

Analysis: forest and trading jurisdictions

Measuring progress to zero deforestation

January 2015

JURISDICTIONS



To enable the transition to a deforestation free economy, jurisdictions need to adopt and implement governance, production and trade policies that favour sustainably produced commodities.

About the Forest 500:

The Forest 500 project identifies, ranks, and tracks the governments, companies and financial institutions that together could virtually eradicate tropical deforestation from global commodity supply chains. It measures progress towards ambitious zero deforestation goals by assessing the public policies of these key powerbrokers.

Contact:

To contact the Forest 500 team, please write to forest500@globalcanopy.org

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About the Global Canopy Programme: The Global Canopy Programme (GCP) is a tropical forest think tank working to demonstrate the scientific, political and business case for safeguarding forests as natural capital

that underpins water, food, energy, health and climate security for all. GCP works through its international networks – of forest communities, science experts, policymakers, and finance and corporate leaders – to gather evidence, spark insight, and catalyse action to halt forest loss and improve human livelihoods dependent on forests.

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This is an introductory and high level analysis of how the different forest and trading jurisdictions included in the Forest 500 score in relation to their development and adoption of policies for forest risk commodities and their impacts on tropical forests. In the future, the Forest 500 platform aims to expand on this to include interactive graphs that will allow visitors to carry out their own analyses of critical issues.

Key observations

A number of key observations can be made when analysing how jurisdictions score in relation to specific forest risk commodity policy indicators.

- The average total score for national tropical forest jurisdictions is around 45 out of a possible 100. With the highest scoring jurisdictions achieving over 64 and the lowest around just 30 points, there is clearly much progress to be made in order to tackle tropical deforestation.
- Whilst progress is being seen with the adoption of some zero deforestation commitments at the national level, the majority of these do not aim for overall zero deforestation. The assessments reveal that the majority of zero deforestation commitments apply in relation to specific ecosystems or to the production of specific forest risk commodities. The majority of these pledges have been found in Latin American countries, but the only commitment interpreted as aiming for overall zero deforestation is in Liberia.
- The average total score for trading jurisdictions is around 48 out of 100. The similar variation seen in the scores of trading countries, with the highest performers scoring over 74 and the lowest just 29, demonstrates that progress is possible but that much needs to be done to ensure the impacts of the global trade in forest risk commodities are addressed comprehensively.
- With respect to zero deforestation commitments in trading jurisdictions, despite the representation of such governments in collective commitments, such as the *New York Declaration on Forests*, few governments have acted with their own national zero deforestation policies. Those that have are shown to be commodity-specific and largely industry- rather than government-initiated.

Overview and categorisation

The 25 national forest jurisdictions included in the Forest 500 are at the nexus of the tropical deforestation problem; representing over 88% of tropical forest cover and around 87% of tropical deforestation between 2000 and 2012¹. These jurisdictions also account for a significant proportion of forest risk commodity production in tropical regions, including 95.93% of tropical timber², 99.12% of soya, 96.58% of palm oil, and 61.63% of cattle³. Of particular note are Brazil, Democratic Republic of Congo (DRC) and Indonesia, which together contain around 825 million hectares of forests and comprise almost 45% of the tropical forest area globally.

With respect to the import and consumption of forest risk commodities, the 15 key trade partner countries (trading jurisdictions) included in the Forest 500 account for over 72% of the total value of all forest risk commodity imports from the key tropical forest region. Of particular importance are the European Economic Area (EEA), which comprises the European Union member states and the EFTA countries, China and India, which collectively account for over half of the value of all forest risk commodity imports from the 25 forest jurisdictions (note: EEA and Europe are used interchangeably throughout this report).

These national jurisdictions, as well as ten selected subnational forest jurisdictions, have been scored relative to indicators corresponding to three categories: overall forest policies; track record; and governance, with different criteria developed for each of the jurisdiction types. Each jurisdiction could achieve a total of 100 points; Figure 1 shows the weighting of points between each indicator category. These indicators have aimed to assess each jurisdiction in terms of their current efforts to address deforestation and their historical impacts on tropical forests. Further details of the scoring process can be found in the *Scoring methodology* in the *Methodology* section of the Forest 500 platform. Results of individual jurisdiction assessments can be found in the *Jurisdictions* section of the Forest 500 platform,

where ultimately each jurisdiction has been awarded between zero and five points for each 20 per cent increase out of the maximum 100 points. For the analysis in this report, scores out of 100 have been used unless noted otherwise.

