September 2014

China-Africa Forest Governance Project

Mozambique Work Plan – Draft September 2014







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About the project

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China-Africa forest governance project¹

Mozambique Work Plan - Draft September 2014

SUMMARY OF THE WORK PLANNED 2014 TO 2017

BACKGROUND

Mozambique became, in 2013, China's biggest supplier of African logs. Since 2007, China has on average been the destination for 93 per cent of Mozambican timber exports.² While African timber imports to China constitute only a small fraction of China's total timber imports (2.8 per cent by volume and 5.2 per cent by value) the there is an upward trend.³ There are published concerns over the sustainability and legality of a portion of this timber trade in Mozambique.⁴

While the main causes of deforestation in Mozambique are found in expanding small-scale agriculture (~46%) infrastructure and new settlement development (~24%) unsustainable charcoal production (~18%) – unsustainable/illegal logging contributes substantially (~9%). There are also concerns over the potentially complete depletion of commercial species over the next 15 years. For example, more than half the volume of the commercial species harvested belongs to just three species: *Afzelia quanzensis* (Chanfuta), *Pterocarpus angolensis* (Umbila) and *Millettia stuhlmannii* (Jambirre or Pangapanga) – and 90% of Chinese timber exports are restricted to just these species and two others: *Combretum imberbe* (Mondzo) and *Swartzia madagascariensis* (Pau-ferro). The rate of harvesting for these species exceeds even the higher limit of Mozambique Annual Allowable Cut (AAC).

Associated loss of revenues (estimated at US\$ 146 million between 2007 and 2013) are also depriving Mozambican communities of tax revenues that approximate US\$ 20 million in the same period.

At the same time, Chinese investment is underpinning much needed rural infrastructure development in Mozambique – and there have been strong collaborative efforts to begin to improve the Mozambique-China timber trade, through a partnership between, Direcção Nacional de Terras e Florestas (DNTF), the Chinese State Forest Authority (SFA), Chinese Academy of Forestry (CAF) and WWF-China – together with some of the ~120 Chinese forest companies (both concessionaires and traders) operating in Mozambique. Mozambique is looking to China as a key partner and investor for its development.

In terms of national policies, the Action Plan for the Reduction of Absolute Poverty (PARPA), the National Agricultural Programme (PROAGRI, phases I and II), and the policy, law and regulations for the forestry and wildlife sector, formulated between 1999 and 2002, all set out requirements for sustainable forest management and the development of forest industries to combat rural poverty – through large 50 year concessions and small simple licenses. Changes since 2013 have sought to improve Simple License legislation, in part through concerns over the Chinese export trade. The Yaoundé Ministerial Declaration on African Forest Law Enforcement and Governance (AFLEG), was signed in 2003 by the Government of Mozambique, committing itself, internationally, to the fight against illegal logging, trade and corruption through action by the Ministry of Agriculture (MINAG) and National Directorate for Land and Forest (DNTF).

Within that governance context, China's Going Global strategy offers financial and non-financial incentives to Chinese companies involved in Outward Foreign Direct Investment (OFDI). By 2011, SFA reported 14 Chinese forest companies that had invested in Africa to the tune of US\$ 124 million

¹ This document describes a working partnership which is part of an international project managed by the International Institute for Environment and Development (IIED). See http://www.iied.org/china-africa-forest-governance-project for a description of this wider project.

² EIA, 2014

³ Sun et al., 2014

⁴ MacKenzie, 2006; MacKenzie and Ribeiro, 2009; FAEF, 2013, EIA, 2013, 2014

(Mostly in the Congo basin). This of course hugely underestimates the scale of Chinese involvement that spans a range of State Owned Enterprises, private companies and individual traders – many of whom do not have registered presence in Africa. For example in Mozambique, research in Cabo Delgado found large private concession companies alongside many traders operating with or through Simple Licences. Nevertheless, the formal investment trend is set to increase with the 2012 Cooperative Agreement on Finance Support to Forestry Development between the China Development Bank (CDB) and State Forest Authority (SFA) supporting the Going Global strategy in implementing a further US\$ 320 million in forest resource exploitation and utilization – with Africa as a major destination.

