**Summary**

This 7th Forest Governance Learning Group Update describes activities and their impacts over the last year, and some of the plans ahead.

Over the last year, FGLG’s 10 country teams have intensified their efforts to improve forest governance in Niger, Ghana, Cameroon, Uganda, Malawi, Mozambique, South Africa, Indonesia, India and Vietnam. Some 15 new policy research outputs and tools and some 14 new press, TV and radio advocacy outputs have been produced. Impacts of this work include:

- A surge of claims for control of forests by communities under the Forest Rights Act in India
- New policy to legitimise and support community forestry at district level in Indonesia
- Government strategy, initiatives and tools for small forestry enterprises in South Africa
- Intense debate and a search for constructive solutions for the charcoal trade in Malawi
- Key ‘hooks’ for more locally beneficial forest management in the Voluntary Partnership Agreement on forest governance signed in 2008 between Ghana and the EC

FGLG has solid relationships with some 22 international organisations and has participated in 11 international forums in the last year. A major learning event in Malawi focused on taking stock of impacts achieved and lessons learned, involving all the country teams and other international players.

In the coming year FGLG will be focusing on: sustaining optimum impact with its work to date; cooperating internationally to install findings and develop initiatives that build on successes – such as work on REDD and the Growing Forest Partnerships initiative; recording lessons learned, impacts achieved and tactics found effective; producing films on forest governance and social justice; and conducting an independent evaluation of FGLG to date. In January 2009 we also began work on a new 5-year initiative, Social Justice in Forestry, centred on four themes:

- **Forest rights and small forest enterprise.** Taking opportunities for policy and legal reform for land tenure and resource access rights of forest dependent communities, and strengthening information and capacity for local forest control and small forest enterprise associations
- **Legitimate forest products.** Helping ensure Voluntary Partnership Agreements and other legality assurance efforts foster citizen engagement, put information on resource ownership and use in the public domain, install local rights and contribute to broader governance reform
- **Pro-poor climate change mitigation and adaptation through forestry.** Helping ensure REDD and adaptation forestry strategies, and biofuel developments, are focused on local property rights, institutional capability and good forestry practice
- **Trans-national learning and preparedness.** Conducting learning events and networking, producing analysis and advocacy materials, and developing a forestry investment learning platform between African policy opinion formers and their Chinese and Indian counterparts
1. Forest Governance Learning Group – what it is and how it works

The Forest Governance Learning Group (FGLG) is an informal alliance of in-country teams and international partners, currently active in seven African and three Asian countries, facilitated by the International Institute for Environment and Development (IIED). It aims to connect those marginalised from forest governance to those controlling it, and to push for better decisions. A shared belief motivates the Group: that forestry can contribute more to the eradication of poverty and improve sustainability, but only with good forest governance – the right leadership, institutions, policy decisions and practical systems. Following an inception phase starting in 2003, FGLG has been supported since 2005 by the EC and the Dutch government. Starting in January 2009 a new 5-year phase of work has begun.

In each country there are four interconnected parts to the work:
- Team of ‘governance-connected’ individuals from a mix of agencies with experience and ideas
- Policy work on forest livelihood problems due to people being marginalized from decisions
- Development of practical guidance and tools for making progress
- Creating and taking opportunities to make governance improvements

FGLG country teams are well networked, motivated and targeted in their approach – each has a communication strategy in its work plan, and these are made publicly available on the web. Country teams, backed by IIED and international partners, carry out focused studies, learning and training events, network building, supported uptake of governance tools, and taking direct opportunities for governance reform. Inter-country capacity-building work and engagement with key international policy processes aims to achieve creative transfers of insight from one location to another, and to install findings in international policy.

The main partners involved in FGLG, in addition to IIED, are:
- Regional Community Forestry Training Center for Asia-Pacific (RECOFTC) – backstops the work in Asia and convenes the team in Vietnam
- Civic Response – convenes the team in Ghana
- Forestry South Africa – convenes the team in South Africa
- Justicia Ambiental and Terra Firma – convene the team in Mozambique
- Centre for Development Management – convenes the team in Malawi
- Advocates Coalition for Development and Environment – convenes the team in Uganda
- NESDA-CA and the African Model Forests Network – convene the team in Cameroon
- Indian Institute of Forest Management – convenes the team in India
- Inspirit – convenes the team in Indonesia

By early 2009 FGLG had produced:
- Increasingly effective impact such as: President in Uganda forced to back down from give-away of forest reserves to agribusiness; high-level action on illegal logging and Chinese investment in Mozambique; rights and governance reform installed back on the agenda in Ghana by shaping the Voluntary Partnership Agreement on legal timber with the EC; and governance frameworks more astutely enabling community forestry in Vietnam
- 10 country teams continuing to be active in Ghana, Cameroon, Uganda, Malawi, Mozambique, Niger, South Africa, Indonesia, India and Vietnam – 5 of them leveraging support from other sources for extension of action – and preparations begun for a team to start up in Tanzania
- Major learning events in Ghana, South Africa, Uganda, India and Malawi – the three most recent on social justice in forestry, involving participants from all the country teams and other international players, with lessons learned, specific tactics used and impacts achieved by the country teams recorded
- 81 policy research outputs and tools
- 63 press, TV and radio advocacy outputs
- International collaboration to exchange learning and install findings – with more than 21 international organisations and participation in more than 20 international forums

The website for the FGLG, where news, reports and work plans for the FGLG country teams can be found, is: [www.iied.org/forestry/research/projects/forest.html](http://www.iied.org/forestry/research/projects/forest.html). Films are being made, and an independent evaluation of the work of FGLG is being carried out, in 2009.
2. Progress in participating countries

Progress amongst the teams is summarised in the following sections arranged alphabetically by country.

Cameroon - all the key players now at the table

FGLG-Cameroon (or GREG-Forêts or Groupe de Réflexion d'Etude sur la Gouvernance des Forêts) comprises some 22 individual members from a wide range of institutions who work to make critical links and partnerships where they are lacking. GREG-Forêts is a very well connected group, with ‘all the key players sitting at the same table’, and has good prospects for real impact. The group and its members have found diverse tactics effective in the realisation of its objectives. It works through organisation of experience-sharing seminars, networking and building alliances, and outreach through publications.

