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# Forest Governance Learning Group

## Mozambique

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A spotlight on good forest governance in a  
theatre of change

## Author information

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## About the project

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# 1. Introduction

## 1.1. Background to the FGLG initiative in Mozambique

Social Justice in Forestry – as a project of FGLG with funding from the EC – supported the Mozambique Forest Governance Learning Group (FGLG-Mozambique) from January 2009 to December 2013, building on a first phase of EC support from April 2005 to December 2008 and an even earlier phase of work funded by DFID that started in 2003-2004.

Within the contractual obligations of the latter phase of support to FGLG-Mozambique it was agreed that Centro Terra Viva (CTV), the convening institution for FGLG-Mozambique, would provide a final narrative report to cover the entire contract period (2009-2013), within one month of the end of the contract. This was to include an assessment of the implementation of all activities, reasons for modifying activities, results and outcomes, and impacts on final beneficiaries/target groups. The report was to show what had been learnt from the activities, and how this knowledge had been utilised and disseminated. The final narrative report would also list all publications, films, websites and other media produced under this contract. This document constitutes the final narrative report from FGLG-Mozambique for the Social Justice in Forestry project.

## 1.2. Brief history of prior work of FGLG-Mozambique (2003-2008)

Mozambican interest in establishing a national Forest Governance Learning Group (FGLG-Mozambique) emerged out of a two-year process of policy support to ProAgri I led by Adolfo Bila of the Eduardo Mondlane University (UEM) with support from the International Institute for Environment and Development (IIED). The idea was initially discussed between Duncan Macqueen (IIED), Arlito Cuco (then head of National Directorate for Forests and Wildlife (DNFFB) and later head of the National Directorate for Land and Forests (DNTF)) and Adolfo Bila (UEM) at the fifth national meeting of the forest FORUM on 7 August 2003.

A first IIED supervision mission in late 2003 resulted in a one-year work plan convened by Adolfo Bila, funded initially by DFID. FGLG-Mozambique started by drawing lessons from prior work to support forest policy formulation and implementation in the multi-donor support process Pro-Agri I. In addition, a piece of work was commissioned from an NGO, Terra Firma, on compliance with forest legislation in Mozambique and its impacts on communities.

In early 2005, the second phase of funding from the EU and Dutch government was secured. The overall objective of FGLG-Mozambique became ‘the conservation and sustainable management of forests in Mozambique so as to meet the economic, social and environmental demands placed on forests at local, national and global levels’.

FGLG activities were initially spread across two separate teams headed by the Eduardo Mondlane University (UEM) and Terra Firma, under the overall direction of Adolfo Bila at UEM. The major effort to negotiate a second multi-donor agricultural support programme (ProAgri II), coupled with a departmental merger of lands and forests into the new DNTF, restricted UEM activities throughout 2005-2006. During that period, however, Terra Firma published two governance tools and developed an FGLG-Mozambique webpage.

During 2006-2007 three separate contracts were agreed with Adolfo Bila (UEM) to convene the FGLG and lesson learning processes: Simon Norfolk of Terra Firma (responsible for developing and maintaining an FGLG website and conducting specific research activities), and Jyrki Salmi and Ilkka Norjamaki (Savcor-Indufor) for the development of a timber tracking system in Mozambique.

UEM supported DNFFB staff in negotiations relating to the forestry plans within the new multi-sectoral support policy (ProAgri II). An FGLG coordinator was hired to convene regular meetings, connecting

high-level governance actors with each other and with on-the-ground practice. UEM spoke at various DNFFB and latterly DNTF meetings on the issue of law enforcement and drew up a list of 20 different legislative diplomas that needed to be drafted in order to make specific provisions for law enforcement envisaged by the 2002 Forest Regulations. The report from Terra Firma on legal compliance and its impacts on communities formed one important background document for those discussions.

Terra Firma developed two legal tools, the first to help scrutinise existing forest legislation so as to discern the degree of implementation and the causes of any failure in implementation, and the second to help communities prepare for the obligatory consultations between companies and communities when new concessions (FCs) or simple licences (SLs) had been granted in areas overlapping with community lands.

Savcor-Indufor prepared a justification for the introduction of an improved timber tracking system in Mozambique in mid-2007. Following this, a review was made of existing timber tracking systems in Mozambique through field work with the company Levas Flor. Finally a new tool was developed to try and improve the timber tracking system, but by the time of its preparation, heavy public criticism of illegal logging across the country caused the main timber company participants to withdraw from trialling the new system.

Broader members of the FGLG group, Centro Terra Viva, IUCN, WWF and Terra Firma, actively participated in the CBNRM forum, pushing in particular for the continuing delimitation of community lands under the 1997 Land Law. By 2008, more than 200 delimitations had occurred; moreover, there were 225 community interest groups to take forward community ambitions for enterprise. However, the delegation of legislative powers that would have afforded commercial timber rights to those communities was not passed by parliament. Members of the FGLG group also contributed to the research undertaken and published in the report *Forest Governance in Zambezia Mozambique – Chinese Takeaway!*

From April 2006 to November 2007 progress within FGLG-Mozambique was patchy in part due to the increasingly public denunciations of illegal timber extraction (including the *Chinese Takeaway!* report cited above) that stressed relationships between government and civil society actors. Several FGLG members (from the NGO sector) were instrumental in an increasingly vocal press campaign – forming an alliance of NGOs and academic organisations called *Amigos da Floresta* (Friends of the Forest) that was founded in 2007.

The *Amigos da Floresta* press campaign ultimately led to a string of high-level resignations or removals, including the departure of the head of DNTF, a personal friend of the FGLG convener. As a result, in late 2007, there was mutual consent to a change in convenorship of FGLG-Mozambique, with Carlos Serra of *Justica Ambiental* (JA!) taking over the role.

