



*Improving Forest Governance –  
Improving Rural Livelihoods*

**FOREST GOVERNANCE LEARNING GROUP – MALAWI**

**WORK PLAN  
AUGUST 2005**

## ***Improving Forest Governance – Improving Rural Livelihoods***

### **1 Background on the Forest Governance Learning Group**

The Forest Governance Learning Group (FGLG) is an alliance of independent agencies that aims to exchange learning and develop ideas on forest governance and to help them work. Several internationally active agencies and a range of connected sub-groups in western and southern Africa constitute the FGLG. The FGLG is coordinated by the International Institute for Environment and Development (IIED) and, in the period February 2005 to January 2009, is financially supported by the European Union and The Netherlands Ministry of Foreign Affairs<sup>1</sup>.

Malawi established an FGLG sub-group in February 2004 with support from IIED. The group is comprised of forest practitioners that focus on exchanging lessons and developing ideas for improving forest governance in the country<sup>2</sup>.

### **2 Problem statement**

The problems and issues described below are drawn from two studies carried out by FGLG-Malawi in its inception phase: *Law enforcement, illegality and the forest depended poor in Malawi* (by Bright Sibale and Gracian Banda, 2004) and, *Bridging the gaps: Opportunities for improved forest livelihoods-oriented governance in Malawi* (by Robert Kafakoma, Magret Roka and Patrick Chimutu, 2004). Other issues arose in meetings and the lessons generated from the Mzuzu University forestry symposium held in August 2004. The problems and opportunities are described in relation to the expected outputs.

#### ***2.1 National policy frameworks – ineffective implementation***

Despite excellent forest policy and legislation frameworks on paper – these frameworks in Malawi have been ineffective. By ineffective we mean that forest policies and legislation have failed to provide a framework for the sustainable wellbeing of Malawi's largely rural population. Instead, through discretionary and only patchy implementation they have criminalized those who have little option but to use forest resource for essential energy, food, and construction purposes.

Malawi's National Forestry Programme (NFP) was developed with considerable engagement of a wide range of stakeholders in the sector – and captures much agreement on the necessary roles of government, communities, civil society, NGOs and the private sector. Use of the NFP in guiding and stimulating broader understanding, agreement and action has been less effective than anticipated however – and there is clearly a need for wider dissemination of existing published information about roles and responsibilities and for reinvigoration of the processes that the NFP kicked off.

Malawi has in place a number of policy and planning frameworks that should enable improved forest governance activities. In addition to the NFP and the National Forestry Policy there is the Malawi Poverty Reduction Strategy Paper, The National Environmental Action Plan (NEAP), The National Environmental Policy (2004), The Population Policy (1994), The Decentralization Policy and the Local Government Act (1998), The National Land Policy (2002), The National Parks and Wildlife Act, The National Water Policy (2004), The National Land Resources Management Policy (2000), Malawi National Strategy for Sustainable Development (2004). There are also International policies and processes supportive of progressive developments, such as the United Nations Framework Convention on Climate Change, United Nations Convention on Biological Diversity and United Nations Convention to Combat Desertification.

Ineffective functioning of the national-level Forest Management Board (FMB) has been another constraint. The FMB was set up by an Act of Parliament in Part 3, Section 15 of the Forest Act 1997. Section 17 of the same Act specifies that the functions of the FMB are to advise the Minister responsible for forest affairs on all matters relating to tree and forest management in Malawi. The FMB failed to function because of a lack of political will within the Forestry Department and Ministry. It was generally felt by many forest staff that the

---

<sup>1</sup> See "Forest governance learning group: enabling practical just and sustainable forest use. Project document. February 2005 to January 2009. IIED, London. Contact: [forestry@iied.org](mailto:forestry@iied.org)

<sup>2</sup> Contact the Convenor of FGLG-Malawi, Wellings Simwela, on: [fes@malawi.net](mailto:fes@malawi.net)

roles of FMB were duplicating the roles of the Forestry Department. Therefore, in order to revamp the activities of the FMB – to help make it the necessary cross-institutional coordinating body it should be - the FGLG will advocate for the review of Part 3 Section 17 of the Forest Act and will aim to support the FMB to perform its revised roles and functions.

Another mechanism which was meant to build capacity of the Department of Forestry, and the sector in general, was the Forest Management and Development Fund. Although this fund was created it did not function as it was meant to. The Fund was being misused in the ministry and therefore was withdrawn by the Treasury. FGLG-Malawi will advocate for transparency and a format for good governance of the fund.