In 2008 GREG-Forêts’ study on institutional mapping of forest governance in Cameroon was completed, translated, and published in French and English. The study has struck a chord with a wide range of actors – establishing a common understanding of key determinants and variables of governance and an approach to interrogating them that works well for forest governance issues in Cameroon.

GREG-Forêts organised regular shared learning on effective strategies to promote social justice, specifically through generating information on SFEs. It now plans to conduct a review of the status associations and key governance challenges facing SFEs and of the practical realities of setting up and managing SFE’s and assessing their impacts thus far. GREG-Forêts has also provided the momentum for a forthcoming national forum on forest governance.

In addition to the national forum and work on SFEs, over the next 5 years GREG-Forêts plans to work on the Voluntary Partnership Agreement process between the EC and Cameroon - to ensure that it is based on the recognition of local rights and social justice in forestry and to facilitate sharing ideas between Ghana and Cameroon. GREG-Forêts also plan to work on better understanding and use of climate related opportunities by a range of actors in Cameroon.

“There is no miracle cure for governance problems – governance gaps are neither obvious nor linear – but there are critical links that can be made to fill these gaps.”

Chimere Diaw, FGLG Cameroon.
Ghana – shuttle diplomacy for locally-controlled forestry

Like some other country teams, FGLG-Ghana has evolved considerably since 2004. The tactical shifts that have taken place are described as follows: In 2004 there was significant reliance on the formal democratic processes and faith in the power of accurate information to stimulate change in well-meaning institutions. By 2005, faith in the establishment declined and greater emphasis was put on external leverage on Government of Ghana (GoG) officials and the timber industry, while efforts were made to coordinate FGLG-Ghana tactics in a multi-stakeholder manner. In 2006, less effort was made to coordinate tactics with state and timber industry players because results only seemed to be cosmetic, and there was an increasing emphasis on a ‘core’ of civil society players, with lobbying of GoG officials. By 2007, tactical coordination with GoG and industry was largely abandoned, even in the context of the Voluntary Partnership Agreement (see below) and a focus was put on lobbying, mediation and technical/legal interventions.

The team has worked hard to shape the process which in September 2008 resulted in Ghana being the first country to sign a Voluntary Partnership Agreement with the EC on legal timber and forest governance. Using the team's modest financial resources to help lever contributions from others, significant impact was achieved – team members effectively drove the policy agenda at critical stages of the process. They worked on the legal standard, on critical issues in the informal sector, on assessing potential impacts of policy options within the VPA, and on ensuring that protagonists for locally controlled forestry could voice their frustrations and engage with the process. The team's legal analysis challenged establishment complacency on some key issues and brought the Forestry Commission under pressure from higher authorities.

FGLG participants effectively drove the policy agenda at critical stages. The team's shuttle diplomacy between NGOs, the EC delegation, government agencies and the private sector ensured that these key stakeholders were kept on board, and that key issues were painstakingly resolved. It also turned a bilateral negotiation into multilateral engagement. The result was a VPA, which commits the government to a 3-year participatory sector reform programme, and has significant hope for local forest management rather than a rubber-stamping of existing large-scale concession forestry, which would likely have been the result without this effort. Senior staff in the Forestry Commission are now asking how they can be involved in advocacy and governance work to ensure that sector reform is a reality – such that implementation of the VPA, forthcoming potential REDD initiatives and other developments, are genuine contributors to, not distractions from, better governance of Ghana’s forests.

Over the next five years the team expects to work on pro-poor climate change mitigation and adaptation through forestry – ensuring that stakeholder concerns, especially those of communities, are incorporated in international debates, and that strategies of adaptation and mitigation are focused on good forest governance. Another emphasis will be legitimate forest products – providing a platform needed for wider governance reforms in the context of the VPA, and promoting citizen engagement.
India – getting the bureaucrats to listen to grassroots voices

Governance tactics to liberate locally beneficial and sustainable non-timber forest product (NTFP) enterprises have been the focus for FGLG-India. The team recognises that the scope for substantial policy amendments and changes in the political-legal context of India is limited – and is best addressed through generation of sound evidence, and use of it in one-to-one meetings, workshops and relevant committees constituted by the state/central government. This ‘does not make much noise, but the purpose can be achieved’. Issues surrounding enterprises based on bamboo, tendu leaves, sal seeds, mahua flowers and seeds, and tamarind fruit and seeds have been explored – each of these enterprises being important to the livelihood strategies of large numbers of forest-dependent poor people.

A particular focus was put on enabling NTFP-related rights under the Forest Rights Act, 2006. Over the last year FGLG India has brought into the debate some very effective groups on tribal rights who were not previously involved in forestry – and they have stimulated far-reaching discussion and action. Previously, in Orissa for example, about 90% of the claims to the Forest Rights Act were individual (typically involving about 4 hectares) and only 10% were community claims (larger areas). With FGLG information contributing substantially, the proportion is now about 50:50. The team has attempted to work the political party system – reminding the ruling party of good work they had done eight years ago and the chance they had to be recognised for this if they implemented it (following memos to the Chief Minister along these lines the team have been invited to key meetings); and urging the opposition party to pressure the ruling party.

Impacts of the work are also evident in several other developments. In Madhya Pradesh, the sal seed collection ban has been lifted and development of enterprises to increase local value addition from mahua flowers has been taken up by a major programme. In both Orissa and Madhya Pradesh the bonus paid to sal seed and tendu leaf collectors has increased. These developments followed recommendations laid out in policy briefs from the FGLG team. In addition to the Madhya Pradesh programme it is encouraging to see NTFP enterprise programmes now developing in Andhra Pradesh and Orissa. Central Government is now developing standards of good NTFP collection practices and sustainable harvesting – in part instigated by the FGLG team.