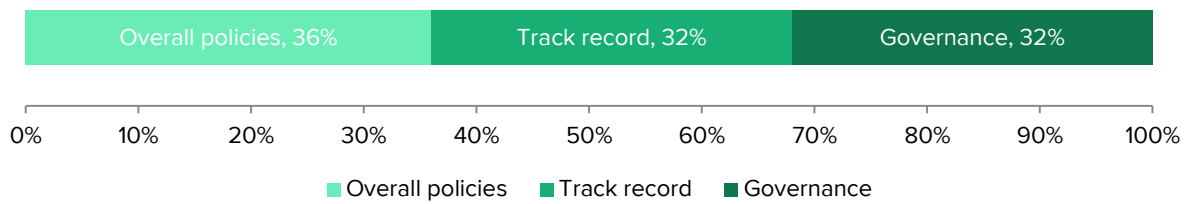


Figure 1. Breakdown of scores showing the relative weighting of points between the three indicator categories.

Zero deforestation: forest jurisdictions

There is increasing momentum towards achieving zero deforestation with a number of countries and large corporations having made commitments to eliminating deforestation from commodity supply chains. *The New York Declaration on Forests*, for example, initiated at the United Nations Climate Summit in September 2014, is a non-legally binding political declaration that commits its endorsers to collectively halve the rate of loss of natural forests globally by 2020, strive to end it by 2030, and specifically, remove deforestation from agricultural supply chains by 2020⁴. For these commitments to translate into real progress, action must be taken by the national and subnational governments in those jurisdictions most relevant to tropical forests and the production and trade of forest risk commodities.

The results of the Forest 500 assessments reveal that tropical forest jurisdictions are addressing tropical deforestation to varying extents. Several countries are aiming to reduce deforestation, however clearly much more is to be done if global zero deforestation targets are to be met. Few countries have in place commitments, policies or strategies aiming for overall zero deforestation. Having said this, this is perhaps not surprising given the ambiguity that remains around definitions of zero deforestation⁵ and concerns over the extent to which zero deforestation is or is not compatible with development^{6,7}.

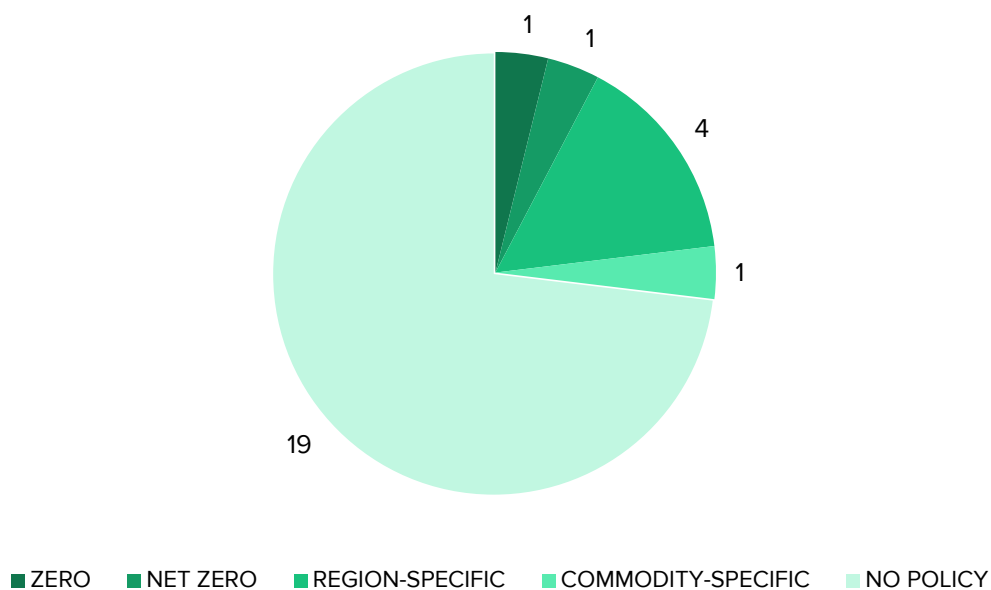


Figure 2. National forest jurisdictions: zero deforestation commitments

Of the 25 national forest jurisdictions included, six have commitments for zero or net zero deforestation, with the majority of these associated with the production of a specific commodity or with a particular forest ecosystem or region (Figure 2). Such commitments are most prevalent among Latin American countries, and include those made by Argentina, Brazil, Colombia, Paraguay and Peru. The only country to have a policy interpreted as zero deforestation is Liberia. Through an agreement with the Government of Norway, the Government of Liberia has identified among its priorities for 2015-2020 the adoption of “a legal framework to govern Liberia’s agricultural sector, including safeguards ensuring zero deforestation”⁸. Although this commitment is in its early stages, having been endorsed in a Letter of Intent signed between the two governments in September 2014⁹, it is important to recognise its ambition. Such a commitment is particularly striking in light of Liberia’s current stage of agricultural development and reports that much of the land earmarked for concessions overlaps with dense forest areas¹⁰.

