

# Ghana R-PP (Annexes)

## Annexes

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### Annex 1a: National Readiness Management Arrangements

**Annex 1a-1: Table 1. Composition of the National REDDplus Steering Committee (NRSC)**

NAME	ORGANIZATION	CONTACT ( EMAIL)	CONTACT (PHONE)
Hon. Deputy Minister Henry Ford Kamel (Chairman)	Ministry of Lands and Natural Resources (MLNR)		0262661999
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### Annex 1a-2: Terms of Reference of National REDDplus Steering Committee

The NRSC is a multi-stakeholder body set up within the Forestry Commission by the MLNR. The Committee is composed of 22 members representing different stakeholders.

The NRSC is chaired by the Deputy Minister for Lands and Natural Resources and co-chaired by Prof. J.G.K. Owusu.

The scope of work of the NRSC include the following:

1. The Climate Change Unit of the Forestry Commission will serve as the secretariat of the NRSC in its role of advising the Minister.
2. Make policy recommendations to the Minister for Lands and Natural Resources on any relevant strategies that could form a sound basis for a National REDD-Plus policy or strategy formulation.
3. Provide advice, guidance on all National REDD-plus processes including Ghana's REDD Readiness Preparation Proposal (R-PP) through the sharing of experiences and lessons from partnerships with other forestry projects and initiatives in the private and public sector.
4. Serve as the liaison between respective institutions and stakeholder groups for the effective planning and implementation of REDD-plus initiatives.
5. Maintain oversight role over consultancies on National REDD-plus issues, review, and recommend for approval consultancy reports regarding REDD-plus initiatives to ensure compliance with laid down terms of reference.
6. Advise on institutional roles and mandates for implementation of REDD-plus processes and ensure that the interests of relevant institutions are served within the overall interests of all stakeholders.
7. Recommend a consultative and participatory process to create awareness and integration of REDD-plus related sectoral, institutional and stakeholder programmes e.g. forestry, agriculture (including cocoa) land, water, energy gender etc.

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8. Review, approve and provide continuous guidance and support to REDD-plus plan of operations, annual work plans, annual budgets, monitoring and evaluation processes and implementation.
9. Develop a communication and outreach strategy to disseminate REDD-plus objectives, activities, results and benefits to participating agencies and to a wider audience in Ghana.
10. Identify, advise and support Ghana's negotiating position on REDD-plus at the UNFCCC.
11. Any other assignments that the Minister may decide to include from time to time.

### **Annex 1a-3: Composition of FC Climate Change Mainstreaming Committee**

Oppon Sasu (FC Hqrs.)	-	Chairman
Hugh Brown (FSD)	-	Member
Joseph Boakye (FSD)	-	Member
Valerie Fumi-Mensah (RMSC)	-	Member
Kofi Affum-Baffoe (RMSC)	-	Member
Robert Bamfo (CCU)	-	Member
Richard Gyimah (VPA)	-	Member
C. C. Amankwah (WD)	-	Member
Adamu Sulemanu (CCU)	-	Member

### **Annex 1a-4: Terms of Reference of FC Climate Change Mainstreaming Committee**

1. Examine and make recommendations for the mainstreaming and integration of climate change and REDDplus planning, programmes and activities within the Forestry Commission.
2. Examine and recommend measures and programmes which will ensure education and training on climate change and REDDplus issues to a wider group of Forestry Commission staff to create a critical mass of expertise in those issues in the Forestry Commission.
3. Propose a structure that would ensure that climate change and REDDplus are mainstreamed within the Forestry Commission and the role of the Climate Change Unit is facilitation and co-ordination under the Chief Executive.
4. Any other matters incidental to the above.

### **Annex 1a-5: Working Group Participants**

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## Consultation Working Group

K.S. Nketiah - Tropenbos  
Alex Asare - FC  
Wale Adeleke - IUCN  
Acquah Moses - GTMO  
Kyeretwe Opoku - Civic Response

## REDDplus Strategy Working Group

Joseph Osiakwan - MLNR (Member of NRSC)  
Oppong Sasu - FC  
Albert Katako - CARE International  
Alex Dadzie - GTA  
Delali Nutsukpo - MOFA  
Ton Van der Zon - Royal Netherlands Embassy

## Technical Working Group

Ernest Foli - FORIG  
Daniel Benefoh - EPA  
Forster Mensah - CERGIS  
Yakubu Mohammed - RMSC  
Kofi Affum-Baffoe - RMSC

## ***Annexes for 1b: Stakeholder Consultations Held So Far on the R-PP***

### Annex 1b -1

#### Consultation & Participation Approach

#### REDD Readiness Plan Development

#### Context:

There is potential for Ghana to access new flows of finance that are becoming available to support activities in the land use sector that simultaneously help reduce emissions of carbon and improve land management practices. The government has obtained preparatory support from the Forest Carbon Partnership Facility (FCPF) of the World Bank to assess the potential of these opportunities. This “REDD Readiness planning” will support the analysis of possible activities, policies and measures in the country that can help reduce deforestation and degradation, and enhance sustainable forest management, forest enrichment and conservation (together called REDD+).

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The Ghana Forestry Commission and partners in the Steering Committee are leading the development of the Ghana REDD+ Readiness Plan over the coming months. This will then be submitted to the independent Participant's Committee<sup>1</sup> of the FCPF.

The process and issues that will form the Readiness plan will be defined collaboratively with the participation of stakeholders from multiple levels in relevant sectors. A Consultation and Participation Plan is being prepared to ensure that all key stakeholders are involved.

## **Development of the REDD Consultation and Participation Plan:**

This Draft Methodology (see below) outlines a proposed consultation and participation approach to be used during the REDD+ Readiness Plan Phase. In the next two weeks, we hope to receive feedback and suggested modifications to this draft methodology, and seek approval on its scope at a Workshop at the Forest Commission in Accra. Please send comments by June 16, 2009 to the Forest Commission (att'n Climate Change Unit) in writing, or send email to both Melody Ocloo at [melodyocloo@yahoo.com](mailto:melodyocloo@yahoo.com) and Victoria Wiafe at [v.wiafe@frr.co.uk](mailto:v.wiafe@frr.co.uk).

This document will be available in print at the Forest Commission's offices in Accra and Kumasi, and at offices of key stakeholders, as well as on the website of the Forest Commission and other related websites.

The process of developing the REDD Readiness Plan will include the development of a Consultation and Participation Plan for the future REDD Implementation process.

## **Proposed Principles:**

The Consultation and Participation Process must be:

- ☐ incremental in building on existing initiatives
- ☐ inclusive in engaging all stakeholders affected by, involved in implementation of, or otherwise interested in REDD+
- ☐ respectful of stakeholders' institutions and structures
- ☐ sensitive to stakeholders' needs for time and other resources (including capacity building & feedback processes)
- ☐ tailored in providing information that is accessible and enables participation and elicit input on issues of relevance
- ☐ sensitive to the need for continuous evaluation at multiple levels and by different players
- ☐ participatory & iterative in the determination of goals and focus
- ☐ sensitive to the need for a conflict management process

## **Proposed Methodology:**

### **INFORMATION & COMMUNICATION:**

- Continuously update FC and other websites to post information & solicit input
- Place hard copies of docs at NGO and FC offices in the districts

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<sup>1</sup> The Participants Committee is the primary decision making body of the FCPF governance board.

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- News bulletin of the FC
- Propagate through local FM & Community Radio

### HOW WE CONSULT:

Review issues in R-Plan component drafts through:

- Formal and Semi Structured Interviews
- Focus Group Meetings with Stakeholder groups
- Workshops
- Complete REDD R Plan Products and post / distribute to obtain final comments

This approach will be formulated into the four phase approach described below:

#### Phase 1: Information Sharing

- Initial workshop held May the 14<sup>th</sup> 2009
- REDD Secretariat attendance and presentation at IUCN Diagnostic Workshops in Kumasi, Tamale, and Takoradi - 3<sup>rd</sup> - 12<sup>th</sup> June
- Development of REDD web page on Forestry Commission web site - by mid June
- Individual consultations on existing projects and programmes in the forest sector and their implications for REDD

This phase is intended to increase awareness of the R-plan process, develop an understanding of what other processes are occurring in the forest sector and further the secretariats understanding of stakeholders priorities regarding forest governance.

#### Phase 2: Development of Overall Structure of R-plan

- National Workshop in Accra 18<sup>th</sup> June
- Three Zonal Workshops in Tamale, Kumasi, and Takoradi between June the 22<sup>nd</sup> and 26<sup>th</sup>

This phase is intended to provide a forum for focused discussion on the structure of the R-plan. The outcome of these discussions will form the basis of the draft R-plan documents that will be developed further during phase 3. Final validation of the Consultation and Participation plan for R-plan development (this document) will also occur during the 1<sup>st</sup> National Workshop.

#### Phase 3: Development of R-PP Draft - Early - Mid July

- Consultation and review of draft documents by key stakeholders and interested parties

This phase is intended to develop draft documents based on the structure provided by phase 2 combined with international best practice. Input for these documents will be sought from key stakeholders as well as those groups that expressed interested during phase 2.

#### Phase 4: Broad stakeholder review and Validation - Mid to End July

- Draft documents circulated to a broad multi-stakeholder group (this group will be identified and approved during phase 2)
- National Validation workshop held - late July

This phase is intended to allow the draft documents to be reviewed by a wider audience and input provided by them, prior to final validation.

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Through this process and in accordance with the working group discussions held during the week of the 11<sup>th</sup> of May stakeholders will be consulted on:

- What REDD is (basic information sharing)
- Potential Components of REDD
- The R-Plan Process, including
  - REDD+ Consultation & Participation Plan
  - Consultation Structures
  - Responsibilities for consultation and participation
  - Coordination with other land-use management programmes' consultation processes
- Cross-cutting Issues in
  - Land Use Rights / Land Tenure Systems
  - Forest Governance
  - Benefit Sharing systems
  - Coherence with other initiatives (VPA, NLBI, GFP, etc)

### **Stakeholders to be consulted:**

#### **Civil Society**

- CBOs (e.g. Fire volunteers, economic groups)
- CRMCs, DFFs, RFFs, NFF
- National & International NGOs
- Traditional Authorities - Chiefs, Land priests etc.
- Professional Associations - Ghana Institute of Foresters,
- Trade Unions, Associations, FOSSA, Students' Unions,
- Research & Academic organisations
- Religious bodies

#### **State Level**

- Office of President / Office of Vice President
- Land & Natural Resources
- Foreign Affairs
- Finance & Economic
- Food & Agriculture
- Environment Science & Technology
- Local Government & Rural Development
- Education
- Energy

#### **Statutory Level**

- Forestry Commission
- Lands Commission
- Water Resources Commission



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- Energy Commission
- Internal Revenue Service
- National Development Planning Commission
- Environmental Protection Agency
- Savannah Accelerated Development Authority
- Ghana National Fire Service
- Customs Excise & Preventive Services
- Immigration national Service
- Office of the Administrator of Stool Lands
- Ghana Investment Promotion Centre
- Ghana Cocoa Board
- Meteorology Service
- National Commission on Civic Education
- National Biodiversity Council

### Private Sector

- AGI Assoc of Ghana Industries
- Wood Industry- GTMO, DOLTA, GTA, GATEX, FAWAG, Woodworkers Association
- Mining Industry - Chamber of Mines, Galamsey
- Fuel wood & Charcoal Burners Associations (producers, transporters, consumers)
- NTFP gatherers (Hunters, Fishers, Fuel wood collectors)
- Farmers Large & small scale
- Services - Investment/Buyers, technical experts, carbon consultants

### Annex 1b-2 Forestry Commission Newsletter

The Forestry Commission Newsletter Issue No. 6 dated April-July 2009 describes the importance of forests in climate change particularly REDD implementation within the broader framework of current forest sector institutional reforms, such as the Voluntary Partnership Agreement (VPA) under the Forest Law Enforcement, Governance and Trade (FLEGT)

### Annex 1b-3: Complete Participants Lists at all Consultations Gatherings discussing R-PP

**MULTI-STAKEHOLDER WORKSHOP ON REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION (REDD) - 12<sup>TH</sup> - 13<sup>TH</sup> MAY 2009 AT THE FORESTRY COMMISSION**

#### METHODOLOGICAL GROUP

NO.	NAME	ORGANISATION	STATION
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3.	Ali Mohammed	RMSC	Kumasi
4.	Bernice Addo	MOFA	Accra
5.	Andrew Kyei Agyare	WD/FC	Accra

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6.	Kofi Affum-Baffoe	RMSC	Kumasi
7.	Yakubu Mohammed	RMSC	Kumasi
8.	Sandra Brown	Winrock	USA
9.	Phil Cowling	IDL	UK
10.	Joseph Adu Mintah	FC Hqtrs.	Accra

### CONSULTATION GROUP

NO.	NAME	ORGANISATION	STATION
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2.	John Mason	NCRC	Accra
3.	K.S. Nketiah	Tropenbos	Kumasi
4.	Samuel Kofi Nyame	IUCN	Accra
5.	Kwame Adorbor	Ministry of Energy	Accra
6.	Saeed Abdul-Razak	Civic Response	Accra
7.	Kinsley Ansah Bekoe	FWG	Accra
8.	Vincent Antwi	Gh. Meteorological Agency	Accra
9.	Richmond Antwi-Bediako	Rural Env. Care Assoc. (RECA)	Tarkwa
10.	Carina Bracer	Climate Focus	USA
11.	Haddy Jatou Sey	World Bank	USA
12.	Kyeretwie Opoku	Civic Response	Accra
13.	Albert Katako	Civil Society	Takoradi
14.	Victoria Wiafe	IDL	Accra
15.	Terry Green	IDL	UK
16.	Melody Ocloo	FC Hqtrs.	Accra

### POLICY GROUP

NO.	NAME	ORGANISATION	STATION
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2.	David Kpelle	FAO/FC	Accra
3.	David Brown	IDL	U.K
4.	Wale Adeleke	IUCN	Accra
5.	Kingsley Bekoe Ansah	FWG	Accra
6.	Charlotte Streck	Climate Focus	Belgium

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7.	Emelia Arthur	FWG	Accra
8.	Heather Wright	Moore Foundation	USA
11.	Andre` Aquino	World Bank	USA
12.	Ali Mohammed	MOFEP	Accra
13.	Joseph Osiakwan	MLNR	Accra
14.	Robert Bamfo	FC - HQ.	Accra
15.	F.S. Amoah	FSD HQ.	Accra
16.	J.G.K. Owusu	Chairman	Kumasi
17.	Robert Nyarko	FC - HQT.	Accra
18.	Fredua Agyeman	MLNR	Accra
19.	Ali Mohammed	MOFEP	Accra
20.	Henry Akotey		Accra
21.	Oppon Sasu	FC - HQTS	Accra
22.	Lawrence Agyekum		Accra
23.	Herbert Antor		Accra
24.	K. Awua-Peasah	MFEP	Accra

### May 14<sup>th</sup> Multi-stakeholder Workshop

Stakeholder Group	Agency	Name	Station
<b>State Level</b>			
Ministry of Land & Natural Resources	MLNR	Joseph Osiakwan	Accra
	MLNR	Macdana Yumes	Accra
	Parliamentary Select Committee on Lands and Forestry	Hon. A. Adjei-Yeboah	Accra
		Andrew Agyare	
Ministry of Finance & Economic	MOFEP	Henry Akotey	Accra
Ministry of Food & Agriculture	MOFA	Bernice Addo	Accra

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Ministry of Local Government & Rural Development	Min. of Local Government	Harold Owusu-Ansah	Accra
Ministry of Energy	MP, Nkwantia, South	Hon G.K.B. Gebediame	Accra
Statutory Level			
Forestry Commission	FC	Prof. Nii Ashie Kotey	Accra
	RMSC	Kofi Affum-Baffoe	Kumasi
	RMSC	Alex Asare	Kumasi
	RMSC	Valerie Fumey Nassh	Kumasi
	FC	U.K. Armoo	Accra
	Wildlife Division	Andrew Kyei Agyare	Accra
	FSD	E.N. Amanor	Accra
	FSD	Obour-Wiredu Jonathan	Kintampo
	FSD	Emmanuel Ntiako	Dunkwa
	FC	Sasu Oppon	Accra
	FSD	Michael K. Benni	Sunyani
	FSD	Mary Ashon Mensah	Accra
	FC	Thomas Okyere	Takoradi

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FSD	Opoku Samuel	Sunyani/Wenchi
FSD	A.K. Okrah	Accra
FSD	J.E. Manu	Kofofidua
FC	B.M. Iddrisu	Accra
FC	Richard Gyimah (Phd)	Accra
FSD	William Baah	Sunyani
FSD	F.S. Amoah	Accra
RMSC	E. Obiaw	Kumasi
FSD	W.K. Bimah	Ho
FC	R.B. Wilson	Accra
FSD	Edith Abronquah	Kumasi
FSD	E.K.K. Mensah	Accra
FSD	Kofi Yehoah-Gyan	Kumasi
FSD	Charles D. Draf	Kumasi
FSD	Daniel Donkor	Takoradi
FSD	Obed Kwame Ofori	
FC	Chris Beeko	Accra
FSD	Diana Fiat	Accra

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	FC	Elisha Asiedu-Amponsah	Accra
	FC	Vincent Oppong Amoak	Accra
	FC	Ebo Darko	Accra
	FC	Joe Appiah Gyapong	Accra
	FC	D.Mac Ashun	Accra
	FC	Charles Dei-Amoah	Accra
	FC	Melody Ocloo	Accra
	FC	Charlotte Asare	Accra
<b>Minerals Commission</b>	Minerals Commission	James Adjei	Accra
<b>Water Resources Commission</b>	Water Resources Commission	Ronald Abrahams	Koforidua
<b>Environmental Protection Agency</b>	P.O./ EPA	Daniel Benefoh	Kumasi
<b>Meteorology Service</b>	Gh. Meteo. Agency	Vincent Antwi	Accra
<b>Donors</b>			
	MPO - Swiss Embassy	Seth Adjei Boye	Accra
	E.C Delegation	Jaap	Accra

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			Vermaat	
		Royal Netherlands Embassy	Elijah Danso	Accra
		FAO/FC	David Kpelle	Accra
<b>Private Sector</b>				
Wood Industry- GTMO, DOLTA, GTA, GATEX, FAWAG, Woodworkers Association		GTA	Abdullah Bin Abubakar	<b>Takoradi</b>
		FAWAG	E.A. Sackey	
		G.T.A.	Alex K. Dadzie	Takoradi
		GATEX	Nene Otiro	Akosombo
		ABTS Ltd.	Edward K. Asare	
		GAWU - G. TUC	Osei Owusu Joseph	Accra
		CEO	E.E.K. Acquah-Moses	Kumasi
		GTMO	Acquah Moses	
		FAWAG	Nana Adu Baafo	
Services - Investment/Buyers, technical experts, carbon consultants		Private Afforestation Dev. Org.	Osei Bonsu	K. Offinso

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Consultant		K.K. Ghartey	F. Takoradi
<b>Civil Society</b>			
CBOs (e.g. Fire volunteers, economic groups) CRMCs, DFFs, RFFs, NFF	Kwaebibirem Forest Forum		Barima Sarpong Kumankum II
	Chairman, National Forest Forum	Naa Robert Loggah	WA UWR
National & International NGOs	Civic Response		Nana Ampiah VI Accra
	Forest Watch		Abdul-Razak Saeed Cape Coast
	Forest Watch		Samuel Manufor Accra
	The Dev. Inst. Forest Watch		Kingsley Bekoe Ansah Accra
	FWG		Emelia Arthur Accra
	FWG		Willie Laate Accra
	FWG		Richmond Antwi-Bediako Accra
	RFCA/FWG		Ekua Ansah-Eshon Takoradi
	ATWWAR		John Mason Takoradi
	NCRC		Paul Osei Tutu
	Tropenbos - Ghana		K.S. Nketiah Kumasi



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	Tropenbos	Wale Adeleke	Kuamsi
	IUCN	Peter Ossei-Wusu	Accra
	NUTREEGA	Nicholas Helm	Kumasi
	A.B. - Federation of the disabled	Delali Pearce-Kporhs	Accra
Trade Unions, Associations, FOSSA, Students' Unions, Research & Academic organizations	NUGS	Stephen Adu-Bredu	Accra
	FORIG	Ernest Foli	Kumasi
	FORIG	Foster Mensah	Kumasi
		Salifu Abdul-Raliaman	Accra
Press	Ghanaian Times	Kwame Mensah	Accra
	B.F.T.	Michael Ayeh	Accra
	Ghanaian Times	Ernest Annan	Accra
	Metro TV	Budu Bismark	Accra
	Metro TV	Abraham	Accra
	Metro TV	Prince Frimpong	Accra

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		Bediako	
	Metro TV	D.D. Asare	Accra
	The Moment	Aisha Wellington	Accra
	GBC Radio	Samuel Addo-Gyasi	Accra
	GBC Radio	Albert Asiamoah	Accra
	Daily Graphic	A.B. Arthur	Accra
	Daily Graphic		
<b>Others</b>		Sylvia De-Graft Mends	
		Irene Addoatey	Accra
		Ebenezer Arkoful	Accra
		A. Oduro-Barnie	Accra
		Kparib Peter	Accra
	APM	George Awudi	Accra
	Programme Coordinator		Accra
	SAO		Accra

### Tamale Workshop 16<sup>th</sup> July - 42 Participants

State Level	NAME	ORGANIZATION/ DESIGNATION	STATION
Ministry of Lands &	Musa Abu Juam	Northern Savannah	Tamale

## Ghana R-PP (Annexes)

Natural Resources		Biodiversity Project	
Ministry of Food & Agriculture	Salifu Shaibu H.	MOFA	Bawku
	Yakubu Stephen	MoFA	Tamale
<b>Statutory Level</b>			
Forest Commission	Ebenezer Djablityey	FSD Regional Manager	Tamale
	John Ocansey	FSD Regional Manager	Upper West Region
	Osei Gyamfi	FSD Regional Manager	Upper East Region
	J.W. Kuma	FSD	Bolga
	Moses Komoah	WSD / Regional Manager	Tamale/Bolga/Wa
	Jacob Kabanda	WSD/ CREMA	Bolga
	Luri Kanton	WD	Kyabobo National Park
	ED Djablityey	FSD	Tamale
	Enoch Ashie	WSD/ Park Manager	Mole Damango
	Nsiah Dempah	NFF member FSD	Tamale
Environmental Protection Agency	John Bosco B.S	EPA	Tamale
National Disaster Management Organisation	Chris A. Tanga	NADMO	Tamale
Meteorology Service	Jafaru Abdul-Aziz	Tamale Association Meteo	Tamale

## Ghana R-PP (Annexes)

District Assemblies	Emmanuel Liebib	Kassena-Nankay District Assembly	Tamale
Donors			
Private Sector			
AGI Assoc of Ghana Industries	Osei K. Bonsu	Private Afforestation Dev. Org.	Offinso
Fuel wood & Charcoal Burners Associations (producers, transporters, consumers)	Mary Dokurugu	Charcoal Association	Bolgatanga
	Wasilatu Alidu	Charcoal Association.	Sandema
NTFP gatherers (Hunters, Fishers, Fuel wood collectors)	Paul Azongo	Musagba	Walewale
Civil Society			
CBOs (e.g. Fire volunteers, economic groups)	Abdujah Danaah	Rural Women and Children Development Org	Tamale
	Afdulrazak Afukari	Community Empowerment Organisation	Tamale
	GN Sulemana	RIDEC	Tamale
CRMCs, DFFs, RFFs, NFF	Naa Robert Loggah	National Forest Forum, President	WA
	Samuel Abatey	UE RFF	Navrongo
	Bawal Seidu	RFF	Upper West
	Fidelis Zumakeph	D.F.F	Tamale
	Adams Inusah	Jrapa Forest Forum	Wa
National & International NGOs	George K. Amarnan	ODA	Sandema
	Issifu Sulemana	ZEFP	Walewale
	Abdulai Damoah	RWCDO	Tamale

## Ghana R-PP (Annexes)

	Mohammed A. Jabaru	NGND	Tamale
	Ben Bawa	JIDA	Salaga
	Mumuni Joseph Shaibu	KCODEC	
	Abdul-Karim Ziblim	WUZDA	Tamale
	Abdulai Boba	Youth Leader	Tamale
Traditional Authorities - Chiefs, Land priests etc.	Stephen B. Kpen	Chief	Wa
	Abudulai Mahama	Chief of Nyohini	Tamale
	Iddrisu Ibrahim	Silimboma naa,	Tamale
Research & Academic organizations	Prof. Gordana Kranjac-Berisavljevic	UDS/SLM Project	Bolga
	Prof. David Millar	UDS	Bolga

### Kumasi Workshop - 55 Participants

State Level	Name	Organisation	Location
Ministry of Food & Agriculture	John Ayisi Jatango	MoFA	Sunyani
	Mr. Badu Yeboah	Regional Director (MOFA)	Ashanti Region
	Godwin Horly	MoFA	
Statutory Level			
Forest Commission	Ruth U. Azu	FSD-FC	Atebubu
	Augustine Gyedu	FSD-FC	Bekwai
	Chemogo Deri	FSD-FC	Nkawie
	William Baah	FSD	Sunyani Regional

## Ghana R-PP (Annexes)

			Manager
	Dickson Adjei Sakyi	FSD-FC,	Sunyani
	Edith Abruquah	FSD, Regional Manager	Kumasi/ Ashanti Region
	J. E Manu	FSD, Regional Manager	Koforidua/ Eastern Region
	Mercy O. Ansah	RMSC-FC	
	Charles Hazel	WSD Regional Manager	Ashanti/ Brong Ahafo
	Emmanuel Nimo	Zoo Manager	Ashanti
	Godfred Ohene Gyan	RMSC - FC	Kumasi
	Alex Asare	Manger , Collaborative Forest Management Unit	RMSC Kumasi
	Kofi Afum-Baffoe	Production Manager, RMSC	Kumasi
	Yakubu Mohammed	Manager, Digital Mapping Remote Sensing and GIS (RMSC)	Kumasi
	Valerie Fumey Nash	RMSC	Kumasi
	Isaac Sintim-Yabbey	FSD	
	Awuah Edward	Assistant Manager, FSD	Kumasi
	C.K.A Haizel	FC Wildlife	Kumasi
<b>Water Resources Commission</b>	Ronald Abrahams	Water Resources Commission	Koforidua
<b>Environmental Protection Agency</b>	Daniel Benefoh	P.O./ EPA	Kumasi
<b>Donors</b>			
	James Macqueen	EU Chainsaw Project	Kumasi
<b>Private Sector</b>			

## Ghana R-PP (Annexes)

Wood Industry- GTMO, DOLTA, GTA, GATEX, FAWAG, Woodworkers Association	Edward K. Asare	ABTS Ltd.	Berekum
	Kwabena Enoch	Modern Wood	Kumasi
	IK NKRUMAH	TWU/TUC	
	ANTHONY P. ASARE	SAWN TIMBER ASSOC	
	Kwame Appiah	FAWAG	
	E.E.K. Acquah-Moses	GTMO	Kumasi
	Owusu Brobbey	GTA,	Techiman
	D. K. Boabeng-Poku	GTA,	Kumasi
	Chris Dadzawa	FAWAG	
	Julius Oduro	GTA,	Sunyani
Farmers Large & small scale	Nana Abodi	Farmer	Sunyani
<b>Civil Society</b>			
CRMCs, DFFs, RFFs, NFF	Barima Sarpong Kumankuma	Kwaebibirem F. Forum	
	E. C. Ansong	BAR FF	Brong Ahafo Region
	Ahmed Suleman	Forest Forum	Techiman
	Kwasi Afena	Chariman Bargfa	
<b>National &amp; International NGOs</b>	Osman Ahmed	Environmental Protection Association of Ghana (EPAG)	
	Paul Osei Tutu	Tropenbos Ghana	Kumasi
	K.S. Nketiah	Tropenbos	Kumasi
	Clement Owusu	Tropenbos	Kumasi
	Margarette Opuni	Dynamic Extension Group	Kumasi

## Ghana R-PP (Annexes)

	Kwaku Addai	CEMED	Kumasi
	John Coffie	Green Solutions	Kumasi
	Peter Ossei-Wusu	NUTREEGA	Kumasi
	Josephine Aqyen	Environmental Awareness	
<b>Traditional Authorities - Chiefs, Land priests etc.</b>	Nana Kofi Sasraku Ayiwa I	TWIFU Chief	
<b>Research &amp; Academic organizations</b>	Dr. Stephen Adu-Bredu	FORIG	Kumasi
	Dr. Ernest Foli	FORIG	Kumasi
	Enoch C. Ofosu	KNUST	Kumasi
	Dr. Emmanuel Opuni-Frimpong	FORIG	Kumasi
<b>Press</b>	Lovelace Opoku-Agyemang	Freelance Journalist	
<b>REDD Steering Committee Chair</b>	J.G.K. Owusu	Chairman, NRSC	Kumasi

### Cape Coast - 36 Participants

State Level	Name	Organisation	Location
<b>Ministry of Food &amp; Agriculture</b>	Kutah King Joseph Jnr.	Ministry of Food and Agriculture	Apowa, Western Region
<b>Statutory Level</b>			
<b>Forest Commission</b>	Sulemana Adamu	Wildlife Division	Winneba
	Isaac Adonteng	Forest Services Division, Ho	Ho
	Godfried Amankwah	T I D D	Takoradi
	Yaw Opare Addo	Forest Services Division, Ho-Volta	Ho
	Peter Mensah	PTM Officers, FSD	Nkwanta



## Ghana R-PP (Annexes)

	I.C.Y. Apetorgbo	Forest Services Division	Assin Fosu
	Attah Owusu	Forest Services Division	Cape Coast
	Afreh Boakye	Secretary, FSD	Mankessim
	Papa Kwaw Quansah	Wildlife Division	Koforidua
	Badu Henry	Forest Services Division	Cape Coast
	Thomas Okyere	Forest Services Division	Takoradi
	Linda Acheampong	Forest Services Division	Cape Coast
<b>Private Sector</b>			
<b>Wood Industry- GTMO, DOLTA, GTA, GATEX, FAWAG, Woodworkers Association</b>	Victor K. Nyadi	National Chairman DOLTA	Tema
	Ebenezer Adu-Kona	DOLTA Member	Western Region
	Kwabena Affum	Deputy Treasurer, GTA	Sefwi-Juaboso
	J.A. Opong Mensah	G.T.A. Central Region Representative	Fosu
	Emmanuel Owusu	G.T.A.	Dunkwa
	William Beckson	G.T.A.	Kumasi
	Louis Abraham	G.T.A.	Asamko
	Nana Annan II	G.T.A.	Asamko
<b>Farmers Large &amp; small scale</b>	Jesse K. Ashong	Peter' Farms Limited	Kpetoe
	Stephen Mensah	Set-up Farms	Ho
	Kasens Asiamah	10 Farms Ventures	Cape Coast
	Samuel Nana Otoo	Darko Farms	Tarkwa
	Amoatey K. Ernest	Farm Manager	Anloga
<b>Civil Society</b>			
<b>CRMCs, DFFs, RFFs,</b>	Nana Blankson	Natural Forest Forum	Assin Fosu

## Ghana R-PP (Annexes)

NFF			
National & International NGOs	Richmond Antwi Bediako	Rural Environmental Care Association	Tarkwa
	Anthony K. Darko	New Generation Concern	Wassa Akropong
	Jerry Affum Offei	Conservation Foundation	Sefwi-Juaboso
	Bernard Yeboah	Conservation Founder	Sefwi-Juaboso
	Newlove N. Ayensu	Devascom Foundation	Enchi
	Andrew Kojo Morrison	New Generation Concern	Wassa Akropong
Research & Academic organizations	Joseph O. Aduam	Executive Research Association	Tarkwa
Religious bodies	Osei Gyamfi	Young Christian Youth	Ho
	Joseph Akpoto	Catholic R.S.	Kpando

### FURTHER STAKEHOLDER CONSULTATION AND PARTICIPATION WORKSHOPS

With funding from Gordon and Betty Moore Foundation further consultation and sensitization workshops were organized for the Traditional Authorities and Forest - dependent communities to enhance their understanding on REDD-plus and Ghana's R-PP.