Over the next five years, the team anticipates exploring governance questions in pro-poor climate change. With relatively strong forest-protecting local institutions having developed over the last two decades in India, it is an opportune time to explore how REDD and related approaches might be shaped to be pro-poor. Forest rights and small enterprises are also likely to remain key themes – one need is to help develop community capabilities to monitor forestry sector investments to ensure transparency and accountability.
Indonesia – building a network of change-makers

FGLG in Indonesia consists of a grouping within the Ministry of Forestry, dedicated to learning and initiating change in their work related to forest governance, connected with several key individuals beyond the Ministry of Forestry, and linked with two district-level groups. The national group and district-level groups have separate membership and meeting schedules and exchange learning and collaborate on issues of central-local governance and policy implementation. Those involved now number over a hundred, and are selected on the basis of: having an agenda of change in forestry (for example the desire to see the scaling up of community forestry); leadership skills; wide networks and some access to existing resources. The national team members outside the Ministry help build trust and confidence in this change-makers network and provide skills development and ‘hotline’ support (including through a blog).

The work has had a range of impacts, working in diffuse ways through the wide range of members at local level. For example, the district-level group in Jambi has become a real ‘home’ for a wide range of forest governance actors (local people, local governments, researchers, students and academics and NGO staff). This safe space allows people with less power to raise their voice and more powerful people to listen – it has generated considerable momentum on community logging issues and in stopping conversion of forest into oil palm plantation (even though this means loss of revenue for the district government).

Five learning papers from the FGLG are in final stages of production. Two explain the techniques used by the FGLG at national and local levels, while the other three show how use of these techniques leads to real impacts on forest governance on the ground. For example, a strong magazine piece by an FGLG member, on community logging in Konawe Selatan (Sulawesi Tenggara), excited the interest of the District Governor who has since instituted enabling policy to legitimise and support community logging. The Vice President of Indonesia has visited the site. At national level, in 2008 the Ministry begun establishment of a dedicated Forest Governance Research Division. The Director of the new division is a member of the FGLG and has called upon the national-level group to determine the research agenda of the Division. The Ministry is not threatened by FGLG even though FGLG raises tough questions.

In the next five years, FGLG Indonesia will continue to work at both national and local levels. The main aims are to support sharing of experience on early implementation of REDD projects across the country, linking these into members’ strong knowledge of community forestry and local resource rights. The national group will continue to link with FGLG Muara Bungo (Jambi) and FGLG Sulawesi Tenggara, plus a number of other district-based activists in forestry governance (e.g. the Director of Halemun National Park). FGLG Indonesia is also collaborating very closely with the DFID Multi-Stakeholder Forestry Programme, with a number of shared activities scheduled, starting with a workshop to bring FGLG members from all localities together in April 2009 to share ideas on community forestry and REDD and plan how to link their various field-based work into evidence-based advocacy for the national level.

“In FGLG we are collecting people who have an agenda of institutional change”

Dani Wahyu Munggoro, FGLG Indonesia
Malawi - insulation to grapple with political hot potatoes

For a long time the issue of deforestation in Malawi has been at the core of national debate – but with little resolution. Initial FGLG work on law enforcement, illegality and the forest dependent poor helped identify how best the team could address issues in national policy and legislation frameworks, illegality and forest enterprises initiatives. The team works primarily through policy studies, briefings and debating forums – implemented through negotiated partnerships with the Forestry Department, key NGOs, and several donor-supported programmes. It is now well recognised in all environment coordination meetings and national forest policy debates – and increasingly visible at district level.

A case study by FGLG Malawi proved particularly catalytic. It focused on the Mtanda Hill area in Ntcheu district which had been deforested by refugees from Mozambique. With the refugees now repatriated the Forest Department sought to instigate replanting under through its standard Village Natural Resource Management Committee approach. There was an atmosphere of tension and conflict – it was not clear who owned the trees and they were quickly chopped down. FGLG work influenced local leaders to use a clan-based planting approach in which each clan had the rights to planted trees on their own land. This case opened opportunities to learn how communities function outside the norms dictated by government, and has since become a benchmark for exploring how community groups could be mobilised, strengthened and empowered.

An FGLG team member has said, "FGLG has been useful as an anonymous cloak – as insulation with which people can operate without institutional restriction – to discuss political hot potatoes like the charcoal trade." The team is proud of its study revealing for the first time that the economic value of charcoal to the nation may be about US$41 million per year – making it Malawi’s third biggest industry after tobacco and tea, and perhaps the key source of energy for the country. Yet it is currently all classed as illegal. The debate kicked off by the work has been intense – options for sustainable charcoal production are now being discussed by government, and the FGLG team intends to pursue further work on these. The key may be to build on new co-management agreements to establish a base of sustainable and licensed charcoal production – then to work out procurement strategies by government and environmental NGOs to buy only those sources.

A first ever Forest-Based Enterprise Fair in Malawi, organised by partners of FGLG in 2007, was followed by a study on the status and policy obstacles affecting forest-based small forest-based enterprises. A policy brief was produced and is looking set to significantly influence policy on forest enterprises in the country. FGLG Malawi has also channelled findings from its various studies to help the Forestry Department come up with practical tools and approaches to decentralise itself. Over the next five years the team intends to explore: how the contribution of forestry in GDP and in people’s lives can be a stronger basis for policy; how pro-poor climate change mitigation and adaptation strategies can be developed; and how licensed charcoal produced from sustainable sources can be enabled.

“Necessity knows no law. We know we are destroying an important resource – but our children need to go to school.”
Charcoal producer, Malawi

Forest Governance Learning Group Update

May 2009
Mozambique - music, theatre, cartoons and hard work too

After a period in which it was steered by individuals connected primarily to the Department of Forestry, FGLG-Mozambique is now convened, and largely made up of, participants in Amigos da Floresta. This is an alliance of organizations and citizens working in several sectors from Mozambican civil society, who together share concerns about the current forest situation in the country. Amigos da Floresta was created in 2007 and aims to contribute to sustainable forest management by: fighting illegal logging and other issues threatening forest resources; and promoting policies and strategies that are conducive to reforestation and restoration of damaged ecosystems for sustainable development.

