existed for 5 years, against to the 3 years stipulated in the forest management plan. Thus, it was agreed that, the village chairperson and the VEO should call for VNRC elections by April, 2014, and that members should be elected from the sub villages and approved in the VGA as it is stated in their FMPs.

In the same meeting it was reported that no village assembly meeting was done for 4 years as indicated in the Local government act of 2002. It was complained that most of the village assembly meetings conducted were aimed to discuss specific issues which were brought by the projects operating within the village like the Climate Change Agriculture and Poverty Alleviations (CCAP) and REDD. This made the village council members not to share information on revenue collected from the VLFR, the reason that made the villagers failed to take actions against the poor performance of VNRCs and Village leaders, ask about how the revenue collected is distributed and it also made them not to review the forest management plans and the bylaws which were said to be outdated.

However it was concluded that after the election of new VNRCs the villagers will make sure that all the village council members who act against the law including the VEO and the village chairperson are reported to the appropriate authorities and they also claimed that if the village chairperson will be found guilty they will remove him from power. It was decided so because in the meeting it was noted that the Village Chairperson was not aware with his roles and responsibilities and in most cases it appeared that he was over-ruled by the VEO.

In the other case, the meeting noted that there was very poor coordination between Village natural resource committees and the village leaders, low level of awareness among the VNRCs and village council members, poor accountability among the village leaders, poor governance among leaders especially when it comes to the elements of participation, communication and rule of laws.

4.2 The Dashboard Tool leads to Approval of Village Forest Bylaws around Great Mahale Ecosystem

VNRC members from 6 villages in Uvinza district which are Igalula, Rukoma, Kalya, Kashagulu, Buhingu and Nkonkwa surrounding Great Mahale Ecosystem (GME) have now

started to conduct frequent patrols in their Village Land Forest Reserves following the approval of village forest bylaws and village forest management plans by District Council level, in September 2013.

The approval of village forest by laws which had been awaited for more than two years, came up after returning of the first round dashboard results to each village which was the opportunity for the community members to learn the importance of having Village forest bylaws and management plan as indicated in the guideline of good governance best practice shared with them together with their village dashboard results.

Village leaders from respective villages and Ward Councilors from Igalula, Buhingu and Kalya organized themselves and met a District Executive Officer (DED) for Uvinza/Kigoma Rural District Council and requested the approval of Village Forest bylaws and Forest Management Plans. The village leaders explained that, absence of bylaws and management plans were contributing to destruction in village forests. District Executive Officer(DED) for Uvinza District Council made a follow up of forest bylaws for all six villages and later were approved at district level and distributed to relevant villages and relevant authorities like police stations, around ward level and in courts.

Villages like Buhingu and Igalula have started patrols in their forests and currently TANAPA rangers are supporting VNRC members in those two villages. Currently VNRC members and some MJUMITA members reported through MJUMITA hotline in western zone that when doing patrols in the VLFR, in collaboration with TANAPA rangers they founded two poachers in Kakongoro forest reserve in Igalula ward. The poachers were with two guns. The Kakongoro forest reserve is located adjacently to Mahale National Park and elephants are normally founded in village forests. The poachers were sent to the police in October 2013, and the case is going on.

Also in other villages community members especially MJUMITA members were happy to get good news of approval of village forest by laws. The VNRC members from these villages are now ready for patrol to secure the important Village Land forest reserves for these villages.

4.3 The Dashboard Tool forms an Opportunity for Communities to Challenge their Leaders.

One MJUMITA network from western zone known as MJUMIKASO consists of two villages which are Songambebe and Karago, conducted their annual network meeting which was held at Karago village in October 2013, where the village leaders from the two villages who were Village Executive Officer and Village Chairman and Ward Councilor (Special seat) also attended.

During this network meeting the main agendas included, sharing of community governance dashboard report, discussing main agendas to be presented in MJUMITA Annual General Meeting (AGM), challenges which community are facing in PFM and sharing of success stories on improvements on forest governances from other villages in the zone.

During sharing Community forest governance report with network members many issues rose up among them being the challenge posed to the Village Chairman for Karago village on why he failed to call for quarterly VGAs, as required by the laws, and also the report of expenditure and revenue collected from natural resources especially forests and fisheries presented General Assembly, presented the figures in Lump sum without indicating the breakdown?