There is current inter-governmental discussion on piloting two existing sets of voluntary Chinese guidelines issued by SFA: the Guide on Sustainable Overseas Silviculture by Chinese Enterprises; and the Guide on Overseas Sustainable Forest Management and Use by Chinese Enterprises. These complement the non-binding Guidelines or Environmental Protection in Foreign Investment and Cooperation and a range of new green lending policies from Chinese banks. A new MoU between the Governments of China and Mozambique is imminent which may also include elements on forest governance. A new China Timber Legality Verification Scheme developed by the Research Institute of Forestry Policy and Information and the Chinese Academy of Forestry (CAF) may soon be piloted. In addition effort to engage Mozambican representation on forest issues within the Forum on China Africa Cooperation (FOCAC) that influences funding on trade, aid, political relations, and academic and cultural exchanges.

Main Emphasis of the Work Plan

This project provides the opportunity to improve governance in the forestry sector in Mozambique and improve China-Africa cooperation in favour of sustainable investments in land use by:

- 1. Improving the visibility and understanding of Chinese engagement in Mozambique;
- 2. Building capacity and dialogue around current legislative compliance in Mozambique China value chains, and
- 3. Creating and taking opportunities to implement change.

The project will build on a strong platform of existing work, notably by DNTF, SFA, CAF, WWF-China and WWF-ESARPO facilitated by WWF-Mozambique, but also including prior work on China Africa timber trade by Terra Firma, plus a history of forest governance work by members of AACEM and Amigos da Floresta.

Description of activities

The activities of **Terra Firma** in Output 1 are designed to provide a baseline of information from which further research (Output 1) dialogue and capacity building (Output 2) and implementation (Output 3) can support the overall objective of the project along the 3 identified areas of intervention.

Terra Firma will conduct three separate studies: two diagnostic studies will be carried out in FY 2015 & 2016 (under Indicator 1.1) and a comparative field assessment will be conducted in FY 2017 (under Indicator 1.2). These are summarised below and detailed descriptions of each study are included in Annexes 1, 2 & 3.

⁵ Sun et al. 2014

⁶ Eckman et al., 2013; Weng et al., 2014

Research 1: Diagnostic Study - Investment Data & Profiles

- Value Chain analysis: typology of investment
- Spatial Database (QGIS): concessions, simple licences, sawmills, cutting quotas
- Textual Database: Management Plans
- Textual Database: Chinese capital in forestry sector
- Spatial Database: Affected communities, payment of 20% royalties
- Analysis of DNTF/SPFFB/OTHER data regarding exploitation rates

Research 2: Diagnostic Study - Legal Framework & Impact of Recent Reforms

- Legal Register: compilation of up-to-date Legal Register of legislation relevant to forest exploitation
- · Analysis of recent reforms and impact on governance and management of forest resources
- Comparative analysis with regional (SADC) and Chinese legislation regarding forest exploitation

Research 3: Comparative Field Assessment - Legal Compliance

- Research and analysis of extent of compliance in governance arangements (pubic sector)
- Research and analysis of extent of compliance in resource management arrangements (private sector)
- Research and analysis of impact on affected communities

These research activities will provide support for the downstream activities of Terra Firma, but principally additional partners, in the project to build capacity, dialogue and support change. These downstream activities will involve dissemination and dialogue, advocacy, regulatory change and capacity building.

Terra Firma will also engage in activities as part of Output 3, in collaboration with CAF, which will be sending a staff member to conduct in-depth local stakeholder interviews (governments, companies, researchers, NGOs, etc.) as part of the development of Mozambique-specific guidelines on Sustainable Forestry Products and Trade. Terra Firma will assist with providing advice and legislative guidance, in arranging stakeholder interviews and with honing the necessary criteria and content. These activities will take place before March 2015.

Downstream activities will be partly implemented through the **IUCN Mozambique** office through an initiative to establish a Multi-Stakeholder Forestry Programme Forum in Mozambique. The objective of this component will be to establish a multi-sectorial forum to encourage dialogue and improved governance of the national forest resources.

