Invest in forest-wise people and business!
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About the event

For more information about this report, or the China-Africa Forest Governance project, visit www.iied.org/china-africa-forest-governance-project, or contact: James Mayers, james.mayers@iied.org

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Cover photo: Platform participants visit the Levi nursery in Pemba, Mozambique (IIED, 2017)
Contents

Acknowledgements 2
Summary 3
Chinese investment in African forests – the road travelled so far 4
Introduction 4
Understanding Chinese businesses affecting forests in Africa 6
Learning about African policies, institutions and responses relevant to Chinese investment and trade 8
Identifying pressure points and opportunities for forest-wise business 11
In the field – with forests, people and business 12
Ways forward – policy, business and partnership initiatives 13
Shaping sustainable forest product processing business. 14
Developing capacity and policy interventions. 17
Conclusions 18
Annex 1 Participants List 21
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This report was written by James Mayers, Duncan Macqueen, Xiaoxue Weng and Khanh Tran-Thanh of the International Institute for Environment and Development (IIED). It summarises discussions at the 4th International learning event of the China-Africa Forest Governance Platform 23-25 October 2017 in Pemba, Mozambique. Many people offered their evidence, opinion, creativity and hard work to make that event a success and we would like to thank them sincerely. In particular, we would like to thank our co-organising partners: Carmen Baptista and colleagues at the National Directorate of Forests (DINAF) of Mozambique, Maria Muianga and her team at Terra Firma and Milton Chaúque at WWF. Special thanks also go to our colleagues in organisation of the event, Isilda Nhantumbo and Rosy Cousins at IIED and Elisa Lunghi at Terra Firma. And on behalf of our co-organising partners, IIED would also like to thank all the presenters and participants for their time, insight and energy in the event itself – they are listed in Annex 1 at the back of this report. This research was funded by UK aid from the UK government. However, the views expressed do not necessarily reflect the views of the UK government.

The Miriangone community, in Cabo Delgado province, hosted the Platform participants on their day in the field – see page 12 for more details about this visit [IIED, 2017]
Summary

Finding ways for Chinese businesses in Africa, and African businesses linked to China, to generate strong benefits for local economies in Africa whilst looking after forest resources for future generations – this was the focus of a learning event in Pemba, Mozambique in October 2017. Some 90 Chinese and African stakeholders from policymaking, business, civil society and research communities gathered to learn from each other and shape innovative pro-poor and pro-forest China-Africa policy and business initiatives. People came from Democratic Republic of Congo, Cameroon, Uganda, Tanzania, Madagascar, Zambia, Mozambique, China, the UK and the USA. We were given presentations by experts and enjoyed interrogating them in panel sessions, we worked in plenary and in small groups. In an ‘ideas market’ we heard of exciting new research and experience. We shared our views with many others in a one-to-one ‘speed-dating’ session. And we went to the field together to visit a Chinese-owned timber processing operation, nurseries providing tree seedlings for forest enrichment planting by companies and communities, and to understand the forest use and water-stressed realities in Mariangone community in Cabo Delgado Province.

We made plans and commitments together. Each international learning event of the China-Africa Forest Governance Platform has ratcheted up the depth and quality of communication, dialogue, understanding, verification, shared vision and joint planning and action. What we are able to say and do together is much more advanced than it was when the Platform was initiated in 2013. We resolved that work should continue with the larger China-linked companies who are close to seeing it in their interests to invest in integrated local value-adding sustainable forest product business in African countries. Getting African artisanal producers, SMFEs and Chinese companies and traders hooked up in partnership for sustainable production and processing is also a priority – we noted that the constraints and risks to this can be worked on, piece by piece, in specific contexts. Further progress is also both needed and possible on the practical systems to make African policy and customs procedures, and Chinese import and utilisation processes, work in favour of a legal and sustainable timber trade.

Work in Cameroon, Uganda and other contexts also shows that community engagement and social and environmental responsibility in investments in non-forest sectors affecting forests can be greatly improved with a critical mix of work from NGOs, Chinese companies, government players and Chinese embassies can make good progress. Finally, we agreed that development cooperation between China and Africa on forest-linked issues has huge potential if existing good work on human resource development can spread to institutional capacity support in the near future. Ongoing dialogue in Uganda, Cameroon and DRC, a Memorandum of Understanding between Mozambique and China on forest and timber issues, trans-country work following up the Zanzibar Declaration to combat the illegal timber trade, and international efforts such as the Belt and Road Initiative, all show promise here. All can put a focus on the right people learning the right thing in the right place, together for forest-wise people and business.
Chinese investment in African forests – the road travelled so far

Introduction

Welcome remarks were given to the Platform by Tagir Carimo, Municipality President, Municipal Government of Pemba. Several representatives of government agencies and the organisations hosting the event briefly offered their expectations of the event:

- Angèle Makombo, National Economic and Social Council of the Democratic Republic of the Congo, emphasised the essential role of forests for poor people and future generations and hope to learn lessons about how Chinese investments can secure this role.
- Olivier Missoup Embom, Ministry of Agriculture and Rural Development, Cameroon, stressed the importance of finding the best models of investment.
- Miza Khamis, Zanzibar Department of Forestry, Tanzania, saw the Platform as an important route to advancing implementation of the Zanzibar Declaration on tackling the illegal timber trade.
- Mercy Mupeta Kundulu, Forestry Department, Zambia, who has linked with IIED on China-Africa initiatives since 2013, emphasised the importance of going beyond resource extraction to the practicalities of Chinese investments that are profitable, locally beneficial and sustainable.
- Maria Muanga, Terra Firma, Mozambique, stressed the importance of partnership in finding effective solutions.
- Antonio Serra, WWF, Mozambique, saw particular potential in improving laws for better investments in forest land and in the new Memorandum of Understanding between Mozambique and China on forest and timber trade issues.

China-Africa Forest Governance Platform was then introduced by James Mayers, IIED.