The village chairperson explained that, the VGAs are delayed by Village Executive Officer who is always unavailable in his office at the village. The network members requested their Ward Councilor who attended a meeting to explain this to District Executive Officer. Village Chairman also made an apology to network members that during General Assembly meetings the report for revenue collection and expenditure from natural resources specifically revenue from fisheries and forest will be presented with all details

4.4 MHIMIRU Network Members Demonstrations against Illegal Logging

MHIMIRU network members at Kinyope village in Lindi district, organized a demonstration on Thursday 29th August 2013 against chainsaw activities in their village forest reserve

The move come up following long term, complaints from the communities, that Chainsaw which, was being used to harvest forest resources in the VLFR illegally. Communities were alleging the village leaders to have supported such practice.

According to the VNRC chair person, the chain saw was initially brought in the village by a person who wanted to harvest some timber for building his house and allowed by his committee. It was then requested by the village government to harvest some timber for making village dispensary, and finally it continued to be used for illegal forest practices, whereby some VNRC members and Village leaders were alleged to have given permission for such malpractices.

Moreover, follow ups made by MHIMIRU network established that, the VNRC had not reported to the Village Council and Village general assembly for almost a year. Thus they requested the Village Chairperson to call for an emergency Village general meeting to discuss the weaknesses within the VNRC and the continued illegal logging in the VLFR. These follow-ups by MHIMIRU network came up as part implementations of the strategies established when the dashboard results were returned to the village.

The Village Chairperson claimed that, he can't hold a general assembly at that time because, the Village Executive Officer had already written to the VNRC's secretary, requesting for the committee's quarterly and annual financial and activity reports. Thus at that moment they were looking forwards for the responses from VNRC's secretary.

In order to intervene in that situation, some MHIMIRU network members at Kinyope, infuriated by the on-going poor governance practices within the Village Council and VNRC, and continued forest destruction, organized demonstration on Thursday 29th August 2013 against the chainsaw activities in the village.

The demonstration motto written on big posters was “Chainsaw iondoke kwa maslahi ya jamii” (Let the chainsaw get out of the village for communities’ benefit). The demonstration started at REDD Office at Kinyope by more than 10 but less than 20 members to the Village Office, where the message was received by the VEO.

This was like an insult to village leadership, notably the Village Chairman, who convened an emergency Village Council meeting and agreed to conduct an emergency Village General meeting on 30th August 2013 afternoon.

Interestingly, right after the demonstrations of the network members, another group of villagers organized another demonstration with the motto “Chain saw ibaki kwa manufaa ya Jamii” (Let the chainsaw stay in the village for communities’ benefit), and again the message was received by the VEO at the village office. This group appeared to be stronger than the former, because it had stronger link with village leaders.

The chainsaw supporting group established to the fellow villagers in the general assembly, that, the whole VNRCs were corrupted because they were the ones who allowed the chainsaw in the village, and that they (the VNRCs and network members) were demanding the chain saw to be removed from the village because they had learnt that, many villagers are against it, thus, at that time, “they can no longer benefit from it”.

Thus, the ultimatum was the dissolution of the former VNRC and new individuals were appointed at the very same Village General assembly on 30th August 2013 evening.

Moreover, the reports on demonstrations reached the District Natural Resource Management Office, and triggered the following series of action;

Friday 30th August 2013 the same date when the Kinyope former VNRC was dissolved, the Lindi District Forest Patrol Team arrived at the village and managed to confiscate over 190 timber pieces harvested illegally. These were collected from about 3 houses belonging to some villagers. The pieces were stored in the village Office under the custody of village leaders pending for a truck from Lindi to ferry them to the district office.

Sunday 1st Sept 2013 is when the truck (lorry) from the District was brought to Kinyope to collect the confiscated timber pieces. The attempt to take the materials from the village office was blocked by "a group of villagers" who protested against taking away the stuffs from the village demanding that since they have been collected from the village they must be utilized for village development instead of taking them away to benefit others. The truck went back empty to Lindi.