The Department of Forestry has embarked on an encouraging process of institutional reform. However, the reforms are slow in pace and not able to meet up with new developments in the sector – notably the rapid move to decentralize real authority for decision making to the district level. The department does not have enough resources to carry out most of its activities and its capacity to mobilise stakeholders to promote good forest management is currently low because of among other things the limited staff it has in the field. It is therefore clear that a wider alliance of government and non-government organizations need to be mobilised to achieve the NFPs aims – an alliance which the FGLG aspires towards. The findings also showed that District Assembly members give low priority to forestry in District Assembly Development Planning. Yet despite this there are several examples of highly motivated and profitable district level community forestry activities that could be built upon (e.g. in the district of Salima). For this reason, a priority is to establish a district level monitoring and training group that can learn and spread good practice at this level.

Decentralisation processes in Malawi emphasise the need for the forest dependent poor to define their development agenda. Most government ministries have so far devolved their functions to the district assemblies. However, Kafakoma *et al* (2004) revealed that these ministries have not yet devolved financial management responsibilities to the assemblies. Many of them claim that the assemblies do not have adequate financial management capacity to handle huge inflows of money. Yet the study also showed that with serious intervention focused on specific capacities and functions of the local government authorities, their performance would be improved. This would improve governance and service delivery of the local government authority to poor people.

FGLG-Malawi studies also show that forestry activities at grassroots level are not properly coordinated, although there are some examples of good coordination which could be better described, shared and replicated. Some NGOs in the natural resources sector have tended to be selective in their activities - most of them basically promoting tree planting only. There has been much less attention to legitimizing important community forest enterprises such as charcoal production through constructive partnership with the Forestry Department. There is also vital work to be done in incorporating gender and HIV/AIDS issues into forest management planning.

Communities also have to deal with the bureaucratic barriers in the process of seeking and soliciting support for forest management activities. As a result, communities tend to place a low value on economic and environmental roles forests play. If these bureaucratic barriers can be stripped away and replaced with real economic alternatives, community priorities and involvement may take a turn for the better.

## 2.2 *Illegal and corrupt forestry*

The government and the sector in general are not able to fight the illegality perpetrated by both law enforcement agents and community members or forest users. In part this is because it is the government that has imposed unworkable requirements upon communities without identifying simple ways for communities to comply (for example in charcoal production). In addition there is very little accountability among change agents and forest users and it has been difficult to prevent corruption in forestry. Experience on the ground shows that there is a general disregard for the rule of law among forest users. It also does not help matters when the current legislation mostly provides for curative enforcement other than preventive one.

Almost all of the charcoal is increasingly produced illegally, in forest reserves by encroachers, which are most of the time controlled and even protected by the cartels dominating the trade in this natural resource. Major wood fuel users are urban households, the tobacco and tea industries. In general it was observed that law enforcement in this area is a political issue - various political players use their leverage to subvert the law or make it difficult to enforce.

## 2.3 *Forest enterprise initiatives – weak support*

In part because the historic role of the Department of Forestry has been to control entrepreneurial activity and stamp out unsustainable forest use, little thought, and even less support, has been given to enterprise development. But with the growing realization that a healthy department of Forestry requires thriving and legal forest entrepreneurship from which legal revenues can be deducted – this is set to change. As power is transferred to district level through the process of decentralization, a real opportunity exists to invert the current situation. For example, where current Department of Forestry revenues are derived from the confiscation and subsequent sale of ‘illegal’ charcoal – there exist an opportunity to encourage legitimate and taxable charcoal production.

While currently there is very little work to promote small scale forestry enterprises at community level – an opportunity exists to review functioning examples of successful entrepreneurship and learn how they might be replicated. Particular attention will need to be given to the market links and support structures that are necessary to build successful community businesses. Details of the groupings / associations and decision making structures that are used will be important preliminary information to collect.

#### *2.4 Community ownership and access rights – unclear and fragile*

As noted above, there are good examples of community nursery establishment, seedling sales, reforestation and use of timber and non-timber forest products. Government support for such positive activities has been hampered to date by the lack of clarity regarding the distribution of resources to communities (either from central revenues or from redistribution of profits from the sale of confiscated goods). There is no current ‘benefit sharing mechanism’ in place both at district assembly and community level. Once again, examples exist but have not been captured, legitimized and spread by the Department of Forestry. There is also little promotion of community participation in forest governance activities.