FGLG-supported work on illegal logging in Zambezia province, helped Amigos da Floresta to put pressure on the government. Advocacy campaigns increased public awareness and there were several cases of public complaints resulting in the arrest of forest officials. As a result, there were significant changes including: institutional staff changes, more participatory dialogue, and the recognition of Amigos da Floresta as an important platform for critical review of policies and strategies in the forestry sector – the alliance is now routinely invited to participate in decision-making meetings at government level in the sector.

Following a popular rap song highlighting illegal logging issues, the play Verde Despido ('Naked green') was penned by the Kulaya theatre group of Pro-Environment within the Faculty of Law at the Eduardo Mondlane University. It addresses illegal logging and was performed with acclaim ten times to various school and university audiences. Various cartoons and posters have also been created and used to good effect. During 2009, the team expects to use short videos on the TV stations on specific topics.

Amigos da Floresta has generated some 34 reports on forest issues. Current FGLG-supported work includes a review of the status of forest management in Mozambique as well as a study of the practical application of the law regarding economic benefits to local communities in Niassa Province. The early study on illegal logging and forest management in Zambezia is also being updated – and preliminary data indicates a worsening situation. A diagnostic report of the situation of small and medium forestry enterprises in Mozambique has just been published, and is being followed up by a value chain analysis with specific focus on financial and market issues to identify how business management of small forest enterprises can be improved. Reports to date have provided the basis for many articles in national newspapers (o País, Zambezi, Magazine, Notícias, Vertical, Media Fax, and Expresso Matinal) and interviews on radio (Radio Mozambique, Radio Cidade, Radio Indico, BBC and Deutsche Welle).

“We are pretty sure that the dismissal of the head of the Forestry Department and other key figures allegedly involved in malpractice was the result of information developed by FGLG and Amigos de Floresta.”

Anon, FGLG Mozambique
Niger - capacity to ensure better local governance of dryland forests

GAGREF, the Groupe d’Apprentissage sur la Gouvernance des Ressources Forestières, convened by the Cellule de Recherche Action Concertée en Gestion des Ressources Naturelles (CRAC-GRN), is Niger’s FGLG. Comprised of twelve members from ten government institutions and civil society organisations, it is Niger’s first example of a government-civil society initiative in which forest governance, including such delicate issues as corruption, have been examined and discussed in an informed and candid manner.

Niger’s institutions and laws for natural resource management are in fairly good shape ensuring, at least on paper, sound management and broadly equitable outcomes. The absence of major timber reserves and the government’s political commitment to devolved natural resource management through decentralisation are critical in this respect. The challenge is translating policy provisions into actions that respect the letter and spirit of the laws. GAGREF has thus pursued commissioned research and group discussions on a range of topics with practical implications, including corruption in the forest sector, and how best to implement the country’s domestic energy strategy and its rural development strategy.

The research and thematic debates built the capacity of a core group of GAGREF members to apply their improved knowledge in a number of strategic training events in the Zinder region -seeking to reconcile competing interests between local actors over access to and management of forest-based resources. One such training involved government forest guards and elected local government councillors to clarify their changed roles and need better to collaborate with respect to good forest governance under decentralisation. This had had a direct impact on reducing illegal fines and improving local people’s access to forest resources. Another training improved regional government’s understanding of the key provisions within local government and new forest legislation with respect to decentralised forest management. Team members also facilitated improved understanding and collaboration between magistrates and forest guards over the implementation of forest legislation.

Brokering strategic alliances across government and civil society at the national level has been another key activity for GAGREF members. In 2008, for example, they successfully brought together the Syndicate of Magistrates, the Union of Water and Forest Workers, the Association of Municipalities of Niger and the National Federation of Pastoral Association to discuss the practical implications of the forest law for pastoral communities within the context of decentralisation. This clarified the nature of the legal provisions and the role and responsibilities of the different actors. Earlier, GAGREF had tried to establish a Parliamentary standing committee on environmental issues. Although the initiative failed, individual MPs now have an improved understanding of the need to mainstream environmental issues within all policies and there is hope such a committee might yet be established with the new government after the 2009 elections.
South Africa – building the launch pad for small forest enterprise to take off

FGLG South Africa has provided a platform to discuss forest governance issues in an open and honest way, and with an emphasis on finding practical solutions. It has set its focus on making progress with governance issues faced by small and medium forest enterprises. Such enterprises in South Africa are estimated to generate about US$32 million of rural communities’ income and assets. It is also estimated that land reform processes will add about 55% of the current forestry (largely plantation) area to the asset base for small and medium forest enterprises. Furthermore, a new Forest Charter for ‘broad-based black economic empowerment’ is expected to work as an industry transformation framework that will enhance the wellbeing of small and medium forest enterprises.

Through events, briefings, tools and regular meetings with key players, the team has provided considerable leadership in this sector. It contributed to the development of the Forest Charter itself and was an effective catalyst for a number of initiatives and partnerships including the government’s strategy on small forest enterprises, a toolkit for small timber growers, a business information booklet for small forest enterprises, and a substantial new forest sector initiative in Kwazulu Natal. It also developed strategic focus areas for government in 2008 for the small forest enterprise sector – these are the key planning and performance measures for government departments. Briefing documents produced by the team, particularly those focused on finance issues, have informed a useful new partnership between government’s industrial development and forestry departments.

FGLG South Africa works at the national/provincial level, particularly bringing together representatives from different government departments (especially Land Affairs and Trade & Industry) and the private sector (associations of medium-scale and small-scale operators) in practical ways that often lead to

“The opportunities under South Africa’s land reform for new lease and management models are huge uncharted, exciting territory”

Steven Ngubane, FGLG South Africa
Uganda - an astute mix of research, organisation, court cases and media work

‘Information is power’ as the old adage goes. For fear of public scrutiny and accountability, public information is not always available, not even through channels legally established to provide the information. Information reaching newspapers is often shallow and may only be half of the truth. The flipside of the same coin is the use of information in political processes – those that do not subscribe to the values of the incumbent government are often isolated and persecuted. This has helped to keep many organizations docile in holding government to account. It thus makes sense to build networks and coalitions – by collectively demanding political accountability and good governance it is not easy for a particular organization to be isolated. It is for this reason that FGLG in Uganda has become the ‘governance limb’ of the Uganda Forests Working Group, which is a broad association of forest sector stakeholders numbering over 500 organizations and individuals.