Wednesday 4th Sept, 2013 the truck returned to Kinyope but this time it was equipped with policemen in their uniforms to provide security against any resisting force from "a group of villagers". Once arrived at the office, the door was still locked and nobody was there to open. They kicked the door and collected the stuff to the truck ready to be moved to Lindi. The

VEO went to the office after the policemen have broken the door and established that, only the 'kitasa' was dismantled.

The village sent complaints to DC about the decision of policemen to break the door of the village office, but no direct response is ever made by him yet. The Village Chairperson is alleged for failure to make close follow up, although the Village Council has already allocated some funds for him to Visit the DC.

During Meeting between new and old VNRCs and Village Council members and representatives from neighboring villages, organized by MJUMITA on 25th November 2013 at Kinyope, it was agreed that;

The old VNRCs should hand over their power (including all official documents and equipments) right on 26th September 2013, in a meeting between the two committees and village council, and the ward councilor as an observer. The report on this should be well prepared by VEO and shared with the district. The ward councilor and division secretary, should make sure that, the chain saw is never working within the division, and report should be shared with the district and the village council should give the new VNRC ToR, and that should produce monthly reports and share with the village council; and finally in the village general assembly.

Following conversations between MJUMITA Zonal office and some Kinyope village leaders and Community members, it is established that, the old VNRC has now handed 2 bicycles, by law and Forest Management Plan and the seal to the to the Village Council and then to the new VNRC. They also handled Tshs 200,000 to the Village Council, out of which the new VNRC is expected to get its 60% share. Finally, the old VNRC is still in debt of 168,300/= Tsh which is said to have been agreed to be paid before 25th December 2013.

5 INTER-RELATION BETWEEN FOREST GOVERNANCE AND OTHER SECTORS

Generally governance is a cross cutting issue. Good forest governance entails good VCs, VNRCs and responsible community members who participate actively in the village decision making process through the VGAs. Having responsible communities is the most important step for having free and fair elections, hence good and accountable VC and even committee members elected through democratic processes. A village with good VC and village committee members has good practice in almost all sectors that affect people's life including health, safe and clean water supply, education, food security, social security, agriculture, communication, infrastructure development, environmental and natural resource management as well as good management of the village revenues.

Thus building good forest governance, means building strong and responsible community that participate actively in village governance and lead to development of all other sectors. Also good forest governance means having forests conserved for the benefit of majority, hence communities get benefits from forest products and forest ecosystem services.

The dashboard tool aimed at strengthening village forest governances by contributing to building stronger and responsible communities and good and accountable community leaders through MJUMITA networks, for the purpose of enhancing good forest management practices for community development.

5.1 The Contribution of Forest Sector to the Development of other Sectors

According national forest policy of 1998 "Forest provides 730,000 person-years of employment". The employment is provided through forest industries, forest plantation, government forest administration and self – employment in forest related activities.

The forestry sector has a very important role to play in Tanzania's economy; where by studies show that, its contribution to the national gross domestic product (GDP) has increased considerably during the past 10 years by about 35 per cent, from 2.6 to 3.4 per cent. The forests cover 37.8 per cent of the total landmass, which is about 33.5 million hectares, the country's forests contain such a high level of biologically diverse resources that Tanzania is one of the richest countries in terms of biodiversity in the world and among the 12 most diverse countries (www.unep.ch/etu/publications/Synth_Tanzania).

Furthermore forest sector has been significantly contributing in other economic sector such as agriculture, employment and education sectors. For example the FJT project team from central zone observed that, Nduamughanga village has reported to has harvested timbers from Mgori village forest reserve in Singida rural district for building classes and teachers houses. In addition to that SULEDO community forest reserve found in Kiteto district of Manyara region have been involving on harvesting of timber from village forest and the fund obtained have been used to support village development projects.

During analysis of district forest management budgets, by the FJT project team, data collected by using the district dashboard tool, from Rufiji district, indicate that, the sector managed to collect a total of **Tsh 3,846,701,590** for the period of five consecutive years (2008/2009 to 2012/2013 financial years). Analysis of these findings show that, each year the forest sector could have contributed an average of up to 55% of the district's revenue from own sources if all the revenue were to be retained in the district. Since the share of forest royalties collected at district level is skewed at about 95% to 5% in favor of the central government authorities, over 95% of that revenue was taken by the central government to fund different development projects (mostly other than forest management projects) countrywide.