Exactly a year ago, Chinese and African forest governance players said at the last major Platform event in Beijing: “Africa’s forests are calling – wake up everybody! We need real investment now, we need to:

1. Recognise rights, engage with their holders, get round the table, dismantle secrecy
2. Know the forest resource and act on this knowledge – grow more trees - and realise that community forest management is the future
3. Respect national and local laws – and help improve them – align Voluntary Partnership Agreements and the China Timber Legality Verification System, and help both to spread - enable investments whilst protecting citizens
4. Get guidelines already produced widely used – and stimulate more disclosure of information by companies, and further steps to accountability
5. Help green finance and green procurement for forests get off the ground properly
6. Invest in skills and organisation – for engagement, efficiency and effectiveness – Chinese development cooperation could focus on this.
The China-Africa Forest Governance Platform was launched in 2013 and has thus far brought together forest governance players, including heads of government forest departments, from nine African countries, representatives from the Chinese Academy of Forestry, the Global Environmental Institute, IIED, WWF and some other international organisations.

This is the fourth major international learning event of the Platform – two previous major events have been held in China and one in Cameroon. Participants have recognised its success to date in creating an open dialogue and planning space.

The Platform also enables interrogation and verification of the findings produced from research. This process increases joint ownership of findings, whilst the partners and invited participants in the activities of the Platform provide an efficient and effective dissemination network.

The China-Africa Forest Governance Project [https://www.iied.org/china-africa-forest-governance-project] – run by IIED with support from the UK government and partnerships with WWF and key players in China, Uganda, Democratic Republic of Congo, Cameroon and Mozambique - has been the main supporter of the Platform to date, while other organisations continue to increase their involvement.

Three examples of recent progress by the project – discussed and developed at the Platform:

1. **Mechanisms have been established for engagement with Chinese companies and artisanal loggers collectively** – in Cameroon and DRC, building on prior work in Gabon.

2. **Co-learning on sustainable forest product processing has improved its potential** – last year at the Platform in Beijing we identified the need to improve policy measures - log export bans, incentives, industrial parks - help find some of the bigger solutions to uncertain policies and unstable politics, and get practical with:
   - Favourable taxation and institutional climate
   - Energy, transport, communications – fixing key problems with these
   - Integrate deeper forest processing in wider country strategies
   - Promote small and medium enterprises and integration of informal sector
   - Use secondary species more and diversify products
   - Bind all the above to good forest resource management

Since then, Platform study tours to China focused on sustainable forest product processing have taken place for participants from DRC, Cameroon, Uganda, Zambia and Mozambique.

3. **High-level Ugandan-Chinese land use investment dialogue has been sustained and commitments have been made by government and by two large Chinese companies** – in agribusiness and road-building – on social and environmental responsibility measures in Uganda.

Looking to this learning event agenda, the main priorities for the Platform are up for dialogue:

- Working with Chinese company associations in Africa in particular to enable small and medium scale enterprises to improve their practices and link to procurement initiatives in China;
- Continuing to engage larger companies supplying the timber trade to China in legality and sustainability improvements;
- Developing practical arrangements for increased social and environmental responsibility agreements amongst Chinese companies in agribusiness, mining and infrastructure;
- Furthering the work with African government agencies on policy reforms;
- Supporting Chinese government action for improved guidance and due diligence of Chinese companies, the timber legality verification system, green procurement, and forest sector support in China’s development cooperation.

Dengju Wang, Research Institute of Forestry Policy and Information, Chinese Academy of Forestry noted that the National People’s Congress just held in China had emphasised development
and environment as unprecedentedly high priorities. He emphasised that the Platform is the mechanism for taking such priorities forward to reach consensus and plans for sustainable forestry.

Arlindo Dgedge, Provincial Directorate of Land Environment and Rural Development introduced Antonio Domingos Mapure, Provincial Permanent Secretary, who formally opened the Platform event. He welcomed the Platform as a means to build shared understanding, and for building capacity and realistic plans. He brought attention to campaigns in Cabo Delgado Province to combat illegal forestry and reforestation – as good examples of national and provincial collaboration. He noted that the policy for 20% of forest revenues to be delivered to communities had benefitted 207 communities in Cabo Delgado last year with a total of MZN 28m (US$460,000). He later introduced Celmira Frederico Pena da Silva, Provincial Governor of Cabo Delgado, who addressed the event and joined in discussions in the evening of the first day.

Opening the 4th international learning event of the China-Africa Forest Governance Platform [IIED, 2017]

Understanding Chinese businesses affecting forests in Africa

China’s changing policy framework influencing businesses in Africa – Zhong Chen, Department of Outward Investment and Economic Cooperation, Ministry of Commerce, China

Some key points from the presentation include:

- Foreign Direct Investment from China up to 2016 had created 506 forestry and processing enterprises, 52 of them in Africa.
- The Chinese president has recently promised to greatly strengthen economic and development cooperation. Recent high-profile projects include the light rail in Addis Ababa and the Mombasa-Nairobi railway. The premier had earlier, in 2015, proposed a programme – the China-Africa Development Fund - worth some $60bn in support of the Forum on China-Africa Cooperation – dominated by infrastructure initiatives but also including agricultural cooperation. A China-Africa Capacity Cooperation Fund has also been established.
- Further development of economic and trading cooperation zones, financing and insurance support and food aid programmes can be expected.
- According to the official statistics, Chinese investment in Africa reached $2.4bn (flow) and $39.9bn (stock) in 2016. In the infrastructure sector, Chinese companies secured $82bn worth of Engineering Procurement and Construction contracts and completed $52.1bn worth of contracts in 2016.
China’s changing policy framework influencing businesses in African forests
https://tinyurl.com/ybc6f56q – Chen Yong, Chinese Academy of Forestry

Some key points from the presentation include:

- 5% of China’s imported timber came from Africa in 2016, or 3.75 million m³ out of a total of 48.7 million m³. Of the hardwoods, Gabon, Cameroon, Democratic Republic of Congo and Mozambique are the top sources of these imports in descending order. So this is a small but increasing proportion of China’s wood imports (the figure was 4% in the previous couple of years).

- A new environment for the timber trade prevails. Japan launched regulations on timber imports recently, and South Korea is likely to do similarly in 2018. This follows legislation banning illegally sourced timber in the USA, the EU and Australia. Higher requirements for import of plywood to the USA were announced recently while advances on green procurement have been made in Denmark, the UK and Sweden. CITES timber listings provide heightened restrictions on trade of a number of African species.

- China’s response includes initiatives to improve the capacity of Chinese enterprise to identify and use legal timber. The China Timber Legality Verification System continues to be developed with UK and EU support and pilot cooperation with SGS on parts of this system is underway. The Chinese Responsible Forest Product Trade Agreement was launched in 2016 in Shanghai with many companies signing up. And a pilot initiative on due diligence of Chinese companies is current being explored with a value chain linked to Mozambique.