The above Latin American countries are implementing zero deforestation policies of varying strengths, with some aiming for zero deforestation associated with a particular region or forest ecosystem. Paraguay, for example, extended its Zero Deforestation Law, originally enacted in 2004, for another five years in 2013. Officially the Land Conversion Moratorium for the Atlantic Forest of Paraguay, this law prohibits the conversion of forest areas in the eastern region of the country¹¹. Argentina, Brazil and Colombia have similar ecosystem-specific policies. In line with Paraguay’s commitment, Argentina and Brazil have adopted net zero¹² and zero¹³ deforestation pledges for the Atlantic Forest ecosystem, while Colombia is striving for net zero deforestation in the Amazon region by 2020¹⁴.

Further to this commitment, Brazil also has a commodity-specific deforestation policy, having recently extended until May 2016 a moratorium on trading soya produced in deforested regions. This is an industry-led commitment however has involved the Brazilian Government since 2008, when the Ministry of Environment and the Federal Government joined the initiative^{15,16}. Finally, Peru has an overall net zero deforestation pledge as part of its target of net zero emissions for land use change and forestry by 2021¹⁷. As is the case with Liberia, this is also being supported by international cooperation, involving the governments of Germany and Norway and the Inter-American Development Bank¹⁸. The above examples demonstrate the importance of bilateral partnerships and multilateral support to national commitments for overall zero or net zero deforestation, with the Governments of UK, Norway and Germany supporting Colombia, Peru and Liberia’s deforestation targets.

Table 1 summarises the zero deforestation commitments adopted by the Forest 500 national forest jurisdictions, along with whether they have endorsed the *New York Declaration on Forests*. Of the remaining national forest jurisdictions listed in the Forest 500, several others have signed up to the *New York Declaration* but are yet to echo this commitment in national policies. These include DRC, Guyana, Indonesia, and Mexico. However, it is important to highlight the commitments related to deforestation that with respect to this research do not translate to zero or net zero deforestation policies. For example, in 2012 pioneering legislation was passed in Mexico laying the foundations for, and enshrining in law, reducing emissions from deforestation and forest degradation¹⁹. Mexico’s General Law on Climate Change establishes national targets for emissions reductions and includes a specific obligation for the design of policies for the achievement of a zero per cent rate of loss of carbon original ecosystems²⁰, with implications for land use change and the country’s tropical forests. Although this is not interpreted as a net zero deforestation policy as it applies across all of the country’s carbon original ecosystems, its legislative weight is important to note. Further to this, several countries are implementing national programmes aimed at reducing deforestation, such as those under the Forest Carbon Partnership Facility and the UN-REDD Programme.

Table 1. National zero or net zero deforestation commitments

JURISDICTION	NEW YORK DECLARATION	ZERO DEFORESTATION POLICY
Argentina	No	Net zero deforestation commitment for the Atlantic Forest
Brazil	No	Zero deforestation commitment for the Atlantic Forest Soy moratorium – commitment to zero deforestation associated with soya production
Colombia	Yes	Zero deforestation commitment for the Amazon region
Liberia	Yes	Zero deforestation commitment
Paraguay	No	Zero deforestation for Eastern region of the country
Peru	Yes	Net zero deforestation commitment

Collective commitments to reduce tropical deforestation globally have also been supported by the governments of some subnational jurisdictions. The *New York Declaration* has been endorsed by several subnational governments in Peru and Brazil, while the *Rio Branco Declaration*, a collaborative initiative between subnational governments under the *Governors' Climate and Forests Task Force* (GCF), commits its members to reducing deforestation by 80% by 2020 if guarantees of adequate financial support are made²¹.

Of the subnational jurisdictions included in the Forest 500, few have established targets for zero deforestation. Table 2 shows the approaches taken by several subnational governments with regards to reducing deforestation. Early commitments have been made in some regions, however further action is needed. The Government of Loreto (Peru), for example, has endorsed the *New York Declaration on Forests* and therefore supported the achievement of zero deforestation. However, although it has strategies in place to address deforestation, these have been found not to include timebound or measurable targets and the region has not committed to zero deforestation. The development of subnational strategies with clear targets and timelines is vital for the achievement of national and global goals associated with reducing deforestation.