Moreover, forest sector has been contributing positively to the agricultural sector through reliable provision of water for irrigation. The conserved forest catchment areas have been supplying quality water to the agriculture areas and hence enhance production. Individual and family livelihood can be improved due to the fact that some areas have been benefited with availability of water for agriculture activities.

So if the government will implement various recommendations offered by this report forest governance will be improved as the FJT project revealed that there is improvement on forest governance sector and the improvements were emphasized that was due to the fact that most of communities have been involved in thorough training on good governance conducted by MJUMITA.

5.2 The Contribution of Good Forest Governance to the Development of other Sectors

According to TRAFFIC report of 2007, revenue lost by central and district governments due to the under-collection of royalties reached up to 96% of the total amount of potential revenue due. It has been estimated that nationwide losses of revenue to the Forestry and Beekeeping Division amounted to USD 58 million annually due to the under-collection of natural forest product royalties in the districts. Some District Council budgets would have increased by four times if potential timber revenues were actually collected. The traffic report 2007 reported that, this annual loss is equivalent to constructing 10,000 secondary school classrooms or supplying 11 million mosquito nets. So forest sector could have contributed significant to the development of education and health sector or any other sector.

The village governance shortfalls raised by the dashboard tool, and the corrective measures established by the village council and VGA, have direct impact on village governance for other sectors in the village. For example first and second round village dashboard results show that, about 45% and 30% of the villages respectively, were not keeping any record with regard to VGA or were not holding such meetings at all. These means communities from these villages were not participating in any decision making process in their respective villages. Communities are not approving village annual budgets and the income and expenditure report for the entire village revenues is never presented and approved by the VGA. The Village Council and its committees spend without budgeting, or seeking approval of the General Assembly for its annual budgets. The income and expenditure reports are

poorly presented or sometimes not presented at all in the Village General Meetings, and even if it is presented and rejected, in most cases business proceeds as usual.

Good forest governance at the village level brings about the best practice of devolution of power from the central and district government to the communities themselves at village level. Communities at village level manage their forests and collect revenues from the process for both village development and sustainability of forest management.

The village forest governance improvements contributed by the village dashboard actions contribute to the general improvement of the village governance, and sustainable development through good forest management and all other sectors. For example, the FJT project team recorded success stories from Nyaminywili and Umwe kati villages in Rufiji district and Kinjumbi village in Kilwa district, where the VGA dissolved the VCs as a result of governance shortfalls indicated by the village dashboard results.

Also in 2012, Muyuyu village in Rufiji district managed to make 50 school desks as a result of community actions against governance shortfalls. Also in June 2013, community members from Umwe Kati village in Rufiji, reported that, their village leaders presented a financial report which indicates collection of about 1.6 million Tshs from forest sector in their village. In Kibutuka village in Liwale district, the VNRCs and community actions resulted from improved patrols, led to confiscation of 694 pieces of timber and 250 of them were sold, and money obtained was used to complete construction of toilet for Kibutuka primary school in February 2014. According to the members of the village council, apart from threatening the health of the students at school, failure to complete construction of the toilets would have led to closure of the school, hence, over 500 students would have lost their right to education.

Therefore, the dashboard tool helps to strengthen the village democracies, by raising awareness of communities on their responsibilities in village governance. The tool provides opportunities for the village leaders to learn their responsibilities and take all necessary actions. Apart from contributing to strengthening the transparency and accountability practices, and creating a sense of collective responsibility among different actors of village governance, the tool facilitates improvements in all aspects of village life including health, education, agriculture and food security, enterprise development and security.

6 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

The Village dashboard governance tool has proved to be very efficient and effective in improving the villages' governance especially when the returning of results process is done effectively. The tool provides open forums for communities to learn good governance best practices by reviewing their practices; identifying challenges; and developing strategies to address the challenges. The process engaged communities in the discussions that enable them to know their responsibilities and roles towards forest management, the responsibilities of village natural resource members and village government. The dashboard tool forms a practical learning process, which enables communities to understand the principles of good governance like transparency, accountability, rule of law, communication and participation and how to act based on these principles especially in village forest management.