- Research findings and the development of guides and administrative measures are also part of the response – and these include the work on the Guidelines for Chinese overseas forestry and forest product development of 2007, 2009 and 2014 and some country-specific guidelines, e.g. the ones done with the collaboration of IIED in Mozambique.

- Bilateral and multi-lateral agreements on forestry issues are also strengthening – China has them within APEC and with the US, the EU, Australia And Canada.

- Gabon has been the focus of much forestry cooperation with China and a Memorandum of Understanding with Mozambique in now in place.

Opportunities and challenges for Chinese timber businesses in the Congo Basin
https://tinyurl.com/ycyygvm – Ding Lei, IIED consultant

More logs from the Congo Basin were imported by China than from other parts of Africa combined prior to 2011 but this switched round after that date, primarily because of the log export ban in Gabon. In 2015 China imported about 100,000 m³ from the Congo Basin while the rest of Africa supplied about 200,000 m³. The situation of sawn timber is the opposite, with about 500,000 m³ of imports to China from the Congo Basin and 100,000 m³ from the rest of Africa in 2015.

Many Chinese traders turned to Congo Basin hardwood after the ban on Merbau exports from Indonesia. A range of companies seek concessions in Africa – e.g. a Chinese company TBNI purchased a concession in Gabon in 2017. Key species (trade names) involved include: for furniture – Beli, Bubinga, Ayous and Wenge; for veneer – Okoume, Ayous and Tola; for flooring Okam, Afrormosia, Okoume and Dabema.

Transport costs dominate the cost calculations of companies. Challenges for Chinese enterprises also include: weak understanding of culture and laws by Chinese companies, some of which are new on the scene compared with longer established companies with investors e.g. from Europe; unstable policy environments, e.g. the Gabon log export ban was planned for 2015 but kicked in early in 2011; and spare parts that have to be flown in by air at great cost. Nevertheless, it seems very likely that the risks in these challenges will be managed by Chinese companies and that further investment in processing in the Congo Basin will be made as policy pushes in that direction.

A Chinese business in African forests https://tinyurl.com/y9mbn6hf – Fei Zheng, Mr Forest company
Mr Zheng visited Mozambique in 1998, and became aware of clean streets in Maputo, the beauty of the countryside, and a range of Chinese interests and trade links in the country. By 2001 his company had started a logging operation, perceiving a plentiful resource and his company was amongst a number that reached peak activity by about 2003 with many shipments of logs heading for China. By about 2008 timber exports had declined and the available forest resource had declined considerably – with the timber market fluctuating.

Mr Forest, the company, was formed by Mr Zheng with some partners. The company focused on increasing timber utilisation efficiency – including using branches of less than 20cm diameter – and saw profits rise whilst reducing the number of trees logged. In 2014 Mr Forest invested in flooring products and established the biggest timber drying kiln in Mozambique, later adding a second kiln giving 10,000 m³ capacity. With domestic demand for furniture and raw material also rising, Mr Forest is cooperating in Manica Province to support drying of timber for local enterprises and to meet local demand. The company has established a tree nursery in Manica too – cooperating with the Southwest University of China and the TCM research institute who provide technical support with the aim of restoring harvested forests.

Mr Fei Zheng recounting his journey starting his logging company in Mozambique [IIED, 2017]

Meanwhile, the company’s community links deepen. The grandchildren of some of the original workers are now the ones working in the factory and driving trucks using modern equipment. Yet Mr Zheng notes various constraints to progressive business in Mozambican policy. The 30 days it takes to obtain the basic documents to undertake business in the country is excessive. The SW University of China has also worked with Mr Forest on some options for businesses trying to set up.

Recognising that even a one percent rise in the 5% of Chinese timber that comes from Africa, whilst amounting to negligible change in China, would represent a big increase in logging in Africa, Mr Zheng suggests that resource use efficiency is crucial in Africa and should be invested in by Chinese companies and others.

Points from discussion

- Progress on many issues with the timber trade will require help from the Chinese government to work with African countries collectively as well as individually, through such mechanisms as the Zanzibar Declaration.
- Green procurement policies will also need to play a bigger role in China such that African companies might break into the Chinese market for processed timber.
- Prospects for sustainable timber processing in Africa are also very price-dependent. Lower prices for timber in China generally prevail compared to European markets, which expect higher quality and higher levels of processing. It was noted that the Chinese government has subsidised some African timber products to get some lesser-used species better known in the market. The importance of effective associations of producers was also noted – including to push for higher prices.

Learning about African policies, institutions and responses relevant to Chinese investment and trade

Six presenters went to their ‘market stalls’ and each gave a one-minute pitch to all participants on what they were ‘selling’. Participants chose a first stall – thus distributing themselves across the stalls - heard the presentation and had a short discussion. Then on a signal they moved to join a second stall and repeated the above. Then a third. The presenters modified their ‘sales-pitch’ a bit on each of the three times they made it and the participants thus heard and discussed three pitches.
Law reforms in Mozambique relevant to Chinese investment and trade, analysis - Sheila de Menezes – Sheila de Menezes Advogados

Reform has been underway since 2010. Initially there was a revision of the simple licensing system, which brought in some good measures but needed more participation in their development and more effective monitoring. The new MITADER ministry began to seek wider reform of the sector. Legal and policy reforms were introduced as special measures which stopped new logging licenses, stopped log exports, reviewed forest operators and suspended forest exploration licenses. Two new institutions were formed: AQUA – the environmental quality assurance agency (this took the forest monitoring role previously the responsibility of the Ministry of Agriculture, although the latter still monitors forest plantations); and FNDS - the national sustainable development fund (which is focused on forest resources, and thus far takes initiative on timber only, not wider forest products and services). In August 2017 a new decree created a new entity of FNDS-Investment – a semi-independent entity - with responsibility to buy and sell timber. There is thus some instability within the legal framework that has been introduced through these successive measures – and more comprehensive legal review is needed to harmonise any reformed forest law. In doing this, legislators need to be helped to understand sustainability issues better, and deeper public consultation is needed. A consistent, coherent and sustainability-based legal framework would then be developed.