The composition of FGLG Uganda helps in addressing this information gap. Amongst its currently sixteen members are those with high-ranking positions in government and members of parliament who often provide information on important decisions to be made. In addition, FGLG has created a host of friends and sympathizers within cabinet, boards of trustees and parliament. Two of its members write for the New Vision and Monitor newspapers. Convened by Advocates Coalition for Development and Environment (ACODE), the group sits quarterly and when

Following an earlier rebuff from the public, central government renewed its efforts to degazette large parts of Mabira forest reserve and hand them over to sugar production. FGLG Uganda entered the fray again - spreading research information to the public, organising meetings to plan action with civil society, and being active in radio talk shows and newspaper supplements. Reacting to this pressure, government has shelved the plans, at least for the time being. This experience also highlights the importance of FGLG’s international learning events: In late 2006 the multi-team learning event was held in Uganda and through side-meetings and media work raised the profile of in-country issues. International participants expressed concerns about resignations from the forest authority and the proposed reserve excisions – and these were published on front pages of Uganda’s leading newspapers. This in turn helped FGLG-Uganda draw the attention of the BBC, Voice of America and others. Peer review of FGLG-Uganda’s work plans at the learning event also helped the team hone its multi-pronged advocacy approach.

A constitutional petition on the degazettement of Mabira forest was filed in 2007. This petition among other things seeks a constitutional court pronouncement on the legality of forest degazettement. Further legal action is focused on a high court suit to protect Bugala Island forest reserves. Filed in 2008 against BIDCO(U) Ltd, producers of palm oil, this case seeks an injunction restraining the defendant from interfering with the Bugala islands forest reserves. FGLG works to keep these cases moving and to deal with issues as they arise – the court process is slow.

With its targeted research work FGLG-Uganda has also had impact in other policy development processes. With an environment and natural resources sector paper FGLG has directly raised the profile of this sector in the National Development Plan. Land policy has been another focus. Early drafts of a new national land policy vested environmental resources like forests, wetlands and parks in the government. Through FGLG work, this position has been reversed and current drafts support the existing policy position that vests natural resources in the people, with government as a trustee (the ‘public trust doctrine’).
Vietnam - shaping well-grounded governance for community forestry

With community forestry given legal recognition in 2004 in Vietnam, the FGLG team has been engaging with the practical governance questions in trying to make community forestry work – and in particular learning from traditional forms of community forest management. The programme has been intensive: some 16 visits to 25 villages have been made over the last year, in two project provinces (Dak Lak and Bac Kan) and four neighbouring provinces (Quang Nam, Quang Tri, Dak Nong and Gia Lai). Among these, there were exchange visits between FGLG teams set up in Thua Thien Hue and Dak Lak provinces. A village-based farmers’ learning group was also set up in Thua Thien Hue province. A village-based learning group was also set up in Thua Thien Hue province. A village-based farmers’ learning group was also set up in Thuong Quang commune in Thua Thien Hue province and the FGLG provincial team provided technical support in developing its approach to forest management. And the Dak Lak provincial team have been working on prospects for community timber certification, stimulated by the possibility that an Asian Development Bank funded project may follow up its findings.

Lesson learning and exchange is the focus of much of this work – and it is also geared to develop and refine grounded recommendations for future community forest management and poverty alleviation policies. A national workshop advanced this cause in November 2008, with participation of over 40 people from Dak Lak, Hanoi, Thua Thien Hue, and Bac Kan, and from other national organizations, including the national community forest management pilot programme.

FGLG-Vietnam’s work is being noticed. For example, having learned from the community forest management experiences of the FGLG team, the rural development director in Bac Kan province asked a district vice chairman to accept proposals for community forest management in Na Ri district – which are likely to prove catalytic in the province. Nationally, the Community Forest Management Pilot Programme has asked FGLG-Vietnam to contribute to the community forest management handbook now in preparation. Over the next five years FGLG-Vietnam hopes to maintain its focus on realising forest rights at local level as a precondition for successful work on other issues, such as working with communities to harness the potential of carbon financing.

3. Cross-country activities, information flow, sharing lessons and initiative-wide impact

The Forest Governance Learning Group at an international level has become useful for making connections between country team members and relevant stakeholders in different countries. This trans-national learning work is recognised by the country teams as enhancing FGLG’s policy research, tool development, advocacy, media and networking that has now produced substantial impact. Bilateral and multilateral links have been developed between teams and individuals who are facing similar challenges.
International learning event in Malawi

Zomba in Malawi was the venue for a gathering of some 42 FGLG participants in December 2008. Like the previous annual learning events since 2004 (in Ghana, South Africa, Uganda and India) this event provided the opportunity to review and draw lessons from the work of the teams over the year. And, as this learning event marked the end of four years of FGLG effort as well as the beginning of a new 5-year phase of work, the opportunity for critically reviewing progress and looking ahead formed the theme of the event. Three main outputs were generated:

- Highlights of impact, and key tactics used to achieve them, over the last 4 years
- Reflections on lessons learned during the FGLG learning journey
- Ideas for key elements of strategic focus for the next five years

In addition to about three members from each of nine of the country teams, the participants included an independent facilitator, a filmmaker and colleagues from LTSI and IIED. The informal competition amongst teams was continued, with peer-assessment of progress, leading to the crowning of the outstanding country team (Ghana this time, following Uganda’s win the previous year, and Vietnam the year before that).

‘Fish bowl’ debates enabled participants to engage with various contentious issues and dilemmas that have emerged through FGLG work. The issues debated included: developments that might have taken place anyway – with or without FGLG; the role of different players in FGLG; whether participants in FGLG are really learning as opposed to collecting experience; and the pleasures and perils of working politically. ‘Strengths, Weaknesses, Opportunities and Threats’ analyses were carried out of lessons learned on tactics, impact, roles and coordination, and an assessment was also made by participants of the extent to which the FGLG is meeting its objectives.