Table 2. Subnational jurisdictions: an assessment of zero deforestation policies and strategies for reducing deforestation

JURISDICTION	DECLARATIONS	ZERO DEFORESTATION POLICY	STRATEGY
Para (Brazil)	Rio Branco	Net zero deforestation goal	Yes: timebound and measurable
Orientale (DRC)	None	No policy	Yes
Central Kalimantan (Indonesia)	Rio Branco	No policy	Yes
Caqueta (Colombia)	None	Aims for zero deforestation and to prevent deforestation associated with livestock production	Yes: measurable
Loreto (Peru)	Rio Branco New York	No policy	Yes
Santa Cruz (Bolivia)	None	No policy	No
Bolivar (Venezuela)	None	No policy	No
Campeche (Mexico)	Rio Branco	No policy	Yes
Western Province (PNG)	None	No policy	No
Shan (Myanmar)	None	No policy	No

Zero deforestation: trading jurisdictions

With regards to deforestation policies governing imports, different jurisdictions have committed to importing and procuring commodities in line with varying levels of sustainability related to forests, with some commitments applying at the national level and others covering government procurement.

The representation of trading jurisdictions in commitments to zero deforestation, such as the *New York Declaration*, is not currently echoed within the national approaches taken by jurisdictions with the potential to impact significantly on tropical forests through their involvement in the trade and consumption of forest risk commodities. Only two out of the 15 trading jurisdictions included in the Forest 500 have what account to zero deforestation policies, and even then, these are commodity-specific and industry driven.

The case in the Netherlands exemplifies this and highlights the general hesitance of governments to intervene directly in issues of trade related to sustainability in favour of voluntary commitments made at the industry level²². For example, the *Dutch Task Force for Sustainable Soy*, an alliance of Dutch production and trading companies, and the Dutch animal feed industry, aim for 100% responsible soya imports into the Netherlands by 2015, using the *Round Table on Responsible Soy* (RTRS) standard. Although this is a sectoral initiative, the Dutch government has supported development of the RTRS standard and has frequently referred to this industry commitment when reflecting on the government's sustainability policy objectives²³. The Netherlands has a similar industry-driven initiative for palm oil; the *Dutch Task Force for Sustainable Palm Oil*, which was initiated by the *Product Board for Margarine, Fats and Oils* and comprises all actors in the palm oil supply chain. The aim of the Task Force is to achieve 100% sustainability of all palm oil used in food products in the country by 2015²⁴. Parallel initiatives can be seen in Germany, where the *Forum on Sustainable Palm Oil* (FONAP) aims to increase the availability of sustainable palm oil and derivatives in the German, Austrian and Swiss markets, with the ultimate target of 100% segregated, and certified palm oil²⁵. Once again, this is an industry sustainability initiative whereby the forum's members committed to using only sustainable palm oil by the end of 2014. However, it is supported by the government; funded by Germany's *Federal Ministry of Food, Agriculture and Consumer Protection* (BMELV), and *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) acts as the forum's secretariat²⁶.

Where governments have been more active is in the development of public procurement policies, particularly with respect to tropical timber. Whilst such policies only cover a relatively minor market share, it has been shown that they can have a wider reaching impact in consumer markets than their direct spheres of influence²⁷. Public procurement policies are more widespread for timber than for other commodities, however just seven of the 15 trading jurisdictions have policies for timber in place. Furthermore, although such efforts are important to recognise, many of these policies focus on legality rather than sustainability and thus do not prevent imports from being linked to deforestation.

Forest jurisdictions

Overview of scores

The majority of national forest jurisdictions scored between 40 and 60 out of 100 and therefore received three points. Only three countries scored over 60 and received four points, while no countries were awarded the maximum five points. The three countries receiving the highest number of points are Colombia, Brazil and Peru, each with scores of between 64 and 61 points. The three lowest scoring countries, with scores of between 30 and 29 are Angola, Nigeria and Madagascar.

Regional variation

The highest scoring three countries are in the Latin American region and the lowest scoring three are in Africa, suggesting there is some regional variation in scores. Comparing the average total score for countries in each region shows that at over 49, the average score for jurisdictions in Latin America is higher than that for countries in Asia or Africa, which have more similar average scores, at around 42 out of 100. Comparing the average scores for jurisdictions in each region for each indicator category demonstrates where some of this variation lies (Figure 3).