Customs procedures for timber in Mozambique and China, lessons learned – Andrade Egas, Universidade Eduardo Mondlane and Jingwei Zhang, Global Environmental Institute

Professor Egas from UEM and Jingwei Zhang from GEI presented their joint research on timber trade data recording procedures in Mozambique and in China, identifying possible points when errors may occur and discrepancies may result. Professor Egas introduced the main findings in Mozambique, including the incorrect use of piling conversion factors during timber packaging and transportation, as well as the non-systematic data management styles in Mozambique customs. Jingwei also summarized findings in China in comparison with Mozambique: different data management styles, more rigorous customs procedures for CITES, and the possibility of trans-shipment. Based on the comparative analysis, the joint study concluded that more exchange is needed between customs agencies in both countries, and between customs and forestry departments, so as to better harmonize data recording and management systems and develop mutual recognition of national trade policies to combat the illegal timber trade.

Two main ideas emerged in discussion: 1. Timber traders and forestry business people in Mozambique and other African countries are very keen to see an upgrade of their customs systems to allow for more streamlined timber exports and more accurate measurement. 2. Researchers and policy makers think more coordination is needed between forestry departments and customs agencies within each country, and that resources could be leveraged from the World Customs Organization to facilitate customs communications.

NGO work with Chinese infrastructure companies in Cameroon, lessons learned – Leste Nyemghah, Centre for Environment and Development and Jingwei Zhang, Global Environmental Institute

Chinese investments in Cameroon are significant. In 2015, Chinese investments in Cameroon were estimated at CFAF 1430 billion (about US$ 2.86 billion) falling slightly in 2016 to about 1215 billion CFAF (about US$2.43 billion). China currently finances most of the major infrastructure projects underway in the country such as: Memve’ele hydroelectric dam; Kribi Deep Sea Port; Yaounde - Douala highway; deployment of optic fibre by Cameroon Telecommunications; an e-post project to interconnect all post offices in the country; and drinking water projects in four major cities in Cameroon. Through a partnership between CED and GEI it has been possible to engage with companies and discuss how to improve their relationship with local populations through respecting legislation in project execution and promoting companies’ social engagements. It has also been possible to sensitize Chinese companies to consider environmental issues. Collaboration between
African and Chinese NGOs has been the key to success in the process of collaboration with Chinese companies in Cameroon – and this approach through which progress has been made has been documented. But the process takes time – after two years, it feels that we are finally starting to form a working partnership with the company. Continued program support over several years will be needed for the work to really bear fruit.

Organisation for engagement of larger and smaller players, linked to timber trade with China, in the Democratic Republic of Congo, progress made – Jean-Marie Nkanda, Réseau Ressources Naturelles (RRN)

Rules for potential Artisanal Forest Management Units (AFMUs) were announced in 2016. These can be up to 500ha and, as long as Congolese community groups are involved, joint ventures with others can be recognised. Joint ventures for sustainable management between artisanal producers and responsible Chinese traders might therefore be possible. They could be up and running by end of 2018 with astute preparation work. The Ministerial order of October 2016 on logging in DRC included rules for these AFMUs as well as rules on concessions. Areas up to 50ha are for local use only, but areas between 50 and 500 ha can produce timber for export if well managed. No such area has yet been set up, but AFMUs could be developed with the benefit of linkage to artisanal loggers associations such as those developed with support of the IIED-led project in Mai Ndombe, Tshopo and Bandundu. Further capacity-building work will be needed at several levels. Business plans will also be needed. As well as the smaller traders linked to exports to China, one Hong Kong owned company, the formerly French-owned SCIBOIS, could be worked with. Its Chinese ownership has only recently come to be known by NGOs in DRC – but WWF has supported an audit of the steps SCIBOIS needs to take for legality and sustainability improvements

NGO work with Chinese Companies in Uganda, lessons learned – Onesmus Mugyenyi and Anna Amumpire, Advocates Coalition for Development and Environment (ACODE)

Work in Uganda by ACODE to promote sustainable Chinese investments in land-use sectors over the last three years has included a variety of activities: diagnostic study of Chinese investments and their impact on forestry land use; sectoral studies on Chinese investments in the agriculture, forestry and roads sectors; media training; two roundtable events with Chinese companies and Ugandan policymakers as well as working more closely with two Chinese agricultural and forestry companies to improve their social and environmental safeguards.

Through three years of engagement, lessons learned include: the importance of partnerships with the Chinese embassy and local business community, and with Ugandan government agencies. By building trust with the Chinese companies, we were able to engage them directly in the research. This is a key contribution to the existing body of knowledge: the perspectives of the Chinese companies in relation to regulations, governance, environmental compliance and community relations. During our engagement activities, we have learned that effective communication with the Chinese companies is key. To achieve this, having a multi-lingual and multi-cultural team to engage with the Chinese community, Ugandan policymakers and local communities has been critical. In this way, we were able to identify the extent to which the investors understood laws and regulations, and what type of support they needed to further implement environmental and social safeguards.
Timber and non-timber investment issues linked to China in Zambia, lessons learned - Mercy Mupeta Kandulu, Zambia Forestry Department

Recent policy changes in Zambia mean that only Zambians can own forest concessions. Formal community forestry, governed by licenses and shared revenue, is still at the pilot stage. A 7-stage process is involved and no community has quite completed all 7 stages yet to form a working community forest area. There is also a log export ban – only processed timber can be exported – and a policy guideline leaves ongoing questions about component parts of finished products. Much timber is transiting through Zambia and Chinese traders are amongst those apparently accessing timber ‘sanitised’ with the permits of others. More effective management of the timber trade might be possible if Zambia could work within a regional approach – it could consider joining the Zanzibar Declaration countries for example – but it would be critical that DRC too joined such an approach given the amount of timber crossing the Zambia-DRC border. Much could be gained from improving information and guidance, from better technology, skills transfer and training of communities.