Two Civil Society Organizations namely, Tropenbos (Ghana) and HATOF Foundation were contracted to facilitate the process in the three ecological zones of Ghana which include; High Forest zone, Transitional Zone and the Northern Savanna zone. Mr Samuel Kwabena Nketiah of Tropenbos (Ghana) was tasked to coordinate the consultation process organized by the Civil Society Organizations.

The sensitization workshops reports are detailed below:

List of Participants- 45      Venue:- VAG Hall - Ho, Volta Region 6-7 January 2010

Civil Society Organization	Name	Organization	Location
1 Facilitator	Samuel C. Dotse (facilitator)	HATOF Foundation	HO

## Ghana R-PP (Annexes)

<i>Name</i>	<i>Traditional Area/Village/Organization</i>
1. Togbega Adanu Sakrafo X	Goviefe
2. Fiato Atsrima Z.K	Have
3. Robert Hodey	Hohoe (CSO/ Land owner)
4. H.K Dzorgzenu	Goviefe
5. Wellington Agudu	Goviefe
6. Michael Manu	Goviefe
7. Tsiami (Goviefe)	Goviefe
8. Paul Kpai Yao	Have Traditional area (Opinion Leader)
9. Ezuvor Wemega	Afife Traditional area (Land owner)
10. Togbui Adodo	Akatsi Traditional area (Land owner)
11. Akakpo Daniel Brain	DI (Opinion Leader)
12. Togbe Wuor III	Asorgli Traditional area, Ho
13. Togbe Adzimah II	Asorgli Traditional area
14. Obed V. Kissiedu	Have (Land owner& Opinion leader)
15. Gershon Anku	Tsrupke (Land owner& opinion leader)
16. Togbe Dede III	Asorgli Traditional area, Ho
17. Togbe Dekortsu II	Asorgli State, Ho
18. Togbe Kwaku Ayim	Ziavi Traditional area
19. Rev. John Binah	Ziope
20. Godwin Zakli	South Dayi District Assembly
21. Togbui Dzelu III	Ziope/Yevi
22. Victoria A.X Atsiku	Akatsi-Abor
23. Sam Felix Kuagbenu	Akatsi-Abor
24. Vincent Peter Kotogbor	Akatsi-Abor
25. Nana Kwasi Agyeman	Abutia- Tete (Norvinenyo Development Network)
26. Sherry Adipa	Women Organization, Avatime
27. Shem Adu	Klefe
28. Togbe Kekesi	Dzolo
29. E.G.K Deletsu	Dzolo
30. Benjamin Korzu Azaglo	Ho, Asorgli
31. Togbe Kasa III	Chairman, VOREFF
32. Tobge Kotoku XI	Kpenoe traditional area
33. Togbe Tsigbe Zikpitor III	Kpenoe traditional area
34. W.E.K. Bimah	Forestry Department
35. Theophilus Dzadey	Ho- Ahoe Assembly member
36. Tobge Fia Komla	Kpeve Traditional area
37. Mrs. Mary Senaye	Hohoe
38. Victor Don King	NCCE- Ho
39. Anthony Dzigbor	Ho
40. Seth Esahe	Abutia
41. Madam Christine Agbesinyale	Hohoe

## Ghana R-PP (Annexes)

42. Innocent Gyamfi	Hohoe
43. (3 Media Personnel)	Ho

**List of Participants- 47      Venue:- Tropical Hotel-Sunyani 5<sup>th</sup> January 2010**

Civil Organization	Society	Name	Organisation
2		Paul Osei Tutu (Facilitator)	Tropenbos Ghana
		Participants	location
		Ruth Nana Gyapong	Sunyani
		David Yeboah	“
		Susana Agyemang	“
		Nana D. Agyeman	“
		Nana Sarfo Adu Amankwah	“
		Pascal A. Edwards	“
		George Azigli	“
		Esther Tawiah	“
		George Donkor	“
		Daniel Aduse-Poku	“
		Felix D. Okyere	“
		Matilda Oodoro	“
		Mercy Yeboah	“
		Appiah Issah	Techiman
		Atta Kwame	“
		Janet Abankwa	“
		Asante Amoako	“
		Janet Konadu	“

## Ghana R-PP (Annexes)

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Faustina Abrofi	“
Adoma Stella	“
Abubakari Adams	“
John Asarga	“
Eric Baafi	“
Nana Baah Bredu	Sunyani
Alex Quartey	“
Richard Mensah	“
Ofori Acheampong	Goaso
Yaw Mensah	Techiman
Kow E. Mensah	Sunyani
Andrea Ellis Nsiah	“
Attah Yeboah	“
Charles K. Kumi	“
E.C Ansong	“
K. Asamoah Yeboah	“
F.B Mensah	“
Kwasi Ansah	“
Theresa Banigewo	“
Delali Matilda	“
Alfred Yeboah	“
John Ayisi Jatanfo	“
P.K Asankwa	“
Joseph Boama	“
Zotoo Ernest	“

## Ghana R-PP (Annexes)

	Gariba Sulley	
	Victor Adanse-Poku	
	E.C. Ansong	
	Nana Bosome Adu Nkwan II	

Participants List-29- At Feyiase Forest Gate Lodge -Kumasi, 8<sup>th</sup> January 2010

	Name	Title
1	Mercy Owusu Ansah and	Faciliator
2	Peter Ossei Wusu	“
3	Nana Baffoe Amankwa	Bantamahene
4	Nana Ansah Baah	Yamfohene
5	Nana Yaw Agyei	Mimhene
6	Nana Gyasi Adabo	Hwiediemhene
7	Nana Sampson Edusah	Aseibu Amenfi
8	Nana Owusu Kwabi	Etwereso
9	Nana Osei Akwesi	Kokofohene
10	Nana Kofi Aboagye	Asempanaye
11	Nana Anthony	Ayigbehene
12	Nana Kwadwo Ateffah	Kokofohene
13	Ernest Kuma Mills	Akwaboahene
14	Nana Adusee Pokuaa	Agona Bepoa Hemma
15	Nana Osisiadan	Kwabrehene
16	Nana Owusu Achiaw	Manso Nkwanta
17	Nana Ata Owusu	Juasohene
18	Peter ossei wusu	Tree Growers Secretary
19	Rev. Kwadwo Nkrumah	Tree Grower Mampong
20	Mad. Akosua Akyaa	Juaso
21	Nana Abena Frimpomaa	Juasohemaa
20	Adwoa Donkoh	Kwabre
22	Frank Owusu	Community Liaison
23	Angela Kwablah	National Service RMSC
24	Michael Acheampong	RMSC
25	Joycelyn Agyepomaa	Mimhene's Secretary
26	Alex Asare	RMSC

## Ghana R-PP (Annexes)

27	Kofi Affum Baffoe	RMSC
28	Mercy Owusu Ansah	RMSC/TBI

### Issues raised at the consultation workshops:

- How would REDD+ activities provide most benefits to the nation and local people?
- Which part/ area or size of our forests must be committed to REDD?
- What are the implications of REDD+ for timber revenues (local and national levels), given the high contribution of timber to the national economy?
- Forest reserves rather be put under the REDD-plus initiatives
- High possibility for loss of arable lands to REDD-plus in off-reserve areas
  - The 'plus' component of REDD-plus could lead to expansion of trees into their farms and hence reducing the availability of farm lands. Consequently, they are comfortable with the REDD. And not the 'plus'. ( *'Tell them that we like 'REDD' but not the 'plus' so they should bring REDD but take off the 'plus' - A participant.*  )

The participants also expressed a wish to have cocoa plantations captured under REDDplus as cocoa trees can also capture carbon dioxide. It is imperative to note that the stakeholder consultation process is still on-going at the forest -dependent community levels.

### ***Annex 1b-4: Stakeholder Consultations and Participation Plan (for R-PP Implementation)***

### **This Document**

This Consultation and Participation (C&P) Plan forms one element of Ghana's REDDplus Readiness preparation proposal (R-PP). It is intended to provide an outline of the structures and activities that will occur to ensure effective communication on the development of a national strategy for REDDplus. The plan is anticipated to cover a period from late 2009 to 2012/13 and is based on the premise of further support from the Forest Carbon Partnership Facility. It is intended for use by a broad range of stakeholders to provide a clear outline of activities for those involved in implementing REDDplus preparation activities, as well as acting as a statement of intent that can be referred to by all those engaged in the process.

The Consultation and Participation process on Ghana's REDDplus Readiness Preparations should be conducted with caution. Stakeholders within and outside of the Government have different expectations with respect to the benefits and risks associated with REDDplus. Local stakeholders are concerned about fair benefit sharing, while the Government confronts the challenge of enacting broad policy reforms without the assurance of eventual rewards from emission reductions and other environmental benefits. Mechanisms for REDDplus are still under definition under the UNFCCC and the funds that are currently available are insufficient. It is not clear whether the climate conference in Copenhagen will lead to a definition of a REDDplus policy framework, neither is it clear whether industrialized countries will make available the expected funds to sufficiently incentivize REDDplus. The political risks associated with engaging in REDDplus for Ghana are

## Ghana R-PP (Annexes)

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further enhanced as Ghana has relatively low remaining forest coverage and deforestation emissions. The “plus” of REDD relating to conservation and enhancement of stocks may therefore be as important for Ghana as the reduction of forest emissions.

In sum, consultations on REDD policies and benefit sharing have to be handled with upmost care, as benefits - despite all the talk about them - are not a given. Stakeholders within and outside of the Government must embrace REDDplus as a potential additional reward mechanism for agreed sustainable forest protection and land-use policy. If there is no broad support for the underlying REDD policies, disappointment with the mechanism is unlikely to be avoided.

### Context

#### Where does REDDplus and the R-PP Come from?

Global climate change threatens the livelihoods of people worldwide. Research has shown that nearly 20% of all greenhouse gas emissions (the gases that cause climate change) come from deforestation and forest degradation.

The international community is developing a mechanism to provide positive incentives (mainly in the form of finance) to help developing countries reduce emissions from deforestation and forest degradation (REDD), and to support conservation, sustainable forest management, and the enhancement of forest carbon stocks (these three being the + in REDD plus). This mechanism is being discussed in the context of an international climate agreement that will complement the UN Framework Convention on Climate Change and the Kyoto Protocol. The Government of Ghana is actively participating in these negotiations.

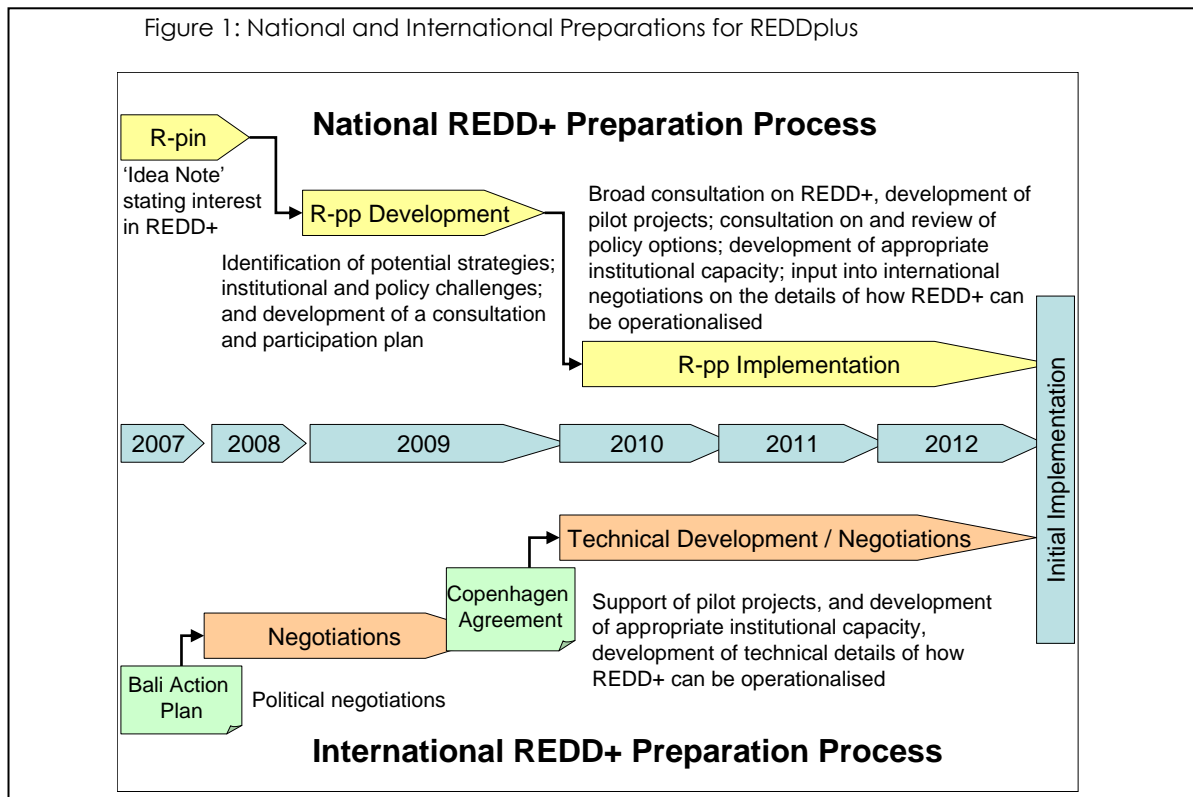
A future REDDplus mechanism offers the opportunity of financial support for Ghana to promote policies and activities that will reduce further deforestation and forest degradation. It should be recognized, however, that this finance is performance based and comes as payment for the provision of an environmental service in the form of absorption and storage of carbon (sequestration of carbon) across land uses.

The Government of Ghana is currently receiving financial support from the Forest Carbon Partnership Facility (FCPF) to prepare, for participating in a future mechanism for REDDplus. The first significant step of this is the development of the R-PP or Readiness preparation proposal which indicates what activities could be undertaken for REDDplus and provides a guide to what needs to be done to assess these activities, and identify a coherent national strategy for REDDplus, which will guide actions at both the national and international levels.



## Ghana R-PP (Annexes)

Figure 1: National and International Preparations for REDDplus



### Learning Lessons from past Processes - the VPA, and NREG

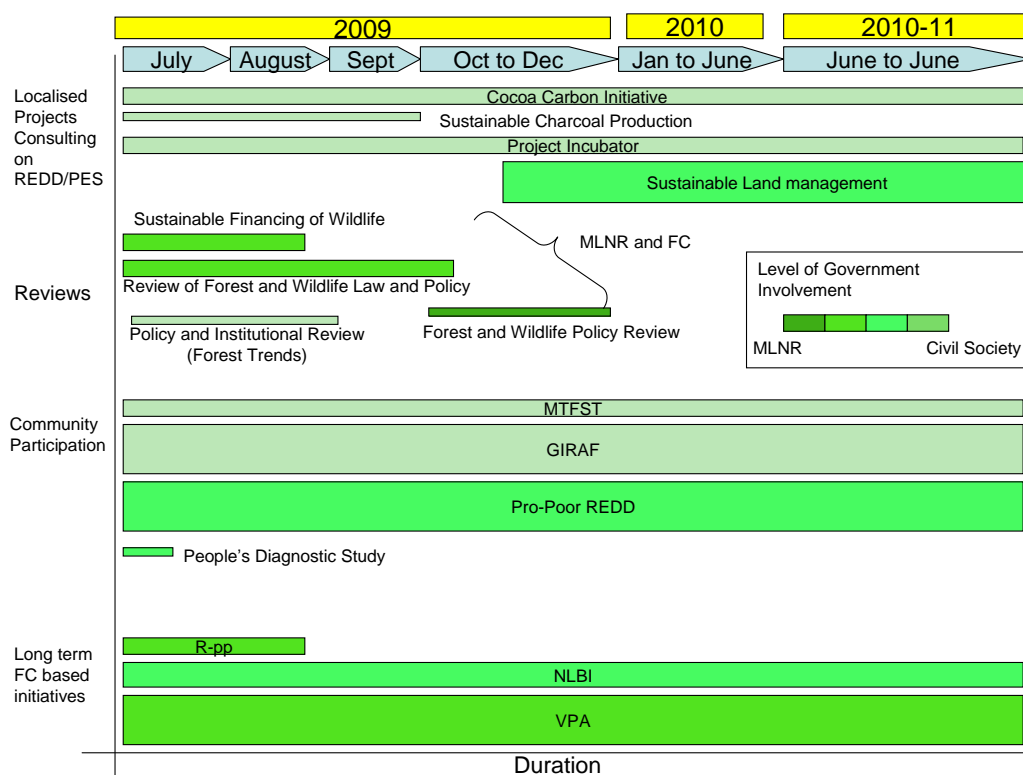
The Ghanaian forest sector has been an area of considerable importance for Government, Development Partners and Civil Society actors for several years. A focus on consultation and participation within several major initiatives has increased the capacity of stakeholder groups and Government to organise, advocate and consult, when compared to other sectors within the country. The elaboration of Ghana's Voluntary Partnership Agreement (VPA) with the EU and the country's Natural Resource and Environmental Governance (NREG) Sector Budget Support Programme (NREG) are examples of these developments, with both having utilised a consultative process.

The consultation process that surrounded the VPA was seen as one of the most successful VPA consultation processes globally with good levels of information sharing and effective multi-stakeholder decision making. The process has also provided a number of lessons learned (Box 1) which can be utilized by other initiatives to further develop and improve multi-stakeholder consultation and decision making within Ghana.

The development of the NREG structure has made progress towards the institutionalizing of consultative process by creating a framework around which stakeholders can discuss and identify priorities for the sector in a coordinated manner.

## Ghana R-PP (Annexes)

Figure 3: Example of ongoing initiatives in the forest sector



Despite NREG's successes at coordinating Government and Development Partner efforts, there remain a high number of different initiatives within the sector many of which have their own consultation processes. During the development of the R-PP at least six other initiatives were identified which were engaging the same stakeholders on issues which overlapped with those being discussed during the R-PP consultations (see figure 3).

This situation threatens to undermine the progress made to date and is likely to lead to consultation fatigue amongst stakeholders from both government and civil society. The presentation of disparate initiatives in a poorly coordinated fashion also over complicates the picture provided to stakeholders reducing their capacity to participate and in many cases reducing their trust in the process due to a lack of follow-up information on how their views have been incorporated into subsequent decision making.

As such it is critical that future consultation processes are coordinated to ensure that they remain efficient and effective and do not undermine their own legitimacy.

## Ghana R-PP (Annexes)

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### Consultation and Participation for REDDplus

#### **Box 1: Lessons Learned from the VPA Process**

A series of 'lessons learned' have been identified from the VPA process which can help inform future decision making processes within Ghana and beyond.

##### The Importance of Planning

Clear plans are important to outline how two-way communication between sector representatives and their constituencies will occur. This should include guidelines on 'how much' consultation is needed, what capacity building activities may be needed, and recognise the time and finances necessary to conduct effective information sharing and consultation. The implementation of this plan should then be regularly monitored to ensure effective implementation and adjustment.

##### Consultations Build Credibility and Capacity

Engagement of parties in the discussion of issues surrounding an initiative increases the credibility of the initiative and stakeholders support for it. The engagement of stakeholders also builds their capacity to participate in future multi-stakeholder consultations.

##### Sector Organisations Facilitate Consultation

The existence of stakeholder groups, and associations greatly facilitates consultation and reduces transaction costs.

##### Impacts Beyond the VPA

The success of the consultation process around the VPA saw its adoption by other groups and has been a very positive step towards institutionalising the concept and practice of multi-stakeholder dialogue and decision making in Ghana.

### Framework and Principles

The development of a National Strategy on REDDplus is a complex process. Challenges to its development include:

- the technical nature of carbon measurement and valuation,
- the evolving negotiation process within the UNFCCC,
- REDDplus's multi-sectoral nature,
- the potential impact that mechanisms could have on the poorest groups within society,
- the high levels of vested interest often present within the forestry sector.
- Uncertainty associated with expected benefits.

It is also crucial that the ideas present within REDDplus are presented in an appropriate, integrated and progressive manner to ensure the management of expectations surrounding REDDplus and its implementation at national and local levels.

## Ghana R-PP (Annexes)

Figure 2 provides an illustrative example of the interaction between communication and consultation. An upward flow of lessons learned compliments the downward flow of information. This provides the knowledge and understanding critical for the development of tangible activities and communications tools necessary for making the transition from awareness to sustained behaviour change.

To address these challenges and to support the development of an effective C&P plan the following principles of consultation were identified through regional and national workshops as important and appropriate for the development of Ghana's national strategy for REDDplus. The consultation process will thus:

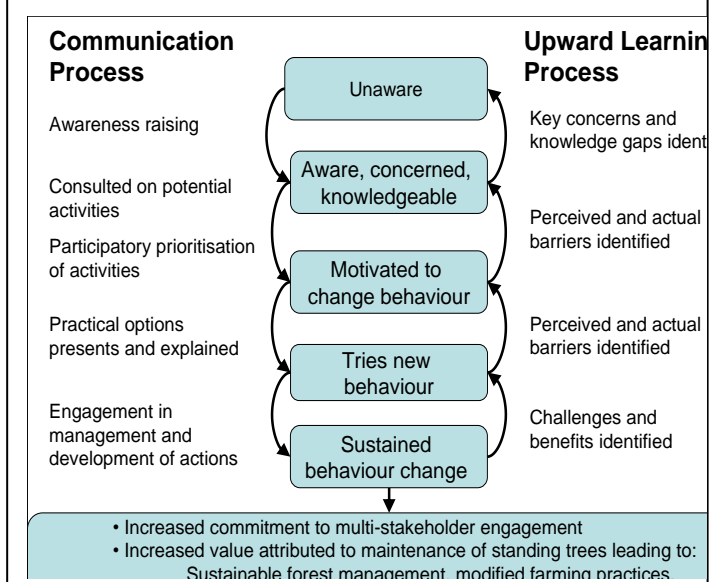
- i. Engage all stakeholders significantly affected by, involved in the implementation of, or otherwise interested in REDDplus, regardless of sector
- ii. Build on existing consultation & participation achievements and structures. E.g. the review of the Forest Management Plan, VPA, Forest Forums, Forest Watch Ghana.
- iii. Be sensitive to stakeholders' needs for time and other resources (including capacity building & feedback processes - effective planning and spearheading of consultations and information sharing are critical in this area)
- iv. Be tailored in providing information that is accessible and enables participation
- v. Be sensitive to the need for continuous evaluation at multiple levels
- vi. Be participatory and focused in the determination of goals
- vii. Be sensitive to the need for conflict resolution and management process
- viii. Be sensitive to the need to manage expectations

It is intended that these principles be followed by implementing a series of process objectives also identified through consultation and technical discussion. These are:

- Increased Awareness

REDDplus requires extensive information sharing and awareness raising prior to effective consultation. Currently the uncertainty over the scope and shape of REDDplus, is a challenge to wide-ranging consultation. However, once agreements have been reached in the Copenhagen COP-15 meetings in December 2009, more

Figure 2: Communication and Lessons Learning Processes



## Ghana R-PP (Annexes)

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concrete information will be available during the REDDplus Readiness Preparation Phase. Information needs to be provided in the most appropriate manner for the constituent groups it reaches. As such, REDDplus should be included within existing discussions on forest governance and improved forest management. Early integration and collaboration will facilitate a clear understanding of linkages between different initiatives and reduce the number of information sharing activities conducted.

- Participatory approach to decision making

Participatory approaches to decision making allow for the integration of inputs received from a wide range of stakeholders, thus increasing levels of ownership of the resulting product.

As outlined in section 1a multiple stakeholders will be represented throughout the decision making process managed by the government. The involvement of these groups will support the dissemination of information as well as provide transparency not only on decisions but on how those decisions are made, while permitting the government to retain ownership.

- Involvement in implementation

Stakeholder involvement combined with the above decision making process allows for ownership to be developed. It also ensures that dialogue can occur in a clear way and incorporate more perspectives. It is suggested that following the successful utilization of existing structures during the VPA process a similar format is developed for disseminating information and conducting consultation, the results of which can then be discussed within broader multi-stakeholder forums.

Clear responsibilities should be identified for participants within these forums to ensure that levels of communication and consultation are representative both within groups and between them.

- Integration with safeguards measures (SESA)

It is critical that safeguards against adverse impacts on communities that may be impacted by REDDplus activities are put into place. Section 2d sets out a specific tool - a Strategic Environmental and Social Assessment (SESA)- to help avoid negative impacts (“do no harm”) and to enhance positive or “additional” REDDplus benefits, especially in terms of social or livelihood benefits, governance and wider environmental or biodiversity benefits. Part of the SESA process includes consultations which these will be integrated into the overall consultation process.

### *Work plan for Consultation and Participation Activities during REDDplus Readiness Preparation*

**Goal:** To achieve collective ownership of the process to develop strategies that reduce emissions through deforestation and degradation (REDD) and to support conservation, sustainable forest management, and the enhancement of forest carbon stocks (the + in REDD plus).