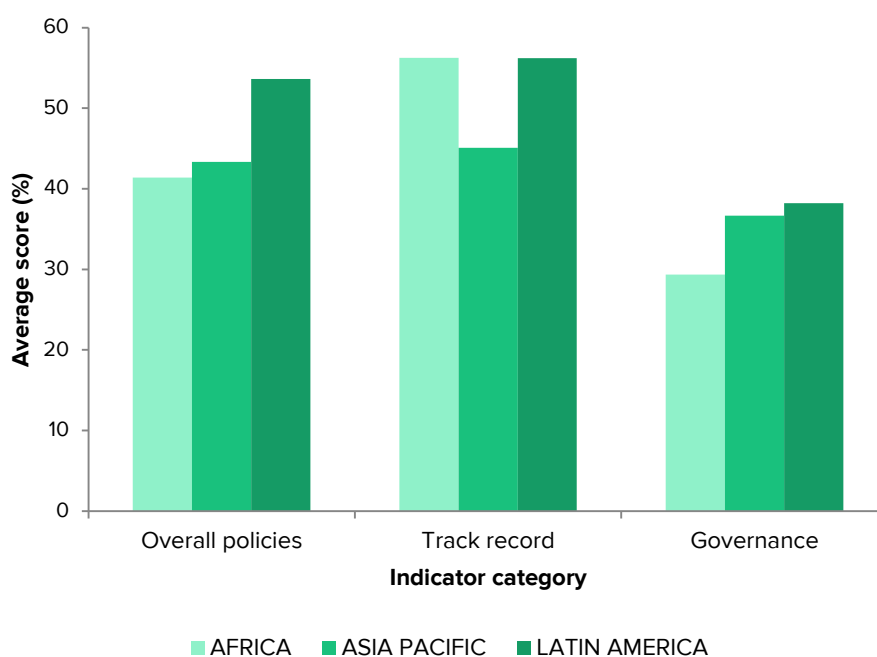


Figure 3. National forest jurisdictions: breakdown of average scores by region and category

This reveals that, on the whole, Latin American countries score higher for their overall forest policies, reflective of the relative prevalence of policies and strategies in place to address deforestation in the region and perhaps the comparatively early focus on the Amazon Basin when initial concerns over tropical deforestation surfaced. Countries in the Asia Pacific region have the lowest score for indicators of track record, while African countries score, on average, lowest for their overall forest policies and for governance but relatively high for track record. This is explained by the lower rates of forest loss experienced by African countries between 2001 and 2012.

Each average total score falls between 40 and 60 out of 100; translating as a total of three out of five points overall. However, there are clearly notable differences within regions as, for example, although the lowest three scoring countries are in Africa, on the whole the average total score for African countries is higher than that for those in the Asia Pacific. The total scores and breakdown of scores by indicator category for each jurisdiction can be seen in Figure 4.

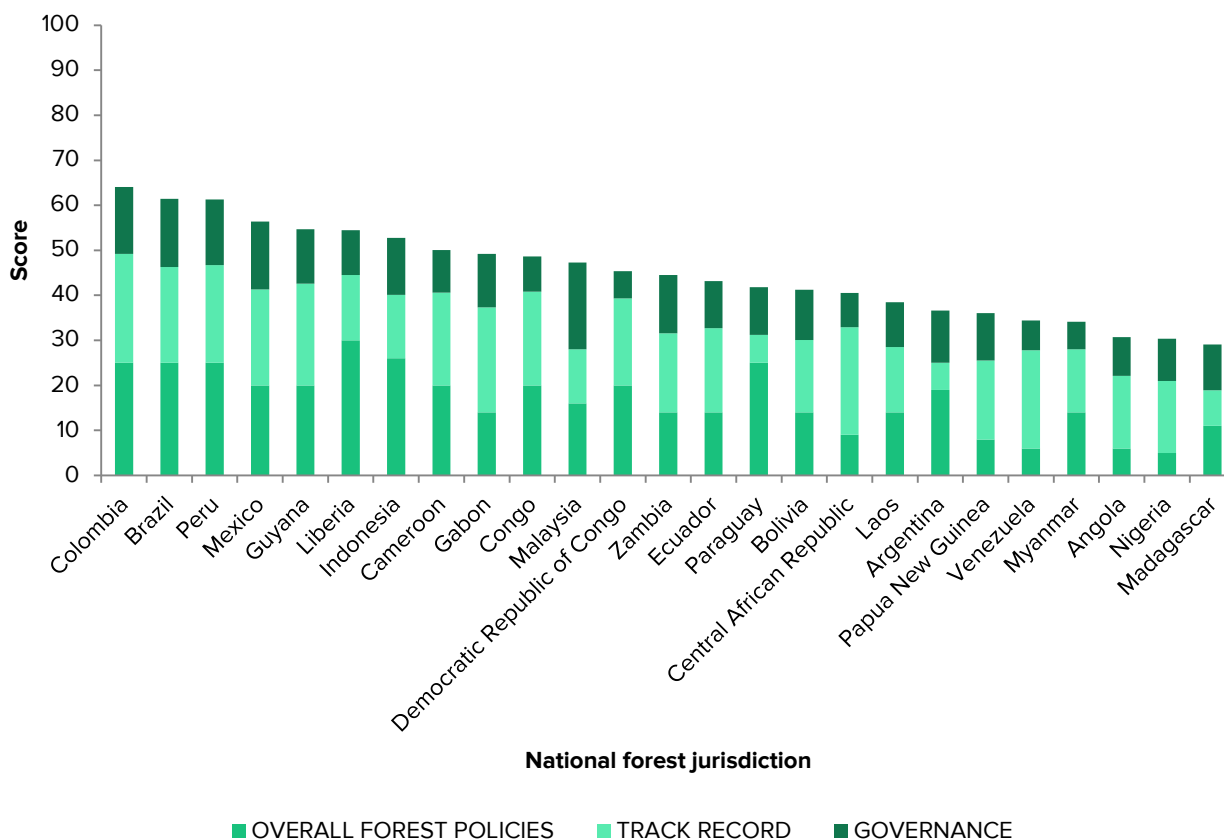


Figure 4. National forest jurisdictions: total scores and breakdown by indicator category