FGLG decided to work more formally through *Amigos da Floresta* – which also includes Centro Terra Viva (CTV), Centro de Integridade Publica (CIP), Nucleo pro-Ambiente within the UEM, the Organizacao Rural de Ajuda Mutua (ORAM), FONGZA, Instituto Cruzeiro do Sul and Kuwuka JDA. A new work plan was developed with outputs more in line with what was now felt to be needed by the members of *Amigos da Floresta*. A public campaign to raise long-term awareness of the importance of rational forest use was developed using a theatre group called *Kulayo* from the Nucleo pro-Ambiente within the UEM. A theatre piece was performed widely (15 times) and then transformed into a comic strip for eventual dissemination across the country. A series of 35 national information bulletins were published by *Amigos da Floresta* achieving widespread uptake by the press. At least 30 journal articles were published in all the national daily papers and web-based news services. A significant number of radio interviews and three television interviews took place. FGLG made good use of popular music – the first recording denouncing illegal logging was penned by the national poet laureate, Mia Couto, and sung by three prominent music groups. It has been widely publicised, including on YouTube, and has been played on national radio. In 2008 another musician, Azagaia, was invited to write a piece of popular music on illegal logging.

*Amigos da Floresta* reports on forest extraction in the province of Cabo Delgado led to the apprehension of illegal timber. At the centre for judicial training, Carlos Serra used these examples to train paralegals (community-based legal agents), magistrates, the police and district administrators in the practice of combating illegal forest activities in Mozambique.

Justiça Ambiental developed a detailed study of the (primarily) ecological impacts of logging in the province of Cabo Delgado. Meanwhile Terra Firma used funds from IIED to conduct a detailed assessment of the impacts of Chinese trade on the forest-dependent communities in Mozambique.

Following high profile apprehensions of illegal timber, Amigos da Floresta then took pains to re-establish contact with the then new director of DNTF, Raimundo Cossa, from April 2008 onwards. FGLG then played an important role in participating in and helping to revitalise the national Forest Forum.

### 1.3. Introduction to the current phase of FGLG work (2009–2013)

The activities of FGLG Mozambique took place within the overall framework of the EC project 'Social Justice in Forestry', whose objective was 'socially just and sustainable management of forests in developing countries'. The specific objective was 'improved forest governance in ten countries in Africa and Asia – securing local rights, developing forest product legitimacy and combating climate change'.

While each country, including Mozambique, had license to develop contextually appropriate work plans, the EC project laid out four main outputs which those work plans were supposed to address:

- Output 1: Forest rights and small forest enterprise. Policy reforms, investment decisions and institutional arrangements in favour of secure forest rights and small forest enterprise.
- Output 2: Legitimate forest products. Strategies to improve legality of forest products, institutionalise citizen engagement and contribute to broader forest governance improvement.
- Output 3: Pro-poor climate mitigation forestry and adaptation forestry. Initiatives to combat climate change through action in the forest sector and to contribute to pro-poor forest governance and sustainability.
- Output 4: Trans-national learning and preparedness. Understanding improved in international networks and processes about effective action for improved social justice in forestry.

During the current phase of work of FGLG-Mozambique, a decision was made to maintain continuity with the previous phases of FGLG activity by keeping Carlos Serra as convenor – although his institutional affiliation moved from JA! to the Centro de Integridade Publica (CIP) in 2009, and then to Centro Terra Viva (CTV) in 2011. From 2009 onwards, the FGLG maintained itself as an informal alliance of citizens, NGOs, companies, academic institutions and other actors interested in environmental issues, particularly rational forest resource management in Mozambique, from a sustainable development perspective.

On 8-9 June 2009, the FGLG membership met for a two-day planning session to discuss the forest situation in Mozambique and priorities for the FGLG. This meeting resulted in a series of proposals for action with the overall aim of contributing to the rational and sustainable governance of forest resources in Mozambique – under the FGLG banner of 'Social justice in Forestry'. Principle problems included: regulatory gaps remaining in the Forest and Wildlife Law (e.g. lack of definition of the responsibilities of forest operators); lack of knowledge of the law; weak enforcement of the law; lack of independent forest monitoring (especially in relation to money to be channelled back to communities); lack of coordination between MICOA, MINAG, MAE, MIREM, MEC, etc.; weak organisation of civil society to scrutinise the sector; lack of systematic information on good practice; and weak dialogue between the government, NGOs and the private sector.

In light of the above, and the rapid changes in the forest sector (including climate change developments and the emergence of REDD+), the FGLG committed to develop an annual calendar work plan for subsequent years upon which future funding will be based:

- Maintaining an administrative base for the hosting of Amigos da Floresta/FGLG
- Arranging for regular six monthly planning meetings that would draw in existing and additional Maputo-based and provincial members of FGLG in order to renew the membership base for the alliance and refine activities.

- Developing annual work plans based around four main pillars of action in line with the core FGLG project outputs: (1) Networking (2) Research; (3) Advocacy; (4) Capacity building; and (5) Communications.
- Participating in the annual international FGLG learning events.

## 2. Targets, team, tactics and main actions

### 2.1. Networking – restructuring of the Amigos da Floresta movement and rebirth of the Forest Governance Learning Group

In this section, work related mainly to Output 4: Transnational learning and preparedness. As previously mentioned, FGLG was represented in late 2008 by the Amigos da Floresta (Friends of the Forest) alliance within Mozambique. With a history of a rather confrontational advocacy-based approach to engagement with forest governance, it was decided that from 2009 it might be time to try and broaden the approach to improving forest governance – including through a renewed engagement with DNTF and a greater commitment to include both government and civil society representatives in international learning events.

As a way to make this transition possible and dynamic, the name of the initiative was once again transformed into the Forest Governance Learning Group (FGLG-Mozambique). Aside from the previous members, it also included new partners who equally contribute to FGLG International and entails the creation of open platforms, not only for civil society organisations, but also for academic, public, private, as well as research institutions.

The former members (during the Amigos da Floresta period) included Centro de Integridade Publica (CIP), Centro Terra Viva (CTV), Nucleo pro-Ambiente within the UEM, the Organizacao Rural de Ajuda Mutua (ORAM), FONGZA, Instituto Cruzeiro do Sul and Kuwuka JDA (Youth Development and Environmental Advocacy) Justiça Ambiental, ABIODES, LUPA, CCS/Livaningo, AMAIA and Kulima. Each and every institution had joined in on some activities together.

FGLG-Mozambique sent a strong delegation to the World Forest Congress in Buenos Aires, Argentina on 18-23 October 2009, involving a team comprising CIP, CTV, UEM, IPEME, and ORAM. This participation helped to strengthen the group and advance thinking in areas such as climate change and forest governance.