Identifying pressure points and opportunities for forest-wise business

Zanzibar Declaration on Illegal Trade in Timber and other Forest Products, progress made https://tinyurl.com/ydbvw3b2 – Miza Khamis, Zanzibar Department of Forestry

There is a real sense of political momentum now to pursue the spirit and specifics of the Zanzibar Declaration which applies in Kenya, Uganda, Tanzania, Madagascar and Mozambique. Forest departments and related agencies, such as customs bodies, have improved their patterns of working practically together. There is good potential to build on in further developing the ambit of the Declaration, for it to apply SADC-wide for example, but there is a need to walk before we can run. From the meeting in April where the steering committee was established for the Zanzibar declaration – it was felt necessary to ramp up research on transit points (e.g. Mombassa-Kenya Pemba-Mozambique, Toamasina-Madagascar) and agree SADC-wide measures (e.g. what happens when timber from one country is seized in another country). More countries may need to be involved because there are still major issues with wood originating in Zambia (transiting via e.g. Tanzania) and DRC (transiting via e.g. Uganda). Useful discussions were held between Zanzibar Declaration member states and representatives from outside the current group (e.g. Zambia and DRC) on benefits to be derived from belonging to the Zanzibar Declaration group, practical cooperation between countries, capacity building needs in detecting forgeries and other timber trade issues.

Mozambique-China cooperation on forest and timber trade issues, progress made https://tinyurl.com/ydbvw3b2 – Darlindo Pechisso, DINAF

The process to develop a Memorandum of Understanding (MoU) between the Mozambican and Chinese governments on forest and timber trade issues started in 2013. It was recognised as needed for three main reasons: China wants legal timber; mutually important information needs to be sorted out, e.g. trade data; and higher value addition and sustainability in forest production is urgently needed. It is expected that the MoU will be signed in the near future. The Government of Mozambique wanted to emphasise that Mozambique is also a signatory of the Zanzibar declaration – and as such wants to explore how better to deal with issues such as illegal exports to Tanzania. Appreciation was expressed for the support of WWF in both helping develop the Zanzibar Declaration and MoU and in linking the initiatives in part through funding of the CAFGoP project.

Pressure points and opportunities for forest-wise business, identified by James Mayers from the first day of the platform event, included:
• Dialogue and partnership for China-Africa collaboration on better policy and business is at a deeper and stronger level than it was three years ago – and is a precious asset that must be further developed (All)
• 52 of the 506 forest processing enterprises supported by Chinese FDI are in Africa – a good start! (Zhong Chen)
• China-Africa Development Fund and China Africa Capacity Cooperation Fund are now quite well capitalised (Chen Yong)
• More processing will be done in the Congo Basin with Chinese support – but many challenges remain (Ding Lei)
• Recognising that even a one percent rise in the 5% of Chinese timber that comes from Africa, whilst amounting to negligible change in China, would represent a big increase in logging in Africa. So, resource use efficiency is crucial in Africa and should be invested in by Chinese companies and others (Lei Zheng)
• Mozambique has issues to sort out with customs procedures, and legal reform is ongoing – with individually measures introduced over a 3 to 4 year period now needing review for coherence and consistency (Sheila Menezes)
• DRC work should focus on the great potential of joint ventures for sustainable forest product processing around artisanal forest management units of up to 500ha (Jean-Marie Nkanda)
• Zambia faces challenges in finding appropriate models for forest product processing in the small-scale sector and in managing its many porous borders. Regional collaboration is key. (Mercy Kandulu)
• Cameroons work on the social and environmental responsibility of large infrastructural companies linked to China shows that small and somewhat painful steps taken can still be significant (Leste Nyemgah)
• Uganda has developed a critical mix of government agencies, companies, NGOs and the Chinese Embassy, engaging on the issues of improving investments that affect forests and people, that has now generated its own momentum without project support (Onesmus Muyiweyi)

In the field – with forests, people and business

A visit to the Miriangone community located 120 km from Pemba was an opportunity for participants to interact with community members and learn about conservation agriculture and forest restoration projects implemented there with the support of Kulima, a local NGO. Through these initiatives the community established a nursery of native trees and fruit tree seedlings – with the aim to restore and reforest, to build natural windbreaks and to generate income from the sale of non-timber forest product. The success of these projects however has been challenged by the severe water shortages experienced in the area. Elderly villagers shared their observations on the impact of climate change on their community through the years including the overwhelmingly drier weather. Interacting with the village dwellers gave the Platform participants an important insight into land use in forested areas and challenges of water scarcity in the province.
At the Levi nursery, 30km from Pemba in the district of Mecuí, Platform participants learnt about the government-funded reforestation campaign – of which the Levi nursery is an approved partner. Dedicated to the production of tree seedlings of native forest species, the nursery sells the seedlings at subsidised prices to forest concessions who have signed up to the campaign, through a Memorandum of Agreement. Since it started 7 years ago, the nursery provides annually around 10,000 seedlings each to local timber operators with forest concessions, and about 2,000 seedlings to simple license holders. Companies also receive follow-up technical support and expect to be routinely visited by nursery staff to monitor the replanting process. The reforestation initiative also involves communities who can participate by caring for replanted trees at 2 Meticals per tree. Timber operators and nurseries who have signed up to this initiative are on an approved list managed by the Provincial Forest Services.

PARL Ltda is a Chinese-owned timber processing company located 12km from the centre of Pemba in the district of Muxara. The timber processed here comes from the company’s own forest concession and other timber operators, simple licenses and forest concessions. PARL Ltda provides lumber to the domestic market but also exports to the Asian market (so far China, Vietnam and Thailand). During the visit, participants learnt about the high cost of operation in Pemba compared to other parts of Mozambique that are closer to large international ports. The company manager also highlighted the volatility of the Chinese timber market for African timber; he believes that if he had relied on the Chinese market alone, his business would be closed now, just like several other companies that he knows about. The risk and volatility associated with the Chinese market is an important issue to understand for timber operators wishing to benefit from the timber trade with China.

Ways forward – policy, business and partnership initiatives

Personal conclusions so far

‘Speed dating’ was arranged: All participants sat in random pairs and chatted together for a few minutes before capturing one thought each on a post-it note – a conclusion or insight from the Platform interaction so far. A signal was then given before all participants got up and moved to the next random ‘date’ and repeated the procedure. All participants had about 10 ‘speed dates’ – and thus a lot of insights were generated! Recurring themes amongst them included:

- Real dialogue between previously disconnected parties is possible
- Corporate social responsibility efforts face major challenges in engaging communities properly, but field visits highlighted the key role that companies could play in improving the lives of the surrounding communities

At Levi nursery – producing tree seedlings for a reforestation campaign [IIED, 2017]
Sustainable forest product processing could and should be possible with Chinese enterprise and African government help

The Mozambique-China MoU is inspiring for other countries to think similarly

More voices of the private sector operators, in particular how policies are implemented on the ground, would contribute to the discussions regarding policy reforms

Shaping sustainable forest product processing business.