Track record – forest loss

Indicators of a country’s track record include overall commitments to international conventions, such as the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC), as well as recent histories of deforestation, including the percentage loss of forest areas between 2000 and 2012 and whether the rate of deforestation has decreased or increased in recent years. The countries demonstrating the highest percentage forest loss between 2000 and 2012, each with a loss of more than 7%, are Malaysia, Paraguay, Argentina, Indonesia, and Madagascar. It is important to note however that data on forest cover do not distinguish between natural forests and plantations and therefore these changes may include fluctuations in plantations associated with planting, maturation and harvesting. On the whole, as a region, the African countries demonstrated the lowest forest loss between 2000 and 2012 (as a percentage of total forest cover per country), with an average loss of 2.77% in contrast to the higher average losses of countries in the Asia Pacific of 7.31%, and in Latin America of 5.11%. Having said this, there is substantial variation in the extents and rates of forest loss experienced by countries, with each region containing countries at different stages of development and in different forest transition phases; one (pre-transition), two (early transition) and three (late transition)²⁸.

Analyses of changes in percentage forest loss reveal that of the 25 forest jurisdictions assessed, the majority demonstrated an overall increase in the rate of forest loss between 2000 and 2012 (based on a comparison between the average rates of loss for 2001-2008 and 2009-2012). Only one country, Brazil, exhibited a decrease in forest loss in this time period (Figure 5). It is important to note however, that whilst the assessments account for overall percentage forest loss, this specific indicator focuses on changes in forest loss irrespective of original levels, with countries such as Brazil with higher original rates of loss scoring higher than those with lower but more constant rates of deforestation, such as Guyana. The increasing or sustained rates of forest loss worldwide highlight the drastic need for the effective implementation of strategies to reduce deforestation.

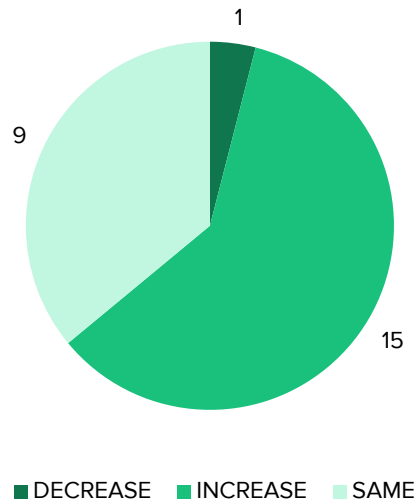


Figure 5. National forest jurisdictions: rate of forest loss in 2009-2012 compared to 2000-2008

Governance

Governance issues, such as corruption, have been identified as playing a significant part in the political economies of the use and destruction of the world's forests³⁹, with countries experiencing some of the highest levels of deforestation often concurrently demonstrating some of the poorest governance³⁰. Governance failures have been cited widely as allowing the unsustainable exploitation of forests in the name of short-term economic development^{31,32}. Furthermore, addressing governance challenges has been recognised as vital for the effective implementation of policies and strategies aimed at reducing deforestation, such as REDD+ and initiatives under the EU's Forest Law Enforcement Governance and Trade (FLEGT) Action Plan³³, which can themselves exacerbate governance problems^{34,35}. Country governance contexts are therefore vital to understand to address the root causes of environmental problems and governance reforms are essential for ensuring the establishment of successful programmes for tackling forest loss³⁶.

The Forest 500 national jurisdictions have been assessed using the World Bank's *Worldwide Governance Indicators*, which include measures of government effectiveness, regulatory quality, rule of law, and control of corruption³⁷. Although the highest average governance scores are seen in the Latin American countries and the lowest in the African countries, once more there is some variation within regions, with the lowest scoring countries for governance, Venezuela, Myanmar, and Democratic Republic of Congo, being from each of the three major regions.

Subnational forest jurisdictions

The 10 subnational forest jurisdictions included in the Forest 500 provide a focus within the key tropical forest countries when it comes to targeting forest loss. Leadership at the subnational level is essential for the translation of overall national policy objectives into action on the ground. Figure 6 shows how the scores for subnational jurisdictions compare alongside the results of each corresponding national jurisdiction's assessment.