The first and second rounds of community dashboard results are summarized in the table 19 below, highlighting some governance activities which show improvements based on analysis done as reported on section 2.3.1. The summary is showing the percentage of villages which proved to have improvements, and the equivalent actual number of villages is as indicated in the brackets.

Na.	Governance Issue	Governance Best Practices	First Round Results	Second Round Results
1	VNRCs Meetings	Most village FMPs provides that VNRCs should hold their meetings at least 12 times per year	In about 5.1% (16) of the villages, VNRCs were conducting 12 meetings per year	In about 10.40% (34) of the Villages, VNRCs were conducting 12 meeting per year
2	VNRCs Patrols	The village FMPs provides that VNRCs should conduct monthly patrols	About 24% (79) of villages VNRC were conducting at least 12 patrols per year	About 30% (98) of villages VNRC were conducting at least 12 patrols per year
3	Areas zoned for sustainable utilization of forest resources	FMP should indicate specific area in the VLFR which will be used by communities for various uses to sustain their livelihood	About 22% (73) of the Village with approved FMP had areas zoned for sustainable utilization of forest resources	About 27% (88) of the Village with approved FMP had areas for sustainable utilization of forest resources

Na.	Governance Issue	Governance Best Practices	First Round Results	Second Round Results
4	Record keeping	VNRCs are responsible for keeping all the records concerned with the management of the forest resources,	About 41% (136) of the VNRCs were keeping records regarding forest resources	About 57.49% (186) of the VNRCs were keeping records regarding forest resources
5	Reasonable information reporting system to communities	Information concerning forest resources should be presented in the VGAs, and posted on the village notice board	About 44% (146) of the Villages with VNRC knows that information is shared during VGAs	About 59.9% (195) of the Villages with VNRC knows that information is shared during VGAs
6	Distribution of revenue collected from forest resources	Income from forest should be shared among VNRCs for forest management, VC for village development, and other funds kept for extension services	About 58% (193) of the villages reported to have guideline for sharing revenues between VNRCs, VCs and districts.	About 67.58% (220) of villages reported to have guideline for sharing revenues between VNRCs, VCs and the districts
7	Village general meetings	The Local government Act 1982 provides that, a village should conduct at least 4 meetings per annum, (in a quarterly basis)	28% (93) of Villages were conducting at least 4 meetings per year. All villages had an average of 2.21 VGAs per year and an average of 155 adults attended the last meeting.	37% (120) of the Villages had four meeting per year. All villages had an average of 2.65 VGAs per year and an average of 163 adults attended the last meeting.
8	Number of women participating in VGAs	The participation of men and women in the village decision making process should be 50% by 50%	In about 42% (139) of the villages, 50% of people attended the last VGA were women	In about 63% (206) of the villages, 50% of people attended the last VGA were women
9	Explanation of forest by-laws in VGA	By-laws should be read and explained in at least one of the VGAs annually	39% (129) of the Villages with forest bylaws explained their bylaws in the VGAs ones per year	50.15% (163) of the Villages with forest bylaws explained their bylaws in the VGAs ones per year

Na.	Governance Issue	Governance Best Practices	First Round Results	Second Round Results
10	Use of forest by-laws in prosecution	Village forest bylaws should be used to administer punishments on all forest crimes	11% (36) of the villages with approved forest by-laws reported that at least 50% of the reported crimes were punished by using the by-laws	17.73% (57) of the villages with approved forest by-laws reported that at least 50% of the reported crimes were punished by using the by-laws
11	Penalty increment for repetition of crimes	The bylaws should provide for increase of penalties when a culprit repeat the crimes, to make sure that punishments helps to deter the violation of the bylaws	The bylaws for 38% (126) of the Villages with forest bylaws provides for increase of the punishments when the culprit has repeated the same crime.	39% (128) of the Villages with forest bylaws provides for increase of the punishments when the culprit has repeated the same crime.
12	Community participation in replacing a VNRC member	By-elections should be conducted in the VGA to fill the VNRC vacancies	About 13% (43) of Village reported to conduct by-elections in a special VGA to fill VNRCs vacancies.	27.22% (89) of Village reported to conduct by-elections in a special VGA to fill VNRCs vacancies.
13	Opportunities for communities to comment on performance of VNRCs	Communities have a right and responsibility of commenting on the performance of VNRCs at VGAs, visiting village offices or using village suggestion box.	44% (146) of the villages reported to comment on performance of VNRCs at the VGA	59.93% (195) of the villages reported to comment on performance of VNRCs at the VGA, and 17.43% (57) use suggestion box or visit the village offices
14	Availability of forest management plan and forest by-laws	The documents of the FMPs and bylaws should be kept in the village office, and be accessible to communities at any time	The FMP and bylaws documents were found in about 41% (172) of the Villages during first round survey	The FMP and bylaws documents were found in about 52.60% (136) of the Villages during first round survey