The IUCN initiative falls under Indicator 1.3 and Output 2 (Indicators 2.2 and 2.3) in the overall work plan. It will involve:

- The development of a comprehensive proposal for the establishment of a Multi-Stakeholder Forestry Programme Forum and submission to different institutions/organisations for further discussion and development.
- A series of meetings at different governance levels local, district, provincial, regional (Southern, Central and Northern Mozambique) and at national level.

It is hoped that, through this initiative, a Forum which encourages dynamic dialogue within the forestry sector, which improves forest governance and takes into consideration aspects of representation, accountability, citizenship, choice, recognition and participation, can be established.

Mozambique Detailed Work Plan Part A: Baseline, Activities, 2015 Milestones, Targets

Mozambique Baseline 2014 Mozambique Activities

Milestones 2015

Targets 2017

Output 1: Evidence on constraints and opportunities for forest resources in productive and resilient land use and trade generated and verified by relevant stakeholders in China and Africa

Indicator 1.1: Detailed work plan for the project and number of country diagnostics, baselines and work plans in focal countries

- 0 country team work plan.
- 0 Mozambique diagnostic.
- 2 IIED reviews of China-Africa forest governance issues – one from China perspective, one from Africa perspective (neither with much material from Mozambique?).
- CIFOR Cabo Delgado case study on China-Africa trade
- Mackenzie and Mackenzie and Ribeiro analyses of China Africa trade
- FAEF / UEM study on timber exports
- EIA studies on China Africa exports
- WWF training reports from Chinese companies meetings
- WWF report on performance of Chinese concession and timber trader companies in Mozambique

- Formal meeting with DNTF (Done)
 - Develop first draft work plan (this document)
 - Develop ToR for and agree in-country Steering Group
- Prepare and sign contracts between partners and IIED
- Map key contacts and information sources, published and unpublished information, and ongoing initiatives
- Develop/Adopt ToR for Diagnostic Study 1 Stock taking on Chinese investments in the forest sector (RESEARCH 1 - see Annex 1)
- Develop/Adopt ToR for Diagnostic Study 2 Current Legal frameworks that shape investments (RESEARCH 2 - see Annex 1)
- Meeting with DNTF to present Work Plan
- Finalize the work plan.
- Establish project and individual detailed annual work plans
- Conduct Diagnostic Study RESEARCH 1
- Conduct Diagnostic Study RESEARCH 2
- Validation workshop based on results of RESEARCH 1 & RESEARCH 2

- Key contacts & sources identified and mapped
- Detailed (second draft)
 work plan.
- ToR for Diagnostic Study 1 developed & adopted
- ToR for Diagnostic Study 2 developed & adopted
- Diagnostic report RESEARCH 1 completed
- Diagnostic report RESEARCH 2 completed
- Validation Workshop of Diagnostic Study Components 1 & 2
- Reports on work plan implementation.

Work plan fully implemented

Indicator 1.2: Number of collaborative research products on: Guidelines; forest management; non-forest sector investments; timber trade; Chinese domestic market and policies; legal frameworks in forestry; forest enterprise guides; and lessons from other countries

- Low level of information in public domain on Chinese linked investments and governance in Mozambique.
- WWF-China, CAF, SFA, DNTF have done two major training events for Chinese companies in Mozambique
- Many recent studies on impact of Chinese trade (MacKenzie, FAEF, EIA)
- Develop/Adopt ToR for Diagnostic Study 3 -Comparative field assessment and analysis of legal compliance (RESEARCH 3 see Annex 1)
- Conduct Diagnostic Study RESEARCH 3
- Validation workshop based on results of RESEARCH 3
- Develop ToRs for an immediate feasibility study on options to incentivize better timber company practices (RESEARCH 4)
- Participate in the development of shared multi-country ToRs for detailed crosscountry comparative analysis of particular timber value chains (RESEARCH 5) – especially those linked to Simple License operators through Chinese trading companies (to complement ongoing WWF-China analysis of larger concession based companies)
- ToR for Diagnostic Study
 3 RESEARCH 3
- ToR for Diagnostic Study
 4 RESEARCH 4
- Short Concept Note for RESEARCH 5
- Contribution to at least 2 research products by others
- At least 3 research products completed Contribution to at least 6 research products by others