Whilst there is a general trend where subnational scores echo those at the national level – unsurprising given the incorporation of national scores into subnational assessments – there are cases which suggest subnational leadership is especially pronounced. Similarly, some cases imply poor translation of national level commitments and policies to the subnational level. It is important to note however, that given these jurisdictions have been selected partially on the basis of their central role in deforestation in each country, and given that assessments incorporate measures related to forest loss, it is not surprising that often subnational jurisdictions score relatively low compared to the national jurisdictions in which they are contained.

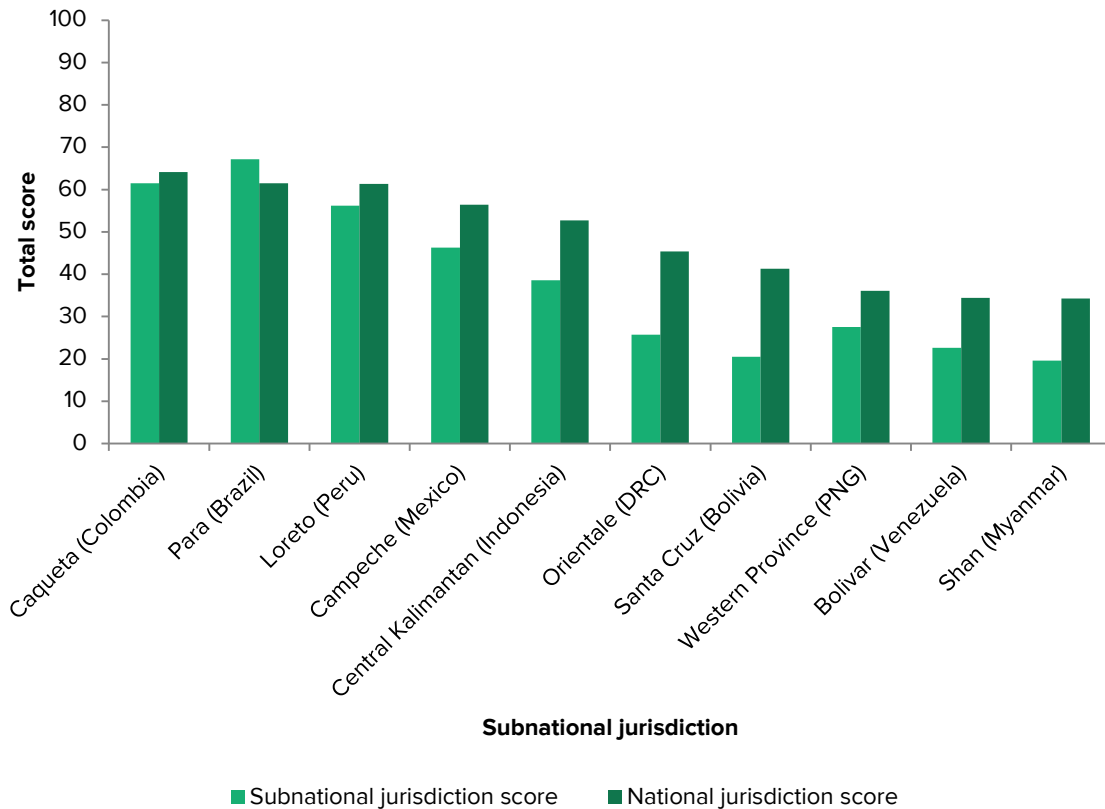


Figure 6. Subnational jurisdictions: total scores for jurisdictions at the national and subnational level.

Trading jurisdictions

Overview of scores

Increasing attention is being paid to the role played by global trade and demand originating in importing countries in driving deforestation, highlighting the need to address tropical deforestation through interventions made outside of the borders of tropical forest countries, and for policies in trade partner countries to reduce the external impacts of consumption³⁸.

Assessments of trading jurisdictions have aimed to reveal how the most important countries, with respect to their role in the import and consumption of forest risk commodities, compare in how they are addressing tropical deforestation. The majority of national trading jurisdictions scored between 20 and 40 out of 100; therefore receiving just two points out of the maximum five. Only three countries scored over 60 out of 100, receiving four points, while, as with national forest jurisdictions, no countries were awarded five points; highlighting the need for increased efforts to address deforestation impacts by trade partner countries.

The four jurisdictions receiving the highest scores are Germany, the Netherlands, the US and the European Economic Area (EEA) as a block, scoring between around 64 and 75 out of 100. The three lowest scoring trading jurisdictions, with between 29 and 33 points are Iran, Thailand and Egypt.