At the community level, complex local rules govern the protection and use of forest resources. With the deficit in enforcement capacity within the district forest offices, it is these community rules that serve to protect the forests. Recent legislation allows for these laws to be formally recognized as bye-laws. Yet the process of formulation of bye-laws and their approval is frustratingly slow. Simplifying and speeding up this process – perhaps providing target based incentives for government administrators responsible for it – would seem to be an obvious priority.

The issue of land holding in Malawi is currently under review and this has an effect on tree tenure as well. It has been shown that clarity on land holding affects motivation for investment, protection and use of forest resources on that land. FGLG-Malawi studies also show that, where traditional leadership and practices are strong, cultural practices may be in conflict with national forest laws. For example, people from Ntcheu and Dedza districts like game meat and therefore like hunting wild game. In hunting they may set forest fires, which is against the national forest laws.

Where the traditional leadership and central government institutions are weak, forests in communal areas tend to become open access areas, a situation that leads to a range of illegal activities, especially poaching, illicit logging and conversion of land to other uses. There are no mechanisms to assist forest dependent people to demand services from various institutions at district level and little capacity at grassroots level to embark on forest governance activities.

### **3 Aim of the Forest Governance Learning Group – Malawi**

FGLG-Malawi aims to respond to the above problems. It has made considerable progress in its inception phase to identify the priorities for action and a possible approach or ‘tool’ for ‘heating up’ community forest activities. The second phase of work, described below, will deepen the participation and engagement with governance issues in Malawi, to test in practice some possible solutions, and to capture and spread lessons about what is working well so that good practice can spread.

FGLG-Malawi will contribute to the realization of the national goal of conservation and sustainable management of forest goods and services for improved and equitable livelihoods. Specifically, it has the following objectives:

- To identify, speed-up, and spread learning about workable approaches to good forest governance
- To make measurable progress in improving sustainable local returns to livelihoods from law enforcement, private sector responsibility and enhanced local ownership and access rights; and
- To build long-term capacity to spread these improvements.

FGLG-Malawi has developed this work plan for the activities of the FGLG in the next three years. The international FGLG process and findings from the two studies (Sibale and Banda, 2004; and Kafakoma et al. 2004) have provided major input into this plan. Issues that arose in meetings and the lessons generated from a symposium at Mzuzu University have also contributed to the action plan. The proposed activities that the FGLG will implement in the next four years will be grouped under the four main outputs of the overarching project coordinated at the international level by IIED:

- Output 1: Poverty reduction strategy, national forest programme and decentralisation programme enable improved forest governance
- Output 2: Illegal and corrupt forestry practices that degrade livelihoods are reduced through the adoption and spread of practical approaches to improve forest governance
- Output 3: Forest enterprise initiatives and private sector associations comply with the law and spread practical approaches to improve forest governance
- Output 4: Ownership, access rights, policy and management frameworks are improved to support local control and benefit sharing.

There are few large forest industries in Malawi. The focus, and ultimate beneficiaries, of the project will be local communities including those who are dependent on forests as owners or use forest products and services. The project will also target emerging small-scale forest entrepreneurs – but most of these will be at community level. There is little medium-sized entrepreneurial activity in the Malawi forest sector. The intermediary beneficiaries shall be the alliance of local women, men and youth organisations working in forest resources management as well as NGOs working in the forest sector. It shall also include government agencies and international organisations. The intermediate group shall comprise key change agents and forest advocates as well as those in agriculture and finance ministries. It is these intermediaries who comprise the broadest notion of the FGLG.

#### **4 Project outputs and summary of activities**

To achieve the objectives stated above, a three-year project is proposed to implement activities that will contribute to the four main project outputs:

##### **Output 1: Poverty reduction strategy, national forest programme and decentralisation programme enable improved forest governance.**

The activities to be undertaken under this output will be driven by the identification of ‘entry points’ into current policy processes – i.e. opportunities that exist to make real progress given the current status of the NFP, PRS and decentralization programme. The process of strategic planning on how to make use of these opportunities will be participative – broadening and drawing together members of the FGLG by convening regular meetings to discuss new findings and spread good practice. Beyond minutes of these meetings – that will strive to capture best practice lessons from the field, the FGLG will identify and promote best practice through a series of at least four policy briefing notes covering (i) best practice charcoal production, (ii) best practice bye-law development and approval (iii) best practice benefit sharing mechanisms and (iv) best practice community management plan.