From 2009 onwards, efforts were made to broaden this membership under the revamped FGLG banner. Among the new partners were the Agronomy and Forest Engineering College (FAEF), for its important role linking to the Growing Forest Partnerships (GFP) initiative and REDD+ (National REDD+ Strategy) research, as well as its participation in various forum discussions about forest issues. The government was engaged once more, both through the Ministry for Environmental Coordination (MICOA), which acted as the focal point for the development of Mozambique's REDD+ strategy development, and the National Directorate on Land and Forests (DNTF) within the Ministry of Agriculture in ongoing work to reduce illegal logging and improve environmental governance. During 2011 a new actor was also brought into FGLG – the Rural Observatory (OMR), which brings together academics, researchers and interested individuals to debate and contribute to rural development, with a special focus on natural resource exploitation (including forests) versus rural development.

Thus, as a way to respond to weaknesses in the forest sector, various institutions in the country – whether governmental, academic, civil society, cooperation partner or other – debate issues related to forests and design strategies conducive to sustainable use of this resource, given its great importance in the country and the world.

In 2012, for reasons which were not made clear, the Forum on Forests was not held as it had been for the past eight years. CTV found it pertinent to have these kinds of meetings and thus contacted WWF and other institutions to hold a meeting where the idea of having a national dialogue would be discussed. Given the scale of past Forum meetings, these organisations also discussed possible financial reinforcement. WWF agreed with the idea of the national meeting and offered to give financial support. As a result, the Civil Society Forest Dialogue was held in 2012 for the first time with the objectives of creating a discussion space for civil society organisations and finding consensus within civil society to, in the end, improve the management of forest resources.



At this event, which was held in November, representatives from organisations from different provinces were present and shared their everyday experiences and knowledge in promoting sustainable development and the wellbeing of the people. During the Dialogue, participants analyzed the functionality of the forest legal framework as well as other frameworks related to forests – and developed some recommendations aiming to minimize deficiencies in the applicability of these legal instruments. These will form a shared engagement agenda for the future. They also identified problems in the functionality of civil society organisations and steps to improve their actions and those of others (government, community and the private sector). The Dialogue intended to establish a permanent way in which civil society organisations will be organized to intervene in forest resource management activities through representation in consultation forums hosted by the government.

In 2013, two coordinating meetings in preparation for another Dialogue were held in Cabo Delgado and Manica, but lack of funding prevented the main meeting from taking place. However, in 2014, a partnership with WWF-Mozambique allowed the idea behind the civil society dialogue to go ahead (see <http://www.wwf.org.mz/noticias/?1440/Sociedade-Civil-une-se-na-criao-de-Plataforma-multisectorial-de-gesto-de-Recursos-Naturais>).

## 2.2. Research - Studies carried out primarily in relation to improving legality in the forest sector in Mozambique

A key focus of the research component of FGLG-Mozambique activity linked to Output 2: Legitimate forest products. While falling somewhat in between the two funding phases of FGLG, the Amigos da Floresta team did contract Catherine MacKenzie (author of *Forest Governance in Zambézia Province – Chinese TakeAway!*) and Daniel Ribeiro of *Justica Ambiental* (former hosts of FGLG) to write a follow-up report. Their new publication, entitled *Tristezas Tropicais* (MacKenzie and Ribeiro, 2009), confirmed the continuing problems in dealing with the illegal production of timber from Mozambique and received widespread media coverage.

In 2010, the FGLG team, led by Carlos Serra, built on the past work of Amigos da Floresta in order to lay out 20 steps towards the sustainable management of Mozambique's forests. The resulting publication (Mourana and Serra, 2010) was produced by CIP and unpacks day-to-day practices in the forest sector of Mozambique and suggests 20 steps that would make sustainable forest management more likely.

Also in 2010, CTV published a briefing paper (CTV, 2010) entitled 'Rethinking the institutional make-up and functions of the new government in environmental management and sustainable development'. This short briefing paper targeted newly elected members of parliament to try to introduce some order into the environmental responsibilities that were dispersed in often overlapping and contradictory ways across several government ministries.

Another important piece of work was for the FGLG team to complete, translate and publish, in both Portuguese and English, a cartoon strip that depicts an average forest community in Mozambique trying to address problems of illegal logging. The English version of this cartoon strip, 'The forest stripped', was launched alongside other publications at the FGLG International learning event held in Namaacha, Mozambique in 2010.

Linked more closely to Output 3 was the FGLG work of Roberto Zolho of IUCN, who wrote an introductory publication to raise awareness more broadly of forests and climate change (Zolho, 2010). With this publication, the alliance Amigos da Floresta intended to contribute to raising public awareness of the links between deforestation and climate change and the impact that this will have on the lives of ordinary citizens. This was a response to the public awareness vacuum that has proved so problematic to the initial consultations on the National REDD+ Strategy, which were then just starting. The publication drew attention both to practices that are considered 'normal' in agriculture and forestry but which have a negative impact on climate change, and to possible solutions to those practices.

Returning to Output 2 on legitimate forest products, an exchange visit was organised and carried out between FGLG-Mozambique and FGLG-Malawi to improve the quality of new research on charcoal in Mozambique. Eventually, however, it was felt to be more conducive to support a study on charcoal production in Mozambique by working in a complementary manner. Due to lack of funds, WWF did not carry out this activity. In 2011 the College for Agronomy and Forestry Engineering at the Eduardo Mondlane University, in partnership with and under coordination by CTV, carried out a study titled Charcoal Production in Mozambique- Impacts and political options for sustainable use of forests (Matsinhe and Soto, 2011).

This study concluded that charcoal producers cut down trees for charcoal production as a response to the high demand for this product as an energy resource, mainly in large cities. For this reason, this activity should be seen as a source of employment for rural families and not only as an activity that hurts the environment. Profit gained by producers is low, which leads to producers increasing their area of deforestation. This is done without adhering to established norms, leaving the resource at risk of not being sustainable.

The study recommends the creation of a number of policies:

- a policy for sustainable charcoal production including how to incentivize more efficient production technologies (e.g. kilns) and consumption technologies (e.g. fuel efficient stoves),
- a policy towards decentralization of forest resource management to ensure that local authorities are able to incentivize sustainable forest resource use,
- a policy for land tenure reform to improve legal rights to land and commercial use forests in a sustainable manner – based on community forest management
- a policy banning the use of unsustainable firewood and charcoal in bakeries and restaurants,
- a national policy for reforestation.