Figure 7. Trading jurisdictions: total scores

Volume of imports

There is significant variation in the overall policies and commitments made by trading jurisdictions, with some countries shown to be doing little to understand and address the impacts of their consumption. The lack of policies by some countries playing a particularly prominent role in terms of percentage of total imports is particularly striking (Figure 8). For example, China imports forest risk commodities at similarly high volumes to the European Economic Area, and has even demonstrated imports in excess of these in recent years. Yet the country has been found to have few policies or commitments in place to address the impacts of its role in global trade. Similarly, India is the third largest importer, in terms of percentage of total import value, but is shown to have no policies in place.

It is important to highlight that the Netherlands represents the fourth highest importer by value overall due to its role in importing commodities for the whole of Europe. The port of Rotterdam in the Netherlands is the largest port in the region and serves as the gateway for commodities entering the European market. Whilst the relatively high score achieved by the Netherlands is therefore encouraging, it is worth considering that Dutch policies do not necessarily apply to the country’s high commodity import volumes, with a large proportion subsequently traded on the wider European market.

With trade patterns expected to change as economies emerge and develop, it is essential that policies are in place to ensure that jurisdictions that are currently important, and that are expected to become increasingly important, with respect to imports of forest risk commodities do not contribute to tropical deforestation. Several trading and consumer markets have historically been less involved in conversations regarding sustainability and particularly have been less scrutinised when it comes to the impacts of their imports of forest risk commodities. In order to comprehensively address tropical forest loss, it is essential that all jurisdictions relevant to the global trade in commodities are held accountable if leakage of unsustainable commodities from more to less-consumer aware markets is not to occur.

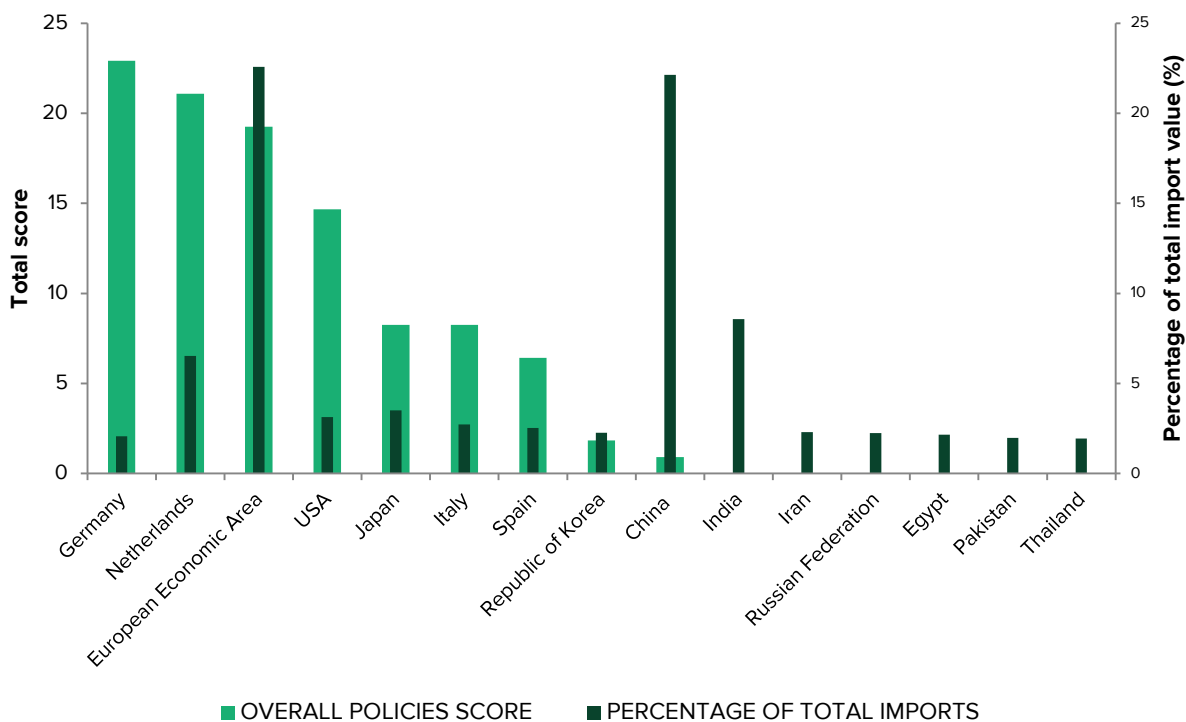


Figure 8. Trading jurisdictions: overall forest policies score and percentage of total import value

Percentage of total import value measures the per cent of total imports in value accounted for by that trading jurisdiction relative to all global imports of forest risk commodities from the key 25 tropical forest jurisdictions as a whole between 2007 and 2012.

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