**Purpose:** To ensure that all stakeholder groups have a better understanding of REDDplus, how it relates to Ghana and what roles, responsibilities and opportunities they have within Ghana’s efforts.

# Ghana R-PP (Annexes)

## Key Stakeholders

Issues relating to REDDplus affect a wide range of stakeholders and are particularly relevant within Ghana where over 70% of the population is directly dependant on natural resources for their livelihoods.

Stakeholder groups identified for engagement within consultation included:

- Government - State level and statutory level with a focus on cross-sectoral linkages
- Private Sector - including timber industry, agricultural and financial institutions.
- Civil Society - including local and international NGOs, community based organisations across all relevant thematic areas
- Development Partners

Table 1: List of stakeholders identified during R-PP development

Government	Private Sector
<ul style="list-style-type: none"> <li>• Office of President / Office of Vice President</li> <li>• Ministry of Land &amp; Natural Resources</li> <li>• Ministry of Foreign Affairs</li> <li>• Ministry of Finance &amp; Economic Planning</li> <li>• Ministry of Food &amp; Agriculture</li> <li>• Ministry of Environment, Science &amp; Technology</li> <li>• Ministry of Local Government &amp; Rural Development</li> <li>• Ministry of Education</li> <li>• Ministry of Energy</li> <li>• Forest Commission</li> <li>• Lands Commission</li> <li>• Water Resources Commission</li> <li>• Energy Commission</li> <li>• Internal Revenue Service</li> <li>• National Development Planning Commission</li> <li>• Environmental Protection Agency</li> <li>• Savannah Accelerated Development Authority</li> <li>• Ghana National Fire Service</li> <li>• Customs Excise &amp; Preventive Services</li> <li>• Immigration Service</li> <li>• The Judiciary</li> <li>• Office of the Administrator of Stool Lands</li> <li>• Ghana Investment Promotion Centre</li> <li>• Cocoa Board</li> <li>• Meteorology Service</li> </ul>	<ul style="list-style-type: none"> <li>• AGI Assoc of Ghana industries</li> <li>• Wood Industry- GTMO, DOLTA, GTA, GATEX, FOWAG, Small scale carpenters</li> <li>• Mining Industry - Chamber of Mines, galamsey</li> <li>• Fuel wood &amp; charcoal Burners Associations (producers, transporters, consumers)</li> <li>• NTFP gatherers (Hunters, Fishers, Fuel wood collectors)</li> <li>• Farmers Large &amp; small scale</li> <li>• Services - Investors/Buyers, technical experts - consultants</li> </ul>
	Civil Society
	<ul style="list-style-type: none"> <li>• CBOs (e.g. Fire volunteers, economic groups)</li> <li>• Community Resource Management Committees, Forest Forums</li> <li>• National &amp; International NGOs</li> <li>• Traditional Authorities - Chiefs, etc.</li> <li>• Professional Associations - Ghana Institute of Foresters,</li> <li>• Trade Unions, Associations, FOSSA, Students' Unions,</li> <li>• Research &amp; Academic organisations</li> <li>• Religious bodies</li> </ul>
	Development Partners
	-bilateral and multilateral

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- National Disaster Management Organisation      donors
- National Commission on Civic Education

### Content:

Key areas for information sharing and further consultation were identified during the May to August consultation period. It is anticipated that many of the same issues will be relevant at both information sharing and consultation phases and it is important that questions raised during the information sharing process are subsequently addressed during the consultation phase.

### Areas for Information Sharing and Consultation:

- What is REDDplus (basic information sharing)
  - Where does REDDplus come from
  - What are the issues being negotiated internationally
  - What are the implications at national level
  - What are other countries doing on REDDplus
  - Where is Ghana within the REDDplus process, internationally and domestically
- Incentives from REDD
  - Why should Ghana engage in a mechanism on REDDplus
  - What benefits would be available to different stakeholders
- Land Use Rights / Land Tenure Systems
  - What would be potential implications of REDDplus payments within the existing context
  - Would a mechanism on REDDplus work within the current Ghanaian context
  - What revisions could be required and what impacts would they have
- Forest Governance
  - Is REDDplus complimentary with existing initiatives in forest governance
- Benefit Sharing systems
  - What benefit sharing systems exist at the moment
  - How could REDDplus interact with existing benefit sharing agreements
  - What systems of benefit sharing could be appropriate and provide maximum benefits
- Potential REDD projects and activities
  - What activities could be included under REDDplus
  - What are the benefits/limitations of different activities (output from phase 1 consultations)

### *Tools and Methods to be used in Consultation and Participation during REDDplus Readiness Preparation*

To conduct effective information sharing and consultation, a range of tools will be used to ensure a broad reach and effective engagement. Such tools include:

#### 1. Information and Communication

- Maintain & continuously update FC and other websites to post information & solicit input
- Production of policy briefs and information notes appropriate to different audiences that can be distributed in both hard and soft copy
- News bulletin of the FC
- Propagate through local FM & Community Radio

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- Stakeholder group managed information sharing

### 2. Consultation

Consultations will occur at different levels from small scale expert consultations to broader national consultations. Key tools within this process will include:

- Formal and Semi Structured Interviews
- Focus Group Meetings with Stakeholder groups
- Self Administered questionnaires that anyone can complete and submit
- Workshops
- Stakeholder group managed consultation

### 3. Participation

Structures for participation are discussed in more detail in component 1a of the R-PP and below. The will include the NRSC, as well as stakeholder groups utilized for consultation information sharing.

For these tools to be effective, particular attention will be paid to the planning of consultation processes to ensure that: i) information is available for participants sufficiently in advance of consultation ii) participants are aware of upcoming dates so that they can organise their constituencies iii) information sharing and consultation processes can be coordinated with other existing processes.

#### *Institutional Arrangements for Communication and Participation on REDDplus*

Institutional arrangement will support open consultation platforms at community, district, regional, and national levels as part of stakeholder participation in the overall sector management and governance.

The REDDplus Secretariat and Steering Committee are the responsible entities for ensuring that the C&P Plan is followed. Where possible existing structures will be utilized or strengthened. This approach will help to ensure that methods of information sharing and consultation are appropriate to the stakeholder group, are undertaken by groups that are trusted by stakeholders and that they are streamlined with other ongoing processes.

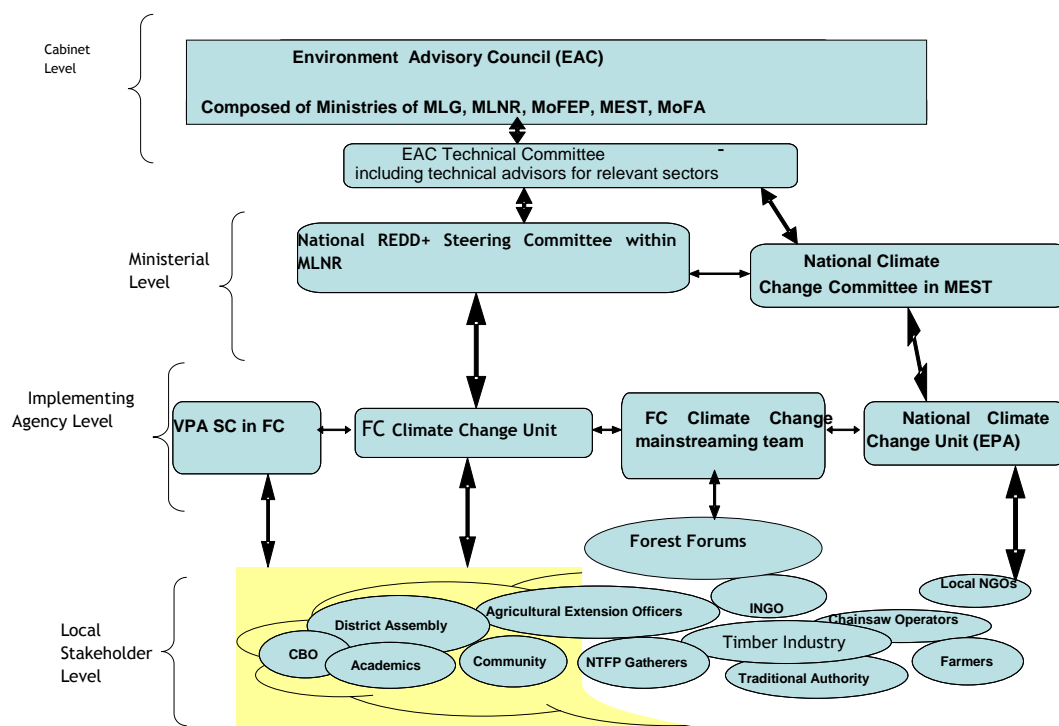
Progress has been made to establish effective structures for communication, consultation and participation for REDDplus however the following steps are also recommended:

- Formal engagement of the Ministry of Food and Agriculture by the Natural Resource and Environment Advisory Council (currently being established).
- Strengthening of the Forest Forums to ensure broader representation and increased financial freedom from the Forestry Commission.
- Further strengthening of the REDD Steering Committee
  - Assessment of the potential to combine REDDplus and VPA Implementation Steering Committees
  - Further strengthening of CBO's to engage with and act on issues relating to REDDplus and climate change
  - Increased capacity of the REDDplus Secretariat to support and coordinate consultation and participation activities

Figure 3: Institutional Linkages for REDDplus Readiness Preparation



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- Joint planning of information sharing and consultation process with other agencies and initiatives

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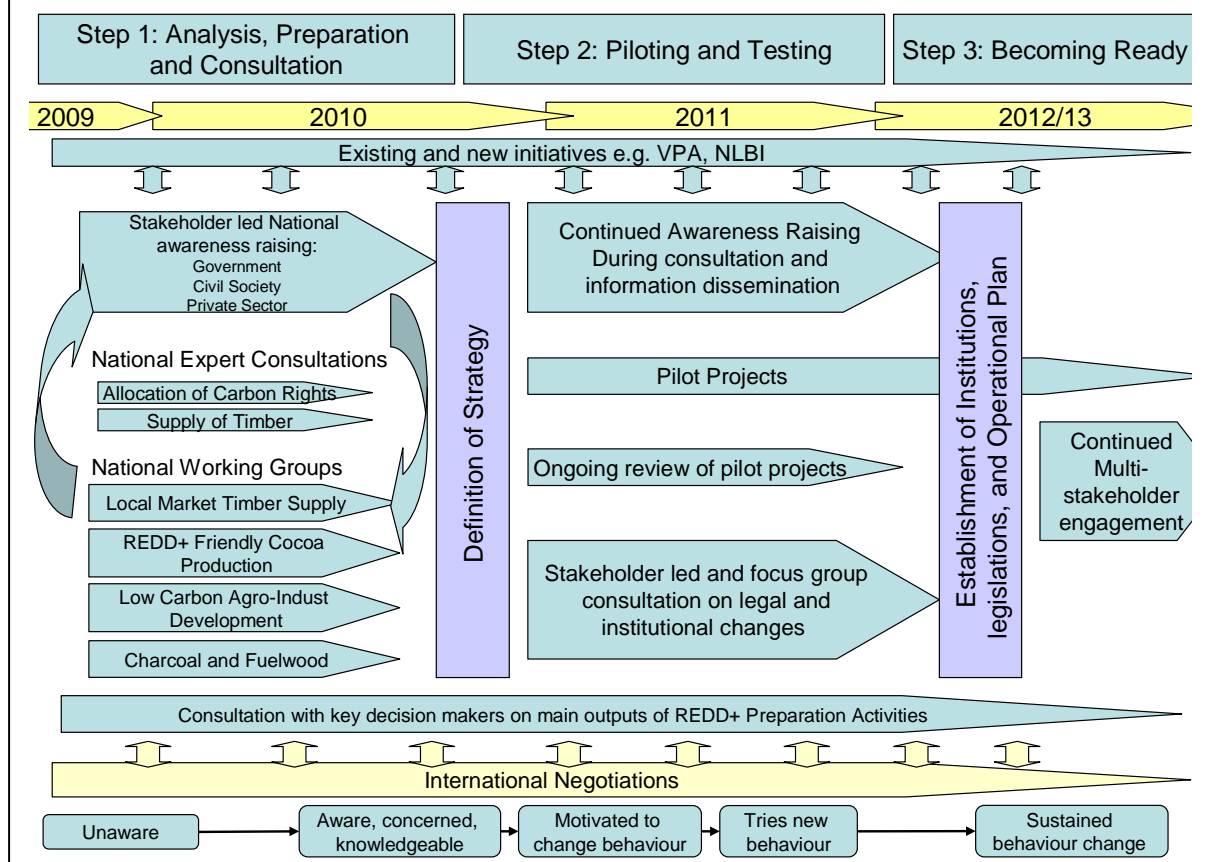
### *Sequencing of Consultation Processes during REDDplus Readiness Preparation*

The sequencing of consultation processes during R-PP Implementation is very important. Experience during the 2009 development of the R-PP Proposal emphasized the importance of all stakeholders having prior, well informed and realistic understanding of REDD, REDDplus and the relationship with both international (UNFCCC) and national (e.g. Forest Development Master Plan) consultation processes. It also revealed the need for strengthening of the capacity of both the National REDD Steering Committee (NRSC) and the REDDplus Secretariat (within the Climate Change Unit\_ to oversee and manage effective consultation processes (as proposed in Component 1a).

The proposed consultation and participation plan for the REDDplus Preparation Phase will focus around three major steps outlined below and illustrated in Figure 4. These steps will allow for knowledge to be developed, consolidated and shared, for gaps to be filled and understanding to be furthered and then for decisions to be made based on a strong understanding of the interactions between potential REDDplus mechanisms, and the broader Ghanaian context at both local and national levels.

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**Figure 4: Three Stepped Approach within Consultation and Participation**

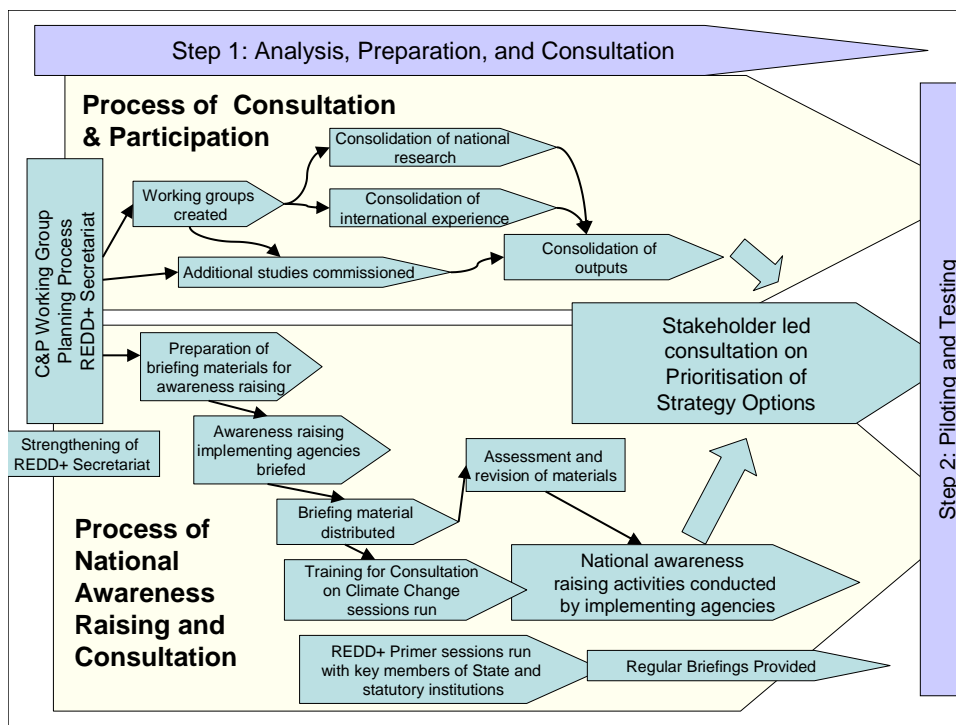


### **Step 1: Analysis, Preparation and Consultation**

Step 1: Consists of three core areas of work. These areas will be developed and arranged as illustrated in figure 5, and are described below.

Awareness Raising: Information sharing will occur through a range of different stakeholders but will be coordinated by the REDDplus Secretariat. It is suggested that existing structures be utilised and where appropriate strengthened to improve their capacity to share information on REDDplus with their constituencies. Information on REDDplus will be built into existing consultation processes to better situate REDDplus within existing discussions of forest governance and improved management. While this set of activities will be focused on information sharing, key questions raised and suggestions for REDDplus strategy development will be fed back into the process of identifying opportunities for actions for REDDplus. Key areas of information that will be provided have been identified above and can be further revised based on feedback during the process. Specific elements of consultation arising from the Expert working groups that should also be integrated into this phase include:

**Figure 5. Provisional Timeline for Step 1 Activities**



**Analysis of Existing Knowledge:** A great deal of research has already been conducted within the Ghanaian forest sector. It is important that this research be brought together and synthesized with input from international experiences on payment for ecosystem services and REDD to present realistic options for REDDplus within Ghana. This process will reduce the need for groups at the grassroots level to be repeatedly consulted on similar issues and will enable a rapid development of potential strategies. These strategies can then be prioritised and modified with input from a more informed constituency as a result of the information sharing activities above.

Expert consultations are intended to address wider multi-sectoral issues while expert working groups will be more focused within specific issues

It is suggested that these groups conduct specific studies and individual consultations prior to bringing their findings to a collective workshop.

#### Expert Consultations

Suggested consultation groups are provided below with provisional terms of reference included within the annex of this document.

##### **a. Future Provisioning of the National Timber Industry,**

It is anticipated that this study will compliment or pre-date the review of Forest and Wildlife Policies and Laws planned by the MLNR. It will also draw from the existing review of Forest Wildlife Policies and Laws being conducted by the Forestry Commission.

##### **b. Allocation of Terrestrial Carbon rights**

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This will closely complement the above assessment but with a focus on the implications of current land and tree tenure arrangements for the allocation of carbon rights, and will advise on any changes to legislation that are likely to be required to operationalise carbon rights. It will also consider the risks in the current tenurial context which would arise from any innovations in carbon rights, and ways to mitigate those risks. In addition:

A sub-group will be tasked to report on lesson learning from past and present experiments involving communities in natural resource management in Ghana. This will give particular consideration to the situation as regards (a) gender; (b) derived rights holders.

A second sub-group will report on other relevant schemes for benefit sharing under REDD initiatives on an international scale, focusing on countries with comparable conditions in their forests. Again, gender aspects and the implications for derived rights holders will be given particular consideration.

### Expert Working Groups:

Expert working groups will bring together key actors to investigate the technical feasibility of specific REDDplus strategies. These groups will not work in isolation but will consult with appropriate stakeholders and their results will be fed back into a multi-stakeholder forum. It is suggested that a member of the REDDplus steering committee lead each group to ensure effective communication and coordination between groups. Each group is also anticipated to be multi-stakeholder in its constituency. Provisional terms of reference for these groups are included in the annex of this document.

- **REDDplus Friendly Cocoa Production**

The group will look to identify the potential benefits arising from REDDplus Friendly Cocoa

- **Local Market Timber Supply**

The group will seek to consolidate existing knowledge from government and non-governmental actors, as well as looking at international best practice.

- **Charcoal and Fuelwood production**

This group will seek to establish an authoritative knowledge base on charcoal and fuelwood, which is able to discriminate between different production systems, and which takes into account livelihoods dimensions and alternatives (or their lack). It will aim to provide recommendations for potential pilot projects for substitute fuels and means of production.

- **Low Carbon Agro Industrial Development**

The aim is to identify policy and strategic options that will improve the carbon footprint and the pro-poor benefits of these innovations. The research agenda will cover the full range of enterprises - from agro-business down to small farmer and outgrower levels.

Consultation: Presentation of an appropriate synthesis of proposed aspects of a REDDplus strategy to wider stakeholder groups should occur in order for them to be effectively consulted on their view points. These views will help shape the resulting REDDplus strategy and the pilot activities selected for Step 2.

Actions to be taken with Step 1 are outlined in Figure 5 below (it is anticipated that actions identified here will last for no more than one year).

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It is intended that the actions within this step will be able to deliver:

- Increased awareness of REDDplus, its challenges and opportunities,
- A clearly defined strategy with policy options that can be further developed through pilot activities or implemented through policy reform.

A work plan which maps out these outcomes over the following year to ensure effective sequencing of activities with other initiatives and processes

### Next Steps

- Capacity within the REDDplus secretariat will be increased to effectively plan, coordinate and support consultation and participation activities
  - Key implementing agencies will be identified suggested structures available to share information and receive feedback include:
    - FC Committee for Mainstreaming REDDplus
    - National Climate Change Committee
    - REDDplus Steering Committee
    - National Forest Forums
    - Forest Watch Ghana
    - District Assemblies
    - VPA Implementation Structure
  - *Complimentary Initiatives*
    - IUCN Pro-Poor REDDplus
- Suggested lead - REDDplus Secretariat
- Core consultation work plan will be developed - Suggested lead - Consultation Working group - with selected implementing agencies
  - A Communicating Climate change and REDDplus training session will be developed and conducted with identified implementers. Suggested Lead - Forest Watch Ghana
  - Key briefing materials and information sharing resources on REDDplus will be developed for distribution. This will include information on international best practice and experience as well as Ghana specific information - Suggested lead - IUCN
  - A short primer session on REDDplus will be developed for Senior members of key statutory and state level institutions - REDDplus Secretariat, National Climate Change Committee

### Step 2: Piloting and Testing

Presentation of an appropriate synthesis of proposed activities to wider stakeholder groups should occur in order for them to be effectively consulted on their view points. Information from these consultations can then be utilized in the development of a national strategy. This would include:

- Awareness raising on options for national strategy
- Focused consultation on specific aspects of a National Strategy within stakeholder groups
- Continuous review and update on pilot activities to relevant stakeholders
- Consultation on lessons learned from pilot projects developed as part of the national preparation activities

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### Step 3: Becoming Ready

The final step of the C&P process is consultation and validation of comprehensive national strategy. Built on the outcomes of previous stages of consultation and the results of pilot projects, sufficient time and resources should be allocated for a comprehensive validation process. The capacity of organizations to participate effectively in it should have been developed over the previous phases but support in transferring information and developing responses should still be provided.

Validation of a national strategy should not mark the end of the consultation and participation process. The adoption of relevant REDDplus policies will continue to be preceded by broad stakeholder consultations on policy design and implementation, increasing their legitimacy and applicability. The policies will further be continuously monitored and improved from the perspectives of design, implementation, monitoring and learning. It is thus important to maintain active and efficient mechanisms for consultation and participation.

### *Conflict Resolution Structures*

The principle of subsidiarity will be used in establishing conflict resolution structures. As such conflicts would be addressed at the lowest or most localized level appropriate by existing conflict resolution structures. These structures include traditional authorities, land and central courts, working groups and the NRSC.

Should a large number of conflicts occur specific to REDDplus or it prove difficult for issues to be resolved at lower or localized levels they should be escalated to higher levels. This escalation should be in accordance with the existing principles and practices of the Government terminating at the level of President and parliament. Support and advice on conflicts should however also be provided by the NRSC, and REDDplus Secretariat with these bodies playing the lead role in identifying and presenting solutions to these conflicts.

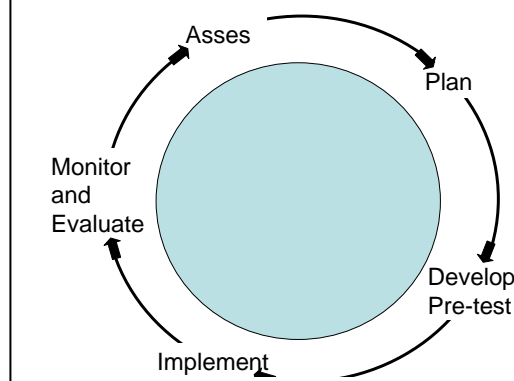
Areas of the domestic conflict resolution structures likely to be effected by actions for REDDplus are discussed in more detail within section 2c.

### *Monitoring and Evaluation*

It is important that activities undertaken for communication and consultation are not only undertaken but also monitored and evaluated to ensure that they are effective support continued learning. The Consultation and Participation Working group will design effective monitoring mechanisms. These will include indicators that will assess the extent to which information has reached the intended audiences, whether the audience has subsequently been able to feedback into the process and the manner in which their feedback has been incorporated into the decision making process. This ongoing process of learning and revision is illustrated in Figure 5.

It is recommended that the monitoring and evaluation system be maintained by a multi-stakeholder group to strengthen the legitimacy of conclusions made and to improve the diversity of

Figure 5: M&E of C&P Design and Development



views represented.

### *Annex 2b: REDD Strategy Options*

This annex provides outline Terms of Reference for the Expert Consultations and Working Groups proposed to develop the REDD Strategy, and summarises the major REDD candidate strategies.

#### **Annex 2b-1: Framework TERMS OF REFERENCE for ‘National Expert Consultations’ and ‘Working Groups’**

##### **2b-1-i NATIONAL EXPERT CONSULTATIONS**

##### **National Expert Consultation on the Timber Supply**

##### **Terms of Reference (ToR)**

The future of Ghana’s high forest zone, and the future viability of the timber industry depend, to a significant extent, on the state of the off-reserve forests. A vicious cycle is developing in which the poor condition of many of the forest reserves leads the industry to plunder the off-reserve stock of trees, and the rapid decline of the off-reserve stock (with no replenishment) then puts further pressure on the on-reserve stock. And so on...

It is recognised that a major weakness of current forest policy is the lack of incentives in the off-reserve areas to farmers to conserve and plant native trees on-farm and in fallows. Without strong incentives to regenerate timber trees, the off-reserve stock is likely to continue its downward trend, exacerbating the impending crisis in the industry’s timber supply. Plantation development may help to alleviate the shortage, though this is as yet an underdeveloped sub-sector, and its capacity to fill the void is very far from guaranteed.

REDD strategy development will therefore:

- (a) Assess the state of the timber stock and estimate the adequacy of the existing strategy (enrichment of forest reserves; plantation development (including modified *taungya*); improved law enforcement in forest reserves), in relation to supplying both the export industry and local market needs.
- (b) If the evidence points to a major shortfall between demand and supply, it will then consider ways to increase the focus on regeneration of off-reserve areas in the forest policy, and the need for direct incentives to farmers and land owners to conserve trees on their land. This is likely to be a priority from the perspectives of the forest industry and the enhancement of carbon stocks, as well as the general welfare of forest-dependent people.

As regards the regeneration of the off-reserve stock, the most radical option would be to cede control right down to the individual farmer and land owners, allowing them to sell their timber directly to the mills or to local SMEs. This might well induce a major re-invigoration of the timber stock.



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Were this radical option to be adopted, there would be an immediate loss of revenue to the state, which would be only partly compensated for in the short term by improved prospects for the industry, and the potential taxation revenue arising. However, the longer-term outlook would be much more encouraging. Adopting the radical option now could well secure the future of the forest industry.

These are important issues that have been raised in successive consultancy reports over the last decade and more, but not yet seriously addressed in policy. REDD development provides a timely opportunity to take the bull by the horns and make a serious assessment of the long-term prospects for the forest industry in Ghana.

The starting point will be the commissioning of a major *National Expert Consultation on Provisioning of the Timber Supply* which will examine and test the hypothesis:

*‘The existing and planned benefit sharing mechanisms in the forest sector will suffice for REDDplus in Ghana, and also ensure the long-term provisioning of the country’s timber needs?’*

To the extent that the evidence draws this hypothesis into question, then there will be the need for more or less radical actions to deal with the consequences. (As matters stand, it would appear most unlikely that the hypothesis will be supported, though this will need to be established by the Consultation, and the evidence base brought into the public domain.)

This will be a major policy study, and will draw on the outcomes of the recent Review of Forest and Wildlife Policy’s and Laws as well as high-level national and international expertise, with a strong focus on long-term forest resource assessment, forestry economics and scenario analysis. It will consult widely, considering such issues as:

- a. Long-term projections as to the future timber supply, including quantitative scenario building;
- b. Medium-long term potential of the plantations sub-sector to provision the industry;
- c. Experience to date, and public views on, the plantation forest benefit sharing schemes (Modified *taungya* and commercial plantations)
- d. Stakeholder views of current tree tenure rules, including the natural forest benefit sharing scheme (Constitutional provision), as well as initiatives including CREMA’s and dedicated forests as alternative management and tenurial approaches
- e. Implications of existing timber supply arrangements (including tree tenure) for forest conservation efforts and future REDD Policy
- f. Implications of the supply situation regarding other methods of developing the sector sustainably, including community-based forest enterprise.
- g. International experience in attempts to stimulate timber resource reconstitution, from China and elsewhere.
- h. Consideration will be given to the implications of any scenarios proposed as regards timber revenues, and the viability of the Forestry Commission as the regulatory authority, with a view to identifying the part that REDD payments might play in covering any shortfall.