KUWUKA JDA carried out a study – “Documentation of lessons learned in community-based natural resource management initiatives in the south of Mozambique” - under the GFP initiative in 2011. The study concluded the following: experience shows that community-based natural resource management models must be rethought. One should consider community-based natural resource management as a source of income generation, as a business through which communities can gain. Communities should see it as a valuable resource – why not think of them as community ‘companies’ who receive ‘financing’, and not a ‘donation’, for renting their resources?

Promoting partnerships between communities, the private sector and the state must continue so as to bring about sustainability to initiatives for ‘community companies for natural resource management’. These community companies could be legalised community associations/cooperatives.

Lessons learned from experiences of natural resource management initiatives in the southern region of Mozambique show that the success and sustainability of initiatives depend and will depend on various factors, such as: the complexity of community organisation (heterogeneity); the type of resource (products and results); the creation of local capacity (medium and long term); the duration of the project; monitoring and technical assistance; funding; links with other local activities and to the market; establishing partnerships with the private sector; a withdrawal/continuation strategy for projects and a reflection and redefinition of models; the role of interveners and what is intended; and whether these are community initiatives or businesses.

A Training Manual about Good Practices in Conservation of Sustainable Use of Forest Resources at the Community Level, and a Guide for Forest Conservation Practices at the Community Level were produced (Bila, 2011a; 2011b). This manual’s objective is to train and capacitate communities in good conservation practices and rational use of forest resources in their region, specifically the Mecuburi and Moribane forest reserves in 2011. This manual was created by assessing forest legislation using resources from the FAO portion of the GFP initiative under the coordination of CTV. It was organised along three main points: (i) the Forest legal Framework, which summarises the main legal instruments which regulate creation, management and forest resource exploitation, with an emphasis on inherent legal prerogatives of communities; (ii) the rights and obligations of communities established in the Law and Regulation for Forest and Wildlife for free areas and forest reserves as well as conservation areas

in general; (iii) good practices in sustainable agriculture and livestock; and (iv) conservation and rational forest and wildlife use at the community level. After being trained, community participants were able to produce a summary of the main themes and knowledge acquired, which showed the level of understanding of the material.

A documentary illustrating the forest situation in communities located in Mecuburi and Moribane forest reserves (in Nampula and Manica provinces, respectively) was produced during the GFP programme in 2011. It is currently in DVD format and is in Portuguese with some parts in local languages (Macua and Chimanhica) with Portuguese subtitles.

This documentary depicts the lives of communities dependent on forest resources, the importance of these resources in their everyday life and the relationship between the people and the resources. Some parts of the documentary show deforestation due to timber exploitation and agricultural (banana) production and how this affects communities and local authorities. Participatory monitoring was seen as one of the contributions to preserving forests, with training of the communities involved. Through this documentary, various actions could be designed to overcome deforestation and unsustainable ways of using forest resources.

The documentary was launched at the Rural Observatory and was then shown on national television channels (TVM and TIM) and distributed to various partners, including the government and communities in districts where the taping took place.

A forest database was created with documents about forests in Mozambique and the first Good Environmental Governance Monitoring Report was produced and published covering the environment, land and forests. The forest database, created by Zambezia Online, has many documents containing information under the forest theme in Mozambique from recent years. These documents were sent to the CTV library and can be found at [www.parceriasflorestais.info](http://www.parceriasflorestais.info).

The report on good environmental governance was produced by CTV and was published in 2012 (CTV, 2012). The objective of the study was to analyse and evaluate good environmental governance and management of natural resources in Mozambique. Its specific objectives were to monitor the state of good environmental governance, focusing on forests, wildlife and land, and to evaluate the efficiency of policy, legal and institutional models in environmental and natural resource management. It also aimed to present recommendations for improved environmental governance, thus contributing to sustainable development.

In 2013, CTV carried out a study requested by WWF – “Evaluation of Transborder Commerce of Forest and Fauna Products between Mozambique and Tanzania in the Rovuma Region” (Tankar et al., 2013).. Its objective was to understand the current situation of exploitation and commercialisation of forest and wildlife products between Mozambique and Tanzania, as a way of assessing the level of resulting loss to the state of Mozambique. The study covered two provinces – namely, Niassa and Cabo Delgado – and identified a series of routes through which forest and wildlife products are transported legally and illegally.

The study concluded that:

- illegal commerce is conducted mostly by Tanzanians, with help from Mozambicans acting as guides;
- the Rovuma River and the Indian Ocean are the routes most commonly used for transporting, via trucks, ships and bicycles;
- some losses are registered due to the non-existence of efficient control, which is due to insufficient human and material resources for monitoring;
- wood, for instance, is transported mostly as lumber because it makes transporting easier;
- processing is done with less favourable techniques such as using manual or motorised saws.

In this section, it is also important to mention the Growing Forest Partnerships (GFP) programme which worked closely with FGLG members between 2011-2013. This initiative was implemented in eight countries around the world, including Mozambique, with the objective of conserving forests so that they may provide livelihood subsistence to communities living in them, reinforcing global opportunities for

climate change mitigation. GFP Mozambique integrated, among others, various members of the Forest Governance Learning Group and proved fundamental for carrying out objectives whilst creating the Forests Friends movement.

It is also important to mention the successes that resulted from the GFP programme in supporting community-based natural resource management in the Moribane Forest Reserve, where the Ndzou Camp lodge was built under the Transborder Conservation and Development Areas for Tourism (ACTFDT) programme. This was funded by the World Bank and its management was shared between the community, which has 60% of the capital, and the Eco MICAIA company, with 40%. In parallel with the tourism project, the Development Association of Moribane carried out other community-based natural resource management activities, one of these being the multiplication of native species for reforestation and for the collection of medicinal plants, an initiative also supported by the GFP programme. The programme made a significant contribution to creating apiculture associations in Nampula in communities neighboring the Mecuburi Forest Reserve and implemented community reforestation activities.

Members of GFP included organisations from civil society, government and academia. In the communication component, the program produced radio programs with community radio stations as well as television programs. There were also round tables discussions and environmental public debates.