A whole day was devoted to a field programme. Its theme was ‘Exploring Malawian forestry through the eyes of key stakeholders’. Stakeholder groups interacted with included: Zomba Environmental Stakeholders Committee; a Local Forest Management Board; Charcoal burners at Nsomba village; and Mtuluma community in Chingale. Through interactions in the field, and in a debate with these stakeholder groups, participants aimed to identify policy barriers and provide recommendations for greater social justice in Malawian forestry.

A full report on the event and its outputs – on which this progress report draws substantially - can be found at www.iied.org/pubs/display.php?o=G02484.
International networking

This initiative continues to expand and maintain a network of interested parties internationally. Much of this networking is done directly by country teams, in addition to IIED’s role in representing FGLG internationally. RECOFTC has also created opportunities for sharing and discussing FGLG outputs. International networking in 2008 has included the following:

- Cooperation and information sharing continues to develop with Center for International Forestry Research (CIFOR); European Forestry Institute; the World Bank’s Forest Law Enforcement and Governance and Programme on Forests (PROFOR) programmes; CARE; Rights and Resources Initiative; WWF-UK; TreeAid; The Forests Dialogue; DFID’s Multi-stakeholder Forestry Programme; IIED’s Poverty and Conservation Learning Group and IIED-FAO Forest Connect initiative. Collaboration also fostered with European Tropical Forest Research Network, Tropenbos, NORAD, The Global Mechanism, Prince’s Rainforest Project, and a key Ad-Hoc Working Group of the UN Framework Convention on Climate Change.

- Cooperation reached highly effective dovetailing of plans and actions with IUCN-International Union for the Conservation of Nature; and good information sharing with Environmental Investigation Agency, Overseas Development Institute, Tropical Forest Trust and WWF – in Ghana, Cameroon, Indonesia and Vietnam in particular.

- FGLG Ghana has played a major role in shaping the VPA process in Ghana. Inputs to VPA processes also made in Cameroon and Vietnam.

- FGLG findings presented at: Chatham House illegal logging meetings; IIED-donor dialogue; The Forests Dialogue; DGIS Netherlands seminars; forums discussing forest governance in Democratic Republic of Congo, and discussing REDD in Ghana; IIED strategy workshops in Bangkok and Bangalore; IUCN Asia programme; FERN NGO meetings on REDD; and Forests and Climate Leaders forum in Washington DC.

- IIED is working with the Catalytic Group - the World Bank, FAO and IUCN - of Growing Forest Partnerships, which aims to support partnerships for locally-controlled forestry.

Securing additional in-country support for key objectives

In several countries, the FGLG teams have been able to used FGLG resources to lever funding from other sources. In Ghana and Uganda for example, the convening agencies, Civic Response and ACODE respectively, have been able to put broader programmes of work together, involving funding from other sources too, that pursues the objectives of FGLG. Other examples can be found in Malawi, Mozambique, Indonesia and South Africa.
Tracking progress – self assessment and independent evaluation

Progress with FGLG is tracked primarily through regular monitoring and reporting by the country teams and by IIED. Annually, a self-assessment of progress against indicators in the initiative’s logical framework is developed. This form of assessment suggests that the initiative is on track to meet its current objectives. The final progress report on the current phase of FGLG work is due in September 2009 and will be informed by the results of an independent evaluation of FGLG which is being carried out between March and June 2009 to assess the initiative’s approach and performance with particular emphasis on its relevance, effectiveness, efficiency, impact and sustainability.

At the FGLG international learning event held in December 2008, after a range of sessions peer reviewing progress of the country teams and FGLG international work, participants were asked to carry out a quick self-assessment of FGLG as a whole – ‘scoring’ the project impacts so far against our planned outputs. Each participant gave one score per output. In the chart below, the scores showing the highest level of impact are closest to the centre.

Output 1: Poverty reduction strategies, national forest programmes, decentralisation
Output 2: Illegal and corrupt forestry that degrades livelihoods is reduced
Output 3: Forestry enterprise initiatives and private sector associations
Output 4: Ownership, access, rights, policy and management frameworks

5 = Excellent
4 = Good
3 = Satisfactory
2 = Poor
1 = Insignificant
### 4. Pulling lessons together on impacts and tactics that work

In considering the types and examples of *impacts* and *tactics* that can confidently be attributed to FGLG, the following two tables have been generated:

**Table 1. Impacts on governance - a typology with examples from FGLG work**

<table>
<thead>
<tr>
<th>Type of impact</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Improved understanding of governance issues and on-the-ground realities</strong></td>
<td>Research used and evidence-based advocacy effective (e.g. on NTFPs in India and SMEs in Cameroon)</td>
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<tr>
<td></td>
<td>Awareness of illegal activities raised: their economic value to the country (e.g. charcoal in Malawi); precipitating changes in power (Mozambique)</td>
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<td></td>
<td>Improved understanding by stakeholders of what good governance and social justice means (e.g. evidence ‘unblocking’ decisions affecting public opinion)</td>
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<tr>
<td><strong>Improved understanding of tactics that can change governance</strong></td>
<td>Clarified and legitimised lobbying tactics</td>
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<tr>
<td></td>
<td>Improved understanding of link between governance ‘tools’ and local livelihood opportunities</td>
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<tr>
<td></td>
<td>Strong coalitions of actors built to influence policy makers e.g. in Mozambique and Ghana: influencing forestry staff/ law</td>
</tr>
<tr>
<td><strong>Strengthened capabilities to influence or change governance</strong></td>
<td>Improved capacity of FGLG members to influence decisions/ policies in favour of community priorities and transparency</td>
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<td></td>
<td>Participants <em>learning</em> - thinking in a different way (e.g. Indonesia local government actors, SME attendees at South Africa forums)</td>
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<td></td>
<td>Organisational change influenced (e.g. enabling Indian politicians to push for governance reform as ‘their’ issues)</td>
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<tr>
<td><strong>Improved engagement mechanisms and processes</strong></td>
<td>Platforms developed by FGLG for multi-stakeholder and multi-disciplinary engagement and monitoring on forest governance (e.g. VPA negotiations)</td>
</tr>
<tr>
<td></td>
<td>Experience sharing across countries facilitated and connections made with key international processes</td>
</tr>
<tr>
<td></td>
<td>Mechanisms shaped by effective use of policy briefs used to inform, influence and support</td>
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<tr>
<td><strong>Changed discourses and decision-making processes</strong></td>
<td>Forestry’s profile raised and awareness of forest governance issues increased within the government development agenda</td>
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<td></td>
<td>Questions of social justice in forestry installed in national forestry discourse</td>
</tr>
<tr>
<td></td>
<td>Particular policies, laws and strategies promoted that influence the wider forest sector (e.g. on combating illegalities and making decentralisation work)</td>
</tr>
<tr>
<td><strong>Changed decisions and influenced policies</strong></td>
<td>Government decisions on investment proposals changed (e.g. de-gazettement in Uganda, land give-aways and logging permits in Mozambique)</td>
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<tr>
<td></td>
<td>Policies influenced lead to better deals for local people (e.g. VPA in Ghana; community logging revised and approved in Sulawesi, Indonesia)</td>
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<tr>
<td></td>
<td>New institutions and innovative approaches informed by convincing evidence (e.g. forestry SME funds and policy statements in South Africa; community based forest management in Vietnam)</td>
</tr>
<tr>
<td>Type of tactic</td>
<td>Examples</td>
</tr>
<tr>
<td>---------------</td>
<td>----------</td>
</tr>
</tbody>
</table>
| Connecting stakeholders - provoking dialogue | - Convening stakeholders to establish positions and initiate dialogue (e.g. contact group for VPA in Ghana)  
- Fostering direct engagement between citizens, duty bearers, innovators and influential stakeholders  
- Trans-country exchanges involving partners with varying but complementary skills and experiences |
| Networking and building constituencies | - Focusing on clear objectives for engagement - with time and flexible action to achieve them  
- Mobilising local forestry groups and building networks, information sharing forums and issue-specific groups for governance tracking and accountability  
- Intensive informal communication with decision makers |
| Generating and presenting credible evidence | - Using evidence-based research and solid statistics to challenge norms and reveal dynamics in forest sector  
- Employing legal tools and challenges to force information out and clarify positions (e.g. Ghana VPA work, Uganda court cases)  
- Producing research publications, briefs, newspaper pieces, cartoons, theatre, internet, TV and radio for the right people at the right time and place (e.g. before the next election/parliament session) |
| Interacting with political players | - Undertaking low profile (private) shuttle diplomacy amongst political players to move issues forward  
- Providing concrete information on issues showing promise-fulfilment to those in power, and issues needing change to those in opposition (e.g. India)  
- Taking decision makers to the field to connect with local realities, and using events where decision makers can link themselves to new ideas to look good  
- Exposing issues and individuals when the evidence is solid and the context safe enough (e.g. Mozambique) |
| Securing safe space, trust and independence | - Developing a group (FGLG) with in-confidence rules - anonymity being vital for participation of key players, creativity and avoiding negative repercussions  
- Maintaining independence of the group to ensure impartial evidence and enable advocacy to avoid conflict  
- Developing trust for negotiations, requiring dedicated, carefully assigned roles and tactical positioning |
5. Governance gossip and intra-group networking

Lively and effective electronic discussions on forest governance issues have become a key tool for some of the country teams. In Mozambique, for example, there have been almost weekly FGLG electronic press briefings on various issues to do with forestry and the broader environment. Some of these have highlighted the apprehension of illegal logs – while others have summarised outcomes of key meetings such as the regular national forest forum. A further example of in-country ‘governance gossip’ that looks promising is given below. The names of the country and people involved have been made anonymous but this is an excerpt from real email dialogue in early 2009.

**Convenor of FGLG-team:** Please find attached a letter that was addressed to the [name] committee of parliament requesting for parliamentary intervention in the management of central forest reserves…. This action is aimed at strengthening and not weakening the [government agency], reinstating order and serenity in the once quite progressive forest sector….

**Forestry consultant – FGLG participant:** …I have been wondering about the resounding silence from everybody on these issues even when they are no longer secrets…

**Water project - FGLG participant:** …Why not stage a demonstration against abuse of office and probably force people to resign. CSOs and NGOs can camp at the [government agency] office and seek for clarification on issues raised… Get TV coverage, newspaper coverage while you pitch camp…

**Convenor of FGLG-team:** …If I learnt anything from our [earlier campaign work], it is that we have incredible capability to mobilize constituencies and citizens that can change the governance landscape in the [natural resources] sector…

**NGO leader:** …I am happy to organise a public talk as a start to flag the issue into the public domain…

**Water project - FGLG participant:** …There is a draft report by FGLG on the administration and management of forest concessions… that has a lot of details that can be used for the public debate…

**Visiting international consultant:** …be careful that you do not go out with guns blazing, with a view to ‘bring down’ [government agency]…. Keeping some kind of communication between the FGLG and allies within the organisation will be key…

**NGO leader:** …we shall not centre [action] on [government agency]… but on forest governance in [the country]. I talked to the ED of [the agency] today and he sounded very positive to the idea…

**Convenor of FGLG-team:** …[constructive dialogue] has helped many of us to continue working with government agencies, notwithstanding that we have occasionally challenged them in court. Creating an avenue for continued flow of accurate information is indeed paramount…

**Water project - FGLG participant:** FGLG still has allies at [government agency] but they are blanketed by fear for loss of jobs, especially that the [agency] is micro-managed by politicians that make up the board. We have allies in parliament, we need to recruit allies in state house…

**Convenor of FGLG-team:** …we need an action plan [that includes]… public debates, focus group meetings, demonstrations, threats of or legal action, press conferences, fliers, SMS messages, etc. In [previous action] this is what it took for us to become a nightmare for the mafia…

**Dean of university faculty:** …Thank you for all the good thoughts on how to proceed. We need to take action now before it is too late…

**Prominent journalist – FGLG participant:** The public dialogue is like throwing a stone in the bush and waiting to see what comes out… debate is not going to change the conduct of individuals involved in malpractice. … Maybe if there was [civil society representation on the Board of the government agency], the dirt (which has piled up) would have been checked long ago…

**Executive Director of [government agency]** …We certainly welcome and believe we need constructive criticism to be able to do better, but it’s also gentlemanly, or gentlewomanly to use facts and or seek clarification from those concerned, rather than relying on disgruntled sources… We have tried to provide some information (attached) and would be happy to meet [organisation name] or any persons to discuss and clarify these issues further. As I said we welcome constructive criticisms!