- Develop ToRs and commission production of Chinese 'cheat sheets' to Mozambican forest legislation (RESEARCH 6) with translation into Chinese (for social media work in Mozambique and China)
- Collaborate to assess possible pilots of the China Timber Legality Verification Scheme in Mozambique (POSSIBLE RESEARCH 7)
- China-side supply chain study by TRAFFIC Christine Tam to share a TOR of a supply chain study by TRAFFIC China focusing on the domestic supply chain configuration within China for timber imported from Mozambique
- WWF China's study on financial incentives for reforming mainly state owned companies operations overseas, to start in Year 1 and complete in Year 2
- CAF study on incentives for companies to implement guidelines, under the LTS in FIT project

Indicator 1.3: Number of sets of findings verified in the China-Africa Forest Governance Learning Platform, and numbers and types of stakeholders to whom research products disseminated

- China-Africa Forest Governance Learning Platform (launched in China in 2013)
- Explore hosting China-Africa Platform event in Mozambique in 2016, or liaise with other country team if decision is to host elsewhere.
- Present Mozambique research results to Platform
- Organise a process of presenting evidence from research and structured discussions on possible solution with operators, civil society, government and community representatives - drawing on the Civil Society Organisation alliance organised by WWF to disseminate all the relevant studies
- At least 1 research product verified by China-Africa Platform
- At least 1 Briefing Paper produced with results from RESEARCH 1 and RESEARCH 2
- At least 2 research products from Mozambique verified by Platform
- At least 2 others researches verified by China-Africa Platform

Output 2: Capacity and dialogue improved amongst relevant stakeholders for Chinese investment in productive and resilient African land use and sustainable forest product trade between China and Africa.

Indicator 2.1: Number of practitioner teams established, with improved capacity and implemented work plans through life of project

- Strong Mozambique team (DNTF, Terra Firma, AACEM, WWF, IUCN) on governance issues in Mozambique.
- WWF-China has strong track record in Mozambique of working on China Africa issues
- Capacity building (by participation in various dialogues and training events organised within the project) and mentoring within the team for a better engagement
- Support to informal provincial networks of informants and activists

- Regular meeting cycle established between members of team (Terra Firma, WWF, IUCN)
- Informal network of research informants established in relevant provinces
- Established link between team and UEM
- Further capacity built and work plan fully implemented by team
- Network in relevant provinces with system and protocols for monitoring timber and other forest product activities

Mozambique Baseline 2014 Mozambique Activities

Milestones 2015

Targets 2017

Indicator 2.2: Number of dialogues and learning events generating increased preparedness for improved policy and investment decision making amongst key African and Chinese stakeholders

- Initial launch event of China-Africa FGLP held in China in 2013.
- Contribute to existing dialogue initiatives (e.g. build on WWF-China training events and FOCAC work)
- Develop SL/Chinese trade association platforms for training in benefits of business organisation
- At least one dialogue developed through participation in the China-Africa FGLP, and
- XX dialogues during at least 2 further substantial meetings of the China-Africa FGLP;

 WWF supported engagement process between DNTF and SFA Civil Society Organisation alliance established in 2014 supported by WWF Dialogue between Mozambique and China established but needs to be broadened through formal and informal networks 	 Develop networks and dissemination strategy through formal and informal civil society and Government networks Contribute to Platform events and share evidence of research with Chinese counterparts Contribute to the development of advocacy tools (Guidelines for Sustainable Trade and Investment for Forest Products for Chinese Overseas Enterprises) and to the Initial testing and promotion of the developing Chinese timber legality verification system Develop Chinese social media information – link to training in journalists supported by WWF Support face to face discussion, and better organisation amongst Chinese companies and also Mozambican suppliers – requiring care and patience in collaboration with NGOs 	through FOCAC initiative led by WWF Target 'mailing' list of policy-makers, established Design completed for Mozambique Project website for disseminating information	and 4 further trans- country thematic learning events;
ndicator 2.3: Number of train	ings on timber legality, sustainability and enterprise support in fo	cal countries	
 Several training events focused on the practicalities of legality, sustainability and traceability in Mozambique within the context of FSC certification supported by WWF-GFTN. 2 enterprise support trainings for Chinese-linked companies in Mozambique 	Assess the performance of selected companies and build their capacity to comply with legality (which includes traceability) focusing on incentives for compliance	[To be developed]	[To be developed]
ndicator 2.4: Number of jour	nalist exchanges and other work visits carried out.		
To be discussed with WWF/AACEM	 Contribute to the identification of Mozambican journalists for media coverage of issues in China – capacity building Collaborate with the Chinese journalists when covering issues in Mozambique (including good practice). Explore work placements – China to Mozambique, and vice versa. 	At least one collaboration action with Chinese journalists	[To be developed]