### 2.3. Advocacy – contributing to the National REDD+ Strategy in Mozambique

One of the key areas in which advocacy was developed during this period by the Forest Governance Learning Group, led by CTV, was linked to Output 3: Pro-poor climate mitigation forestry and adaptation forestry. In this area, FGLG actively worked to strengthen public understanding of REDD+ (Reducing Emissions from Deforestation and forest Degradation). CTV organised, among other activities, information and education activities associated with public consultations to improve the National REDD+ Strategy. Training activities were carried out, in partnership with FAEF, for parliament members in the Commission for Social Issues and Gender (CASGA) and for government members at the national level.

Engagement between FGLG and the National REDD+ Working Group was made possible by IIED's coordination of a memorandum of understanding between the government of Mozambique, through the Ministry for Coordination of Environmental Affairs (MICOA), and the Foundation for Sustainable Amazonas (FAS) that was signed in 2009 and laid the ground for a multi-partner collaborative initiative designated South–South REDD: A Brazil–Mozambique Initiative for Zero Deforestation with Pan-African Relevance. The aim of this initiative was to create the conditions under which Mozambique is able to embark on the implementation of REDD+.

The main elements on which the FGLG team were able to engage with the national working group included: (i) facilitating steps towards designing a national REDD strategy for Mozambique through an inclusive and participatory consultation process; (ii) strengthening technical, institutional and legal capacity within the scope of REDD+, especially at the community and local institutional level; (iii) participating, through the consultation process, in designing viability studies to identify potential areas to implement zero deforestation demonstration projects, reforestation, and incentives for communities to embark on sustainable forest management and natural resource management in general; and (iv) analysing the legal framework and how conducive this was in terms of REDD+ implementation, with a preliminary analysis of carbon rights. This latter work contributed directly to the Ministerial Decree for REDD+ project approval

The South–South REDD+ initiatives ran from 2009 to the end of August 2012. Key outcomes included: (i) a draft National REDD+ Strategy, which was widely discussed and formed the basis for a fully fledged strategy to result from the implementation of the readiness preparation plan by 2015; (ii) the approval of REDD+ R-PP in March 2012 at the Forest Carbon Partnership Facility (FCPF) held in Paraguay; (iii) a consultative process that involved more than 1,500 people of all ten provinces,



including district representative and communities with more than 200 people directly involved in training on various aspects of REDD+; (iv) a review of methodologies for setting reference levels and monitoring, reporting and verification systems in Mozambique; and (v) unpublished provincial studies on drivers of deforestation and degradation including in Maputo, Gaza, Sofala, Tete, Manica, Niassa and Nampula, which formed the basis for the discussion on strategic actions in the RPP (all studies were in Portuguese).

One of the key constraints was the source of funding for payments to households and communities for reducing emissions and a lack of clarity on how these payments could actually be linked to performance. Instead, an experience exchange visit took place in the Amazon State, in Brazil, in partnership with the Sustainable Amazon Foundation (FAS), in which seven Mozambican technicians participated in order to learn about financial benefit-sharing mechanisms that had been developed through the Bolsa Floresta programme. In this group, two participants were from CTV, two from DNTF, two from MICOA and one from the Eduardo Mondlane University.

Members of FGLG assisted in strengthening the REDD Technical Working Group that helped develop the National REDD+ Strategy and the R-PP for submission to the World Bank Forest Carbon Partnership Facility. The working group also promoted and participated in national and international events, including in the SADC region.

## 2.4. Capacity building – Investing in locally controlled forestry by supporting community-based natural resource management (CBNRM)

This area of FGLG work was linked to Output 1: Rights and small forest enterprises (perhaps better phrased as investing in locally controlled forestry). In Mozambique, FGLG chose to pursue this output through support for the strengthening of CBNRM in the country. During the period of this report, two conferences took place on CBNRM, with presentations and debates about the importance of sustainability of natural resources involving local communities with the goal of promoting local/community development. The first was the Southern Region Conference, which took place in Massingir, Gaza province, and the second was the IV National Conference in Maputo City, both in 2011. FGLG provided as much support as it could in national forums on forest consultations.

In addition to knowledge sharing, FGLG also contributed to more practical experience exchange visits and participation in the national art fair, which are some of the components of community-based natural resource management.

Figure 1 – Photos of various FGLG efforts to support small forest enterprises



Transitional apiary hives Photo: Berta Rafael, September 2013	Honey at the processing centre Photo: Berta Rafael, September 2013	Crafts fair Photo: Berta Rafael, September 2012
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## 2.5. Communications – public debates and forums for consultations about forests

The communication activities of the FGLG included elements relating to all four of the FGLG outputs. Advocacy activities took place on a regular basis. Among these was the organisation by CTV of environmental public debates (DPA) and roundtables, always with participation from technicians specialised in the area under debate. These included representatives from government, the private sector, civil society organisations and academic institutions, as well as researchers and anyone interested in the topic.

The themes that were discussed during the reporting period related to: (i) changes in forest cover; (ii) exploitation of forest resources, (iii) climate change and REDD+; (iv) conservation agriculture technologies and policies; and (v) land tenure security. Each of these discussions resulted in studies, research and the dissemination of their findings. The themes also resulted in prior coordination and planning meetings between FGLG members, which helped to maintain a united front on mobilising on key forest governance issues. An analysis of the applicability of legislation has received a great deal of attention.

Where financially possible, civil society organisations and members of FGLG participated in national forest forums and forest consultations (for example, those relating to REDD+). As noted above, the national forest forum was normally organised by the government (following earlier IIED work on policy support to ProAgri), but since in 2012 it had not taken place and it was thus decided that an event be organised, entitled Civil Society Forest Dialogue, with the aim of bringing forward forest issues in the country.

Under this initiative, radio and television programmes were developed to identify a theme related to forests. These programmes were interactive, with the possibility for audiences to call in and share their opinions.

## 3. The changing context of forest governance

### 3.1. Main issues in forest governance in Mozambique

In the initial analysis by FGLG members in 2009 it was noted that under Output 1: Forest rights and small forest enterprises, key problems included the lack of support for small forest enterprises, a lack of systematic information on good practice – about how to invest in locally controlled forestry – and weak dialogue between the government, NGOs and the private sector. The FGLG helped to build knowledge of CBNRM by investing in locally controlled forest enterprises and spreading knowledge of functional business models.