Private sector view of the changes in Mozambique. on the legal regime for exploitation of natural resources, and in particular, the new measures applicable for the export of wood

https://tinyurl.com/yb9amkhe – Jorge Chacate, Mozambican Association of Timber Operators (AMOMA)

Mozambique has a forest area of some 40m ha, some 29m ha of which is productive forest. There are 3 production forest regimes: local private consumption; simple licenses – for short duration and small amounts of timber; and forest concessions. In 2010 rules about exports were announced and in 2011 there was a decree on fees and procedures for raw logs. 2016 saw a Ministerial diploma on special species measures for e.g. Pterocarpus tinctoris (Nkula), and (in December) a law promulgating a log export ban. In 2017 a diploma suspended some licenses and a decree (in August) changed the 2010 and 2011 rules about fees and export documentation, provided that for concessions linked to processing industries only to export, and created ‘FNDS Investment’ as a semi-autonomous company. In the presenter’s opinion, the 2016 law has had the effect of: increasing corruption and illegal timber; increasing unemployment and reducing competitiveness of Mozambique’s timber industry. He sees key challenges ahead as being: to develop effective processing areas or zones; and to strengthen particular open agreements and associations. For example, AMOMA is working on an MoU with government so that it can have provincial associations which include small scale operators too – and it would like to be able to have responsible Chinese traders as members in future too.

Government view of changes in Mozambique https://tinyurl.com/yabza4zx – Darlindo Pechisso, DINAF

Since the new cycle of Government in 2015, the National Directorate of Land and Forests (DNTF), which used to be under the Ministry of Agriculture (MINAG), has now been moved under MITADER and retitled the National Directorate of Forests (DINAF). Since then some efforts have been made to reorganise the sector. Currently, some 90% of Mozambique’s exports are destined for China. While management of forests still falls, for the time being, under the policy and strategy for the development of forests and wildlife (Resolution 8/1997) and the Forest Law (Law 10/1999) there have been developments. For example, the Decree 30/2012 defined new requirements (e.g. longer timeframes) for forest harvesting under simple licenses and conditions and incentives for establishing plantations. In addition, Law 14/2016 on taxes for exporting processed wood (known as TEMP) aimed to encourage processing of timber within the country and increasing employment. More recently a series of short term measures were taken to: (1) place a moratorium on new forest harvesting concessions (Decree 40/2015), (2) ban logging of iron-wood (Diploma 10/2016), (3) place a moratorium
on log exports (Law 14.2016), (4) alter the classification of Pterocarpus (Nkula) to precious wood, (5) harmonise timber licenses and transport permits (Diploma 16/2017), (6) suspend all forest harvesting for 90 days for operators without processing facilities (Diploma 28/2017), and (7) launch a process of revision of the forest legislation alongside a new national inventory (now complete in Gaza and Cabo Delgado). An evaluation was made of 905 operators, of which 321 were suspended as a result of failing to meet required standards. Meetings to discuss progress with the operators have been held in July 2015, November 2015 and April 2017. In addition, it is extremely useful to have the new Forest Investment Programme for the country (MOZFIP) with agreed key areas of work including the design of a forest information system, the elaboration of a national forest programme, designing and testing a new model of forest concessions and institutional training and capacity building. Additionally, significant revenue (US$2,000,000) has been channeled to 431 communities since the law requiring 20% of all fees to be for local benefit came in.

NGOs work with companies exporting timber to China in Cameroon, lessons learned  
Norbert Sonne, WWF in Cameroon

WWF has learned over the years that the right proportion of ‘stick’ and ‘carrot’ in work with forestry companies depends on their size. Essentially, smaller forestry and trading companies need more stick and respond less well to carrots than larger companies. WWF is working mostly with the larger companies which have impacts over large areas of the permanent forest domain in Cameroon – only one of these is Chinese-owned although many export logs or timber to China. But WWF has also begun, in its project work with IIED, to push and pull smaller traders – many with links to China – into higher standards of legality and sustainability. This effort, along with more integrated policy advocacy work, is set to continue in future.

Sustainable processing in Uganda and the Chinese market: opportunities and challenges from two businesses’ perspectives  
Harold Turinawe and Elvis Mullima

Some 88% of the Ugandan population use biomass for fuel, many using charcoal. Most timber exports from Uganda are hardwoods – often logs - from private sector or community sources, while most softwood produced from planted timber in the country is used locally. The presenters characterise some 80% of sawn timber as being basic, substandard and illegal - ‘stage 2’ in a notional 5-stage ‘process’ to efficiently processed sustainable timber products. There are some 40 mills in Uganda, with recovery rates estimated at about 30%, and 6 plywood companies which are mostly Chinese-owned. One large plywood company consumes about 300m³ per day. There is some evidence, however, that growers are supplying these companies with immature timber. There is 1 MDF company using the thinnings of eucalyptus and pine plantations, and 7 utility eucalyptus pole treatment plants (mostly using treatment chemicals that are effectively banned internationally). The presenters gathered the views on timber processing in Uganda from Jia Mu Hui Trading Company from China: good products but limited species availability; corruption; minimal investment in drying and processing; too many and too dispersed paperwork requirements (the company reported others getting one good permit and forging the rest) – the company emphasised the need for the ‘one stop shop’ for investors gaining permissions and advice (an initiative which government agencies are at least rhetorically committed to).

China’s industrial park and secondary processing – Baoliang Zhang, China National Forest Products Corporation

The company accounts for 13% of total timber imports to China – pines mostly - Monterey and Douglas. It has established 2 demonstration bases. One of these, the Suifenhe Guolin Wood Industrial Park started in 2015 – it is located north of Korea, quite near the border with Russia. There are now 22 enterprises and 48 factories in the park – all classed, in Chinese terms, as ‘SMEs’. The park turned a profit of about $8m in its first year.
Insights from China on sustainable processing, [https://tinyurl.com/yb2welz5](https://tinyurl.com/yb2welz5). Working group led by Li Ming, Chinese Academy of Forestry and Mercy Mupeta Kandulu, Zambia Forestry Department