Throughout, the emphasis will not only be on the timber supply situation but also the need to address deforestation and forest degradation within a national and international climate change strategy.

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This expert review will report to a high-level body of the Government of Ghana, with the MLNR in a leadership role, though including representatives of other line ministries, as well as the industry (small, medium and large scale) and civil society.

The findings of this expert review will determine the next steps to be taken. A strategy will be developed appropriate to the need, and dependent on the condition of the stock and the projections as to its future availability.

### National Expert Consultation on Allocation of Terrestrial Carbon Rights

#### Terms of Reference (ToR)

A key question for REDD implementation is the question of land tenure rights and how carbon rights will relate to the underlying land and tree tenure rights (which can be expected to play a determinant role in conditioning public expectations about the level of benefits from carbon payments).

A *National Expert Consultation on Allocation of Terrestrial Carbon Rights* will be constituted to examine this issue. This will focus on the implications of current land and tree tenure arrangements for the allocation of carbon rights, and will advise on any changes to legislation that are likely to be required to operationalise carbon rights. It will also consider the risks in the current tenurial context which would arise from any innovations in carbon rights, and ways to mitigate those risks. In addition:

- a. It will seek to draw lessons from past and present experiments involving communities in natural resource management in Ghana - including Community Resource Management Areas and Dedicated forests. This will give particular consideration to the situation as regards (a) gender and the rights of women; (b) derived rights holders (tenant farmers and share-croppers [abusa/abunu]).
- b. It will consider other relevant schemes for benefit sharing under payment for environmental services (PES) and REDD initiatives on an international scale, focusing on countries with comparable conditions in their HFZ. Again, gender aspects and the implications for derived rights holders will be given particular consideration.

The need to link tree tenure to land rights demands particular caution in the Ghana situation, given the sophistication of its land and labour markets. The high incidence of farm tenancies add to the challenges. While rights in cocoa trees have been effectively accommodated in land law, rights in pre-existing native trees, which may have stood on the land for many generations and which could possibly continue to do so into the distant future, are a more complex matter. Clear rules will need to be established to define the rights of land owners and tenant farmers in relation to carbon revenues, and appropriate conflict resolution mechanisms put in place.

Given the potential overlaps between this expert group and the expert consultation on provisioning of the timber supply, a coordination team will be established within the MLNR to harmonise the work of the two. This group will also work to coordinate efforts between the ongoing Review of the Wildlife and Forest Policy's and Laws, the existing FLEGT processes and the relevant studies / working groups.

The MLNR legal specialists will consult with other relevant bodies (for example, the Ministry of Justice and the National House of Chiefs, also the Commission on Administrative Justice and Human Rights, *CHRAJ*) on establishing conflict resolution mechanisms linked to REDD implementation. This is with a view to ensuring

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that any conflicts arising out of future carbon rights arrangements can be addressed through clearly demarcated and well-designed mechanisms, without risking choking the courts with a new category of land rights disputes.

### **2b-1-ii EXPERT WORKING GROUPS**

#### **Working Group on ecosystem friendly cocoa production**

##### **Terms of Reference (ToR)**

##### **Background**

In Ghana, the agricultural sector is as important as the forest sector in defining options for REDD. The *cocoa sector* presents interesting opportunities in relation to REDD strategy. In recent years, traditional shade-tolerant 'Tetteh Quarshie' varieties have given way to new hybrid full-sun varieties which not only lead to removal of most of the remaining tree cover from cocoa farms but also remove the interest of farmers in supporting the forest reserve policy (in the past, maintaining high tree cover on forest reserves was widely supported by farmers because of their role in maintaining humidity in the forest areas). Incentivising the re-establishment of the shade tolerant and dependent varieties would have much to recommend it, and would have the important knock-on benefit of enhancing public support for the forest reserves. In principle, this would be 'conflict neutral' in relation to indigene/migrant relations (in that cocoa production is an expressed purpose of the existing tenancy contracts). Implementation will be challenging in that the economic pressures which lead farmers to prefer short-term benefits even at the expense of long-term soil degradation will need to be addressed. The best way to do so could be to use the 'bundling of timber rights' to support the preferred cocoa varietal strategy, so that farmers gained a double benefit from tree conservation on-farm (enhanced cocoa production and a good share of the timber revenues). Were farmers to gain substantially from retention of native timber tree stocks on their lands (through tree tenure reforms), then this would compensate for the lowered short-term profitability and significantly increase the attractiveness of the traditional cocoa varieties.

The political costs would be offset by the very high impact of any improvements to the carbon emissions profile of HFZ, as well as by the long-term multiple co-benefits (livelihoods, biodiversity, soil and water conservation). Such a strategy would also be 'self-sustaining' in that farmers would be incentivised to adopt the shade-dependent varieties without any need for intervention of the state in the market. Benefit distribution between land owners and tenants would need to be addressed, however. Without transfer of tree rights, the incentives would be less clear. A workable mechanism would need to be found to distribute the funds down to farm management level, through a market mechanism (i.e. a higher price for traditional, as opposed to full-sun, cocoa bean varieties) or some other means. High opportunity and investment costs would be entailed, and there would be significant risk of corruption in the financial delivery system.

##### **Scope of Work**

It is proposed that COCOBOD and the Cocoa Research Institute be invited to lead this work, in association with the Ministries of Land and Natural Resources, Food and Agriculture, and Local Government, convening a specialist *Working Group on REDD-friendly cocoa production*. Given the important cross-sectoral aspects of the cocoa sub-sector, consideration will be given to the possibility of putting in place an inter-sectoral coordination mechanism or stakeholder platform involving all the major players in the sub-sector (COCOBOD; Forestry Commission and MLNR; civil society including farmers). The Working Group will focus on:

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- a. Strategies to ensure and revive 'REDD-friendly' cocoa cultivation
- b. Extension implications regarding MOFA policy on varieties promotion
- c. Co-benefits from 'bundling rights' - for example:
  - i. whether granting farmers ownership rights over native timber trees (either exclusive or co-beneficiary) would be likely to influence farmer behaviour with regard to shade-tolerant species
  - ii. Wider co-benefits derived from increased farmer support of forest reserve policy which would be expected to follow from promotion of the traditional varieties
- d. Disbenefits to farmers in terms of intercropping, and ways to ameliorate them;
- e. Gender aspects of the reforms
- f. Delivery mechanisms.

Information gained from existing pilots should be used to inform the study. Current effort to develop cocoa carbon projects are utilising multiple approaches and as such should provide a range of experiences which the working group can utilise.

Conflict resolution structures would need to be in place, and these are likely to follow the lines established in relation to the definition of carbon rights. The traditional authorities would be expected to play a major role.

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### Local Market Timber Supply Working Group

#### Terms of Reference (ToR)

Improved regulation of small scale (chainsaw) loggers is essential if the timber stock is to be conserved. While removal of the distortions that undercut legal enterprise is clearly necessary if Ghana's FLEGT policy is to thrive, this requires realism about the extent and satisfaction of local market needs.

Long-term decisions will depend on the outcome of the timber provisioning expert consultation, and the policy decisions taken in the aftermath of this. There are, however, a number of short-term actions that can be taken in the interim.

- a. *Actors*: Further exploration of the potential for licensing chainsaw loggers, so as to better control the sub-sector and help drive out the non-reputable operators, drawing on and extending the existing pilots.
- b. *Timber supply*: Reviewing the local supply situation with a view to ensuring that enough legal wood is available on local markets to counteract the demand for illegal chain-sawn lumber. Options would include widening access to TUPs so as to legitimize and channel the supply base

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on which legal chainsaw operators can draw. This would also help reduce encroachment into forest reserves.

- c. *Technology*: better control over chainsaws and other mechanised technologies, to support the licensing system and limit wastage from the sub-sector, once licensed.
- d. *Law enforcement*: improving law enforcement on-reserve, in line with current FLEGT ambitions, to limit and ultimately eliminate leakage from this source.

A Local Market Timber Supply Working Group will be established to lead this work. It will have a budget for pilot project activities. This Working Group commends itself for strong NGO participation and leadership, and dialogue will be initiated with the lead members of the forum 'Forest Watch-Ghana' to investigate this possibility.

**NOTE:** It is understood that the FLEGT programme may be considering establishing a research review on essentially similar lines. If this proves to be the case, then consideration would need to be given to amalgamating the two working groups.

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### Working Group on Charcoal and Fuelwood

#### Terms of Reference (ToR)

Charcoal and wood are the preferred cooking fuels for the majority of the urban and rural populations, and alternatives are feasible only for those with significant purchasing power (a small proportion of each community). Charcoal production also dominates the economy of the transitional zone and parts of the north, and contributes significantly to national integration. A policy of interdiction would thus have negative equity effects at the political level. At the same time, Ghana is on the eve of a petroleum economy, and there may be potential for liquid petroleum gas (lpg) substitution particularly in urban areas (albeit with high opportunity cost in terms of foreign exchange income foregone). The REDD strategy will therefore establish a Working Group on Charcoal and Fuelwood which seeks to:

- a. establish an authoritative knowledge base on charcoal and fuelwood, which is able to discriminate between different production systems, and which takes into account livelihoods dimensions and alternatives (or their lack)
- b. set up pilot activities to test substitute fuels and their carbon emissions, including LPG, biogas and solar power, giving particular attention to any gender issues arising
- c. Place fuelwood production within its wider politico-geographical context, and feed this discussion into the national planning process (through the NDPC and other means).
- d. improving efficiency in carbonization of raw wood and sustainable wood supplies from managed sources.

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Past an existing pilot projects addressing charcoal and fuelwood usage and the development of 'sustainable' systems should also be thoroughly investigated within this group and existing knowledge used as a starting point for further investigations.

Given the long history of using clay in cooking and construction in Ghana, it appears unlikely that extension of fuel-efficient stoves will make much headway in local conditions. Domestic and community-based biogas generation would also have to compete with other demands on land and labour. However, such innovations are a possibility, and the non-governmental sector will be encouraged to undertake pilot activities. This is unlikely to be a priority area for direct investment by the Government of Ghana, however.

### Low Carbon Agro Industry Development

#### **Terms of Reference (ToR)**

Agro-industrial enterprise has had a poor record to date, though development of the sub-sector is a government priority. A major programme of investment will be required to develop the agricultural and pastoral economies in more carbon-friendly directions, balancing the interests of the smallholder and industrial sectors.

Further research is needed in relation to the agricultural emissions profiles of the **agro-industries** new crops and trees for which opportunities have already opened up or are likely to in the near future - fruits such as pineapple for the export market, bio fuels such as oil palm and jatropha, and trees such as rubber.

The aim would be to identify policy and strategic options that will improve the carbon footprint and the pro-poor benefits of these industries. The research agenda will cover the full range of enterprises - from agro-business down to small farmer and out grower levels.

### **2b-1-iii CHALLENGE FUND**

#### Challenge Fund on Fire Control

##### *Terms of Reference (TOR)*

It is proposed that a *Challenge Fund on Fire Control* is established to support projects that work with local communities in finding ways to improve fire management.

##### *Background*

Fire is recognised to have an ambiguous role in the Ghana economy, being a vital and integral part of many agricultural and livestock production systems and culinary regimes, with smoke from open fire also an important preservative. Fire generated from wood fuels is the main source of heat for cooking in both rural and urban areas. However, excessive use of fire contributes to land and forest degradation, and uncontrolled fires and smoke are dangerous to public health.

There is a strong lobby in climate change circles in favour of trying to alter the behaviour of the cohorts of small farmers and livestock owners who depend for their livelihoods on cyclical ('slash and burn') cultivation systems and the use of fire in the agricultural cycle. However, such actions do not appear to offer many win-wins in the Ghana context. They could easily bring about an increase in rent-seeking behaviour without any

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positive impacts on the resource. Despite very heavy investments in agricultural and livestock research, both nationally and internationally, few alternatives have yet been found for the severely resource-poor, and there may be little to gain from attempting to impose major behavioural changes on poor people who have no other options for their livelihoods.

Further research is needed before any actions are implemented which might impede those livelihoods, and this would also be the case as regards the activities of pastoralists (where Ghana is constrained by ECOWAS protocols).

### *The proposal*

Understanding the roles played by fire in the Ghana economy, and finding viable alternatives for the functions that fire currently serves, raises complex questions which would benefit from experimental and adaptive field research. It is proposed to create a *Challenge Fund for Fire Control* to support such work.

In essence, a Challenge Fund is a competitive source of finance, to which interested and qualified parties are encouraged to apply to support project ideas that they have generated themselves, ideally in association with local beneficiaries. Funds are made available on a periodic basis, and 'Calls for Proposals' issued with varying degrees of specification as to the actors eligible to apply, and the types of activities that are likely to be supported. On the classic model, a given sum is distributed at each call, with beneficiaries being the better applicants in relative terms, the number of applicants supported, and the funds available to each, being governed by the total pot of money available. However, this approach is not essential, and funds may also be withheld should sufficient applicants not reach the required standards for support.

The underlying aim is to provide finance on a responsive basis to encourage innovative and experimental activities in areas where the desired outcomes are not well defined or understood, with authority being left to a greater or lesser extent to the applicant organisations as regards their aims and objectives.

The size of the fund, the number, frequency and size of Calls for Proposals, and the length of the project cycle(s) would depend on such factors as the felt need, capacities of the likely implementing agencies, and attractiveness of this Fund to potential donors.

### *Management*

This Challenge Fund commends itself for NGO management, and could be ideally be coordinated by one of the stronger savannah-based NGOs, or a consortium of partners. (Funding and management arrangements (including relationships to established programmes, such as the Savannah Accelerated Development Authority) would be put in place once approval has been given in principle.) The Challenge Fund brief would:

- Cover both design and pilot implementation activities
- Support projects that work with local communities to address the causes of fire in agricultural areas, both anthropogenic and natural;
- Fund research initiatives that assess the effectiveness of existing mechanisms to control fire, obtaining community views on their functioning and proposing ways to improve them;
- Consider the potential of other mechanisms to substitute for fire use in the agricultural cycle, and their viability in Ghanaian conditions, supporting pilot initiatives in such areas.

### *Financing and control*

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From the Government side, responsibility would lie with an appropriate department, most likely MoFA.

Responsibility for financing of the Challenge Fund could well be offered to one or more bilateral partners of the Ghana Government, and in partnership with it, very much along the lines of existing challenge-type funds such as G-RAP and RAVI. The principles for its operation would be decided by the development partners and the appropriate department of Ghana Government, and exact details of its implementation worked out in collaboration with the winning agency or consortium (the RAVI model provides an interesting experience in this regard).

Consideration would need to be given to relationships with other development projects and programmes, for example the recently established Savannah Accelerated Development Authority. There may be a case for inviting this or another programme to take over responsibility for management of the proposed Challenge Fund.



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### Annex 2b-2: Summaries of Candidate Strategies for REDD development, establishing links to current policy priorities

<b>Candidate Strategy:</b>	<b>A: Improve the Quality of Multi-Stakeholder Dialogue and Decision Making</b>
<b>Theme:</b>	<b>Forest Sector Policy, Legislation &amp; Governance</b>
<p><b>Summary/Rationale/Main Activities</b></p> <p>Because there are multiple drivers of deforestation, with interactions between commercial logging, export and domestic markets, small scale logging, and the effects of agricultural expansion, there is no single one key driver and no one single solution. In these circumstances, policy making must be both very well-informed and robust, and must be well coordinated. REDD solutions are likely to be very similar to other policy initiatives related to sustainable forest management, protected area management and forest governance. Experience from the past indicates that although there may be bursts of participatory policy debate, the platforms for genuine multi-stakeholder dialogue can fade away, and this is a contributor to slow progress in the realisation of policy objectives.</p> <p>Better information is also essential, as the GFC has a poor track record in public dissemination of information. Multi-stakeholder dialogue involving a wide range of participants is also essential, ranging from Government (various departments), large private sector millers and processors, charcoal producers, chainsaw loggers, farmers, landowners, chiefs and civil society. Because the incentives for farmers and communities to keep trees on their lands, rather than see them felled, are weak, it is critical to build in a review that addresses questions of tree and carbon rights, benefit sharing and tenure.</p> <p>The key elements of this strategy are therefore:</p> <ol style="list-style-type: none"> <li>i. A1: to support the establishment of a <b>permanent multi-stakeholder dialogue</b> on forest policy in Ghana, which will help inform policy design (now under way) and the subsequent implementation of those policies.</li> <li>ii. A2: to establish mechanisms for <b>better dissemination of information on Ghana's forest resources</b>, and the management of its resource base. This is essential to inform policy-making.</li> </ol>	

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<p>iii. A3: to support and underwrite the reviews of tree and carbon rights, benefit sharing and tree tenure arrangements, leading to <b>legislative and regulatory reform that gives positive incentives</b> for the <i>de facto</i> custodians of lands and trees to maintain forests, forest patches, and trees, rather than to deforest and degrade the forest.</p>
<p><b>Institutional Arrangements:</b></p> <ul style="list-style-type: none"> <li>• Lead agency for the multi-stakeholder dialogue - MLNR or MEST</li> <li>• Lead agency for information for policy making - MLNR or FC (+ contracted out service provider for satellite imagery, data, etc)</li> <li>• Lead agency for review of terrestrial carbon rights - MLNR + multi-stakeholder dialogue forum</li> </ul>
<p><b>Linkages with Drivers of Deforestation and Forest Degradation:</b></p> <ul style="list-style-type: none"> <li>• <i>Policy:</i> Strengthens the policy making apparatus, which in the past has suffered from the power of the timber industry</li> </ul>
<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>• Feasible, but may be tough - and needs “champions” - to get established. However the recent track record in the forest sector (forest forums, the VPA process) is encouraging</li> <li>• Relies on genuine commitment by various actors, including: (1) transparent policy making by Government, and an inclusive approach to policy making through multi-stakeholder dialogue, (2) participation by private sector stakeholders and land owners and (3) diverse but professional civil society engagement.</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Sustainability will depend on (1) the quality of the MSD (if it is high, then actors will push to find financing) (2) initial donor project-type support and (3) willingness of donors and government to build strategy activities into sector budget support, and GoG budget lines.</p> <p>Links include:</p> <ul style="list-style-type: none"> <li>• NREG consultation processes, and NREG financing for related activities (especially VPA)</li> <li>• Environment and Natural Resource Sector Group meetings, reviews and discussion processes</li> <li>• GoG led inter-departmental climate change committees</li> <li>• Inter-Ministerial Environmental Advisory Council (EAC)</li> </ul>

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<ul style="list-style-type: none"> <li>National long term development planning (NDPC)</li> </ul>
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>No direct leakage risk (depends on policies followed)</li> </ul>
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li>MLNR (lead forest sector ministry); MoFEP (forest revenue and fiscal matters); MEST (EIAs, climate change negotiations); MoFA (land use planning); Water Resources Commission (basin land use planning); local government; MLGRD; Law Reform Commission and Attorney General's Dept (legislative reform)</li> <li>Private sector trade associations, local associations and representatives</li> <li>Civil society, local communities, land owners (chiefs, families and traditional authorities)</li> </ul>
<b>Next Steps:</b> <ul style="list-style-type: none"> <li>Nominate a "Champion" to drive discussions on the establishment, modalities and options for a multi-stakeholder dialogue mechanism.</li> </ul>

<b>Candidate Strategy:</b>	<b>B. Clarify rights regime</b>
<b>Theme:</b>	<b>Forest Sector Policy, Legislation &amp; Governance</b>
<b>Summary/Rationale/Main Activities</b> <p>A clear basis for the allocation of carbon rights is essential in the development of any programme of REDD or REDD+. Changes may be required to legislation to operationalise carbon rights. In practices, the current land and tree tenure arrangements provide important pointers for the definition of a carbon rights regime. The risks in the current tenorial context which would arise from any innovations in carbon rights need to be considered, and ways to mitigate those risks identified. Institutions for conflict resolution may be required.</p> <p>In the Ghana context this will be challenging. The system of rural property rights has long been recognised as problematic in Ghana, in at least two dimensions, <i>tree tenure</i> and <i>land tenure</i>, which operate under conceptually separable regimes.</p> <p>1. Tree tenure is effectively under state ownership, although revenues are shared with chiefs and</p>	

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<p>district assemblies; for most farmers, rights over the tenure of native trees are very limited indeed.</p> <p>2. Land tenure varies according to the cultural system, but in the Akan areas, the ‘allodial title’ to land (i.e. formal administrative sovereignty) is usually held by chieftaincies (‘the stool’) though the proprietary title is often held by sub-chiefs and prominent families (Osafo, 2008). There have been active land markets for many decades, and leaseholds are common with varying degrees of tenurial security. Outside of the Akan areas (the Ewe-speaking areas, for example), land is often owned by families. As land pressures have built up in the Akan areas, conflicts between ‘land owners’ and ‘tenants’ are increasingly reported.</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>National Expert Consultation on the Allocation of Carbon Rights, to review terrestrial carbon rights, benefit sharing and tree tenure This will focus on the implications of current land and tree tenure arrangements for the allocation of carbon rights, and will advise on any changes to legislation that are likely to be required to operationalise carbon rights. It will also consider the risks in the current tenurial context which would arise from any innovations in carbon rights, and ways to mitigate those risks.</li> </ul>
<p><b>Institutional Arrangements:</b></p> <ul style="list-style-type: none"> <li><i>Lead organisation:</i> MLNR, with full participation from other government Ministries and concerned departments (particularly MOFA), as well as civil society land owners (chiefs, families and traditional authorities)</li> </ul>
<p><b>Linkages with Drivers of Deforestation and Forest Degradation:</b></p> <ul style="list-style-type: none"> <li>Policy gaps leading to rapid depletion of the timber stock, high levels of illegality in the sector, and lack of incentives to conserve trees on-farm</li> <li>Weak development of the plantations sector</li> </ul>
<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>(To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>This is central to the implementation of any REDD regime in Ghana; though complex (particularly in its inter-connections with land and tree tenurial rights), a clear basis for carbon rights will need to be</li> </ul>

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<p>found.</p> <ul style="list-style-type: none"> <li>• Mechanisms to resolve anticipated conflicts between land owners and tenants/settlers will need to be in place from an early stage.</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Links include:</p> <ul style="list-style-type: none"> <li>• NREG consultation processes, and NREG financing for related activities (especially FLEGT/VPA)</li> <li>• Environment and Natural Resource Sector Group meetings, reviews and discussion processes</li> <li>• GoG led inter-departmental climate change committees</li> <li>• Inter-Ministerial Environmental Advisory Council (EAC)</li> <li>• National long term development planning (NDPC); GPRSII</li> </ul>
<p><b>Risk of Domestic Leakage:</b></p> <ul style="list-style-type: none"> <li>• No direct leakage risk (depends on policies followed)</li> </ul>
<p><b>Key Actors to Engage:</b></p> <ul style="list-style-type: none"> <li>• MLGRD (local government); District Assemblies (enforcement, local taxation; local level NGOs and Forest Fora; MLNR (lead forest sector ministry); GFC; MoFEP (local budget implications); Police (enforcement);</li> <li>• Law Reform Commission and Attorney General's Dept (legislative reform); the legal profession in general, including the Ghana Bar Association.</li> </ul>
<p><b>Next Steps:</b></p> <ul style="list-style-type: none"> <li>• Launch National Consultation (and commission constituent studies and reviews)</li> <li>• Establish early links with the justice sector and legal professionals.</li> </ul>

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<b>Candidate Strategy:</b>	<b>C. Improved FLEGT</b>
<b>Theme:</b>	<b>Forest Sector Policy, Legislation &amp; Governance</b>
<b>Summary/Rationale/Main Activities</b> Existing activities under FLEGT and the VPA present a strong agenda for improvements in forest governance and management. There however remain some gaps within the work plan for VPA implementation and the activities can be strengthened further, to account for carbon conserving activities.	
<b>Main Activities:</b> c. Establish and maintain strong links with the planning and operationalising of the VPA process	
<b>Institutional Arrangements:</b> <ul style="list-style-type: none"> <li>• <i>Lead organisation:</i></li> </ul>	
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b> Policy Drivers 1. Weak regulatory mechanisms and rights regimes 2. Weak enforcement of regulations	
<b>Costs &amp; Benefits:</b> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>	
<b>Feasibility:</b> <ul style="list-style-type: none"> <li>• VPA implementation is ongoing and is based within the FC as such it should be very feasible.</li> </ul>	
<b>Sustainability and Links with Other Sector Policies:</b>  Links include: This would link strongly with the main initiative currently on going within the FC	
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>• To be assessed</li> </ul>	
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li>• Forestry Commission</li> </ul>	
<b>Next Steps:</b>	

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- Effort to link REDDplus Secretariat with VPA Secretariat in both planning and implementation of activities and overall workplan.