As noted in the introductory sections under Output 2: Legitimate forest products, some of the main constraints to good forest governance in 2009 included a lack of definition of the responsibilities of forest operators; a lack of knowledge of the law; weak enforcement of the law; and a lack of independent forest monitoring. Within FGLG it was possible to influence the alteration and improvement of some legal instruments, such as the Decree 30/2013 of August 1st, which defines the requirements for forest exploitation in the Simple License Regime and the terms, conditions and incentives for establishing forest plantations and revising the penal code.

Civil society organisations within FGLG also appealed to government to stand firm in its decision to implement a moratorium on the exploitation of timber under a simple license, given a finding from timber operators through a letter presented by the Mozambican Association of Timber Operators (AMOMA).

There was also openness from government to accepting the study on transborder commerce of forest and fauna products in the Rovuma region.

Another area that emerged in 2009 fell under Output 3: Pro-poor climate mitigation forestry and adaptation forestry. Mozambique needed to develop an approach to climate change mitigation and adaptation, notably within a National REDD+ Strategy. Again, FGLG proved capable of making a positive contribution through the consultation and drafting process for the National REDD+ Strategy that began in 2009, and its associated decree for REDD+ project approval that was passed in 2013.

FGLG persuaded the government to look at civil society organisations as their partners in implementing policies that are defined for forest resource management.

### 3.2. What has changed over the five years to 2013, for better or worse?

Since 2009 there have been some notable advances in the way in which forest governance processes are pursued. There is now a permanent invitation for civil society organisations to participate in legislative processes directly or indirectly related to forests, to include various comments in the text for legislation proposals, and to be involved in the main governmental events on forests and related themes.

The continuing work of FGLG members and others has meant that there has been an increase in denouncements about illegal practices – including logging and land allocations. This has resulted in more pressure from different spheres of society and revision of forest legislation with the aim to strengthen any weaknesses – for example in the revision of the Simple License legislation for timber harvesting. During the period from 2009-2013 there was also apprehension of hundreds of illegal timber operators.

During this period community forest plantation gained popularity after the governmental initiative: ‘one student one tree, one community one forest.’ This has provided impetus to the longstanding civil society promotion of community based natural resource management which has come in and out of Government favour.

In terms of civil society organization to engage in governance processes, the period saw a consolidation both in the Forest Governance Learning Group and the media, who have had a very important role in covering the forest sector.

With respect to information flows, there has been better communication and clarification from the public sector, private operators, civil society organisations and society in general. This has particularly emerged through the REDD+ process which requires widespread consultation in its design.

Conceptually, a bridge has been made between forest and land security issues and rural development models, which translated into various events and activities where it became clear that this relationship does indeed exist and that it is important to make the connection between the two.



## 4. Stories of change

The main changes that deserve mention under forest governance relate to the government becoming more open in its accountability with regards to civil society recommendations.

From the debates promoted at the civil society level or at the government level, valuable recommendations were produced that influenced changes in the law and the regulation of forests and wildlife. These alterations brought about changes in the behaviour of timber operators under the Simple License Regime, which include actions conducive to the sustainability of forest resources.

Issues related to REDD+ created some dynamism with respect to coordination and communication between government, civil society and the private sector, and through the approval of the decree for REDD+ projects.

### 4.1. Bringing about changes to the exploitation of wood under the Simple License Regime

For years, civil society and academia were brought into Government led fora to debate forest issues. In most of these interventions, civil society always brought up the issue around timber extraction through the Simple License regime, bringing attention to the negative impact that this regime had on the sustainability of forest resources. Those working under this regime often did not follow the law in terms of extraction limits, almost never carried out reforestation activities, but suffered very reduced costs in obtaining these licenses and bringing timber to the market compared with operators under the Timber Concession regime.

A great deal of work was done, including by FGLG members in the reporting period, to ensure that the National Land and Forest Directorate have now made the Simple License regime more demanding and sustainable, including alterations to regulations of the forest and wildlife law.

Various documents were approved with support from FGLG members. For example, the Law n. 7/2010 of August 13th approves valuing wood, so as to promote wood processing in the country, thus guaranteeing work and reducing cheap exports. Decree 76/2011 of December 30th updates the fines for infractions in forests and wildlife, as a way to discourage transgressions. Decree 30/2012 of August 1st approves new five year processes for forest exploitation under the simple license and the terms, conditions and incentives for establishing forest plantations. Ministerial Diploma 293/2012 of November 7th updates forest exploitation taxes, so as to put value in this resource.

All of these efforts – to which FGLG members have contributed – but are not solely responsible - aim to guarantee the sustainability of forest resources.

There is also, of course, a need to monitor implementation, and a need to strengthen non-governmental organisations' role in independent forest monitoring, making it a permanent feature of forest governance in Mozambique.

### 4.2. Shaping the design of the ministerial decree on regulation of procedures for the approval of REDD+ projects

Because there was a need to operationalise the United Nations Framework Convention on Climate Change, which was ratified by Mozambique through Resolution n. 1/94 of August 24th, decisions were made in negotiations regarding REDD+ and there was a need to clarify rules and responsibilities of

each institution for implementing the REDD+ mechanism. This includes approving and supervising, in the terms in line f), number 1 of Article 204 of the Constitution of the Republic, Article 33 of Law n. 20/97, October 1st and Article 47 of Law n. 10/99, July 7th. The Council of Ministers approved the regulation of proceedings for the approval of Projects for Reduction of Emissions for Deforestation and Forest Degradation – REDD+, Decree n. 70/2013 December 20th.

For the above, a technical REDD+ unit and a technical committee were created to revise the REDD+ process, which are under the ministers who cover the areas of the environment and agriculture.

This process was preceded by work, which began with public consultations for the National REDD+ strategy (again coordinated in partnership with FGLG members). While still not finally approved, the REDD+ readiness plan, R-PP and the public consultations for the REDD+ decree have been carried out. All actors were involved including the government, civil society, private sector and communities – and FGLG members have made substantive contributions.

The government – through the ministries of agriculture and the environment – CTV, UEM, the World Bank and IIED contributed greatly to this process.