Part of the function of having such an inclusive alliance within the FGLG will be to promote practical approaches and lobby for District Assemblies to have full mandate over forestry activities; An ongoing function of the FGLG will be to identify weaknesses in the forest policy and legislation; analyse forest governance issues and lobby appropriate authorities or institutions for action; sharing lessons and methods and disseminating those to appropriate users.

A challenge within Output 1 will be to ensure that lessons of good practice are delivered within the orientation of departmental staff within the process of institutional reform – building capacity to support entrepreneurship based on the link between forests and livelihoods. Another challenge will be to try to find additional resources to reconvene NFP forums to discuss forest governance issues.

The activities planned are:

1.1 Identify entry points for improving community benefits from forestry, pinpoint areas for review, weak points and strategies to address them in the processes of implementing Malawi's Poverty Reduction Strategy Paper, National Forest Policy, The National Forestry Programme, The National Environmental Action Plan (NEAP), The National Environmental Policy (2004), The Population Policy (1994), The Decentralization Policy and the Local Government Act (1998), The National Land Policy (2002), The National Parks and Wildlife Act, The National Water Policy (2004), The National Land Resources Management Policy (2000), Malawi National Strategy for Sustainable Development (2004 and decentralisation programmes for introducing forest governance improvements

1.2 Continue to develop participation in the Malawi FGLG by promoting awareness of policy frameworks, and tools and tactics to activate those policy frameworks

1.3 Develop and track implementation of a work plan for the FGLG based around a series of regular meetings focused on the opportunities for governance improvements and including lobbying of authorities / parliaments / district authorities

1.4 Produce at least one short policy briefing paper per year on best practice for community forest enterprise and governance in support of it (which must include best practice on (i) charcoal production, (ii) bye-law development and approval (iii) benefit sharing mechanisms and (iv) community management plan. Promote best practice at central and district level

**Output 2: Illegal and corrupt forestry practices that degrade livelihoods are reduced through the adoption and spread of practical approaches to improve forest governance.**

The inception phase of the FGLG made good progress in identifying the main linkages between illegal or corrupt practice and its impact on rural livelihoods. In this second phase of work these findings will be published and distributed widely.

Particular emphasis will be placed on developing simple messages to break the current deadlock surrounding the charcoal situation in which no licences are being granted by the Department of Forestry and all charcoal production is therefore illegal (despite being essential for rural subsistence). Through its alliance of members the FGLG will seek to pilot with the Department of Forestry a sustainable alternative for community charcoal production – testing and developing best practice guidelines listed above under Output 1.

The activities planned are:

2.1 Review identified practical approaches (Sibale and Banda, 2004 and Kafakoma et al. 2004) to address the impacts of links between forestry illegality and poverty in Malawi - with a specific focus on charcoal - lobby for consolidated rule of law in forest activities among forest users

2.3 Commission study [STUDY 1] and lobby for certified wood fuel used in tobacco industry

2.4 Ensure piloting of charcoal licensing and certified tobacco production in at least two areas

2.5 Training for district level forest officers in how to implement best practice guidelines to ensure community benefits from forest enterprise, including charcoal production. Commission work to develop code of ethics for forestry department based on existing work on performance standards (Anton, 2005).

2.6 Independent review of implementation

**Output 3: Forest enterprise initiatives and private sector associations comply with the law and spread practical approaches to improve forest governance.**

From the growing and sale of seedlings to the harvesting of timber and non-timber forest products, there are several important commercial activities occurring in the forest sector at a community level. Within the second phase of the FGLG a study will be commissioned in the second year [STUDY 2] on the extent of Small and Medium Forest Enterprises (SMFEs) and the groups or associations that underpin them. The FGLG will therefore collect and share information on how to promote small-scale forest enterprises; lobbying for scaling up of corporate and private sector involvement in forest enterprises.

Part of the work of the convener and core group of the FGLG will be to interpret the findings from this study and to suggest incentives or voluntary compliance mechanisms by which the Department of Forestry might enhance a new licensing system (e.g. for charcoal)

An additional activity under this output will be to establish standards for responsible procurement of fuel for the industrial sector (especially the tobacco industry from the study commissioned under Output 2), develop thinking on corporate social responsibility incentive schemes, and steer the piloting of such schemes for the tobacco industry.