**Member of parliament (on Natural Resources committee) – FGLG participant:** …I like the transparent way you sent your views to all of us. As a member of the Forest Governance Learning group and a member of Parliament, I think we should have a meeting together… put our issues on the table… once we have the correct information, we can move together.

**Convenor of FGLG-team:** I must …thank [the Executive Director] for the invitation for dialogue… I am confident that the FGLG team will take it up so that we move together on resolving these issues.
Weaknesses to work on

In moving forward, FGLG country team participants and IIED have identified various weaknesses that need to be worked on:

- **Going it alone** - FGLG teams are sometimes effectively stand-alone ‘organisations’ rather than integrated networks
- **Lack of strategic learning and planning** - losing sight of the big goals, frittering all energy on activities that seem important but do not make progress on these goals
- **Multi-stakeholder process frustrations** - feedback is slow, tensions may be unresolved and, at worst, they can have negative impact on stakeholder action on forest governance
- **Balancing split allegiances** – the more teams focus on policy advocacy at the state/national level the fewer the interactions possible at field level
- **Doing little with little** – where FGLG works best it has made ‘catalytic’ use of small funds, often using its small resources to lever larger resources
- **Good tactics badly implemented** – a common frustration because of context differences and insufficient time and space to ensure quality and follow through
- **Evidence without recommendations** – need to offer constructive and realistic options for change
- **Losing the plot on communications** – much good evidence is insufficiently well used in effective, targeted communication processes
- **Fiddling while Rome burns** – FGLG style of work can take time to produce results, while the forest is disappearing, need to look for early gains that can be made

6. New project which builds on the strengths of FGLG

A new project, 2009-13 has been developed, for which the EC has committed a substantial part of the funding required and DFID is also contributing. There are four anticipated outputs: centred on three content themes and one ‘way of working’ theme:

- **Forest rights and small forest enterprise**
  - This is about creating and taking opportunities for policy and legal reform for land tenure and resource access rights of forest dependent communities
  - Strengthen information and capacity for local forest control and small forest enterprise associations

- **Legitimate forest products**
  - Help ensure Voluntary Partnership Agreements and other legality assurance processes foster citizen engagement, install local rights and contribute to broader governance reform
  - Increase number and effectiveness of initiatives putting information on forest resources, their ownership and use in the public domain

- **Pro-poor climate change mitigation and adaptation through forestry**
  - Help ensure REDD and adaptation forestry strategies are focused on local property rights, institutional capability and good forestry practice
  - Enable better national decision-making about biofuel development in the context of securing rights, legality and climate mitigation forestry

- **Trans-national learning and preparedness**
  - Conduct learning events, country exchanges, and online networking, and produce tools, policy analysis, news and advocacy materials
  - Develop a learning platform between African policy researchers and opinion formers and their Chinese and Indian counterparts to focus on issues of forestry investment and trade

Country teams and IIED have developed outline elements of their work plans for the new project which will be fine-tuned over the next few months.
Annex: Policy research, tools and advocacy outputs produced by the FGLG in the reporting period

A CD-Rom including 12 policy research outputs and 8 tools produced by the FGLG was reported on in the first progress report. In the second and third years some 19 and 27 new policy research outputs and tools, and some 15 and 34 advocacy outputs were produced and reported on in the second and third reporting periods respectively. Many of these outputs continue to be used for influencing practice. In the fourth year some 15 new policy research outputs and tools, and 14 advocacy outputs, have been produced:

Policy research and tools (arranged alphabetically)


FGLG-South Africa. 2008. Views on the draft Forest Charter referred forestry fund. Advocacy brief to the Minister and Department of Water Affairs and Forestry, and other concerned stakeholders.

Press articles, television and radio reports (arranged chronologically)


9 October 2008 MALAWI: Gov't clamps down on charcoal producers, leaves no alternative http://en.afrik.com/article14658.html

24 November 2008 MALAWI: Malawi meeting shows how to make forestry fair and sustainable www.iied.org/natural-resources/media/malawi-meeting-shows-how-make-forestry-fair-and-sustainable

29 November 2008 MALAWI: Malawi to host international indaba on sustainable forest management www.nyasatimes.com/national/2030.html


7 December 2008. MOZAMBIQUE: ExPresso. Edicao Nr. 2382. Rever o progresso (1)

8 December 2008. MOZAMBIQUE: ExPresso. Edicao Nr. 2383. Rever o progresso (2)
9 December 2008. MOZAMBIQUE: Centro de formacao juridical e judiciaria - CFJJ. Mocambicos trocam experiencias no Malawi.


**Project updates and other key project-wide documents**

- Country work plans are available on the project website: [www.iied.org/natural-resources/key-issues/forestry/forest-governance-learning-group#resources](http://www.iied.org/natural-resources/key-issues/forestry/forest-governance-learning-group#resources)

**Acknowledgments and contacts**

FGLG receives the financial assistance of the European Commission and the Netherlands Ministry of Foreign Affairs (DGIS). The contents of this document are the responsibility of IIED and can under no circumstances be regarded as reflecting the position of the European Commission or DGIS.

All of the photos in this Update were taken by FGLG participants or IIED staff.

The FGLG website, where news, reports and work plans for the country teams can be found, is: [www.iied.org/forestry/research/projects/forest.html](http://www.iied.org/forestry/research/projects/forest.html)

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