Table 19: Summary of results of First and Second round

6.2 Recommendations

6.3 There is a need to have stronger Community Forums in Natural Resource Management

The village dashboard results for both first and second rounds have shown the existence of governance shortfalls in the villages' forest management. Generally the weaknesses have been revealed from community members themselves on one side, and the village leaders on the other side. Communities have been accusing the village leaders of failing to call meetings, keep records, share information, and conduct forest management operations like patrols and lack of proper management of the village financial resources. Sometimes the village leaders were accused of failure to participate in the VGAs or even in their own VC or VNRCs meetings. On the other hand the village leaders were accusing community members of failing to participate in the VGAs, which lead to frequent postponement of the meetings because the quorum is not attained. Communities were not aware of their rights and responsibilities of participating in the village governance system by reading the village reports and documents like village forest bylaws, giving suggestion through the village suggestion boxes and attending the VGA.

The local networks provide an independent forum for filling the gap between communities and the village leaders. It is the forum for communities and their leaders, to identify their own weaknesses in participating in the village governance processes, as well as the weaknesses of the village leaders, and come up with solutions for the governance shortfalls in holistic way. It is recommended that the local networks should be well coached on good governance and governance monitoring skills, administration and advocacy. Strong local networks provides good link between the villages and other government authorities like wards, divisions, districts, and different stakeholders.

6.4 Communities engaged in CBFM, need to be coached on the Village Forest Governance Monitoring Tools

The village forest governance monitoring by using the dashboard tool, has proved to facilitate the villages to learn good governance best practices in a very simple language, by identifying their own practices and comparing them with the best practices. The tool has managed to raise awareness of the communities and village leaders, on their responsibilities in village forest management, and to take immediate actions independently, against the governance challenges based on the strategies they set themselves. The dashboard tool provides the local networks with sufficient data and evidences for advocacy against the weaknesses of the village leaders. The tool provides reasons and evidences to higher government authorities notably the districts to act on poor leaders in the villages

Therefore it is worth recommending that, the PFM facilitators and forest management authorities should consider the use of the village dashboard tool, as an important model for establishing good forest governance system in the villages.

6.5 The existing village forest management practices need to be improved

Districts and other government authorities and other PFM facilitators, need to make sure that established VLFRs are completely legalized as a village resource, supported by approved FMPs and bylaws. The VLFRs need to be zoned to establish harvesting zones, with approved sustainable harvesting plans, to enable the villages to harvest forest resources. This is necessary to ensure revenue to the communities to cover the forest management costs as well as contributing to community development. Finally, the villages need to be facilitated to use their own FMPs, bylaws and harvesting plans independently so that the forest can be well protected, and at the same time be used to improve their livelihood. The villages need to set mechanisms for getting extension services and markets for their forest produce, by working closely with the districts and other stakeholders. Communities should own the whole process.

7 Annex 1: The Format of returning dashboard results to communities

No	Question	Answer		Good governance Best practices	Challenges	Strategies to meet best practices	Responsible person/authority
		Year 1	Year 2				
4	How revenue collected from Forest resources were distributed for the period of past 12 months?	C.A certain percentage to the VNRC and others to the Village council.	C.A certain percentage to the VNRC and others to the Village council.	Forest management plan clearly explain how revenue collected from forest resources should be distributed; See 1.8 on the guideline			
27	Is the Forest management plan document available?	B. No	A. Yes	Forest management plan and Forest Bylaws documents should be available in both village and VNRC offices; see 1.16 on the guideline			
28	Availability of area set aside for sustainable harvesting of forest products?	A. No	A. No	Areas for sustainable harvesting of forest products should be set aside; See 1.3 on the guidelines			
31	How community is involved in filling the vacancy post of a VNRC member?	A. VNRC propose members to fill those vacancies.	C. By conducting special election in the next general meeting to fill those vacancies.	Community is involved in filling vacancy of VNRC member in a special general assembly; see 1.13on the guideline			