<b>Candidate Strategy:</b>	<b>D: Address unsustainable timber harvesting</b>
<b>Theme:</b>	<b>Forest Sector Policy, Legislation and Governance</b>
<ul style="list-style-type: none"> <li>• <b>Summary/Rationale/Main Activities</b>  <i>Address unsustainable timber harvesting by supporting sustainable supply of timber to meet export and domestic/regional timber demand.</i></li> </ul> <p>A major weakness of current forest policy is the lack of incentives in the off-reserve areas to farmers to conserve and plant native trees on-farm and in fallows. This is a priority issue from the perspectives of both the forest industry and the enhancement of carbon stocks. Without strong incentives to regenerate and plant timber trees, the off-reserve stock is likely to continue its downward trend, exacerbating the impending crisis in the industry's timber supply. Plantation development may help to alleviate the shortage, though this is as yet an underdeveloped sub-sector. Investment is thus needed to (i) develop more effective policies secure a sustainable timber industry, as well as sustainable national timber supplies;; (ii) support the VPA process to ensure legal timber; (iii) regenerate the off-reserve supply; (iv) develop a high-quality plantation sub-sector, that meets social, economic and environmental goals.</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>• B1: National Expert Consultation on provisioning of the timber supply</li> <li>• B2: Support to VPA implementation</li> <li>• B3: Policy Measures to ensure sustainability of the timber industry</li> <li>• B4: Plantation development</li> </ul>	

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<b>Institutional Arrangements:</b> <ul style="list-style-type: none"> <li>• <i>Lead organisation:</i> High-level review body within Ministry of Lands and Natural Resources, but including representatives of Ministries of Finance; Trade and Industry.</li> </ul>
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b> <ul style="list-style-type: none"> <li>• Policy gaps leading to rapid depletion of the timber stock, high levels of illegality in the sector, and lack of incentives to conserve trees on-farm</li> <li>• Demographic and economic pressures leading to high demand for timber, unmatched by local incentives (as above)</li> </ul>
<b>Costs &amp; Benefits:</b> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<b>Feasibility:</b> <ul style="list-style-type: none"> <li>• Proposed actions will depend on assessment of sustainability of the timber supply, to be made by the National Expert Consultation.</li> <li>• A radical change of policy to shift focus away from tree cutting to tree growth will be politically challenging, but is arguably essential giving the supply trend.</li> </ul>
<b>Sustainability and Links with Other Sector Policies:</b> Links include: <ul style="list-style-type: none"> <li>• Forest policy development, including chain saw logging; CREMAs; [dedicated forests].</li> <li>• FLEGT and the VPA; VPA Impact Assessment (ditto)</li> <li>• NREG</li> <li>• Agricultural policy (see Annex E: Cocoa)</li> <li>• CDM projects/CDM review</li> <li>• National forest plantation development policy (incl. modified <i>taungya</i> agreements)</li> <li>• Samtex Plantation Pilots Programme, Western Region</li> </ul>
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>• Provided the policy is national (or at least covers the HFZ), should be little leakage, though there will be the need for effective border controls to regulate sub-regional exports.</li> </ul>
<b>Key Actors to Engage:</b> Forest industry (export and domestic, including furniture); farm community; traditional leaders; district



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assemblies; civil society.
<b>Next Steps:</b> <ul style="list-style-type: none"> <li>• Launch National Consultation (and commission constituent studies and reviews)</li> <li>• Establish liaison mechanism with Legal Timber Programme of GFC.</li> </ul>
<b>Candidate Strategy:</b> <b>E: Address local market supply</b>
<b>Theme:</b> <b>Forest Sector Policy, Legislation and Governance</b>
<b>Summary/Rationale/Main Activities</b> <i>Support implementation of actions that enable better regulation of small scale lumbering (SSL), sustainable supply of timber to meet export and domestic / regional timber demand</i>  Chainsawing accounts for almost half of timber production in Ghana, and this is all unregulated and officially illegal. Control of chainsaw loggers is thus essential if the timber stock is to be conserved, but this requires realism about local market needs, which are totally unsatisfied by export-oriented legal industry.  <b>Main Activities:</b> <ul style="list-style-type: none"> <li>• C1: MSD on both policy and implementation through a 'Local Market Timber Supply Working Group'</li> <li>• C2: Dependent on clarification of the legal environment: development of a small-scale lumbering licensing system, and</li> <li>• C3 improved law enforcement.</li> <li>• C4: Alternative ecotourism livelihoods in protected area forests</li> </ul>
<b>Institutional Arrangements:</b> <ul style="list-style-type: none"> <li>• NGO leadership of the Working Group proposed.</li> </ul>
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b> <ul style="list-style-type: none"> <li>• Policy failures leading to over-focus of timber industry on export market, and unsatisfied local market</li> <li>• Weak development of the plantations sector</li> <li>• Demographic and economic pressures leading to high local demand for lumber and wood, and illegality of the local supply chain.</li> </ul>
<b>Costs &amp; Benefits:</b> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<b>Feasibility:</b>

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<ul style="list-style-type: none"> <li>Improved law enforcement necessary, but likely to be dependent on actions to reform the local timber supply situation.</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b> Sustainability of the local supply is clearly essential, and will require policy innovation.</p> <p>Links include:</p> <ul style="list-style-type: none"> <li>FLEGT/VPA.</li> <li>GFC chainsawing pilots.</li> <li>NREG</li> <li>Tropenbos Research Programme</li> <li>FC/TIDD promotion of mobile milling activities under NREG</li> </ul>
<p><b>Risk of Domestic Leakage:</b></p> <ul style="list-style-type: none"> <li>Mere suppression of the chainsaw sub-sector without addressing the local supply situation would almost certainly be ineffective, leading to systematic domestic leakage; thus, control over the supply dependent on legal local provisioning, as a precursor to law enforcement.</li> </ul>
<p><b>Key Actors to Engage:</b> Timber industry; chainsaw loggers; local furniture manufacturers.</p>
<p><b>Next Steps:</b></p> <ul style="list-style-type: none"> <li>Launch of Working Group (subject to further discussion with the VPA Unit of the FC-G, which may also have a similar review in mind.</li> <li>Support to GFC pilot activities.</li> </ul>

<b>Candidate Strategy:</b>	<b>F: Mitigate effects of agricultural expansion (particularly cocoa in the HFZ)</b>
<b>Theme:</b>	<b>Agro-forestry Carbon Conserving Activities</b>
<p><b>Summary/Rationale/Main Activities</b> <i>Support ecosystem-friendly cocoa production.</i></p> <p>The new full-sun cocoa varieties are a major cause of forest degradation; development of 'REDD-friendly cocoa systems' (probably through reinstatement of the traditional shade-dependent varieties) could have a large impact on carbon emissions. The key to this is likely to lie in 'bundling' with tree tenure reform,</p>	

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<p>as only if farmers derive an economic benefit from conserving timber trees on-farm are they likely to be willing to accept the loss of additional income from the new cocoa varieties (which derives from their quicker maturation and higher productivity, and compatibility with food crop production through intercropping).</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>• E1: Working Group on REDD-friendly cocoa production</li> <li>• E2: Increased productivity of farmland</li> <li>• E3: Improved law enforcement on encroachment of forest reserves</li> <li>• E4: Alternative livelihood programmes</li> </ul>
<p><b>Institutional Arrangements:</b></p> <ul style="list-style-type: none"> <li>• <i>Lead agencies:</i> COCOBOD and Cocoa Research Institute</li> </ul>
<p><b>Linkages with Drivers of Deforestation and Forest Degradation:</b></p> <ul style="list-style-type: none"> <li>• <i>Policy:</i> Weak incentives for tree conservation</li> <li>• <i>Economic:</i> High international demand for cocoa, buoyant prices</li> </ul>
<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>• Promotion of shade-dependent varieties linked to tree tenure reform is a radical strategy option, which would demand a major change of approach for the MLNR, but would encourage long-term sustainability of cocoa production, and would contribute to timber supply improvement.</li> <li>• Other options such as alternative income generating opportunities are probably infeasible (for example, if such alternatives actually existed, the farmers would already have discovered them for themselves).</li> <li>• Issue of derived rights would need to be addressed (given that many cocoa farmers are migrant/tenant farmers); conflict resolution mechanisms would also need to be in place</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Promotion of varietal selection through bundling with tree tenure reform would be self-sustaining, in that the main costs would be to the State (loss of timber revenues), not to farmers or cocoa buyers. Farmers would be better incentivised to adopt the shade-dependent varieties than would be the case were, for example, direct financial incentives to be provided to encourage particular cocoa varieties. The approach</p>

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would also address two of the major drivers of DD in the Ghana context, was above.

Important cross-sectoral dimensions (MoFA/MLNR)

Links include:

- Land Administration Project of MLNR (LAP)
- Ghana Cocoa Carbon Initiative (NCRC.FT)
- IUCN Project on Cocoa Carbon
- FASDEP

**Risk of Domestic Leakage:**

- Main leakage risk would come from expansion of the cultivated area, to compensate for lower food crop production. This risk is lowest in a strategy of tree tenure reform, as this both creates 'win-wins' for cocoa and timber and discourages reckless deforestation for agriculture.
- Risk would be greater if a strategy of crop intensification preferred - as this will increase demand for both cocoa and agricultural land; *ditto* ref. attempts to find alternative land-dependent opportunities, as these could well supplement rather than replace dominant cocoa crop, increasing overall pressure on the land.

**Key Actors to Engage:**

- Participation of MLNR, MoFA, Ministry of Local Government, and civil society.
- Establish links with institution managing 'carbon rights, benefit-sharing and tree tenure review' process.
- Link to legal reform, and establishment of credible conflict resolution mechanisms.

**Next Steps:**

- Establish Working Group (ToRs as below), ensuring:
  - Adequate cross-sectoral participation
  - Strong links to 'carbon rights, benefit-sharing and tree tenure review' process.

## Ghana R-PP (Annexes)

<b>Candidate Strategy:</b>	<b>G: Strengthen local decentralised management of natural resources</b>
<b>Theme:</b>	<b>Forest Sector Policy, Legislation &amp; Governance</b>
<b>Summary/Rationale/Main Activities</b> <p>All deforestation and forest degradation takes place at a local level, but decentralised government institutions have little capability or incentive to become involved in local environmental management. Although much of the responsibility for forest management lies within the centralised Forestry Commission, local authorities have to deal with issues regarding conflicts over natural resources, local level planning and land use questions, land tenure disputes, and environmental management more generally. The NREG programme includes components on improved local environmental management, and the establishment of environment and NR departments within districts, and their training and capacity building. District assemblies are often very concerned about local forest loss and destruction, and the impacts on local farming conditions, opportunities for youth employment (as are traditional authorities &amp; chiefs). There is an opportunity to complement the NREG programme, with a focus on local environmental management from the perspective of reducing emissions from D&amp;D. The key elements of this strategy are therefore:</p> <ol style="list-style-type: none"> <li>i. G1: to support training and capacity building in forest and resource management at district level (district assemblies, chiefs, unit committees, local officials, civic unions, etc) including land use planning, plantations (timber, woodlots, bio fuels), charcoal production, illegal chainsaw lumbering, forest legislation, enforcement and taxation.</li> <li>ii. G2: support for pilot projects in decentralized environmental management and resource planning, to demonstrate the impacts of local level planning. (this can build on past experiences of government agencies (e.g. MEST) and NGOs (e.g. the DEAR project).</li> </ol>	
<b>Institutional Arrangements:</b> <ul style="list-style-type: none"> <li>• Lead agency for the training at district level - to be determined EPA, FC, MLGRD ?</li> <li>• Lead agency for the pilot projects at district level - to be determined EPA, FC, MLGRD ?</li> </ul>	
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b> <ul style="list-style-type: none"> <li>• <i>Policy:</i> Strengthens local level environmental management; supplements the central level controls by the Forestry Commission (which have largely failed) with stronger local decentralised management and support</li> </ul>	

## Ghana R-PP (Annexes)

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<b>Costs &amp; Benefits:</b> <ul style="list-style-type: none"> <li>(To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<b>Feasibility:</b> <ul style="list-style-type: none"> <li>Experimental - pilot work has been done which indicates feasibility at local level, but institutionalisation of the approach is likely to be resisted by centralised agencies.</li> <li>Decentralisation in Ghana is relatively weak, and few functions have been effectively decentralised. However, the urgency of tackling deforestation means that this approach merits pilot work, especially as it complements initiatives within NREG for strengthened district level environmental management.</li> </ul>
<b>Sustainability and Links with Other Sector Policies:</b> <p>Sustainability will depend on the success of overcoming centralised tendency. ▸</p> <p>Links with other sector policies include:</p> <ul style="list-style-type: none"> <li>GoG espoused strategy on decentralisation; NDPC long term development plan</li> <li>NREG consultation processes, and NREG financing for related activities (especially EPA)</li> <li>Environment and Natural Resource Sector Group meetings, reviews and discussion processes</li> </ul>
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>No direct leakage risk (depends on policies followed)</li> </ul>
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li>MLGRD (local government); District Assemblies (enforcement, local taxation; local level NGOs and Forest Fora; MLNR (lead forest sector ministry); GFC; MoFEP (local budget implications); Police (enforcement); Law Reform Commission and Attorney General's Dept (legislative reform);</li> <li>Forestry Commission (VPA team); EU and other NREG donors (VPA)</li> <li>Private sector trade associations, local associations and representatives</li> <li>Civil society, local communities, land owners (chiefs, families and traditional authorities)</li> </ul>
<b>Next Steps:</b> <ul style="list-style-type: none"> <li>Develop pilot proposals in discussion with EPA, MEST, MLNR, MLGRD, and interested NGOs</li> </ul>

## Ghana R-PP (Annexes)

<b>Candidate Strategy:</b>	<b>H: Improve sustainability of fuelwood use</b>
<b>Theme:</b>	<b>Agro-forestry Carbon Conserving Activities</b>
<b>Summary/Rationale/Main Activities</b>	
<p><i>Policy measures and fuel efficiency initiatives to reduce carbon emissions from the energy sector.</i></p> <p>Charcoal and wood are the preferred cooking fuels for the majority of the urban and rural populations, and alternatives are feasible only for the cash rich. Their production dominates the economy of the transitional zone and parts of the north, but is widely viewed as a major driver of DD. However, production systems are varied, and not all have negative carbon profiles. More research is needed to understand which production systems are destructive and should be suppressed, and alternatively, which should be promoted as rational activities in marginal areas. Establishing woodlots may be one possibility, though more research is needed to assess the relative merits of the alternatives - environmentally, economically and socially.</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>• G1: Working Group on charcoal and fuelwood</li> <li>• G2: Establishment of woodlots, on an experimental basis</li> <li>• G3: Investigation of alternative fuel sources</li> <li>• G4: Investigation of ways to increase efficiency of charcoal production</li> <li>• G5: Comparative studies of management innovations elsewhere in the sub-region (e.g. Niger)</li> </ul>	
<b>Institutional Arrangements:</b>	
<ul style="list-style-type: none"> <li>• <i>Lead organisation:</i> MinEST</li> </ul>	
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b>	
<ul style="list-style-type: none"> <li>• Demographic pressures and economic forces - creating high demand for fuelwood and charcoal</li> </ul>	
<b>Costs &amp; Benefits:</b>	
<ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>	
<b>Feasibility:</b>	
<ul style="list-style-type: none"> <li>• No immediate alternatives available, so substitution heavily dependent on research leading to improved efficiency in existing production methods and identification of possible alternatives</li> </ul>	

## Ghana R-PP (Annexes)

<ul style="list-style-type: none"> <li>Imminent petroleum economy may create new opportunities for fuel substitution</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b> Charcoal is produced with various systems some of which are relatively sustainable, some less so. The strategy must privilege the former. Links include:</p> <ul style="list-style-type: none"> <li>GTZ Programme in the transitional zone</li> <li>Savannah Development Project</li> <li>NCRC/Forest Trends Sustainable Charcoal Project</li> </ul>
<p><b>Risk of Domestic Leakage:</b></p> <ul style="list-style-type: none"> <li>Present profile balances high production of timber in HFZ with charcoal and fuelwood production in transitional and savannah zones (where there are few viable alternative livelihoods); some risk of shifting production southwards, with deleterious environmental and economic effects, while impacting negatively on poverty levels in the north.</li> </ul>
<p><b>Key Actors to Engage:</b></p> <ul style="list-style-type: none"> <li>District assemblies; charcoal wholesalers (often linked to producers on an ethnic basis); traditional authorities; farmer associations; EPA; MoFA.</li> </ul>
<p><b>Next Steps:</b></p> <ul style="list-style-type: none"> <li>Launch Working Group</li> <li>Commission experimental activities in woodlot and fuel substitutes (perhaps through a challenge fund mechanism, as with fire control).</li> </ul>

<b>Candidate Strategy:</b>	<b>I: Improve the quality of fire-affected forests and rangelands</b>
<b>Theme:</b>	<b>Agro-forestry Carbon Conserving Activities</b>
<p><b>Summary/Rationale/Main Activities</b> <i>Reduce the incidence of wildfires and loss of forests due to uncontrolled use of fire.</i></p> <p>Fire is widely used in agricultural and livestock production systems in Ghana, and provides a number of benefits (soil fertility, land clearance, disease control). Non-anthropogenic wildfires are also common in the transitional and savannah zones. All this is destructive of forest cover, as well as dangerous to human life. However, alternatives are not readily available that are feasible in local conditions or compatible with the labour supply situation. An experimental approach is thus needed if fire-control methods are to</p>	



## Ghana R-PP (Annexes)

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be found which contribute effectively to the reduction of forest loss due to uncontrolled wildfires and bushfires.

### *Main Activities:*

- I1. Maintain links with National Wildfire Policy and Sustainable Land Management Programme
- I2: Creation of a Challenge Fund to support projects on fire control

It is proposed that a Challenge Fund on Fire Control be established to support projects to work with local communities in finding ways to improve fire management. This Challenge Fund might commend itself for NGO management, and could be ideally be managed by one of the stronger savannah based NGOs (or a consortium of partners). Its brief would be to:

- a. Support projects that work with local communities to address the causes of fire in agricultural areas, both anthropogenic and natural;
- b. Fund research initiatives that assess the effectiveness of existing mechanisms to control fire, and community views on their functioning, and propose ways to improve their functioning;
- c. Consider the potential of other mechanisms to substitute for fire use in the agricultural cycle, and their viability in Ghana conditions; also to provide support for pilot initiatives in such areas.
- d. Consider (similarly) fire use in the livestock production cycle, and viability in Ghana conditions (taking account of the regional dimensions of livestock production; the 'ECOWAS Protocol on Free Movement of People among the Member States'; etc.)

- 2: Pilot Interventions and measures in Grazing systems.

### **Institutional Arrangements:**

- Lead agency: NGO agency or consortium to manage the challenge fund

### **Linkages with Drivers of Deforestation and Forest Degradation:**

Addresses three main proximate DDs:

- Agricultural expansion
- Rangeland depletion
- Natural causes (natural fire events)

Links: particularly with the National Fire Programme (GoG and Netherlands Embassy)

## Ghana R-PP (Annexes)

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<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>• Infeasible to suppress fire use in the agricultural and livestock cycles without viable alternatives; thus, heavily dependent on identification of alternatives; danger of encouragement to ‘rent-seeking behaviour’ with no clear benefits for the resource.</li> <li>• A major constraint is the high mobility of pastoralists (who range across wide areas of West African savannah); ECOWAS principles disfavour border controls.</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Sustainability heavily dependent on benefits in terms of returns to labour and land.</p> <p>Links include:</p> <ul style="list-style-type: none"> <li>• Existing national fire control policy</li> <li>• Other similar NGO and private sector managed funds (e.g. RAVI, G-RAP) provide models for challenge fund management</li> </ul>
<p><b>Risk of Domestic Leakage:</b></p> <ul style="list-style-type: none"> <li>• Suppression strategies would need to offer ‘win-wins’ if not merely to transfer DD to neighbouring areas.</li> <li>• Strategies which diminish returns from agriculture could increase pressure on other land areas.</li> </ul>
<p><b>Key Actors to Engage:</b></p> <p>NGO community; district assemblies; traditional authorities; fire control committees; pastoralists.</p>
<p><b>Next Steps:</b></p> <ul style="list-style-type: none"> <li>• Challenge fund to be developed;</li> <li>• Review to be commissioned of existing fire control policies</li> </ul>

## Ghana R-PP (Annexes)

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<b>Candidate Strategy:</b>	<b>J: Address local market demand</b>
<b>Theme:</b>	<b>Agro-forestry, carbon conserving activities</b>
<b>Summary/Rationale/Main Activities</b> *See box 'E: Address problem of local market supply (above)  <i>Main Activities:</i>	
<b>Institutional Arrangements:</b> <ul style="list-style-type: none"> <li><i>Lead organisation:</i></li> </ul>	
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b>	
<b>Costs &amp; Benefits:</b> <ul style="list-style-type: none"> <li>(To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>	
<b>Feasibility:</b> <ul style="list-style-type: none"> <li></li> </ul>	
<b>Sustainability and Links with Other Sector Policies:</b>  Links include:	
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li></li> </ul>	
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li></li> </ul>	
<b>Next Steps:</b> <ul style="list-style-type: none"> <li></li> </ul>	

<b>Candidate Strategy:</b>	<b>K: Expansion of agroforestry, tree crops, biofuels and agro-industries</b>
<b>Theme:</b>	<b>Agro-forestry, carbon conserving activities</b>

## Ghana R-PP (Annexes)

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<p><b>Summary/Rationale/Main Activities</b></p> <p>Analyse and identify opportunities for reduced carbon emissions from tree crops (i.e. other than cocoa, such as cashew and other beverage crops), biofuels and agroindustries.</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>• K1: Working Group on low-carbon agro-industrial development</li> </ul>
<p><b>Institutional Arrangements:</b></p> <ul style="list-style-type: none"> <li>• <i>Lead organisation:</i> MoFA</li> </ul>
<p><b>Linkages with Drivers of Deforestation and Forest Degradation:</b></p> <p>Much of the interest here is prospective and protective, as the sub-sectors in question have not yet developed as intended by the GoG, and thus have not yet contributed seriously to DD.</p> <ul style="list-style-type: none"> <li>• Policy gaps leading to weak plantations sector</li> <li>• Economic forces encouraging biofuels, etc.</li> </ul>
<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>• Development of agro-industry was a priority of the last Government, though targets will not now be met.</li> <li>• Experience to date has not been encouraging, and high political commitment is required to advance the policy.</li> <li>• Land policy is a constraint, though being addressed by the LAP.</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Links include:</p> <ul style="list-style-type: none"> <li>• Presidential Special Initiative</li> <li>• Land Administration Project, MLNR (LAP)</li> <li>• National Forest Plantation Development Policy</li> <li>• SLM</li> <li>• FASDEP</li> </ul>

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<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>• High risk, particularly if land policy is not reformed.</li> </ul>
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li>• Relevant ministries, including MLNR and Ministry of Trade and Industry;</li> <li>• COCOBOD</li> <li>• President's Office</li> <li>• Farmers, investors, civil society.</li> </ul>
<b>Next Steps:</b> <ul style="list-style-type: none"> <li>• Launch Working Group</li> <li>• Collate recent studies on biofuels etc.</li> <li>• </li> </ul>

<b>Candidate Strategy:</b>	<b>L: Improve regulation of mining activities to reduce forest degradation; sSupport current initiatives under NREG to better regulate mining</b>
<b>Theme:</b>	<b>Agro-forestry, carbon conserving activities</b>
<b>Summary/Rationale/Main Activities</b> Mining operations destroy and degrade forests either because (i) large scale mining operations do not comply with re-forestation and rehabilitation requirements following mine closure and the cessation of formal mining operations, or (ii) because of the impacts of unregulated and often dispersed small scale mining. Both of these issues are being address within the NREG programme in Ghana, but REDD investments may be able to complement planned activities/	
<b>Main Activities:</b> <ul style="list-style-type: none"> <li>• L: Support for the enforcement of the implementation by mining companies of EIA requirements for forest rehabilitation following the closure of mining sites</li> <li>• L: Support a package of measures to reduce forest degradation as a result of unregulated (sometimes illegal) small scale mining (e.g. small scale mining licenses; dedicated sites for small scale miners; strengthened law enforcement)</li> </ul>	

## Ghana R-PP (Annexes)

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<b>Institutional Arrangements:</b>
<ul style="list-style-type: none"> <li>• <i>Lead organisation:</i> MLNR, MC</li> </ul>
<b>Linkages with Drivers of Deforestation and Forest Degradation:</b>
<ul style="list-style-type: none"> <li>• D&amp;D due to poorly regulated mining operations.</li> </ul>
<b>Costs &amp; Benefits:</b>
<ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<b>Feasibility:</b>
<ul style="list-style-type: none"> <li>• Feasible - initiatives in these areas already being considered within the NREG programme</li> </ul>
<b>Sustainability and Links with Other Sector Policies:</b>
<p>Links include:</p> <ul style="list-style-type: none"> <li>• NREG</li> <li>• Chamber of Mines</li> <li>• MC</li> </ul>
<b>Risk of Domestic Leakage:</b>
<ul style="list-style-type: none"> <li>• low.</li> </ul>
<b>Key Actors to Engage:</b>
<ul style="list-style-type: none"> <li>• Relevant ministries, including MLNR and Ministry of Trade and Industry;</li> <li>• Chamber of Mines</li> <li>• Mining companies, artisanal miners association</li> <li>• Farmers, investors, civil society.</li> </ul>
<b>Next Steps:</b>
<ul style="list-style-type: none"> <li>• Liaise with NREG.</li> </ul>

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<b>Candidate Strategy:</b>	<b>M. Implement actions to address acts of God (wind and natural fire events, floods, pests and diseases)</b>
<b>Theme:</b>	<b>Agro-forestry, carbon conserving activities</b>
<b>Summary/Rationale/Main Activities</b>	

## Ghana R-PP (Annexes)

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<p>While Ghana does not suffer from the extreme weather events encountered in some countries there exist a number of natural causes of deforestation. These natural causes may result in deforestation despite the best policy of project based efforts of the country. Two approaches to addressing these challenges within the context of REDDplus accounting must thus be developed. Those that reduce the impact of such events and those that are able to provide a buffer within the national and subnational accounting to reduce the impact of events financially at a single point in time.</p> <p><i>Main Activities:</i></p> <ul style="list-style-type: none"> <li>• M. Review permanence and liability issue as R-PP Implementation Develops</li> <li>• I1. Maintain links with National Wildfire Policy and Sustainable Land Management Programme</li> <li>• I2: Creation of a Challenge Fund to support projects on fire control</li> <li>• G. Strengthen local decentralised management of natural resources</li> </ul>
<p><b>Institutional Arrangements:</b></p> <p><i>Lead organisation:</i></p> <p>MoFEP will need to assess means of developing an appropriate accounting and financial buffer system for REDDplus credits</p>
<p><b>Linkages with Drivers of Deforestation and Forest Degradation:</b></p> <p>Natural Causes</p> <ol style="list-style-type: none"> <li>1. Wind &amp; natural fire events</li> <li>2. Floods,</li> <li>3. Pests and diseases</li> </ol>
<p><b>Costs &amp; Benefits:</b></p> <ul style="list-style-type: none"> <li>• (To be determined) [Opportunity costs, transaction costs, implementation costs]</li> </ul>
<p><b>Feasibility:</b></p> <ul style="list-style-type: none"> <li>• Wildfire Policy is already in place and several initiatives have already worked on addressing natural causes of deforestation</li> <li>• May become more difficult with increasing extremes of weather</li> </ul>
<p><b>Sustainability and Links with Other Sector Policies:</b></p> <p>Links include:</p> <ul style="list-style-type: none"> <li>• Existing Wildfire Policy</li> </ul>

## Ghana R-PP (Annexes)

<ul style="list-style-type: none"> <li>• SLaM project for regeneration of degraded lands</li> <li>• MoFA Extension workers looking at supporting sustainable farming practices reducing the likely hood of flood events</li> </ul>
<b>Risk of Domestic Leakage:</b> <ul style="list-style-type: none"> <li>• Low</li> </ul>
<b>Key Actors to Engage:</b> <ul style="list-style-type: none"> <li>• Farmers</li> <li>• Communities</li> <li>• MoFA, MLNR, MEST. MoFEP</li> <li>• Civil Society</li> <li>• Private sector timber contractors</li> </ul>
<b>Next Steps:</b> <ul style="list-style-type: none"> <li>•</li> </ul>

### Annex 2d: Existing Projects and Programmes

Programme	Institution	Donor	Time Frame	Overview
<b>Existing / Planned Projects and Programs / Areas of REDD+ Development</b>				
<b>Ghana Cocoa Carbon Initiative</b>	NCRC/FT	Cadbury, Norway, Rainforest Foundation, Moore Foundation	Ongoing	Project looking to create first Cocoa Carbon Transactions based on extra carbon stored in the shade cocoa opposed to full sun methods of cocoa production. They will utilise academics (Reading / Swanse) to develop models of carbon storage, and agribusiness to help bring farmers together
<b>Sustainable Charcoal Production</b>	NCRC	EU (funded scoping studies)		Looking at the development of woodlots to initiate sustainable charcoal production within Bronghafo region. Currently getting in an economist to do a scoping study of viability - hoping for some PES funds to increase vilability of project



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<b>IUCN REDD Study (LLS)</b>	IUCN			Study looking into the potential benefits of REDD on cocoa farming in the Wassa Amenfi region of Ghana. The study used GIS mapping of landcover change as well as modeling of socio-economic system to assess the impacts of REDD
<b>CREMAs</b>	FC		Ongoing	Community Resource Management Areas (similar progs also exist in CFC, CBAG) – which provide community with more rights to natural resources and thus encourage communities' sustainable management of them. These are being implemented by the Wildlife Division of FC as well as several NGO's.
<b>Dedicated Forests</b>	FC	DFID	Ongoing	An initiative tested in some areas - dedicated forests fully devolve management rights to communities. One of the pilots for this - done in early 1990's has maintained an area for timber use and the community are now starting to cut (IUCN have also supported a group doing this?)
<b>Amanzuri Ecotourism Project</b>	Community and NGO		Ongoing	Community based eco-tourism project
<b>Mt Afadjato Community Natural Resource Management Project</b>	GWS	GWS	Ongoing	Ghana wildlife society purchased all high value trees within a forest area from the landowners in return for them not selling them to commercial operators, and their continued management of the forest area.
<b>Samatex Plantation</b>	Samatex	Samatex	Ongoing	Private agreement between Samtex and a community. Samtex provides financial support to initiate a plantation on condition that when it is ready to harvest they are given priority on concession
<b>National Forest Plantation Development Program</b>	FC		Ongoing	Three sub components exist within the program - Modified Taungya System (MTS), Community Forest Management Project (CFMP), and the Government Plantation Development Program (GPDP) - all have different levels of benefit sharing - these plantation components work both within and off reserve - the GoG currently has a big plantation program planned for submission under the CDM but are having difficulties getting the definition of forests correct
<b>Conservation Reserves</b>	FC			These have been in existence for nearly a century but poor management has led to their degradation and little remains
<b>Production Reserves</b>	FC			As above however it was intended that these reserves also be harvested - poor management again however has led to their degradation.
<b>Afforestation</b>	Multiple			There are multiple small scale activities being conducted - the FC has also developed a very large scheme for implementation through the CDM
<b>Ongoing Reviews</b>				

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<b>Wildlife Sustainable Financing Study</b>	FC	EU	By end of 09	Study being conducted looking at the sustainable financing of wildlife reserves this will include a section on REDD and the potential additions it can make to financing
<b>A Review of Forestry and Wildlife Policies and Laws</b>	FC	NREG	By end of year	A study being supported by the FC to review Forest and Wildlife laws - the lawyer involved states that this is a wide reaching review
<b>Review of 1994 National Forestry Policy and 1996 Forest Development Master Plan</b>	MLNR	MLNR (NREG)	By December 09	Review being carried out by MLNR under NREG idea is to update the 1994 forest policy and corresponding master plan to cover areas such as climate change - now postponed until after the above review
<b>Legal and Institutional Review - with regard to carbon projects</b>	FT	Moore	End of July	Part of a Moore supported project to increase capacity and knowledge around REDD this what legal and institutional changes are required for inclusion of projects within a REDD strategy.
<b>Peoples' Diagnostic Study</b>	IUCN	GFP	May to July 2009	A short diagnostic analysis to identify areas of work that GFP money should be used in supporting - project based on three regional workshops and one national.
<b>CC DARE – Climate Change and Development Adapting by Reducing Vulnerability</b>	EPA	UNEP	Eight Months from May 09 looking to finalise strategy in November	Project to support the development of the Climate Change Adaptation Strategy
<b>Economics of Adaptation to Climate Change (EACC)</b>	EPA (Implemented by PDA)	WB	Due October 09	To understand the social dimensions of climate change adaptation, and related elements of risk management; resilience; and social protection broadly defined, through: § Focus on climate change impacts and responses at the local-level § Demonstration of inter-linkages between sectors § Engaging vulnerable and disadvantaged socioeconomic groups in an analysis of what adaptation means in particular contexts for particular groups § Identification of institutional and policy reform challenges § Focus on “soft” as well as “hard” adaptation options § Building on existing adaptive responses
<b>National</b>	EPA		Due	National Communication to the IPCC? This will provide some information on

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<b>Communication</b>			September 09	landcover change
<b>National Mitigation Strategies for Forestry and Agriculture</b>	EPA	UNDP	Ongoing	As part of the UNDP Annual Work Plan the EPA are developing the national mitigation strategy - currently this covers energy (not biofuels, fuel wood or charcoal) but is looking to be expanded to agriculture and forestry this year.
<b>Technical Support Available</b>				
<b>FT Incubator Project</b>	NCRC/FT	USAID, Moore,	Ongoing	The Incubator focuses on community and biodiversity centred projects with the potential for long-term financial viability and poverty reduction benefits. It invests strategically in the project design and development phases by providing targeted technical, financial and business management support to enable projects to effectively engage private investors or buyers. Workshop for this will be run beginning of september
<b>Towards Pro-Poor REDD</b>	IUCN	DANIDA	2009-2013	Main activities include: i) Synergies between REDD pro poor mechanisms and good forest governance; ii) Connections between the local and the national level for REDD; iii) Knowledge and communication for building and implementing REDD.
<b>IUCN GFP?????</b>				Recent diagnostic study was intended to help pave way for more financing?
<b>GIS Capabilities</b>	CERGIS, RMSC, EPA			These three institutions all have some GIS/Remote sensing capabilities but they are poorly coordinated (EPA and RMSC do on informal basis as key staff know each other), currently RMSC working on landcover, CERGIS on forest cover in reserves and EPA on landcover for national communication.