At the FGLG platform, the issue of REDD+ was presented and discussed in a public environmental debate as it was in the Forest Dialogue, as a way to disseminate the mechanism and gather comments around the issue. It also contributed to public consultations taking place, mainly for the decree, thus creating the conditions for reaching a broader audience and all actors.

Thus, FGLG contributes to strengthening public opinion on REDD+.

### 4.3. Unmasking illegal timber trade and developing discussions with the main trading partners from China

The exploitation of wood and its exportation to China by national or Chinese operators has been mentioned in various studies. The worry is the pressure this activity places on forests. Exploitation is often carried out without following the law regarding the volume of exploitation, operating in unauthorised areas and exporting logs of certain species. It has also been reported that there are discrepancies between volumes exported to China that were declared by government entities and those reported by customs in the Republic of China.

Under FGLG, a televised debate was held where these findings, found in a study carried out by EIA, were revealed. A representative of the environmental research organisation participated in the live programme on the channel STV. The study prompted silence from the government when questioned on the issue.

## 5. The changing context of forest governance

### 5.1. How FGLG work is being taken forward

There is an effort to revitalise the network, linking organizations, independent of funding. With studies carried out, events around them will be held. The support from WWF to hold a civil society dialogue on forest issues in 2014 is one example.

Building on a decade of work through the FGLG platform in Mozambique, a new initiative aims to further the understanding and engagement between China and Mozambique – a Forest Governance Learning Platform (FGLP). This will involve much deeper engagement with Chinese traders, and the Mozambican operators – both Simple License holders and Concessionaires who supply them. It will also seek to bring insights from China's own forest tenure reform process and smallholder organization to Mozambican thinking on how best to govern forest resources in the country.

The China-Africa FGLP will also increase substantially the integration between what FGLG was doing and what WWF-Mozambique (and WWF international offices) have been doing in relation to the timber trade between China and Africa.

In relation to REDD+, the FGLG members will continue to engage with the REDD+ Readiness Workplan to be funded by the Forest Carbon Partnership Facility of the World Bank. Members are also engaged in ongoing work to test REDD+ options in the Beira corridor of Mozambique in a multi-institutional project led by IIED and funded by the Norwegian Embassy.

In summary – there will be continuing links between FGLG and other platforms created whose aim is to bring about sustainable forest and other natural resource use.

In the different organizations that have constituted the FGLG membership to date, there will be continuing priority given to forest governance issues.

### 5.2. Key needs for future related work in the immediate or longer term

At the moment, there is need to work on an agenda for civil society that build on recent Civil Society Forest Dialogues and that unites different organisations around common issues, issues that will guarantee improvements in the forest sector and sustainable forest resources.

It is important to defend an environmental agenda that is stronger and indispensable – both within Mozambique, but importantly also with key trading partners for Mozambique such as China. In this regard the resources emerging from the new China-Africa FGLP, funded by the UK Governments Department for International Development, will be opportune.

A key concern is that Sustainable Forest Management must continue to be integral to the Mozambican government agenda for Green Growth and support for small enterprise development. Developing new models for investing in locally controlled forestry – that meet the needs of both the environment and Mozambique's rural poor – will be essential.

## Annex 1. Self-evaluation form for external reviewer

**Country: Mozambique**

**Date of assessment: 15th of March, 2014**

### Approach of FGLG initiative (in your own country)

1.1 What were the major forest governance issues and opportunities in your country since 2005? [list them]

- Climate Change and REDD+
- Illegal exploitation of forest products
- Impact of charcoal production in Mozambique
- Small community forest enterprises
- Environmental advocacy
- Communication, coordination and collaboration-network
- Public consultations

1.2 What have been the most effective methodologies that FGLG has used since 2005? [describe as many as you wish. You could refer to the country level methods from page 23 of the project document]

- Studies
- Meetings, roundtables
- Policy engagements
- Advocacy
- Site visits inside and outside Mozambique
- National, regional and international meetings
- Case study development
- Publicity
- Producing a documentary

1.3 What changes have there been in approach of FGLG in your country since the start of the initiative? Why have these changes taken place?

FGLG Mozambique practically maintained the methodology described in point 1.2 and with more frequency. There was more dynamism in the last years.

1.4 How effective has the team-based structure and approach of FGLG been? Comment on the strengths and weaknesses of this.

- FGLG did not have a structure, it was lead by several institutions such as UEM, CIP and CTV
- FGLG was able to evolve with other actors, such as government and academic and media institutions
- It created an open discussion space for hot topics in the forest sector including REDD+ in the country
- Coordination and dedication from members was not always easy, along with financial limitations
- FGLG did not have specific areas for its actions and this made concentration of efforts difficult
- FGLG was not an area that many dominated, thus it was not possible to disseminate the platform on a massive scale

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**Performance and impact of FGLG (in your own country)**


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2.1 To what extent has FGLG has contributed to improved forest governance in your country [tick the best box and provide an explanation for your answer]

- No contribution at all
- Minor contribution only
- Significant contribution
- Highly significant contribution

Explanation: FGLG has influenced policy review, exploitation of wood under a Simple License Regime, designing the REDD+ Decree, revision of the Forests and Wildlife Law

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2.2 For each of the 4 outputs of FGLG – how do you rate the performance of FGLG [give a score where: (1) = governance impacts have been widely achieved that have had wider impacts on the ground; (2) = governance impacts have been achieved that have had some impacts on the ground; (3) = some governance impacts have been achieved but with little actual impact on the ground; (4) = there have been only limited learning or governance impacts with no signs of tangible impacts on the ground]. Give an explanation for your assessment score

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**Output 1: Forest rights and small forest enterprise**

Score = 2

Explanation for score given: FGLG facilitated dialogue between governments, civil society and the private sector. The moratorium on the Simple License Regime for exploitation had impacts in the field.

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**Output 2: Legitimate forest products**

Score = 2

Explanation for score given: FGLG boosted craft activities with forest products in communities in Manica, Gaza and Inhambane provinces and production of honey in Nampula province.

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**Output 3: Pro-poor climate change mitigation and adaptation through forestry**

Score = 3

Explanation for score given: FGLG allowed for the dissemination of REDD+ and its strategy, which is in preparation phase, as well as public consultations about the REDD+ decree.