The activities planned are:

- 3.1 Commission a study [STUDY 2] on the extent of Small and Medium Forest Enterprises (SMFEs) and their associations. Assist the Department of Forestry to develop an efficient and transparent licensing mechanism
- 3.2 Review study and current opinion on enabling environment for SMFEs in forest sector - and develop group learning and proposals on overcoming constraints and optimising opportunities
- 3.3 Prepare guidance for incentive-based and voluntary compliance mechanisms for forest use especially in regard to charcoal production - to link with Department of Forestry's new licensing system (as this is developed)
- 3.4 Develop understanding of CSR notion, identify promising opportunities for forestry related SMEs, and support piloting of schemes
- 3.5 Evaluate possibility to implement and performance of pilot CSR incentive scheme with the Tobacco industry

**Output 4: Ownership, access rights, policy and management frameworks are improved to support local control and benefit sharing.**

A central component of the FGLG under Output 4 will be to review the functions of VNRMCs and develop an equitable benefit sharing mechanisms / tool for Department of Forestry Revenues at District level culminating in a study in the third year [STUDY 3]. An end point of this work will be to produce leaflets to inform forest dependent communities about policy provisions for accessing forest goods and services and advocate and guide the development of forest management plans by communities.

Another important area of activity will be to lobby for scaled up development of bye-laws by communities and the speedy approval of those bye-laws. In addition the FGLG will identify weaknesses that are prevailing between formal and traditional leadership and practices in forest governance and draw out lessons about how best to approach community forestry.

In recognition of the importance of regular insights from best practice in the field the FGLG will establish a monitoring team at district level to ensure implementation and coordination of decentralized forest management - sensitizing DFO staff on decentralized forest management. This team will develop a process of regular monitoring and reporting of district level activities.

The activities planned are:

- 4.1 Review the functions of VNRMCs and develop an equitable benefit sharing mechanisms / tool for Department of Forestry Revenues at District level [STUDY 3]
- 4.2 Produce leaflets to inform forest dependent communities about policy provisions for accessing forest goods and services and advocate and guide the development of forest management plans by communities
- 4.3 Lobby for scaling up of the development of community-defined bye-laws for natural resource use and speedy approval of those bye-laws
- 4.4 Identify strengths and weaknesses between the formal and traditional leadership structures at the community level and draw out lessons about how to approach community level forestry

4.5 Form a monitoring team at district level to ensure implementation and coordination of decentralised forest management - sensitising DFO staff on decentralised forest management. Develop a process of regular monitoring and reporting of district level activities through the newly established monitoring team

## **5 Implementation Arrangements**

FGLG-Malawi will work as an advocacy group linked to the Department of Forestry, which houses the Convener. It is proposed that the FGLG shall establish a secretariat with a rotating coordinator who will link the group with all the institutions involved in the implementation of the forestry related programmes. The FGLG will work with members of the District Assembly, i.e. CBOs, VDCs, VNRMCs and ADCs, through the District Forestry Officers and the district monitoring team to strengthen the links between these local level institutions and the district planning system. As a lobby/advocacy group, it will work with government institutions, civil society, NGOs and international organizations to solicit information and promote best practices and approaches to forest governance. The FGLG shall also be composed of key decision makers and other actors from different forestry related sectors with an influence on forest management and utilization at the community level.

The members of the FGLG-Malawi are:

- ❑ Wellings Simwela: Is the current convener of the FGLG in Malawi. As Head of Forestry Extension Section in the Forestry Department, Wellings brings a wealth of public sector governance experience, and connects the group with government policy machinery.
- ❑ Robert Kafakoma: is the Executive Director of Training Support for Partners and has long years of experience in forest and natural resources governance - he brings to the group the much needed civil society perspective of governance, advocacy and management experience.
- ❑ Stuart Ligomeka is the Director of Local Government Services in the Ministry of Local Government and Rural Development. He coordinates the National Decentralisation Programme in Malawi - and brings in the decentralisation experience and decision making into the FGLG.
- ❑ Bright Sibale is the Executive Director of Centre for Development Management - a local private learning facility. He brings to the group experience in cross-sectoral issues, including livelihoods, gender, HIV/AIDS and how these influences decision making in the forestry sector.
- ❑ Christopher Mwambene: is the current Executive Director of CURE, a local NGO that is an umbrella for all NGOs in the natural resources sector.
- ❑ Tony Finch is a private operator and brings into the group private sector perspectives of forest governance.
- ❑ Alastair Anton is a participatory forest management specialist who has wide ranging international experience. He will connect FGLG with international issues.
- ❑ Other participants will be identified as work progresses.