# Ghana R-PP (Annexes)

## *Annex 2c: REDD Implementation Framework*

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## *Annex 2d: Social and Environmental Impact Assessment*

### **Social and Environmental Impacts - Terms of Reference (ToR) for Impact Assessment Team**

#### **1. Introduction**

Social and environmental impact assessment is a key component of Ghana's Readiness Preparation Proposal (R-PP) to the World Bank Forest Carbon Partnership Facility (FCPF). This component is essential for both avoiding negative impacts ("do no harm") and enhancing positive or "additional" REDD benefits, especially in terms of social or livelihood benefits, governance and wider environmental or biodiversity benefits. These TOR refer primarily to undertaking a Strategic Environmental and Social Assessment (SESA) as part of the Phased approach of the FCPF Readiness Mechanism (preparation of the R-PP and subsequent Preparation for REDD). The proposed activities in the R-PP will also be subjected to the Strategic Environmental Assessment (SEA) procedures developed by the Environmental Protection Agency (EPA).

#### **2. Objectives**

The overall objectives of these TOR are to promote due diligence; identify the likely social and environmental impacts (negative and positive) of proposed REDD strategies; assess the potential additional benefits of REDD (especially biodiversity conservation and poverty alleviation); and to inform the design of the national REDD strategy so that it avoids or mitigates negative social/environmental impacts and encourages positive ones.

In accordance with FCPF guidance, special consideration should be given to livelihoods, rights, cultural heritage, gender, vulnerable groups, governance, capacity building and biodiversity. Given that many REDDplus activities will be neutral or positive as regards biodiversity, hydrological and other environmental effects, the risks of negative environmental impacts appear to be lower than negative social impacts. Therefore these TOR focus more on the likely social impacts, while not ignoring the need to assess possible negative environmental impacts (e.g., during the stakeholder consultations).

#### **3. Composition of Impact Assessment Team**

The three person Impact Assessment Team should be composed of at least two national team members combining social (including gender) and environmental impact assessment experience. One of these should be from a civil society or NGO background; the second team member can be from a state or academic institutional background.

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They will be supported by a part-time national or international advisor with higher level expertise in impact assessment and who will provide timely discreet inputs to the process, e.g., at the design stage.

### 4. Institutional reporting

The Impact Assessment Team should report to the Environmental Advisory Council, a high level inter-Ministerial and sectoral body composed of the Ministers of Lands and Natural Resources (MLNR), Environment, Science and Technology, and Finance, with potential contributions from the Ministers of Agriculture and Local Government.

### 5. Core tasks and activities

The work of the Impact Assessment Team can be broken down into five main tasks:

- Initial (largely desk-based) diagnostic analysis;
- Consultative or field-based stakeholder analysis and discussions;
- Analysis of the World Bank Social and Environmental Standards;
- National SESA Workshop;
- On-going SESA monitoring.

#### 5.1 Initial Diagnostic Analysis

This should be conducted in 3-4 key REDD situations or areas where deforestation or degradation pressures are high<sup>2</sup>, taking account of regional differences and allowing for natural overlap between the main themes as set out below. Provisional priority areas are Western Region, Brong-Ahafo Region and Ashanti Region.

##### 5.1.1 Political economy context analysis

Analysis of the political economy context of deforestation and identification of key challenges to REDD should be undertaken initially by reviewing key literature or reports (see Annex 1 for some suggested references). Complemented by discussions with key informants and use of rapid rural appraisal techniques (e.g., focus groups), the political economy analysis should assess (in each REDD area):

- the role of forests in local social and economic development;
- policies, laws and institutions affecting natural resource management;
- land and tree rights/tenure<sup>3</sup> (*de jure* and *de facto*) and use analysis, including the possible allocation of carbon property rights;

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<sup>2</sup> A possible framework for selecting key REDD areas is provided by the Ghana 'REDD Opportunities Scoping Exercise' conducted by the Katoomba Group (2009).

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- deforestation and degradation drivers not already assessed.

### **5.1.2 Institutional and governance assessment**

An initial institutional and governance assessment should focus firstly on the capacity of national, district and local institutions to implement REDD policies and strategies effectively and equitably. This analysis should include a map of the roles and responsibilities, especially over social and environmental issues, of different organizations operating in the forestry and land use sectors (especially land uses associated with degradation or deforestation), including their legal frameworks, how well they carry out their remits (e.g., legal compliance), and transparency/accountability mechanisms. This analysis should include the role and effectiveness of civil society organizations and local stakeholder groups.

The Impact Assessment Team should particularly draw on the governance and institutions analysis undertaken during the Voluntary Partnership Agreement (VPA) process (discussions with the Forest Watch NGO Network would be a good place to start). Particular attention should also be given to analysis of the likely REDD incentive structures and benefit sharing mechanisms. At the macro or planning level, attention should be given to inter-sectoral coordination given the cross-sectoral nature of the main deforestation/degradation (DD) drivers.

### **5.1.3 Initial stakeholder and trade-off analysis**

Based initially on discussions with key informants and available literature (see Annex 1), and using established social assessment methods, the Impact Assessment Team should map out the stakeholder groups and sub-groups (including women, landless, minorities and other groups, as well as illegal operators), and for each stakeholder group set out the likely positive and negative (opportunities and risks) REDD impacts. This should be undertaken in three main REDD areas.

The Impact Assessment Team should also carefully analyse the results of the various previous or on-going multiple stakeholder consultations (e.g., IUCN's DANIDA funded REDD Pro-Poor Project<sup>4</sup>, and the Growing Forest Partnership "People's Diagnostics" study implemented by FAO/IIED/IUCN), in addition to the R-PP regional stakeholder discussions.

Given that tree crops, especially cocoa, as well as food crops (also grown in association with tree crops during the establishment phase) are key DD drivers in the high forest areas, special attention should be given to the trade-offs between REDD, cocoa production and poverty reduction objectives (bearing in mind that cocoa is a small farmer's crop, especially grown by migrants). Trade-offs may be particularly acute in the Western Region where there is an intense demand for land by poor families (migrant or indigene farmers). REDD policy as regards the already heavily degraded Western Region forest reserves will also be critical: to the extent that they restrict cocoa production, there will be major trade-offs with social and economic objectives, including export earnings. On the other hand there are important potential synergies, for example, if REDD can be used to promote sustainable

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<sup>3</sup> Special attention must be given to distinctions between forest reserves and off-reserve areas; to issues and potential conflicts associated with migrant cocoa/food crop farmers holding long-term leases from landowning indigene farmers; and more generally to multiple use rights or claims in forest areas.

<sup>4</sup> On-going IUCN work to develop a national field manual based on the Forests-Poverty Toolkit oriented to REDD, and using case study data around on cocoa and trees in the Western Region should be particularly useful for the SESA stakeholder analysis (ref Gill Shepherd – gillshepherd@compuserve.com).

shaded cocoa systems, and especially via off-reserve tree tenure reform which could transform the profitability of shaded cocoa production including timber trees<sup>5</sup>.

Similarly restrictions on logging activities<sup>6</sup> or policies like timber industry downsizing will have trade-offs with employment and social benefits, at least in the short term, as documented in the impact assessment of the VPA, although social benefits would far outweigh the costs if the full costs of unsustainable logging were computed (Mayers et al, 2008). Another set of trade-offs could be around efforts to control unsustainable charcoal/fuelwood extraction as pointed out in the R-PP Background Paper (IDL Group, 2009). To the extent that REDD policies restrict use or access rights by the rural poor, there will be serious livelihood and coping strategy impacts.

Another type of trade-off could be between mitigation and adaptation<sup>7</sup> policies, while noting the international movement towards Nationally Appropriate Mitigation Activities (NAMAs). If Ghana develops a NAMA this may reduce this type of trade-off. The Impact Assessment Team should also bear in mind the possible problem of perverse incentives where the incentive framework is based on reducing current deforestation levels as opposed to a system which rewards forest managers or communities for historically good stewardship.

### **5.2. Consultative (field-based) Stakeholder Analysis and Discussions**

The Impact Assessment Team should conduct a full stakeholder analysis in three key REDD regions with representatives of stakeholder groups (especially representing affected communities, traditional authorities/stools, civil society, District Assemblies, central government and the private sector) to identify and prioritise the most important benefits and costs, trade-offs and risks associated with clearly defined REDD strategies. This requires development of a basis for selecting the key government, civil society and NGO representatives. It is proposed that the process of identifying or possibly electing the various stakeholder representatives is decided by the Environmental Advisory Council in consultation with appropriate state and civil society bodies. Consideration could also be given to the formation of a Multiple Stakeholder SESA Working Group.

Consultative stakeholder analysis will not be effective unless local and other stakeholders have a sound understanding of REDD. Therefore the first task should be to build up a good understanding of REDD among local stakeholders. Careful consideration needs to be given as to how and who is best to do this. This includes getting agreement about the main DD drivers in the area, and understanding as clearly as possible the proposed REDD strategies and policies in response to these drivers.

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<sup>5</sup> Many high value timber trees are excellent shade trees, but current tree tenure and lack of compensation for damage by logger concessionaires means there is a strong disincentive for farmers to keep them (Richards & Asare, 1990).

<sup>6</sup> To the extent that logging is restricted there will be a loss of stumpage revenue to the current recipients, especially Forestry Commission. This needs to be recognized, although it can be argued that the present distribution of timber revenues is inequitable in relation to roles and responsibilities and itself constitutes a political economy type barrier to reform (see Bikorang, 2007).

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The Impact Assessment Team should then present in a highly accessible way the initial stakeholder/institutional/political economy analysis as a basis for discussion. On the basis of the subsequent discussions, the multiple stakeholder discussions should prioritise the main social and environmental concerns, risks and opportunities. They should be given the opportunity to suggest modifications to the proposed REDD strategies and potential mitigating actions where it appears difficult to avoid some negative impacts (as for some of the likely trade-offs discussed above).

Given the likely trade-offs between stakeholder interests, there will need to be an agreed upon process for prioritizing the concerns. A major task of the Impact Assessment Team will be to ensure that the concerns and views of affected stakeholders are prioritized in the analysis of potential impacts, and appropriately communicated to all stakeholders.

Key outcomes from the stakeholder consultations could therefore include:

- a list of priority social and environmental concerns expressed, including who (stakeholder groups or sub-groups) expressed them;
- single or multiple proposals for modified REDD strategies and/or mitigation actions to counter perceived negative impacts;
- a set of capacity building actions to increase the voice and communication channels for local actors to exert increased upwards social accountability on the national REDD process;
- a set of agreed local level monitoring indicators for REDD (this could require a separate multiple stakeholder exercise with the aim of agreeing on criteria and indicators to track the progress and 'success' of REDDplus (e.g., effectiveness and equity of benefit sharing; gender and minority group impacts; impact of REDD on local environmental services such as water quality, etc.).

### 5.3 Analysis of World Bank Safeguards

In anticipation of funding from the Forest Carbon Partnership Facility, the Impact Assessment Team must carefully analyse each of the World Bank Safeguard policies (see <http://go.worldbank.org/WTa1ODE7T0>) in order to assess whether the proposed REDD activities are compatible with the Safeguard policies<sup>8</sup>, especially:

- *Forests*: this include the rights and welfare of forest dependent people;
- *Environmental Assessment*: this includes some social issues as well as guidance on environmental mitigation measures;
- *Involuntary resettlement*: this could be triggered if an exclusionary REDD strategy were adopted, e.g., evicting farmers/communities from Forest Reserves;
- *Indigenous peoples*: while the concept of indigenous peoples does not really apply in Ghana, many of the safeguards for indigenous people can be related to the rights of local communities.

The key issues are whether the proposed REDD activities can be undertaken in a way that minimizes harmful impacts and that mitigates any potentially harmful effects in a way that is consistent with the safeguards.

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<sup>8</sup> Other Safeguard Policies which should be checked, but are less likely to be applicable in the Ghana REDD context are *Natural Habitats* and *Disputed Areas*.



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### 5.4 National SESA Workshop and Briefing Paper

Following the previous stages, the Impact Assessment Team should organize, together with the relevant government bodies and concerned NGOs, a national SESA workshop at which the SESA findings would be presented and discussed with representative multiple stakeholders with the aim of modifying (as necessary) current REDD strategies so that the priority social and environmental concerns are integrated. The various stakeholder groups would present their perspectives and reflections on the SESA findings. The Impact Assessment Team will also write a Briefing Paper for the SESA Workshop.

### 5.5 On-Going SESA Monitoring and Annual Updates

The social and environmental impacts of REDDplus strategies are to some extent unpredictable; depending on the policies and incentives framework, REDDplus could cause perverse incentives. Other REDDplus policies and institutional strategies could prove problematic and operate in unexpected ways, and their improvement is likely to be an iterative process. For example, early approaches to benefit sharing could require modifications to increase downwards accountability and transparency, or a fundamental redesign if the incentives do not materialise.

The on the ground effectiveness and equity impacts of REDD policies must be fed back to the stakeholders so that they can be improved. To do this it is essential to agree on a set of monitoring indicators as already discussed. The Impact Assessment Team will be responsible for appropriate annual reporting to the stakeholders based on the monitoring and further rounds of stakeholder group discussions (using the 2010 stakeholder analysis as a baseline). Based on these continued consultations and reports, the Impact Assessment Team would also write short briefing papers on the social and environmental impacts.

### Annex 1. Some Useful References for SESA Diagnostic Analysis

Amanor, K.S. & Brown, D. (2006). Informing the Policy Process: Decentralisation and Environmental Democracy in Ghana. Overseas Development Institute and University of Ghana Report to the DFID Natural Resource Systems Programme, HTSPE, UK.

Birikorang G, Hansen CP and T Treue (2007) Review of the current taxation relevant to the forest sector in Ghana. *VLTP Background Paper* No.1, Forestry Commission, Accra.

Forestry Commission. (2009). Brief assessment of land use and forest policies and governance in the forest area in Ghana. R-PP Background Paper. Forestry Commission of Ghana, Accra

Forest Watch Ghana (2000) *Forest Governance in Ghana: An NGO Perspective*, FERN. Oxford and Brussels.

Hansen, C. P. & Treue, T. (2008) Assessing Illegal Logging in Ghana. *The International Forestry Review* 10 (4): 573-580.

Katoomba Group (2009). REDD Opportunities Scoping Exercise for Ghana. Katoomba Group & Nature Conservation Research Centre. Washington, D.C. & Accra

Mayers, J., Birikorang, G., Danso, E., Nketiah, K. & Richards, M. (2008). Assessing the Potential Impacts of a Voluntary Partnership Agreement in Ghana with the EC on Forest Governance. Final Report. IIED, London.

NCRC (2008). Towards sustainable charcoal production in Ghana. Accra.

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Shepherd, G. & Nyame, S.K. (Forthcoming). Forests-Poverty Toolkit - National Level Analysis and Action Manual. IUCN, Ghana

Tropenbos (2004). Chainsaw lumber: A necessary evil? Ghana Workshop Proceedings. Accra and Wageningen.

### *Annex 3: Reference Scenario*

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### *Annex 4: Monitoring System*

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### *Annex 6: Program Monitoring and Evaluation*

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### Annex 7: Background Paper

#### 'Brief assessment of land use and forest policies and governance in the forest area in Ghana'

**ToRs for R-Plan Task A1: <Preparation of a brief assessment of land use and forest policies and governance in the forest area in Ghana>**

"This brief analytic paper will map **the relevant forest and land-use policies and those policies that affect forests indirectly**. It will also **identify knowledge gaps that need to be analyzed more in detail**. The paper, which would be limited [to] 10-15 pages in length (sic), should **help set the stage for the R-Plan process**, by **pointing to where policy interventions failed and why**, and which **interventions show some promise** based on prior experience in the Ghanaian context. **The paper would thus establish the basis for the elaboration of the REDD strategy.**

Presented in a **brief and accessible manner** the assessment will **examine strategies at local, national and international level**. It will encompass those approaches that **are driven by, or technically and financially supported by, international and national actors**. It will seek to assess the complex challenges of Ghana's land tenure system and forest ownership with particular regard to the relationship between national and stool level management. These assessments will also encompass levels of capacity within institutions and the historical and regional experiences of reform. All of these factors will also be addressed from the perspectives of both conservation and poverty alleviation to identify the potential impacts of different approaches on both the poor and the environment on which many of them rely. This assessment will thus help to **identify key success stories** that can be built on in the subsequent R-Plan implementation process."

#### A. SUMMARY

Deforestation and forest degradation are 'slow drip' phenomena in Ghana, That is, the process is largely one of long-term and progressive degradation, without any dominant deforestation drivers, though forest loss is nevertheless occurring at a significant rate. Some estimates for the period 1900-2000 put this as high as 80%. By 1993, only half (by area) of the country's reserved forests was said to be in a reasonable condition, and many have continued to deteriorate. Degradation in the off-reserve areas of the high forest zone is proceeding at an even greater pace. The timber industry is close to crisis point, with offtake more than three times the sustainable harvest level, and the supply declining rapidly in both quantity and quality.

A number of influences account for this situation, both forest sector and extra-sectoral. Major influences include (a) population growth and increasing demand for timber and agricultural products, both nationally and internationally; (b) the poor governance of the forest sector, which has led to massive over-capacity, to an industry structure unconducive to high value added, and to a thriving market for 'illegal' chainsaw lumber; (c) conversion to agriculture, particularly for production of cocoa, the main crop in the high forest zone; (d) bush fires, especially in the transition and savannah zones; (e) minerals extraction. Agro-industries and large scale commercial productions have not been major causes hitherto. However, demand is growing for oil palm and other oils and biofuels, and for export crops such as pineapple.

The poor governance of the forest sector is well documented, and there is some agreement on the remedial actions that are needed. A number of reform measures have already been implemented, including those related to FLEGT activities linked to the EU voluntary partnership agreement (VPA) which have galvanized public interest in

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forest governance on a national scale. Arguably, however, the most pressing requirement, and the factor likely to have the greatest impact on forest cover, is yet to be addressed. This is the need for incentives for tree conservation and planting in the high forest zone. A radical reform of tree tenure in the off-reserve areas could well be required, to increase the tenurial rights of farmers and land owners. Successive governments have been reluctant to contemplate the surrender of the State's control, however. Implementing the reform would also be challenging, as land markets have a long history in the forest areas, and conflicts already exist over land claims in many areas.

Cocoa is synonymous with the economy of the high forest zone and its production inevitably implies some loss of forest cover, but degradation has been much increased in recent years by the introduction of new full-sun hybrid varieties. Reversion to the shade-dependent traditional varieties would have much to commend it, as it would not only improve tree cover on the farm but might also revive support within the farming community for the policy of forest reservation, with attendant atmospheric benefits. However, the declining area available for food crops is pushing farmers to favour open-field varieties, in part because of their inter-cropping potential, despite long-term sustainability concerns.

Other causes of degradation associated with rural livelihoods, such as shifting cultivation and fire in the agricultural and pastoral cycles, have long exercised the authorities. However, without viable alternatives well-adapted to the low purchasing power of the rural majority, little headway has been made on finding substitute livelihoods. There is also strong hostility to charcoal and fuelwood production though, again, the high demand from consumers cannot easily be ignored. Neither should it be assumed that charcoal production systems are universally destructive of forest cover, for some systems could well be sustainable, and may represent optimal use of marginal scrub lands.

Finally, the mining sector also gives cause for concern, both as regards large-scale industrial operations and artisanal 'galamsey'.

This paper reviews the drivers of deforestation and (particularly) degradation both in the forest sector and beyond, considering the record of policy interventions and project activities as appropriate, and then discusses the various lessons learnt.

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## List of Acronyms

ASM	Artisanal and small-scale mining
BAU	‘Business as usual’
CREMA	Community resource management area
EU	European Union
FAO	Food and Agriculture Organisation of the UN
FLEGT	Forest law enforcement, governance and trade
GDP	Gross domestic product
GoG	Government of Ghana
GPRS	Ghana poverty reduction strategy (two versions: GPRS1 (2003) 2004-5 ; GPRSII (2005) 2006-9.
HFZ	High forest zone
LAP	Land Administration Project (of the MLNR)
MDG	Millennium development goal
MLNR	Ministry of Lands and Natural Resources
NDPC	National Development Planning Council
REDD	Reduced emissions from deforestation and forest degradation
TUC	Timber utilisation contract
TUP	Timber utilisation permit
VPA	Voluntary partnership agreement (with the European Union)

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### A. INTRODUCTION

Forest resources have played a central part in Ghana's historical development, and continue to do so to this day. This is evident not only in the prominence of forest products (chiefly timber and cocoa) in Ghana's export trade, but in the whole structure of the society, being reflected in the country's distinctive social structure (particularly in the Akan areas) and in the unusual complexity of its land and labour markets. However, with few exceptions, Ghana's high forest areas are now in a severely degraded condition, and it is recognised that without urgent and radical remedial action, the prospects for the forest industry are poor. This could have major knock-on effects for agriculture and the environment (volume and incidence of rainfall, atmospheric humidity, watersheds, soil and water conservation, etc.) and for the country's ability to adapt to the predicted levels of climate change.

Ghana has benefited from diverse multi-donor support for natural resource management in recent years, in recognition of the crucial role of these sectors in the national economy and in any strategy of poverty alleviation. Programmes have included milestone investments such as the Forest Resource Management Programme, Natural Resource Management Programme, and others. These programmes have had varying levels of success, both in sub-sectoral and regional terms, reflecting Ghana's unusually complex social structure (particularly in the HFZ), the variety of forces seeking to influence policy development and the difficulties of ensuring the effectiveness of long-term planning in conditions of economic instability, as well as a tendency to over-centralisation. Performance was also affected by the limitations of past national planning exercises ('Making People Matter' [1991]; 'National Development Policy Framework' [1994]; and 'Vision 2020' [1995], later developed into the 'First Medium Term Development Plan' of 1996), which were un-costed and lacked the detail needed to provide effective guidance for sectoral programme development. The current 'Ghana Poverty Reduction Strategies' (GPRS 1, 2003-5; GPRS II, 2006-9) and new approaches to donor support (aid harmonization and alignment, and a shift away from enclave projects) offer the prospect of a more coordinated approach.

Experience has shown that unsustainable natural resource management can have very negative effects on the economy in terms of environmental damage, reduced productivity and erosion of the national assets base. Ownership of natural resources has been dispersed (and therefore fragmented), and economic pressures have encouraged unsustainable exploitation. The Government recognizes that, in terms of moving the country to thriving middle-income level status, new ways of working need to be developed. New policies and laws, new incentive structures, and new governance and enforcement mechanisms will all play a role. Ghana still has valuable natural resources and the Government is determined to write a new chapter in the use of its natural wealth in order to protect and develop the assets base, and build on its natural capital. An integrated environment and natural resource policy is proposed, under the Natural Resources and Environmental Governance Programme (NREG). This aims to increase the contributions of the natural resource sectors (particularly forestry, wildlife, mining) and the environmental sectors to the socio-economic development of Ghana. NREG will ensure that responsibilities for sustainable natural resource management and environmental protection and enhancement are shared by all, with a common goal of using resources for universal public benefit, especially for the poor and disadvantaged. Ways of working within government will be improved, with improved inter-ministerial coordination and decision making will become more open at all levels (national, regional and local). Communications and public awareness will be improved, and a policy framework developed that enable local communities and households to benefit from sustainable management. NREG will provide annual budget support to sustain the implementation of the reforms planned by the Government in the areas of natural resources and environmental governance (2008-13).<sup>i</sup> REDD offer additional opportunities for more predictable financing, overcoming the problems of stop-go budgeting that undermined past policies.

In recent years, forest policy development has focused particularly on FLEGT issues, and among the benefits of this initiative has been increased national dialogue around the major governance challenges that the sector confronts (Beeko, 2008). Analyses undertaken for FLEGT strategy emphasize the need for governance improvements on several fronts and offer a road map for governance reform which has considerable relevance to future REDD policy.

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This paper maps out the forest and land-use policies that are most relevant to the theme of REDD. It sets the stage for the R-Plan process by describing the main policies and activities that affect forest cover and lead to deforestation and forest degradation.

### A. THE CONTEXT

Ghana's land area is 24 million ha. (similar to Uganda or the UK). The natural landscape comprises four major ecological zones (Agyarko, 2007; Kortatsi & Jorgensen, 2001): tropical moist forest in the south and south west (the high forest zone [HFZ]; 8 million ha.); transitional zone in the middle belt between north and south (1 million ha); savannah woodlands in the north (15 mn. ha); and the Accra coastal plain (0.6 million ha.). The greatest above-ground carbon stores are in the HFZ.

The HFZ is zoned into forest reserves (both production and protection reserves, mostly gazetted in the 1920s and '30s) and off-reserve areas (Table 2). 53% of the permanent forest estate is outside of the timber production cycle. The remainder of the HFZ is off-reserve (c. 6.5 million ha). Most of this is degraded in forestry terms (but cf. Fairhead and Leach, 1998), and is largely devoted to agroforestry. The residual closed canopy off-reserve forest area is variously claimed to be between 100,000 - 350,000 km<sup>2</sup> (the World Bank's 2006 *Ghana Country Environmental Assessment*, which draws on recent satellite imagery, gives an estimate at the lower end of this range).

**Table 2. Forest Resources in the HFZ**

<i>Forest Type</i>	<i>Area (hectares)</i>		<i>Percentage</i>
<i>Reserve Areas (HFZ)</i>			<i>20%</i>
<i>of which:</i>			
Timber Production Area	762,400	47	
Permanent Protection	352,500	22	
Convalescence	122,000	7	
Conversion	127,200	8	
Not inventoried (conversion)	270,000	16	
Total Reserve area	1,634,100	100	
<i>Off-reserve area (HFZ)</i>	<i>6,500,100</i>		<i>80%</i>
<i>Of which:</i>			
Closed canopy forest	100,000 - 350,000	1.5 - 5	

*Source: Agyarko (2007)*

**Table 3** gives a breakdown of national land cover areas by vegetation type (rather than by official classification) according to the 2000 Global Land Cover assessment.