No	Question	Answer		Good governance Best practices	Challenges	Strategies to meet best practices	Responsible person/authority
		Year 1	Year 2				
33	Are the forest Bylaws available?	B. No	B. No	Forest management plan and Forest Bylaws documents should be available in both village and VNRC offices; see 1.16 on the guideline			
34	Is the punishment provision consider the number of times the culprits has involved in faults?	B. No	A. Yes	Fines and punishment in the first time of fault conduct should be small and should increases as the culprits repeats the faults ; See 1.12 on the guidelines			
38	Number of meeting with minutes conducted by VNRC	0	4	12 meeting or more should be done per annum; See 1.1 on the guidelines			
39	Number of patrols conducted by VNRC and their records being kept	2	7	12 patrols or more should be done per annum; See 1.2 on the guideline			
40	number of village assembly minutes for the past 12 months	1	3	4 minutes of village general assembly should be available in village office each 12 months; See 1.9 on the guideline			

No.	Question	Answer		Good governance Best practices	Challenges	Strategies to meet best practices	Responsible person/authority
		Year 1	Year 2				
42	Is the VNRC keep records?	A. Yes	A. Yes	Various records like patrol, meeting minutes, revenue, expenditure, fees and fine should be recorded; See 1.4 on the guideline			
50/49	Is there a schedule for reviewing forest management plan?	A. Yes	A. Yes	There should be a schedule for reviewing forest management plan at least once per year; See 1.15 on the guideline			
51/50	Is the village forest reserve demarcated?	B. No	A. Yes	Village forest reserve must be clearly demarcated; See 1.17 on the guideline			
54	How many village general assembly conducted for past 12 months?		3	4 minutes of village general assembly should be available in village office each 12 months; See 1.9 on the guideline			
57	What were the Percentages of women attended the last general assembly?	D. More than 25%, but less than 50%	Less than 25%	50% of women or more should attend the general assembly; See 1.10 on the guideline			
58	Forest Bylaws have been ready in village general assembly for the past 12 months?	B. No	B. No	Forest Bylaws should be ready two times or more in village general assembly; See 1.11 on the guideline			

No	Question	Answer		Good governance Best practices	Challenges	Strategies to meet best practices	Responsible person/authority
		Year 1	Year 2				
59	Which percentages of adult in the village are aware of forest Bylaws?	A. Everyone	B. More than half of the villagers	Forest Bylaws should be ready two times or more in village general assembly; See 1.11 on the guideline			
66/64	Punishment provided to the culprits are done in consistence with forest Bylaws?		D. No punishment provided were consistence with forest Bylaws	All crimes regarding forest resources should be punished in consistence to forest Bylaws; See 1.12 on the guideline			
69/67	There is any mechanism of evaluating the performance of VNRC members?	E. By vesting to the Village office	C. By attending and participate fully in village general assembly	By attending and full participate in the village assembly discussions as well as providing suggestions in the village suggestion box; see 1.14 on the guideline			
70/68	How information regarding forest resources are shared with community members?	A. Information are derived/ready on the village general assembly	B. Information are derived/ready on the village general assembly	Information regarding forest resources should be read on the village general assembly as well put in the notes board; See 1.6 on the guideline			

No.	Question	Answer		Good governance Best practices	Challenges	Strategies to meet best practices	Responsible person/authority
		Year 1	Year 2				
73	Is the village government share information regarding forest resources with community members?	B. No	A. Information is derived/ready on the village general assembly.	Information regarding forest resources should be shared with community members through village general assembly; See 1.5 on the guideline			
76	Who are involved in making decision on the expenditure of revenues collected from forest resources?	E. Not clear	A. Decision is made by VNRC B. Village council decides on how to use its share	Decision on expenditure of village revenue collection should be made on the village general assembly; see 1.7 on the guideline			

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