A group from several African and Chinese organisations drew particular lessons from a visit to Treessun Flooring Co Ltd in China supported by the IIED-led project. The company imports from Russia, North American and African countries and implements a quality management system. It has a range of patents – collaborations with universities, e.g. on making flooring more stable. Certification is apparently set as a top priority for the company – and the visitors saw timber with TLAS Indonesia, PEFC and FSC labels. The company claims to be environmentally sensitive in their park operations. It gives awards to workers, who get paid about US$500/month. Points made in a working group discussion included:

- The Chinese minimum wage is about $375/month, while the average in the timber industry is apparently about $600/month. It is interesting to compare the Treessun Flooring Co wage of $500/month with the wage of the workers in the PARL Ltda Chinese processing factory visited in Mozambique which is apparently about $75/month.
- More processing companies of a similar standard to Treessun would be good to see in African countries. PARL Ltda and Mr Forest in Mozambique, and the processing initiatives in Gabon, are good examples. However, it is important to proceed with caution to make sure that processing is based on appropriate utilisation and does not over-deplete forest resources. There is no appropriate ‘copy and paste’, no blueprints – appropriate processing needs to be based on the context-specific resource, economic, social and political conditions.
- Chinese processing companies generally still see high risk in investing in Africa – it is important to work on this risk, piece by piece, as has been possible in Gabon.
- Study tours and exchanges need to be better targeted. A good example is the timber growing community in Uganda who were provided (with European and Norwegian funding) well-tailored study tours to South Africa, Tanzania and Malawi to learn from the best involved in softwood plantation production. Unfortunately, too many study visits opportunities are taken up by inappropriate government employees and others. It is important to get the right people learning the right thing in the right place.

Insights from Africa on how to incentivise investments. Working group led by Duncan Macqueen

Drawing on a study published for the event, a mixed group of African and Chinese participants discussed priority incentives for more sustainable investments in African forests. An introductory framework was used to highlight the breadth of possible intervention types relating to: (i) forest resource allocation, (ii) financial taxes and incentives (iii) business relationships and networks; (iv) security and traceability within the operating environment (v) operator capacity and (vi) certification and branding. Four groups (clustered by language) discussed from that breadth of possibilities what they felt to be immediate priorities in the African countries with which they were familiar. Overlapping emphases between the groups were then identified. These were:

- Strengthen collective enterprise action – broaden membership of timber associations and community forestry associations generally, but focus on developing regional organisations which work together in the market (rather than merely serving advocacy ends); broker more collaboration with government, NGOs and other private sector buyers (including Chinese buyers)
- Cross-sectoral coordination – building coordination between Government, NGOs and empowered private sector associations both within and beyond national boundaries around a common vision for sustainable forest management that is integrated with other sectors
- Improving the clarity of legislation and its enforcement, as it applies to land and resource rights, as benefit sharing mechanisms cannot work without even-handed law enforcement
- Community revenues – move beyond lip service, and small ‘hand-out’ payments from industrial revenues, towards more substantial community involvement in forestry including ownership and management of enterprises, revenue generation and distribution – learning how to make them work
- Zanzibar Declaration – make it operational and increase the number of countries involved and committed to it.
Developing capacity and policy interventions.

Forest Investment Program support for the forest sector in Mozambique [https://tinyurl.com/y6w8jkd5] – Celine Lim, World Bank in Mozambique

Mozambique’s forests are vital assets in millions of people’s lives. Yet an estimated $200m is lost per year to illegal loggers. A recent response to this was Operação Tronco which resulted in 150,000m³ of illegal timber being seized by government. The main new elements of the forest regime are: the log export ban; the ban on new licenses; the legal review; and the founding of AQUA, the monitoring agency. The World Bank supports these elements through: the Forest Carbon Partnership Facility support to REDD+ Readiness – under implementation since 2013, US$8.8M; Mozambique Forest Investment Project (MozFIP) – implementation in 2017, US$47M to strengthen forest governance and integrated landscape management; Mozambique Dedicated Grant Mechanism – implementation in 2018, US$4.5M to strengthen capacity of communities and CBOs to participate in REDD+ processes and integrated landscape management; and Emission Reductions Payments to the Zambezia Program – under preparation, up to US$50M in performance-based payments for emission reductions; MozBio and SUSTENTA – under implementation since 2015 and 2017. Provide co-investments that contribute to sustainable resource management and rural development. The FIP is currently the main source of external support in the forest sector and involves, inter alia: governance work in Zambezi and Cabo Delgado (using the FAO-Profor forest governance assessment framework); sustainable forest management initiatives, including those focused on SMFEs (the DGM is also expected to have a focus here); integrated landscape management programmes; and development of a vision for the sector to 2035.

China-Africa development collaboration on capacity building and human resources in the forest sector [https://tinyurl.com/y8vpe898] – Chen Jie, Chinese Academy of Forestry

African countries are the largest recipients of the Chinese government’s human resource development programmes, including in the forestry sector. The presenter explored both provider and recipients’ experience of the programmes to date; it also describes the training priorities of African forestry experts and the capacity of Chinese organisations to deliver them. It is recognised that the standard 3-weeks training in China is not long for deep understanding. More people need to know how to get involved with courses organised in-country by Chinese Embassies with Ministries of Foreign Affairs. Longer human resource development courses could be developed, and more courses carried out in Africa, building to support for people in their institutional settings would be useful. It was concluded that all future China–Africa forestry development cooperation initiatives should be based on a joint needs assessment, context-specific design, and collaborative implementation and follow-up, to ensure that human resource development programmes build organisations’ capacity to support truly sustainable forestry.

Chinese government’s support for international collaboration between private sector enterprises in the forestry sector – Xin Xu, State Forestry Administration

The 13th Five-Year Plan on Forestry Human Resources Development is in place and includes work, for example, on CITES. There are currently 8 bilateral agreements with African countries – with a new one coming soon with Mozambique.
Conclusions

If we get this right, ‘All the trees of the field will clap their hands (Isiah 55:12)!’

Mr Harold Turinawe, Merit Sawmillers and Contractors, Uganda

It’s all about friendship

Norbert Sonne, WWF, Cameroon

Onesmus Muyenyi from ACODE in Uganda urged Terra Firma, WWF and IIED to offer some conclusions and ways forward from the event:

Maria Mulanga of Terra Firma noted that we had discussed various issues such as: sustainable management, association, industrial parks, incentives, regional collaboration and collaboration with China. All countries present are making serious efforts to reduce the problems caused by poor forest governance. The search for the solutions is not easy and so will need to involve continuous efforts like this platform – as it is not just the reform of laws and regulations – but their implementation that needs attention. One shared hope is the need to increase community engagement since most forest areas are close to rural populations. The platform is on the right track if it keeps researching new evidence, sharing new approaches and technologies and establishing new partnerships towards those ends.