The FGLG will disseminate results of studies and analyses through a multimedia approach using electronic, print and public debates-with the aim of aligning and influencing policy so that it is pro poor and sustainable.

## **6 Budget**

A budget for the proposed activities is given in an Appendix to this work plan.

## **7 Monitoring and Evaluation**

A participatory monitoring and evaluation approach will be used. FGLG members and actors at different levels will jointly develop and identify indicators which will be used to assess progress in a participatory manner. In addition there will be an external evaluation. One major FGLG meeting per year will supplement smaller quarterly meetings to disseminate study results and share experiences in the forestry sector.

## **8 Sustainability**

Prospects for sustained impact from this work are good. Trained communities and staff will strengthen the process by extending their knowledge and experience to fellow staff and community members on good forest governance. Publications produced in the course of project implementation will act as knowledge storage, and will be design to optimise their spread to different actors in the community after the project life. FGLG-Malawi anticipates generating funding proposals which will focus on further work in installing the lessons, experiences and best practices generated in areas initially beyond the project's geographical scope

## Appendix 2. Logical framework by activity

Outputs and Indicators (of the international forest governance learning group project)	Activities in Malawi (contributing to the international outputs)	Preparatory activity
1.1 Entry points are identified, in the formation and implementation of Poverty Reduction Strategies (PRSs), national forestry programmes (nfps), decentralisation and related programmes, to make forest governance improvements such as tackling illegality, increasing local ownership and access, and enabling sustainable community forest management	Identify entry points for improving community benefits from forestry, pinpoint areas for review , weak points and strategies to address them in the processes of implementing Malawi's Poverty Reduction Strategy Paper, National Forest Policy, The National Forestry Programme, The National Environmental Action Plan (NEAP), The National Environmental Policy (2004), The Population Policy (1994), The Decentralization Policy and the Local Government Act (1998), The National Land Policy (2002), The National Parks and Wildlife Act , The National Water Policy (2004), The National Land Resources Management Policy (2000), Malawi National Strategy for Sustainable Development (2004 and decentralisation programmes for introducing forest governance improvements	Malawi FGLG convenor proposes entry points and group meets to agree
1.2 Forest Governance Learning Group (FGLG) - of key decision makers both inside and outside the forest sector - agrees to implement well targeted change within the above programmes	Continue to develop participation in the Malawi FGLG by promoting awareness of policy frameworks, and tools and tactics to activate those policy frameworks	Convenor liaises with existing and potential new participants
1.3 FGLG work plan defines practical steps to tackle illegal and corrupt forestry, develop responsible forest enterprise and its associations, and improve ownership and access for communities in each of the above programmes	Develop and track implementation of a work plan for the FGLG based around a series of regular meetings focused on the opportunities for governance improvements and including lobbying of authorities / parliaments / district authorities	Convenor initiates and FGLG meetings develop and agree the plan, and keep track of progress with it. One minor meeting per quarter and one major meeting per year for 3 years for about 20 persons. Facilitator to ensure early preparation of programmes, materials and offer guidance to meetings
1.4 Lesson learning, capacity and support for FGLG develops within national and international programmes	Produce at least one short policy briefing paper per year on best practice for community forest enterprise and governance in support of it (which must include best practice on (i) charcoal production, (ii) bye-law development and approval (iii) benefit sharing mechanisms and (iv) community management plan. Promote best practice at central and district level	Present findings, give briefings and hold learning events for particular stakeholders in Malawi (international events covered in separate plan and budget). Commission the production of policy briefing notes about best practice for profitable community forest enterprise and how to support it
2.1 Initial findings from Sub-Saharan Africa, on practical approaches to address the impacts of illegality-poverty links, promoted widely	Review identified practical approaches (Sibale and Banda, 2004 and Kafakoma et al. 2004) to address the impacts of links between forestry illegality and poverty in Malawi - with a specific focus on charcoal - lobby for consolidated rule of law in forest activities among forest users	Review meetings. Print and distribute copies of studies widely
2.2 New assessments in South Asia complement body of knowledge and refine approaches to tackling impacts of illegality-poverty links	None	
2.3 Findings shaped into specific guidance materials and tools to effect change within strategic frameworks (PRSs, nfps, decentralisation and related processes)	Commission study [STUDY 1] and lobby for certified wood fuel used in tobacco industry	Prepare and publish code of ethics and guidance materials on tobacco fuelwood. Commission study
2.4 Key decision makers in the above strategic frameworks support practical changes that directly contribute to in-country implementation of the EC Action Plan for FLEGT	Ensure piloting of charcoal licencing and certified tobacco production in at least two areas	Advocacy meetings and learning events with targeted actors. Get out into the field to test licencing of charcoal