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**Table 3. Ghana: National Land Cover Areas ( '000 ha.)**

Ghana	Dense forest	Mosaic forest / croplands	Woodlands/ shrublands	Grasslands	Agriculture	Bare soil	Wetlands
	1,193	6,525	13,617	2	697	5	17

*Source: Global Land Cover 2000 map (JRC/EC, 2003)*

The roles played by forest resources in the Ghana economy are a facet of a wider context of high natural resource dependence (Table 1). Natural resources form the leading sector of the economy. Including mining, they currently provide 43% of GDP. One crop alone (cocoa) provides 8% of GDP, double the contribution of forestry, and almost equivalent to government services.

**Table 1. Structure of Ghana GDP by kind of economic activity (Percentages)**

Economic Sector	2000	2004
<b>Agriculture</b>	<b>35</b>	<b>38</b>
Crops and livestock	22	22
Cocoa sub-sector	5	8
Forestry and Logging	4	4
Fishing	5	4
<b>Industry</b>	<b>25</b>	<b>25</b>
Mining and Quarrying	5	5
Manufacturing, construction	18	18
Electricity and Water	3	3
<b>Services</b>	<b>29</b>	<b>29</b>
Government services	10	10
Other (commerce, hospitality, transport, financial, etc.)	19	19
Net indirect taxes	11	9
<i>GDP in Purchasers Value</i>	<i>100</i>	<i>[101]*</i>



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[\*All figures rounded to nearest whole number]

Source: GPRSII 2006: p. 16 (NDPC/Ghana Statistical Service)

Despite the heavy historical dependence of the country on its forests, their exploitation is increasingly viewed as unsustainable. The extent of deforestation and forest degradation is a matter of national concern, with major implications for national income and employment as well as environmental integrity and services, and for social welfare.

A third of Ghana's forests are said to have been lost in the period 1955-72 (Kotey *et al* 1998, quoting Hall, 1987), with some estimates of forest loss in the last century being as high as 80% (e.g. Forest Watch Ghana, 2000). Loss of natural forest in the decade to 2000 is estimated to be 16% (WRI, 2009). By 1993, only about half of Ghana's reserved forests were in a condition described as 'reasonable', with the rest being degraded or worse (Agyarko, 2007, quoting Hawthorne and Juam, 1993).<sup>ii</sup> Recent studies estimate the cost of environmental degradation in the major natural resource sectors at 5-10% of GDP. The forest sector accounts for 63% of this cost (c. US\$500 million) (Birikorang *et al*, 2007 quoting Carret *et al.* 2006; World Bank, 2006: 22). If remedial action is not taken, this is likely to severely impede national growth. The prospect is already imminent of a transition from abundance of timber to scarcity (World Bank, 2006: pp. 22, 32).

### **B. DRIVERS OF DEFORESTATION AND FOREST DEGRADATION**

For the most part, deforestation and forest degradation in the Ghana situation are 'slow drip' phenomena - that is, incremental rather than dramatic. The emphasis is very much on degradation, which results from the multiple actions of diverse actors, with no single dominant influences. There are none of the major industrial deforestation drivers which have so radically changed the landscape elsewhere the tropics (as in Brazil and Indonesian Kalimantan, for instance).

A range of direct and indirect influences on the loss of forest cover can be identified (Contreras-Hermosilla, 2000; Geist & Lambin, 2002; Agyarko, 2007). *The immediate (proximate) drivers* include:

- i. Timber harvesting (industrial logging; chainsaw logging)
- ii. Non-mechanised agriculture and agricultural practices, including:
  - a. Agricultural expansion; land conversion for beverage, oil and other crops
  - b. small-scale agriculture and pastoralism
- iii. Other commercial agriculture & plantations, including mechanised farming
- iv. Energy (firewood and charcoal)
- v. Mining (large-scale and artisanal/'galamsey')

Underpinning these drivers in the Ghana context are a number of *underlying causes* including:

- *Demographic factors*
- *Institutional and policy issues*
- *Economic*

The *demographic factors* concern the substantial population growth which has occurred in recent years, most notably in the major urban settlements which have expanded dramatically.

The *institutional and policy issues* relate to three overlapping areas:

- a) Governance weaknesses including the complexity of property and tenurial rights

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- b) Market failures, such as pricing of forest goods and services, and monopsonistic market distortions
- c) Extra-sectoral policy influences, chiefly relating to agricultural and mining policies

*Economic and trade factors* include patterns of local, regional and international demand for Ghana's timber and other products, particularly cocoa and minerals (Bogetec *et al*, 2007; Blackett & Gardette, 2008).

The institutional, policy and economic factors are closely interwoven with the proximate causes of deforestation and their discussion will be subsumed into that analysis (Section C.2). The broader demographic causes are briefly reviewed below.

### **C.1 Demographic changes in Ghana**

Although the country had an enviable inheritance at independence in terms of foreign exchange reserves, an established system of schooling, educated leadership and a strong social reformist agenda, Ghana's early development failed to fulfil its promise, and the first three decades after independence were marked by rapid economic decline. Over-dependence on three primary products - cocoa, gold and timber - left the country vulnerable to the vagaries of international markets and the curse of the mono-crop agricultural economy, and the hoped-for diversification and industrialisation failed to materialise. Only in the late 1980s did the country begin to recover its regional pre-eminence, and it has achieved this largely through rising markets and stable democratic government, leading to an improved climate for economic policy, investment and aid, rather than any major restructuring of the economy (Bogetec *et al*, 2007). Since the commencement of the economic recovery, Ghana has pursued a strategy which combines a commitment to poverty reduction and the attainment of the MDGs with a programme of economic growth targeted on attainment of middle income status within a measurable planning period (NDPC, 2005).

Population and urbanisation have both increased rapidly since independence, and Ghana is well on the road to becoming a predominantly urban society. Population has more than tripled, from 6 million (1957) to 20 million (2002), and is expected to reach 31 million by 2025 (WRI, 2007). National population growth rate shows some signs of diminishing, however, dropping from 3% in 1994 to 2.7% in 2000 (*Ibid*). The age structure remains the pyramid typical of developing economies, with 43 percent under the age of 15 years. The population employed in agriculture dropped from 55% in 1998-9 to 45% in 2003 (*Ibid*). Urban population has increased from 15% in 1950 to 46% in 2005, and is anticipated to reach 58% by 2030 (UNEP, 2005). The rate of urban population increase is currently 4.2%, significantly in excess of overall growth.

Two major conurbations (Accra and Kumasi) account for a third of the urban population. Accra, the capital, increased threefold between 1970 and 2000, with the population of Greater Accra now standing at over 2 million. (Ghana Statistical Service, 2002). With increased urbanisation has come increased demand for timber, NTFPs and agricultural products, increasing the stress on forest resources<sup>iii</sup>.

Along with the rapid rate of urban growth has been a significant increase in rural population, adding to the pressures on productive land. Rural population is now more than two and a half times the 1950 level (at 11 million), although agricultural productivity has not kept pace, and there has been negligible development of agricultural technologies. Burgeoning rural population has been partly accommodated in Ghana by exceptional levels of fluidity in land and labour markets (stretching back over several centuries). These are discussed further in subsequent paragraphs (Sections C.2.1, C.2.3 and Annex One).

## C.2 Immediate drivers of deforestation and forest degradation

### C.2.1 Timber in the national economy

The forest sector contributes 4% of the GDP share of natural resources and is the fourth foreign exchange earner, supporting the livelihoods of about 70% of Ghana's rural population (Birikorang et al, 2001), and providing 11% of export earnings (Agyarko, 2007). Policy and practice in the sector are thus of central interest in assessing the potential for REDD.

The sector has long suffered from severe governance problems, and these have contributed to the degraded condition of the forest estate. The problem is recognised in national policy, including the national poverty reduction strategy, GPRSII:

‘Ghana’s timber industry is yet to derive optimum value for the nation from the forest resources which are in the meantime being exploited to exhaustion’. (2005:7)

In the last few years, concerted efforts have been made to address these deficiencies and these are meeting with some success, although significant challenges remain.

Forest policy in Ghana has seen a significant shift since independence in favour of a commitment to the principle of sustainability (Kotey et al, 1998:pp.80-81). This is most evident in the objectives for management of the off-reserve stock. Successive policy statements have moved from progressive liquidation, as the guiding principle of the 1948 policy, to one of sustainable management in the 1994 policy.<sup>iv</sup> The failure to realise the latter objective is at the heart of the present crisis in the industry.

Processing capacity in the timber sector increased significantly in the 1990s, stimulated partly by the availability of credit under the Economic Recovery Programme and burgeoning international demand (World Bank, 2006:27). Timber exports reached a peak of 500,000 m<sup>3</sup> of finished timber in 2000. In 2005, exports of natural timber earned the country €184 million (US\$200 million) in foreign exchange (Hansen and Treue, 2008).

In both economic and environmental terms, however, the performance of the sector has been problematic. This is presented in the literature as largely a problem of *poor governance*, implying a series of policy and market failures which collectively derive from the use of forest resources to serve purposes other than forest conservation.

### **Forest Governance**

The policy failures associated with poor governance include:

- g. the historic undervaluation of the resource by successive governments; factors such as: a lax fiscal regime excessively favourable to the operators, leading to under-pricing and depreciation of stumpage fees; industry protectionism through the effects of the log export ban; low revenue capture; inappropriate tax exemptions.
- h. the high levels of illegality that have developed in the sector, reflected in widespread illicit overland trade and illegal chain sawing; such illegality is fed by factors such as: industrial over-capacity; poor supervision of exploitation at field level; low domestic log prices; inadequacies in the legal regime.

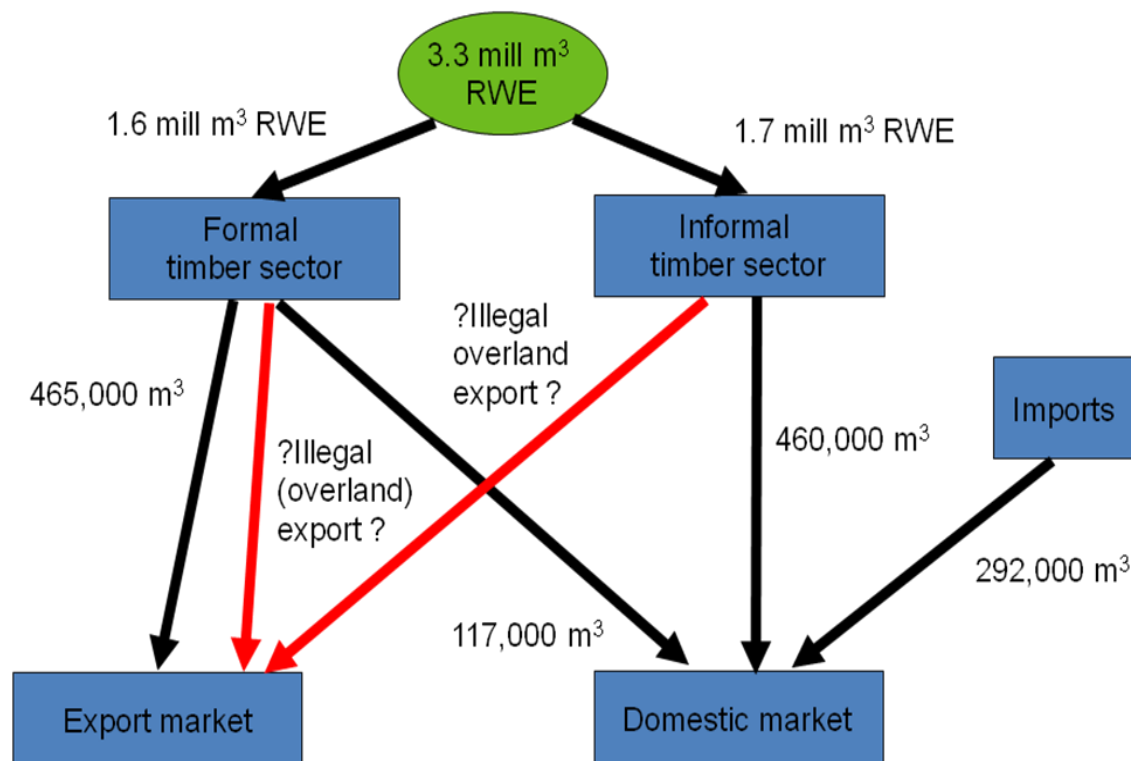
*Paragraphs 25 -36 review these factors in more detail.*

### **Over-capacity:**

As of 2005, wood flows in the Ghana economy were estimated to be as follows (Figure 1):

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Figure 1: Timber Flows in the Ghana Economy



Source: Birikorang, Hansen and Treue (2007) 'Review of the current taxation system relevant to the forest sector in Ghana' VLTP Background Paper # 1, Forestry Commission, Accra.

The formal timber industry suffers from serious over-capacity (Agyarko, 2007: 3). Milling capacity increased by 37% between 1997 and 1999 (Birikorang, 2001:18). While there has been a significant reduction in the number of active independent loggers<sup>v</sup> which are not integrated with processing (down from 350 in 1990, to 70 in 1999), the over-capacity of the industry is still very evident.

The industry is highly concentrated. As of 2001, the ten largest operators accounted for 43% exports, and the top 20 operators, 61% of exports (Birikorang et al, 2001: ix), and consolidation is continuing. Conversion rates are low, on average only 36%, though a few firms achieve 70% (World Bank, 2006).

### Log export suspension

A series of log export controls was introduced between 1979 and 1995 which amounted to the complete suspension of exports of raw logs.<sup>vi</sup> While these measures were intended to control the timber harvest while also favouring adding value domestically, the effect has been the reverse. Along with the high trade charges imposed on exported volume and value but the under-pricing of stumpage and other taxes on timber harvesting, the effect has been to discourage value-adding tertiary processing. Collectively, the measures have depressed local prices

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substantially below international levels, encouraging local wood processing but also protecting inefficient operations and failing to stimulate development of the industry. Value-subtracting operations, such as veneer production, have been favoured to the detriment of the high-value tertiary processing (for example, consumer-ready outputs such as finished furniture). This would be more conducive to the creation of an internationally competitive and growth-oriented forest industry (Birikorang et al, 2001).<sup>vii</sup>

### Legality of supply

The 'Wood Industry and Log Export Ban Study' undertaken by Birikorang *et al* (2001) estimated that, of the total log harvest, only a third was legal (the distribution being: 30% legal and 24% illegal; non-industrial chainsawing contributed the remaining 46%). The proportions of illegal harvest sourced on- and off-reserve are not known, though the on-reserve harvest is said to be increasing (Mayers et al, 2008:p.16). The heavy dependence of the sector on illegal timber, together with significant encroachment for small holder agriculture, have led to the severe degradation of many forest reserves, and have accelerated the stress on the off-reserve timber resource.

### The move from administrative to competitive allocation of logging areas

A particular concern of civil society has been the failure of successive governments to convert the concessions allocated administratively into the competitive *timber utilization contracts* (TUCs), prescribed under the 1997 law. Provided it is accompanied by tight managerial controls, competitive allocation provides a way to increase capture of forest rents and improve transparency in revenue collection. It also helps eliminate the under-pricing of the resource which is a major motor of illegality. As of 2006, administrative concessions accounted for c.50% of production forests while only 4% had been allocated competitively and in full conformity with the law (World Bank, 2006: 54). The view of some civil society commentators is thus that almost all the current production is illegal, not just the manifestly 'illegally harvested'. An alternative view is that the relevant Act (617: 'Timber Resources Management [Amendment] 2002') grants discretionary powers to the forest minister in the allocation of timber rights, and thus the failure to convert concession to TUCs, however regrettable, is at least legally defensible [cf. Beeko, 2008:1].

The widespread lack of management plans (a legal requirement) and the apparently frequent awards of salvage permits and timber utilization permits for routine industrial operations in off-reserve areas are also of concern to civil society (*Ibid*).

### Forest certification and the validation of legal timber

Timber certification presents a major challenge in the Ghana context. As yet, none of Ghana's forest concessions is certified by a recognised international management certifying body. The off-reserve areas would not qualify for certification under current rules, because they lack the necessary environmental integrity for sustainable management. This has major knock-on effects on the industry's interest in certification because, with a dwindling stock, production mixes on-reserve and off-reserve timber according to need. There was discussion during the VPA negotiations of the potential for limited certification of timber of mixed origin, although this would fall short of full control of chain of custody.

Legality verification looks to be a more promising route to control of the timber chain. Governance reform efforts have been galvanized around the negotiation of a Voluntary Partnership Agreement (VPA) with the European Union (the draft agreement being initialled in September 2008). VPA negotiations have been taken forward by the Forestry Commission's 'Validation of Legal Timber Project', which has focused on two sets of activities (Beeko, 2008): the *technical deliverables*, such as the legal definition of timber and chain of custody system, and the *wider governance reforms*. A positive aspect of the former is the commitment to a single national policy, covering both international and domestic markets, thus avoiding the tendency to bifurcation which might otherwise undermine the stated environmental goals. Regarding the wider reforms, there has been a positive trend in that,

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as a result of the new initiatives, ‘challenging governance issues that did not previously enjoy sustained debate have climbed up the VPA process ladder... [and] a new and welcome dynamic of consensus-based policy formulation is emerging in the forest sector’ (Beeko, 2008:1). While the VPA process is mainly concerned with legal timber production, rather than forest conservation, its underlying interests in sound governance and sustainable forest management are of immediate relevance to the REDD agenda, and the inclusive consultation process is particularly encouraging.

An assessment of the potential impacts of the Ghana VPA has been commissioned by the Forestry Commission (Mayers et al, 2008). This commends the process, but notes that alone it will not be enough to address the underlying problems of the sector (degradation of the resource, declining contribution to GDP, lack of public engagement in forest management).<sup>viii</sup> Without remedial action (i.e. in a ‘business as usual’ scenario, discounting the effects of the VPA), a steep decline in all sub-sectors of the industry is predicted<sup>ix</sup>. With a minimal legitimate regime (i.e. the VPA), turnover in all the sub-sectors will still be down, but less so than in the BAU scenario. The study argues that the Government needs to take the opportunity offered by the VPA to advance the reforms of the sector that have been mooted for many years (Mayers et al, 2008: p.49). **Table 4** presents the summary findings of this study, and details the potential gains and losses of three alternative scenarios for forest sector development to 2020.

**Table 4. Potential Gains and Losses to Ghana under three alternative scenarios for development of Ghana’s forest sector to 2020**

	Gains	Losses
<i>Without a legitimate timber regime attempted</i>	<ul style="list-style-type: none"> <li>• Short-term profit for some existing industry</li> <li>• Short-term benefits for some from chainsaw lumbering</li> <li>• Short-term employment benefits for forest industry</li> </ul>	<ul style="list-style-type: none"> <li>• ‘Hard landing’ as sector dwindles fast, corruption rife</li> <li>• Resource crash, deforestation and degraded ecosystem services; foregone carbon payments; soil erosion and water quality problems; loss of biodiversity</li> </ul>
<i>With an effective legitimate timber regime</i>	<ul style="list-style-type: none"> <li>• ‘Softer landing’ for a downsized sector</li> <li>• Improved formal sector resource management</li> <li>• Increased accountability stimulates positive engagement</li> </ul>	<ul style="list-style-type: none"> <li>• Lower revenues, continued social/ environmental risk</li> <li>• Some species loss and forest degradation</li> <li>• Communities still disenfranchised and some social dislocation</li> <li>• Substantial numbers of companies dissolved with employment losses</li> </ul>
<i>With sector reform</i>	<ul style="list-style-type: none"> <li>• Stabilised productive forest sector, healthy revenues</li> <li>• Responsible management on and off reserve with maintenance of ecosystem services resulting in carbon storage, watershed and biodiversity protection</li> <li>• Rights, responsibilities and capacity in the best places for good management and local benefit</li> <li>• Larger share of ‘timber economic rent’ to resource owners</li> </ul>	<ul style="list-style-type: none"> <li>• Smaller forest sector</li> <li>• Still lower levels of forest goods and services (may regenerate/ expand beyond 2020)</li> <li>• Lower (but sustainable) employment levels</li> <li>• Despite gains - it is too little and too late for some communities</li> </ul>

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Source: 'Assessment of potential impacts in Ghana of a VPA with the EC on forest governance' (Mayers et al for the Forestry Commission, Ghana, 2008), p. 3-4)

### Remedial actions

In order to address such problems -and within the overall framework of NREG the Government has put in place or has proposed a series of measures to secure the resource, including: fiscal reforms; improved local participation in resource management (though community forestry committees and the like); regeneration programmes (including modified *taungya*, allowing for participation of the poor in reforestation activities); and encouragement of non-forest dependent alternative income generating activities (oil palm processing, livestock rearing, etc.). (World Bank, 2006:36). The tenurial issue has been addressed in the wildlife sector by the formation of community resource management areas, or 'CREMAs', whereby the Wildlife Division, in co-operation with the District Assembly and (where appropriate) traditional authorities, delegates authority in a designated area to the community represented by a locally elected Natural Resource Management Committee (NRMC) to regulate and control access to wildlife (Wildlife Division, MLF, 2000). This is in line with the commitment of the government to creating a framework which enables local communities and households to have real opportunities to benefit more from forest resources, thereby encouraging positive changes in behaviour towards the natural environment.

What has not yet been addressed, however, are the underlying tenurial constraints and general lack of incentives to encourage tree conservation and planting, which contribute very significantly to the degradation of the forest resource. These are considered immediately below.

### *Land and tree tenure and incentives for tree planting and conservation*

The system of rural property rights has long been recognised as problematic in Ghana, in at least two dimensions, *tree tenure* and *land tenure*, which operate under conceptually separable regimes.

- Tree tenure is effectively under state ownership, although revenues are shared with chiefs and district assemblies; for most farmers, rights over the tenure of native trees are very limited indeed.
- Land tenure varies according to the cultural system, but in the Akan areas, the 'allodial title' to land (i.e. formal administrative sovereignty) is usually held by chieftaincies ('the stool') though the proprietary title is often held by sub-chiefs and prominent families (Osafo, 2008). There have been active land markets for many decades, and leaseholds are common with varying degrees of tenurial security. Outside of the Akan areas (the Ewe-speaking areas, for example), land is often owned by families. As land pressures have built up in the Akan areas, conflicts between 'land owners' and 'tenants' are increasingly reported.

The tree tenure issue is considered in detail in **Annex One**, but there are two major concerns. First, an important consequence of the effective state monopoly over tree tenure is the lack of any incentives to farmers and landowners to plant and conserve trees of timber value. This ensures that, whatever the good intentions of the 1994 Forest Policy as regards the promotion of sustainable forestry, the reality of forestry in the off-reserve areas remains the progressive degradation and liquidation of the stock.

The land tenure issue concerns the conceptual separation between categories of 'land owner' and 'farmer' in the Akan areas (which account for most of the HFZ), which increases the uncertainty about the ownership of land resources. The external stereotype of the harmonious African village 'community' has very questionable meaning in this environment. This issue is addressed in more detail below (Section C.2.3; Annex One), but it needs to be borne in mind when considering any proposal to confer valuable carbon rights in a REDD strategy. The fact that carbon rights will be recognised at national governmental level in any international agreement does not itself resolve this problem, for not all of the underlying conflicts relate to the opposition of state and community.



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Important conflicts exist within many communities, and these conflicts are often of very long historical standing and not liable to resolution unilaterally.

### C.2.2 Chainsaw logging

While not necessarily entirely divorced from the formal industry, chainsaw logging merits independent consideration, as it involves a separate set of actors and has somewhat different dynamics. Like the industrial sector, it underlines the weaknesses of the current tenurial situation.

As of 1999, chain saw production stood at 46% of total timber production and 38% of lumber production (most of it destined for domestic furniture making), a volume equivalent to the formal sector exports of wood products. It provided over 30% of timber-related employment (Birikorang et al, 2001). A significant part of the chain saw production is destined for local consumers who lack the purchasing power to buy legal timber and products. There are also allegations of collusion between the formal industry and the chain sawyers to feed the mills outside of their quotas, at minimum risk to the operators (Forest Watch Ghana, 2006: 9), though the importance of this is difficult to assess. The industry is theoretically required to release a proportion of its production onto local markets, but this is largely ignored by the operators, who cite the avoidance of stumpage and other taxes by chainsawyers and the depressive effects of chainsaw production on domestic prices, both of which disadvantage the industry (*Ibid*). The chain saw sub-sector is inefficient, although not necessarily less efficient than industrial production (Tropenbos, 2004), particularly when account is taken of the greater proportion of the tree that is likely to be harvested and (given the absence of heavy machinery) the likelihood of reduced collateral damage.

Chainsawing has officially been banned since 1998, so that it is illegal for farmers to sell trees to chainsawyers. Their readiness to disregard the law reflects their general alienation from the formal industry, the direct and immediate returns that they derive from the trade and the extent of the otherwise unsatisfied local demand.

Opinions are divided as to how to address the chainsaw problem, with views polarized between those who advocate a repressive policy (cf: Tropenbos, 2004), and those who see legalization as the only viable option. Birikorang *et al* (2001), for example, advocate legalization of chain saw operations by registering commercial TUPs (a form of exploitation contract intended for community benefits but hitherto largely enjoyed by the industry). This would need tight local management and control, and beneficiaries would be required to pay the requisite stumpage charges. It would also be dependent on improved supervision of the forest reserves, to discourage 'leakage' from off-reserve (2001:46-7). Such measures would reinforce the current experimental attempts by the Forestry Commission to bring chain saw logging under formal control. An adjunct to this is the need to address the issue of incentives to conserve and plant trees on-farm. Without this incentive, legalization of chain saw operations may serve only to hasten the depletion of the off-reserve stock.

### C.2.3 Non-mechanised agriculture and agricultural practices

Agricultural crops (including annuals, such as maize and millet, and tree crops, such as cocoa, coffee, cashew and oil palm) provide much of the natural wealth of Ghana (on one recent estimation, 64% of all natural capital, which itself represents about two-thirds of the total wealth of the country), and agricultural land accounts for more than half of all land use (World Bank, 105-7). Agriculture is not only the highest contributor to GDP, but also provides employment for over 60% of the population, particularly women (NDPC, 2005: p.230).

There is a range of crops and practices that would tend in the African literature to be viewed as typical of 'small-scale agriculture', although this can be misleading in the Ghana context where crops such as cocoa have been highly commercialised for a century or more, on very variable scales, and are operated very much as business ventures (Hill, 1963).



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### ***Cocoa in the HFZ***

While Ghana is no longer the world's leading producer of cocoa (Ivory Coast now accounts for 38% of global production with Ghana second at 21% [UNCTAD, 2005]), the crop remains the bedrock of the agricultural economy in the HFZ. The overall production trend is rising (*Ibid*; Vigneri, 2007).

For over a century, cocoa has been the major driver of land use change in the HFZ. The area under cocoa is now about 1,270,000 ha. (i.e. comparable to the total area of forest under protection). Cocoa production in Ghana uses low-technology methods, with the heaviest inputs being labour for clearing and weeding, and chemicals for spraying against disease. Cocoa farm holdings are typically small (c. 2-8 ha.), though the range is wide, and some holdings are substantial. Productivity is low by international standards (Vigneri, 2007). Forest soils are lateritic and acidic, particularly in the western region (ph of 5.5 or less) and for most producers soil fertility was traditionally maintained mainly by fallowing. This was dependent on the availability of significant surplus land. As human population density has increased, soil quality has tended to decline, but no other fertilisers have been applied to compensate (Gockowski and Sonwa, 2008). Chemical fertilisation is rarely applied. Recent research indicates that increases of production generally derive from expansion of the cultivated area, extra labour and phytochemical inputs but not (except with regard to the new varieties to be discussed below) from increases of productivity per unit area (Vigneri, 200; Assuming-Brempong *et al*, n.d.). The key constraints on yields are input use, pest management and access to working capital and credit (Vigneri, 2008).