Geofrey Mwanjela, of WWF observed that although this was his first time participating, the platform clearly provides a useful way of learning lessons. This was especially true in the light of furthering the work of the Zanzibar declaration – with customs forces increasingly committed to CITES legislation. WWF will continue to explore these issues in Madagascar, Mozambique, Tanzania and Uganda. WWF has a renewed and strong desire to work with the China-Africa private sector and especially with a focus on improving community benefits.

James Mayers of IIED noted 5 themes that stood out for him from the learning event that he hoped IIED would continue to be involved with:

- **The Platform.** Each international learning event of the China-Africa Forest Governance Platform has ratcheted up the depth and quality of communication, dialogue, understanding, verification,
shared vision and joint planning and action. What we are able to say and do together is much more advanced than it was when this work started. The work of the Platform between the major events is crucial for this.

- **Sustainable forest product processing.** Work should continue with the larger China-linked companies who are close to seeing it in their interests to invest in integrated local value-adding sustainable forest product business in certain African countries. Getting African artisanal producers, SMFEs and Chinese companies and traders hooked up in partnership for sustainable production and processing is also a priority. The constraints and risks can be worked on, piece by piece, in specific contexts.

- **Timber trade between Africa and China.** Further progress is needed on the practical systems to make African policy and customs procedures, and Chinese import and utilisation processes, work in favour of a legal and sustainable timber trade – and, again, concerted work on key elements of the trade chain can make a big difference.

- **Community engagement and social and environmental responsibility in investments,** in non-forest sectors affecting forests, can be greatly improved. Work in Cameroon, Uganda and other contexts shows how a critical mix of work from NGOs, Chinese companies, government players and Chinese embassies can make good progress.

- **Capacity building for China-Africans.** Development cooperation between China and Africa on forest-linked issues has huge potential if existing good work on human resource development can move to institutional capacity development in the near future. The Mozambique-China MoU, the FIP in Mozambique, ongoing dialogue in Uganda, trans-country work following up the Zanzibar Declaration, processes in FOCAC and the One Belt One Road initiative, all show promise here. All can lend attention to the right people learning the right thing in the right place, together.

Small buzz-groups organised by country generated statements of commitment which were then shared in plenary.

- **China** (delivered by Wang Dengju) partners will aim to: strengthen dialogue and communications between government, enterprises and communities; promote SFM and certification; provide more technical training and guidance; promote in depth utilisation of forest products; and boost research cooperation

- **Mozambique** (delivered by Sheila de Menezes and Carmen Baptista) partners agree that this type of dialogue allows discussion between different stakeholders in search of solutions. The lessons learned will contribute to helping us find management mechanisms for the forest. Mozambique and China will soon sign an MoU for sustainable exploitation of forest resource within Mozambique, partners will aim to: implement the MoU with China; carry out legal reform; reactivate the forest forum and other key dialogue mechanisms; take sustainability actions with NGOs; explore better credit lines for good forest sector activity; and improve the capacity of communities on forest and investment issues.

- **Uganda** (delivered by Elvis Mulimba) partners will aim to: pursue the Zanzibar Declaration with private sector involvement, and with DRC too; promote better forest management practices; and keep CSOs engaged in forest governance

- **Tanzania** (delivered by Miza Khamis) partners will aim to: close Tanzania as a timber transit gateway – reviewing legal instruments to allow seizure, particularly on Zanzibar; increase the geographical scope of the Zanzibar Declaration; and work with investors to make semi-processed wood a win-win option.

- **Cameroon** (delivered by Norbert Sonne) partners will aim to improve unity between Government and NGOs so as to build a formal agreement with China on sustainable forestry production and trade and thus be able to communicate, dialogue and take action on these issues more concertedy.

- **DRC** (delivered by Angele Makombo N’tumba) partners will aim to: present the findings and potential of this to the Economic and Social Council in DRC; and promote sustainable management of forests.

- **Madagascar** (delivered by Ony Lalaina Andrianavalona) partners will aim to: spread the content of the Zanzibar Declaration and communicate to key agencies about the China-Africa Forest Governance Platform learning.
- **Zambia** (delivered by Mercy Mupeta Kundulu) partners will aim to: get a community scheme off the ground which enables revenue from natural resources to be held and used by communities; make progress with replanting initiatives; and probe relations with Tanzania on an MoU on Miombo woodland issues.

The Platform is a great experiment. I really appreciate the heated discussion! It has created cooperation and dialogue where we really needed it. It is a think-tank for better partnership. The Platform has sparked many new ideas and shows how to convert policy into practice. We will not stop here – we aim to take action for better governance and responsible business.

Xu Wangming, State Forestry Administration, China

This Platform event has helped everyone to understand some of the realities in Mozambique and it shows the way on how to invest in forest-wise people and business.

Darlindo Pechisso, National Directorate of Forests, Mozambique
## Annex 1 Participants List

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<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
<th>Country</th>
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<td>Mr Z Satish Navani</td>
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<td>Mr Fei Zheng</td>
<td>Mr Forest Ltda</td>
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<td>Mr Anna Amumpiire</td>
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<tr>
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<tr>
<td>Ms Mercy Mupeta Kandulu</td>
<td>Department of Forestry</td>
<td>Zambia</td>
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<td>Ms Miza Khamis</td>
<td>Department of Forestry</td>
<td>Zanzibar</td>
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<tr>
<td>Mr Ali Basha</td>
<td>Ministry of Agriculture, Natural resources, Livestock and Fisheries</td>
<td>Zanzibar</td>
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China’s relationship with Africa is deepening. As Chinese interests in African forests increase, opinion formers and policy workers in Africa and China need to be better linked in order to shape policy and investment decisions, to ensure good management of forests and the timber trade, and support local livelihoods.

In October 2017, more than 90 Chinese and African stakeholders met in Pemba, Mozambique at the 4th international learning event of the China-Africa Forest Governance Platform. The event focused on ways to develop innovative pro-forest and pro-poor business initiatives in the context of Chinese investment in African natural resources. The Platform, launched in 2013, aims to build bridges between African and Chinese stakeholders and strengthen governance of forests.

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