2.5 Training events developed and held to build long term capacity relating to tackling illegality and enhancing livelihoods	Training for district level forest officers in how to implement best practice guidelines to ensure community benefits from forest enterprise, including charcoal production. Commission work to develop code of ethics for forestry department based on existing work on performance standards (Anton, 2005).	Develop training materials, identify target groups and run training sessions. Contract a consultant
2.6 Evaluations of progress carried out	Independent review of implementation	Contract a consultant
3.1 Understanding developed of the main opportunities and constraints for enterprises in legal compliance	Commission as study [STUDY 2] on the extent of Small and Medium Forest Enterprises (SMFEs) and their associations	Carry out and publish study.
	Assist the Department of Forestry to develop an efficient and transparent licensing mechanism	
3.2 Necessary steps to foster greater compliance - through changes in policy, technical support, finance, private sector organisation and action within the labour force - identified and widely accepted	Review study and current opinion on enabling environment for SMFEs in forest sector - and develop group learning and proposals on overcoming constraints and optimising opportunities	Convenor synthesises and group develops. Prepare materials for FGLG discussion
3.3 Practical tools and incentive mechanisms implemented to foster strategic change and greater compliance	Prepare guidance for incentive-based and voluntary compliance mechanisms for forest use especially in regard to charcoal production - to link with Department of Forestry's new licensing system (as this is developed)	Develop and publish guidance materials. Contract a consultant
3.4 Best-practice groups established and supported within enterprise associations to implement solutions for greater compliance	Develop understanding of CSR notion, identify promising opportunities for forestry related SMEs, and support piloting of schemes.	Meetings for leaders in corporate responsibility. Identify other possible sources of funding and key members of industry.
3.5 Private sector reporting and monitoring network successfully piloted to exchange information on progress	Evaluate possibility to implement and performance of pilot CSR incentive scheme with the Tobacco industry	Develop/review criteria and indicators for CSR performance and review progress. Participatory review in second and third years
4.1 Participatory review completed, and reform options identified, on local land tenure and forest resource access and the impact of governance processes	Review the functions of VNRMCs and develop an equitable benefit sharing mechanisms / tool for Department of Forestry Revenues at District level [STUDY 3]	Carry out participatory research in target areas that reflect diversity of ownership and access situations. Commission a study
4.2 Tools and guidance materials delivered to communities and their supporters about how to improve their control over ownership and access rights	Produce leaflets to inform forest dependent communities about policy provisions for accessing forest goods and services and advocate and guide the development of forest management plans by communities	Support guidance development. Train local managers in the use of guidance. Integrate monitoring strategy for compliance in plans and budgets of relevant bodies. Contract out the production of guidance leaflets
4.3 Key decision makers from appropriate sectors governing land and resource ownership and access engaged by FGLG to strengthen the control by local communities in sustainable forest resource management	Lobby for scaling up of the development of community-defined bye-laws for natural resource use and speedy approval of those bye-laws	Use a best practice briefing paper on bye-law production to lobby key decision makers. Develop a flexible approach and quicker recognition for community developed bye-laws
4.4 Lesson-learning and training events held in new governance options for secure local tenure and frameworks to foster community based forest management	Identify strengths and weaknesses between the formal and traditional leadership structures at the community level and draw out lessons about how to approach community level forestry	Capture experience from district level officers about how to improve local community forest use. Compile short report based on field experience
4.5 Process of participatory monitoring of changes in ownership, access and policy frameworks installed amongst active community organisations and local NGOs	Form a monitoring team at district level to ensure implementation and coordination of decentralised forest management - sensitising DFO staff on decentralised forest management. Develop a process of regular monitoring and reporting of district level activities through the newly established monitoring team	Set up a group of enthusiasts to monitor and report back on district level initiatives.