Mozambique Baseline 2014 Mozambique Activities

Milestones 2015

Targets 2017

Output 3: Policy and investment practice improvement opportunities developed, in China and Africa, and in key international processes, for Chinese support of productive and resilient African land use and sustainable forest product trade between China and Africa

Indicator 3.1: Number of Chinese investors supported to adopt and monitor the implementation of codes of practice

- 3 well developed sets of relevant Guidelines, and 1 new draft set of Guidelines on Sustainable Forestry Products and Trade, which need to be widely adopted by Chinese enterprises and investments.
- Support Chinese investors in adopting and monitoring the implementation of codes of practice – based on the initial diagnostic on Chinese investments in the forestry sector (including by investors pushing for best practices by asking the companies they invest in questions on sustainability)
- Explore support for creating an association of traders both on the supply (Mozambican) and demand (Chinese) ends
- Explore law enforcement possibilities alongside other incentives for good practice informed by the feasibility study

• [To be developed]

 At least one assessment study on effect of Guidelines, along with other key codes of practice, in the practices of some large Chinese investments and some small

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enterprises in resource Review of Forest Act funded by WWF - resulting in utilisation that has an changes in Simple License impact on forests and legislation in 2013 forest-dependent people in Mozambique. Discussions about possible forest content in MoU between Mozambique and China Indicator 3.2: Number of companies supported to achieve legal verification Just 2 FSC certificates Support Chinese investors in achieving legal verification Inputs and other Good level of (Forest Management and [To be developed – legality verification work – how many legality verifications to contributions provided contributions to further Chain of Custody: FSC in aim for and how to make progress with the smaller end of the enterprise to WWF & IIED for the 3rd party legality audits particular) issued in elaboration of the preconducted in spectrum?1 Mozambique – and not to legality assessment tool Mozambique as well as Chinese companies. and guidance for to tools and guidance to 0 3rd party legality audits Chinese-linked midbe delivered conducted, as part of this sized companies and associations of smaller project. enterprises. Inputs and other contributions provided for the 3rd party legality audit to be Mozambique

Mozambique Baseline 2014 Mozambique Activities Targets 2017 Milestones 2015 Indicator 3.3: Number of programmes of engagement to create opportunities for change in particular policy and investment decision processes in focal countries 0 programmes of [To be developed] [To be developed] [To be developed] engagement. Practitioner teams and IIED building on reviews of China-Africa forest governance issues, on past records of forest governance work, and on complementarity with other initiatives.

Mozambique Detailed Work Plan Part B: Activities, Actors and Timeframe

Project-	Mozambique Activities	Lead		FY15	FY15 FY16				FY17				
wide indicators		Responsibility	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
1.1	Formal meeting with DNTF (Done)	IIED											
	Develop first draft work plan (this document)	IIED											
	Develop ToR for and agree in-country Steering Group	IIED											
	Prepare and sign contracts between partners and IIED	IIED											
	Map key contacts and information sources, published and unpublished information, and ongoing initiatives	Terra Firma											
	Develop/Adopt ToR for Diagnostic Study 1 - Stock taking on Chinese investments in the forest sector (RESEARCH 1 - see Annex 1)	Terra Firma											
	Develop/Adopt ToR for Diagnostic Study 2 - Current Legal frameworks that shape investments (RESEARCH 2 - see Annex 1)	Terra Firma											
	Meeting with DNTF to present Work Plan	Terra Firma											
	Finalize the work plan.	Terra Firma											
	Establish project and individual detailed annual work plans	All											
	Conduct Diagnostic Study - RESEARCH 1	Terra Firma											
	Conduct Diagnostic Study - RESEARCH 2	Terra Firma											
	Validation workshop based on results of RESEARCH 1 & RESEARCH 2	Terra Firma											
1.2	Develop/Adopt ToR for Diagnostic Study 3 -Comparative field assessment and analysis of legal compliance (RESEARCH 3 - see Annex 1)	Terra Firma											
	Conduct Diagnostic Study - RESEARCH 3	Terra Firma											
	Develop ToRs for an immediate feasibility study on options to incentivize better timber company practices (RESEARCH 4)	IIED											
	Participate in the development of shared multi-country ToRs for detailed cross-country comparative analysis of particular timber value chains (RESEARCH 5) – especially those linked to Simple License operators through Chinese trading companies (to complement ongoing WWF-China analysis of larger concession based companies) - value chain analysis of artisanal timber supply chains (multi-country).	IIED /UEM?											