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**Output 4: Trans-national learning and preparedness**

Score = 3

Explanation for score given: International meetings have contributed to the adaption of improved planning and methodologies.

The Civil Society Forest Dialogue is a result of experience exchange during meetings and international visits.

2.3 What external factors (outside the control of FGLG) have affected the impacts that FGLG has had? [describe them]

The fact that the National Forum on Forest Consultations did not take place, as well as weak collaboration from government in addressing issues related to wood/timber exploitation.

2.4 Describe the performance of IIED as overall coordinator of FGLG in terms of (a) its capacity support and (b) overall management support for your in-country team and your team's actions.

Coordination with IIED was good due to their financial support and exchanging of ideas.

2.5 To what extent will partnerships and working approaches developed under FGLG continue after the end of the current phase? Comment on the sustainability of the FGLG initiative. What needs to happen for the effective approaches to continue?

The idea of FGLG was not disseminated very much in the country. More financial support would be needed to maintain and revitalise initiated ideas, and to organise and structure FGLG.

2.6 Describe any changes in the relationship between government and civil society in your country as a result of FGLG?

There has been remarkable improvement in the relationship between government and CSOs. FGLG has provided linkages between the two.

2.7 Has the FGLG had any unexpected impacts? Describe these.

At the beginning it was not easy to establish good relations with civil society and the government, however later on and due to the need for complementarity, the relationship improved significantly.

2.8 What evidence is there to show that the various activities that you have carried out have had impacts on the ground (for target groups)? Describe this evidence – or list any documents/sources of evidence

- i. The permanent invitation to civil society organisations in legislative processes directly or indirectly related to forests and inclusion of comments in legislation proposals
- ii. Seizing of hundreds of containers of wood illegally exploited, following denouncements and pressure from various sides and consequence of the revision of forest legislation with the aim to fix weaknesses in the document
- iii. Involvement of civil society organisations in main governmental events about forests and

related topics, including presentation of various themes and consideration of some proposals

- iv. Consolidation of the relationship between the Forest Governance Learning Group and the media, who have had an important role in covering the forest field
- v. Greater clarification of the public sector, private operators, civil society organisations and society in general about forest issues and, in particular, REDD
- vi. A bridge was made between forest issues and land security issues and rural development models, with various events and activities where it was clear that there was indeed this relation and that it was important to make the connection

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### Lessons learnt from FGLG

3.1 Describe any innovative approaches that FGLG has followed in your country

- Creation of the Civil Society Forest Dialogue was innovative, as it was a new space to address forest issues and take them to the country's government.

3.2 Describe (in bullets) any lessons from FGLG about effective ways of influencing forest policy and enhancing forest governance

- i. A greater effort from civil society was made in advocacy and monitoring in good forest governance and management and administration of land and forests, given the demand from areas to give space for mega-projects and forest plantations
- ii. The forest sector has numerous problems which need coordinated and concrete intervention from all actors, namely the government, civil society organizations and academic and research institutions
- iii. Access and land tenure security constitute a fundamental element for sustainable intervention in the forest field
- iv. Any intervention in the forest sector must be lasting and multi-sectoral so as to achieve positive results.

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### Other comments about FGLG

4.1 Do you have any other comments about the performance and lessons from FGLG? Please describe them here.

None

## Annex 2. Key individuals in FGLG Mozambique

- **Universidade Eduardo Mondlane**

Adolfo Bila - docente da faculdade de Agronomia e Engenharia Florestal da UEM

Conceição Faria - Pro Ambiente da Faculdade de Direito da UEM

- **Justiça Ambiental**

Anabela Lemos – Directora Geral

Daniel Ribeiro – Pesquisador Líder e Oficial de Programas

- **Centro de Integridade Publica**

Marcelo Mosse

Thomas Selemane

- **Centro terra Viva-**

Alda Salomão – Directora geral

Carlos Manuel Serra – Director de programas

Berta Rafael- Técnica

- **ORAM**

Abel Sainda – Técnico

- **Livaningo**

Nelia Aurelio Buduio – Técnica

- **Kulima**

Sheila Mahomed Rafi – Técnica

- **Kuwuka**

Camilo Nhancale – Coordenador

Herculano Vilanculos – técnico

- **ABIODES**

Lina Evaristo – técnica

- **LUPA**

Luís Dinis – Coordenador



## Annex 3. List of publications, films, media pieces and other products produced by, or linked to, the FGLG team

- Amigos da Floresta. 2010. The forest stripped. Cartoon produced by Amigos da Floresta, Maputo, Mozambique
- Bila, A. 2011a. Training Manual about Good Practices in Conservation of Sustainable Use of Forest Resources at the Community Level. UEM, Maputo, Mozambique
- Bila, A. 2011b Guide for Forest Conservation Practices at the Community Level. UEM, Maputo, Mozambique
- CTV. 2010. Rethinking the institutional make-up and functions of the new government in environmental management and sustainable development. Briefing paper. CTV, Maputo, Mozambique
- CTV. 2011a. Charcoal production in Mozambique - Impacts and political options for sustainable use of forests. Unpublished report, Centro Terra Viva, Maputo, Mozambique.
- CTV 2011b. 1st Relatório de Monitoria e de Boa Governação na Gestão Ambiental e dos Recursos naturais em Moçambique (2010 - 2011).
- MacKenzie, C. and Ribeiro, D. 2009. Tristezas Tropicais: More Sad Stories from the Forests of Zambézia. Amigos da Floresta and Justicia Ambiental, Maputo, Mozambique.
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- Mourana, B. and Serra C. 2010. 20 Passos para a sustentabilidade florestal. Amigos da Floresta and Centro de Integridade Publica, Maputo, Mozambique
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- Natureza em perigo. 2011. A documentary illustrating the forest situation in communities located in Mecuburi and Moribane forest reserves (Nampula and Manica provinces respectively). Film Documentary, CTV, Maputo, Mozambique.
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The Forest Governance Learning Group is an informal alliance of in-country groups and international partners currently active in seven African and three Asian countries. We aim to connect those marginalised from forest governance to those controlling it, and to help both do things better.

This report gives an overview of the activities and achievements of the Mozambique FGLG team between 2009 and 2013.



## Project materials

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### Forests

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*Keywords:*

Forestry, Forest Governance Learning Group, Natural resource management



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