	Develop ToRs and commission production of Chinese 'cheat sheets' to Mozambican forest legislation (RESEARCH 6) with translation into Chinese (for social media work in Mozambique and China)	Terra Firma					
	Collaborate to assess possible pilots of the China Timber Legality Verification Scheme in Mozambique (POSSIBLE RESEARCH 7)	CAF/WWF?					
	China-side supply chain study by TRAFFIC – Christine Tam will share a TOR of a supply chain study by TRAFFIC China - it focuses on the domestic supply chain configuration within China for timber imported from Mozambique	TRAFFIC					
	WWF China's study on financial incentives for reforming mainly state owned companies operations overseas, to start in Year 1 and complete in Year 2	WWF					
	CAF study on incentives for companies to implement guidelines, under the LTS in FIT project	CAF					
1.3	Explore hosting China-Africa Platform event in Mozambique in 2016, or liaise with other country team if decision is to host elsewhere.	???/IIED					
	Present Mozambique research results to Platform	All					
	Organise a process of presenting evidence from research and structured discussions on possible solution with operators, civil society, government and community representatives - drawing on the Civil Society Organisation alliance organised by WWF to disseminate all the relevant studies	IUCN					
2.1	Capacity building (by participation in various dialogues and training events organised within the project) and mentoring within the team for a better engagement	???					
2.2	Contribute to existing dialogue initiatives (e.g. build on WWF-China training events and FOCAC work)						
	Develop SL/Chinese trade association platforms for training in benefits of business organisation						
	Develop networks and dissemination strategy through formal and informal civil society and Government networks	All					
	Contribute to Platform events and share evidence of research with Chinese counterparts						
	Contribute to the development of advocacy tools (Guidelines for Sustainable Trade and Investment for Forest Products for Chinese Overseas Enterprises) and to the Initial testing and						

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			1			
	promotion of the developing Chinese timber legality verification					
	system					
	Develop Chinese social media information - link to training in					
	journalists supported by WWF					
	Support face to face discussion, and better organisation amongst					
	Chinese companies and also Mozambican suppliers - requiring					
	care and patience in collaboration with NGOs					
2.3	Assess the performance of selected companies and build their					
	capacity to comply with legality (which includes traceability) and					
2.4	sustainability		-			
2.4	Contribute to the identification of Mozambican journalists for					
	media coverage of issues in China - capacity building					
	Collaborate with the Chinese journalists when covering issues in Mozambique (including good practice).					
	Explore work placements - China to Mozambique, and vice versa.					
3.1			-			
J. I	Support Chinese investors in adopting and monitoring the					
	implementation of codes of practice – based on the initial diagnostic on Chinese investments in the forestry sector (including					
	by investors pushing for best practices by asking the companies					
	they invest in questions on sustainability)					
	Explore support for creating an association of traders – both on					
	the supply (Mozambican) and demand (Chinese) ends					
3.2	Support Chinese investors in achieving legal verification [To be					
0.2	developed – legality verification work – how many legality					
	verifications to aim for and how to make progress with the smaller					
	end of the enterprise spectrum?]					
3.3						



Forests, natural resource management

Keywords: China, Africa, Mozambique, forest governance, China-Africa Forest Governance Platform



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