### **The complexity of tenurial regimes**

Population movement has been a dynamic factor in the opening up of Ghana's forests for four centuries or more, and is reflected in the distinctive matrilineal inheritance systems of the Akan peoples (Wilks, 1977).<sup>x</sup> Over the last century, migrancy and share-cropping have provided the framework within which cocoa production has been extended westwards from the initial heartlands north of Accra towards the Ivory Coast border, (Hill, 1963; Amanor and Kude, 2001). A good proportion of Ghana's cocoa production is in the hands of migrant farmers and share-croppers. These have purchased, leased or entered into share-cropping arrangements on cocoa lands outside of their native territories. Non-indigenes may constitute 40-50% or more of the population in many areas [Brown, 1998]. While this has complicated the land tenure situation, it has arguably had many beneficial effects on social stability in the face of burgeoning population growth.

The nature of the leaseholds obtained by the migrants is nowadays often a matter of some controversy, particularly where land is becoming scarce. The migrants tend to claim they purchased their holdings outright (albeit recognising the allodial authority of the respective stool [see Annex One]) while sellers or their descendents increasingly argue that the land in question was not sold but only temporarily leased out. The purpose of the transfers may also be disputed, with the sellers or their descendents arguing that the original leaseholds were for one cycle of cocoa production only, and not transferable to any other major crops, while purchasers claim that the transfer was for unspecified purposes and in perpetuity. Succession of ownership on the death of the original purchaser has also proven an area of uncertainty (Fiadzigbey *et al*, 2000).

### **Traditional and new varieties**

In recent years, the forest landscape has changed significantly in the HFZ, due largely to the progressive replacement of the traditional shade-dependent and tolerant 'Tetteh Quarshie' cocoa varieties with new open-field hybrid varieties. Traditional varieties still need about 30-40% average crown cover, while the hybrid varieties are able to grow in full sun conditions. Cultivation of the new varieties has implications for REDD in that it not only encourages removal of standing trees from the farm, but also undermines the support of farmers for the forest reserve policy. The extensive gazettement of forest reserves had previously helped to maintain the high levels of atmospheric humidity needed for cocoa production, and thus were supported by the farming community. With the new full-sun varieties, high humidity is no longer required.

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Recent research on the carbon profiles of the new and traditional varieties shows that carbon stores in traditional cocoa farming systems are somewhat lower than in comparable forest areas, though still very significant, while intensive full-sun cocoa production reduces the carbon stores in cocoa farming systems by about 50% (Norris, 2008). Given the large area under cocoa, and the often degraded condition of the forest reserves, the total stores of carbon in cocoa farming systems and humid forests are roughly equivalent (*Ibid*). In addition, maintaining high productivity in the new varieties is heavily dependent on fertiliser applications, and the low level of fertiliser use on exposed soils is much more damaging to them than it is to the traditional varieties. Expanding the area under the traditional cocoa varieties would thus offer multiple benefits. Farmers nevertheless express a strong preference for the new varieties, and this is related to their higher short-term profitability (Darko Obiri *et al*, 2007), itself linked to the much shorter growing cycle (typically 3-5 years to full bearing, as opposed to 10-15 years with the traditional varieties) and also the greater potential offered for inter-cropping with food crops (Vigneri, *pers.com.*). The dwarf character of the hybrid cocoa not only shortens the period to maturity, but also allows for a much longer period of inter-cropping prior to canopy closure.<sup>xi</sup> Given the growing shortages of land for food crop production and the decline in availability and length of fallows, these are major benefits. The already degraded condition of the forest landscape makes full clearance much more feasible in southern Ghana than it would be in still biomass-rich areas such as southern Cameroon, and helps to account for the earlier uptake of the new varieties in the Ghana case (Gowkoski and Sonwa, 2008).

Cocoa production has significantly affected forest cover in the HFZ, with the most dramatic changes in relation to the new hybrids that are gradually replacing the old varieties (Table 5). Case study evidence suggests that the land for the new varieties has come approximately equally from forest clearance, replanting of cocoa farms, and agricultural fallows (Vigneri, 2004).<sup>xii</sup>

**Table 5. Shade levels in the cocoa belt of Ghana**

Region:	None to Light	Medium to Heavy	
Ashanti	52%	47%	
Brong Ahafo		52%	47%
Eastern	50%	49%	
Western	77%	21%	
<b>Ghana total</b>	<b>72%</b>	<b>29%</b>	

*Source: Adapted from STCP baseline survey, 2001/2002 (Gockowski and Sonwa, 2008)*

Various studies are under way in Ghana, to assess the potential for more eco-friendly forms of cocoa production, notably an economic study commissioned by the Katoomba Group, which aims to develop financial and economic models to assess productivity and the economic impacts of carbon sink and REDD options from the perspectives of farmers and investors. A scoping study has been undertaken (Birikorang, 2009).

### **Agriculture outside of the HFZ**

Outside of the HFZ, agricultural technologies are undeveloped, a situation which reflects the high poverty levels and low discretionary income in the rural areas, particularly in the savannah regions. The 1999 Ghana Living Standards Survey (the latest for which consolidated data is available)<sup>xiii</sup> shows that:

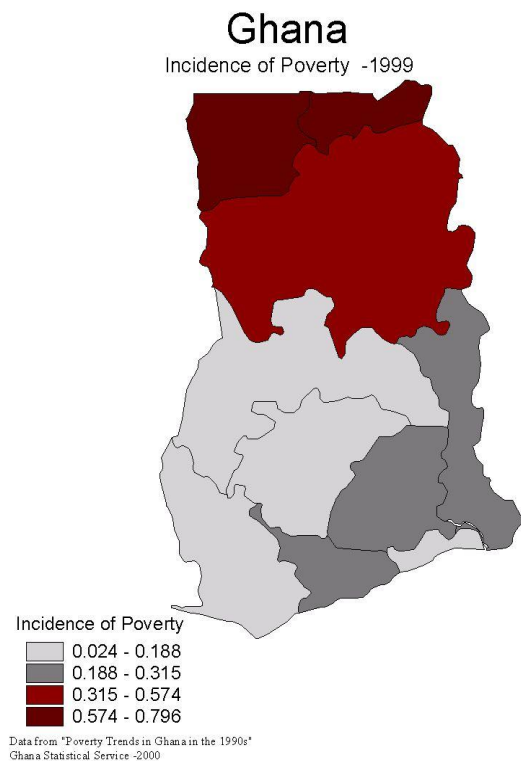
- ⇒ Poverty is higher in rural than urban areas
- ⇒ Poverty levels are highest in the savannah regions (North, Upper East, Upper West) and lowest in the Greater Accra urban area (see Figure 1).

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- ⇒ Poverty is highest among food crop farmers; the greatest gains in living standards in the study period (1987-99) were enjoyed by export crop farmers (including cocoa farmers) and by wage employees, not food crop farmers (Economy of Ghana Network Seminar, 2006: 2).

In both the cocoa producing areas and in the tuber and grain producing transitional and savannah zones, fire is an integral part of the agricultural cycle, and essential to maintain soil fertility. Shifting cultivation is important both to replenish the soil and also to suppress nematodes and other pests. While improved agricultural technologies could well be beneficial for soil conservation in carbon emissions terms, the very low purchasing power of most small farmers severely limits the possibilities.

Figure 1: Incidence of Poverty in Ghana



### Fire in the farming system

Official policy has become increasingly hostile to the use of fire in agricultural production, and village chiefs have been made responsible for fire control within their own territories (Amanor and Brown, 2003). While the use of fire obviously carries its own risks (risks that have to be weighed against the alternatives), it is far from clear that responsibility for current hazards rests only with the small farmers. Aside from natural causes (one notes that major fire events, such as that in 1984, affected the whole west African region, not just Ghana), there are a number of other factors to be taken into account. For example, official conservation policies tend to encourage biomass retention in areas subject to 'dry lightning', and plantations policy in the transitional zone tends to favour species with oil-rich and highly combustible leaf litter such as teak (*Tectona grandis*). While the mature teak trees are resistant to fire, the leaf litter acts as an accelerant. This only increases the fire hazard. Attempts to limit burning by pastoralists and hunters both there and in the savannah may well have similar effects, building up large volumes of biomass which then becomes difficult for farmers to control when they apply the fire which is integral to their land management strategies.

A considerable literature exists on the constraints to agricultural productivity in Ghana, especially in the vulnerable northern areas, where practices are characterised by the low-input technologies and risk-aversion strategies. FAO identifies declining soil fertility as the major constraint to agricultural production in the country (FAO 2004, quoted in World Bank, 2006:106). The World Bank Country Environmental Assessment deals in detail with the issues of poverty and land degradation and the reasons for the relatively low uptake of sustainable land use technologies (2006: Chapter 5).

### ***Livestock and pastoralism***

Livestock production is largely concentrated in the savannah zone, contributing between 7-9% of agricultural GDP (World Bank, 2006: 195). Like small-scale agriculture, production systems are extensive and technologies limited. Fire is employed to promote the growth of succulent green vegetation in a manner familiar in pastoral systems throughout the semi-arid tropics. The trans-national dimension is a complicating factor, with Fulani herders moving across national borders according to the availability of pastures. As land pressures have increased, the established synergies between agriculturalists (providing pasture and crop wastes) and herders (providing soil fertility) have tended to break down, leading to growing conflicts between sedentary farmers and pastoralists. There have been at least two systematic expulsions of 'alien herders' in recent years, under the Rawlings government (Operations 'Livestock Solidarity' in 1988 and 'Cowleg' in 1999 [Tonah, 2000]). However, large-scale seasonal movements may be a fundamental requirement for pastoralism in local conditions, and not easily suppressed.

### **C.2.4 Other Commercial Agriculture & Plantations**

#### ***Agribusiness***

Despite the prominence of agriculture in the Ghana economy, *agro-industrial enterprise* has had a poor record to date. A notable feature of the landscape throughout Ghana is patches of completely deforested land, which are not - as is often assumed - the outcome of unsustainable small-scale shifting cultivation, but rather the traces of failed state farms and private mechanised farms, irreversibly degraded and rendered infertile by tree stumping and aggressive raking of top soils.

A recent FAO report describes agribusiness in Ghana 'as still rudimentary and artisanal with little growth or development over the last three decades' (Dannson et al, 2004). However, the last government was committed to the development of the agribusiness sector, and in 2001, the objective was set for the country to become a leading African agro-industrial producer by 2010 (a goal which will evidently not now be met). Ghana's first poverty reduction strategy, GPRSI, aimed for rapid, private-sector led agro-based industrial expansion as one of seven major policy directions. GPRSII (2006-9) restricts this ambition to providing a more modest 'transition period

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when a basic platform of agro-industrial production and technology is built up' (2005:7). In the present policy environment, this will be challenging. The FAO study points to a number of constraints, including: lack of resources, production skills and information; absence of demand for products both on the international market and locally (the latter due to competition from cheap rice imports etc.; weakness of farmer organisations (in relation to outgrower schemes, etc.); and inadequate government policy. The latter relates to such issues as high taxes, wages and uncondusive trade policies. The situation regarding biofuels such as oil palm and *jatropha* may provide some pointers as to the positive potential of agroindustries in the current environment, and would merit investigation; likewise the export fruit crop plantations which have proliferated in the south-east of the country in the last decade.

### **Plantations**

The record of *tree plantations* is uneven. Plantation cover (2000) is recorded as 76,000 ha (WRI, 2006) - that is, 1.2% of the area of natural forest cover, and 0.3% of total land area. The World Bank's Country Environmental Assessment notes that 'over the last 15 years, the Government of Ghana's policy on plantations has been in disarray' (2006:3).<sup>xiv</sup> More positively, the Government has reported some recent progress in plantation development, with 16,754 ha of new plantations being established within forest reserves in 2007. The majority of these increases have been through the modified *taungya* system (8,711ha) and Government plantations (5,312ha). Revenue sharing arrangements for the former provide 40% of proceeds from timber to the farmer, 40% to the Forestry Commission, 15% to the land owner and 5% to the community. All non-timber agricultural products are also the property of the farmer until canopy closure, after a maximum of 4 years (GoG BSA 2005).

Development of plantations off-reserve has been more modest in terms of area planted, with a total area of 9,747ha and the engagement of 2,838 individuals or groups (NFPDP, 2008).

The Government has also engaged with the CDM and a plantation-based project design document is near to submission. The proposed project would reforest an area of 1000ha within the Pamu Berekem Forest Reserve, and is intended to provide benefits to the fringe communities from the sale of certified emissions.

The identification of funding through CDM falls within the objectives of the Forest Plantation Development Fund, and the Commercial Plantation Development Programme which were initiated to support the development of plantations. While these funds have represented a substantial investment they are yet to deliver substantial increases in private investment with developers seeking further financial support to make meaningful progress in plantation development (Abaidoo 2005).

Among the issues of concern in relation to plantation development (aside from the perennial questions about the standardisation of plantations, their low social co-benefits and poor biodiversity) are *secure access to land* and *tree species selection*.

Tenurial uncertainties and the difficulty of acquiring land are frequent complaints of Ghana businesses, and are matters that the MLNR's Land Administration Project (LAP) is intended to address.<sup>xv</sup>

As regards tree species selection, Ghana soils present particular challenges to plantation development, particularly where the goals include equity as well as income.<sup>xvi</sup>

Establishing a plantation programme with appropriate local incentives appears essential to help compensate for the future reduction in timber supply from natural forests. In addition to further extending the *taungya* programme, the World Bank Environmental Assessment recommends the setting up of a credit system to cover the cash flow gap in plantation investment and research on the potential of carbon-based schemes (2006: 36).

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### C.2.5 Energy - firewood and charcoal

The population of Ghana depends heavily on fuelwood and charcoal for its energy needs, and on some estimates up to 90% of the wood harvest is destined for these uses (Mayers et al, 2008: p. 10; Agyarko, 2007, p.3)). The main production areas are in the transitional zone (Brong Ahafo Region) and the northern savannah. In these areas, local councils may depend on charcoal sales taxes for 75% or more of their revenues (Amanor & Brown, 2006:24). Trade in charcoal is one of the main productive activities binding together Ghana's north and south.<sup>xvii</sup>

Charcoal is claimed to be a major cause of deforestation as well as a significant source of bushfires, carbon emissions and damage to watersheds (e.g. NCRC, 2008). Wood extraction is often alleged to be indiscriminate (NDPC, 2005: 100; World Bank, 2006: 115; NCRC, 2009: *passim*). The information base for such assessments is not always clear, although the high level of national demand, and the fact that firewood and charcoal are often sourced from what might appear to be open access areas, are intuitively suggestive of a depleting resource.

However, recent research in the transitional zone warns of the danger of treating charcoal production as a single technology, and calls for a more nuanced understanding of the environmental effects (Amanor & Brown, 2006). Consideration needs to be given to such factors as:

- the charcoal production system
- the contractual basis on which production is undertaken
- the level of vertical integration of producers into national marketing systems
- The potential of the land in question to support other, possibly competing, economic activities.

There is a need to separate out forms of production that do erode the stock and those that are, or could readily become, sustainable. Not all charcoal production systems are liable to degrade the forest, and the most important factors in assessing such effects are as much the social relationships of production as the biophysical effects. Where there is a risk of damage to the forest cover, there may be potential to improve the management regime, without suppressing the harvest entirely.<sup>xviii</sup> Consideration also needs to be given to the potential of the land in question to support other activities. For many cash-strapped communities in the transitional and northern zones, charcoal production may present the only profitable activity in arid, disease-prone and infertile areas unsuitable for sedentary agriculture.

Current management strategies (chiefly at the level of district byelaws) focus on attempts to totally suppress the trade - an odd situation given the high dependence of many local government authorities on charcoal revenues and of most of the nation's population on charcoal for their cooking needs.

Ghana is on the verge of becoming a petroleum producer, with the Jubilee Field due to open in 2010 (and with a target production of 500,000 barrels a day for the country by 2014), and this may offer alternative energy sources to substitute for fuelwood and charcoal. On the positive side, liquid petroleum gas is a major byproduct of oil production, but is generally uneconomic to export, and will thus more likely be targeted on domestic power generation and local use.<sup>xix</sup> On the negative side, liquid gas production demands expensive technology, and purchasing power constraints may limit the local demand.

### C.2.6 Mining Sector

Mining has a long history in Ghana, chiefly gold (which goes back many centuries). Manganese, bauxite and diamonds are also mined, though in much smaller amounts. Minerals production accounts for 4% of GDP and 9% of government revenues, gold making up 93% of mining exports (World Bank, 2006: 72). Ghana's gold production ranks second in Africa and 11<sup>th</sup> in the world. The formal industry employed 15,000 workers in 2004, though the Minerals Commission estimates that artisanal and small-scale mining (ASM, also known in Ghana as 'Galamsey') account for a further 200,000-500,000 people (World Bank, 2006: 75, cf. Hilson, 2001). Gold production increased

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seven-fold between 1985 and 2000, rising from 300,000 oz. to 2,500,000 oz. There are currently ten large-scale operations, one of which (the Ashanti Goldfields' deep mine at Obuasi) commenced its operations as early as 1907. 58 mining leases for gold and other minerals have been approved by the Government, over a total area of c.300,000 ha. - 1.3% of the national territory (Ghana Minerals Commission, 2009; World Bank, 2006). Gold production is in a phase of expansion, and a number of new operations are opening up, including Ahafo and Akyem with combined reserves of 16 million ozs.

At national level, a multi-agency Mining Revue Task Force has been established, and a review of the mining fiscal framework undertaken. These will inform the development of legislative instruments in support of the 2006 Minerals and Mining Act, which is currently under review. Social conflict is a key area of concern, and the Minerals Commission has undertaken a series of consultations on key social issues such as compensation policy, social responsibility guidelines, and mine closure. Ghana is committed to the major international transparency initiatives to improve governance in the sector, including the Extractive Industries Transparency Initiative (EITI) and the Kimberly Process for diamonds. The Government is also committed to extending the EITI to the petroleum sector.

### *Industrial mining*

Large-scale industrial gold mining has until recently been mostly underground, but with developments in technology and new legislation, opencast (surface) mining has come to prominence. Surface mining is particularly intrusive in the landscape, potentially requiring land on a vast scale for exploitation pits, waste dumps/tailings, access roads and settlements, mostly in the HFZ.<sup>xx</sup>

In addition to the immediate loss of agricultural and forest land due to the direct mining operations, other negative effects include pollution of the environment from toxic metals (cyanide is routinely used for the recovery of gold in industrial operations); chemical pollution of groundwater; siltation of waterways; dust and noise pollution; and associated detrimental health effects (*Ibid*).<sup>xxi</sup>

### *'Galamsey'*

Galamsey (artisanal and small scale mining, or 'ASM') is also likely to be highly polluting, and suffers from the additional problem that only 5-15% of operators are working on legal concessions, with most operating outside the planning and environmental management frameworks which are meant to govern such hazardous activities. The organisation and operations of the sub-sector are matters of concern. Mercury is widely used and mercury pollution is a serious problem, with detrimental effects both for the health of those working in close proximity to the chemicals and on the wider environment (Hilson 2001).

Given the favourable outlook for gold prices and the prospect of a significant expansion in the demand for minerals concessions, pressures from mining in the forest areas are set to increase, and both the large scale industry and the ASM sub-sector have become high profile issues in the media.

The Government of Ghana has responded by developing a new draft Mining Policy with specific provisions for mining in forest areas. These include:

- A limit of 2% [cumulative] conversion of land area to mining in production reserves, with no processing facilities or buildings allowed. (This contrasts with the 1999 Land Policy, Section 4.4b of which prohibited clearing of land in areas of primary forest cover for reforestation, tree crop plantation or mining' (World Bank, 2006:32]).
- Application of guidelines for mining in production reserves to be subject to regular review, and maintenance of a strong regulatory framework and monitoring regime, in line with the Extractive Industries Transparency Initiative and the Kimberly Process.



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- Review of benefit sharing arrangements in the sector, with a view to a fair and equitable distribution of mineral wealth in a perspective of present and future equity.
- Better regulation of the ASM sector, though in a supportive framework, and ongoing registration of small-scale miners.

### C. LESSONS LEARNT

The above paragraphs have laid out some of the influences contributing to the high levels of deforestation and forest degradation in Ghana. This section seeks to draw out the major lessons learnt. The emphasis is on the successes and failures of recent policies and initiatives, considered largely in their own terms. A subsequent discussion paper (*'Implications for REDD Strategy'*) will build on these conclusions to begin to scope out the potential elements of a REDD strategy.

Deforestation and forest degradation have long been public preoccupations in Ghana, independently of REDD policy development. The discussion above has substantiated the case for considering them as 'slow drip phenomena' in Ghana in that they derive from the activities of multiple and dispersed actors. (They are not entirely divorced from the policy decisions of government, however; for example, until 1994 it was official policy to allow for the progressive conversion of the off-reserve areas to various forms of agriculture). Addressing them at this late stage is likely to be challenging, and not amenable to simply 'turning off the tap', as would be possible were, say, the major driver to be of a point-source nature, such as agro-industrial development or large-scale cattle ranching.

The process is largely one of progressive degradation, and the drivers derive from a mix of forest sector and extrasectoral forces. An obvious conclusion to be drawn is that any attempts to arrest them must prioritise inter-sectoral policies and interventions. To date, this has proven difficult in the administrative set-up, though recent developments both in national planning (for example, the NDPC's role in the GPRS) and in donor relations (for example, donor commitment to the sectoral planning policy) encourage a more inter-sectoral approach.

The fate of the forest has been much influenced by industrial timber policies, and there is now broad recognition that these have not served the nation well and need to be substantially reformed. A major review of forest policy is currently underway. The factors which have led to these policy failures are fairly typical of post-colonial producer nations that are heavily dependent on natural resource rents, in which industrial interests are closely intertwined with national politics.

By and large, the problematic policies are well-known and already in the public domain. Development of FLEGT policy has helped to reinforce the concerns. The failure to resolve some of them owes more to the lack of political will than of technical understanding. As the industry approaches crisis point, there may be new possibilities for change. The inefficient operators are exiting the industry, and the challenge becomes how best to support the more efficient ones.

Such policy reforms and interventions as have been implemented are vulnerable to the accusation that they address the symptoms more eagerly than the causes. The current FLEGT discussions acknowledge this danger, and the VPA Impact Study ((Mayers et al, 2008) sets out very clearly the risks to the sector and society from half-hearted actions which leave untouched the major governance challenges.

Improving the condition of the off-reserve resource is fundamental, but successive governments have been singularly unwilling to take this on. Arguably, this can only come about through a radical change of policy regarding tree tenure as an aspect of property rights. Without it, it is difficult to imagine any real incentives for regeneration in the off-reserve environment. The problem of chainsaw logging is likely to persist, for this is



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largely a contingent issue, and reflects the polarisation of wealth in the society and the lack of economic integration of the timber industry much more than any systematic ‘criminality’. Similarly, unless they have the opportunity to realise the potential - and retain much of the true value of - their own endeavours, Ghana’s small farmers are unlikely to be able to invest in the new technologies which could provide the key to lowered dependence on the natural environment. The current strategy is to favour a piecemeal approach to tenurial reform, through small-scale and geographically bounded experiments on a site-by-site basis (CREMAs, for example, and the proposed but since rejected ‘dedicated forests’). An alternative approach would seek a more radical revision of property rights in trees in favour of the direct producers. While this would require a longer time-frame, it might ultimately stimulate a much more significant improvement in resource availability.

Prominent among the extrasectoral drivers of forest degradation has been the growth of the cocoa sector. This is in many ways a great success story, both enriching Ghana society and providing much of its national wealth. The expansion of the sector has helped to accommodate the huge growth in rural and urban populations in a reasonably equitable and socially acceptable fashion, though it has increased the complexity of the land-holding system and added to the challenge of rural tenurial reform. Successive governments have been reluctant to take up this challenge, although the government’s current ‘Land Administration Project’ is mandated to address it, and this includes a component working with Customary Land Secretariats (Government of Ghana, 2009; Toulmin et al, 2004). To be effective, compensation for land use would need to be offered to farmers as much as land-owners and rules would need to be established to recognise leasehold as well as proprietary rights. Experience with benefit-sharing arrangements under modified *taungya* may provide a model for this. New institutions could be required to manage conflicting claims, though arguably such institutions already exist in the customary authorities. Other institutions (for example, The Commission on Human Rights and Administrative Justice [CHRAJ]) might also have potential with regard to dispute resolution.

Taken together, the inadequacies of tree tenure and the complexity of land holdings present significant challenges. However, there is a compelling view that they do need to be addressed, and urgently, if progress is to be made on REDD.

The failure to address the tenurial problem may help to account for the slow progress of agro-industrial development, particularly the plantations sub-sector, although other factors may also be responsible for the low levels of private sector investment to date. Some commercial plantations have been successfully established, particularly in the transitional and savannah zones. Small-scale development may also prove a viable strategy in the longer term. Experience elsewhere (Uganda, for example) offers interesting models of small farmer-led plantations development<sup>xxii</sup>, with positive gender dimensions, but these have as yet attracted little interest in Ghana.

Energy policy is another area which lacks coherence and is sorely in need of a more positive strategy. Like timber policy in the HFZ, fuelwood in the savannah suffers from the colonial legacy which saw the State as the protector of the natural environment and villagers as its despoilers. Current attempts to control the trade are clearly not working - and arguably couldn’t work, given the extent of local demand - and warn of the danger that inappropriate management strategies will merely undermine public governance, presenting opportunities for rent-seeking by officials and undermining relations between government and governed but without significantly improving the condition of the resource.

Finally, the mining sector, like timber under FLEGT, presently benefits from good public awareness within the society as well as from a high profile internationally. The key to progress lies in the development of transparent and accountable institutions to assess and manage the trade-offs between economic and social interests. These institutions are arguably already in place, in the structures of democratic national and local government. The challenge lies in making them fully operational.

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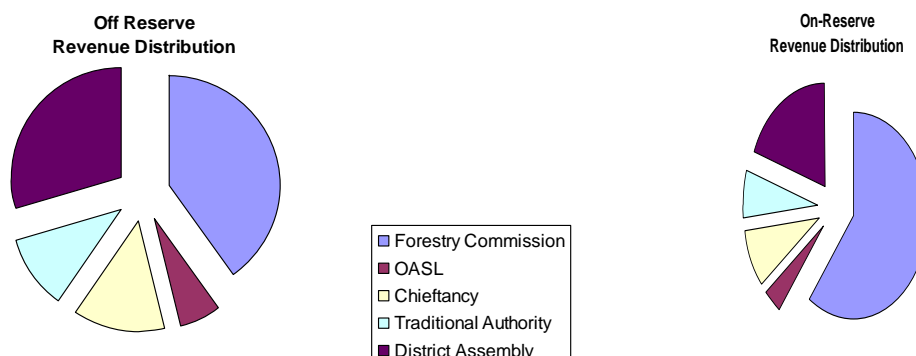
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## ANNEX ONE: Land and Tree Tenure in Ghana

1. *Land tenure systems* vary significantly from area to area in Ghana, with major regional differences between north and south, and between the Akan and related peoples of south and south-west Ghana and the neighbouring Ewe-speaking populations in the south-east. These variations are complemented by different inheritance systems, the Akan being matrilineal (i.e. property passes from mother's brother to sister's son), while most others - including the Ga-Adangbe group of the Accra Plains, the Ewe and most of the northern peoples - are patrilineal (property passes from father to son). The brief summary which follows applies mainly to the Akan, as their territories are almost co-terminous with the HFZ.
2. All land in Ghana is under some form of ownership, and most lands in the Akan areas are under the allodial authority of the chieftaincy (the 'stool'). This is a titular authority, and confers the right to tribute and, in appropriate instances, a share of land-based revenues. It is not a full proprietary interest (Osafo, 2008). Such lands may be managed directly by the stool, or by sub-chiefs and other 'captains' who have either themselves or via their ancestors obtained a claim over particular blocks of land within their natal chieftaincies (*Ibid*). Some areas have been acquired by the government, though ultimately 'owned' by the chieftaincy; these are referred to as 'vested lands'. They include the reserved forests. Landowners have been free for generations to transfer usufruct rights to others, for an agreed 'sale price', and this has been a common way for Ghanaian non-indigenes to gain access to land (there are settlers in the Akyem Abuakwa chieftaincy north of Accra, for example, who obtained their land in the 1850s, and who are still recognised as 'settlers' to this day [Amanor and Kude, 2001]). Outside of the Akan areas, particularly in the Eastern Region, there is a long history of true land sales into freehold ownership, sometimes going back a century or more, and often involving purchase of substantial blocks of land by 'companies of farmers', subsequently divided into strips between members of the patriliney (Hill, 1963). In the Akan areas, land has usually been acquired in smaller units, in a form of leasehold. The nature of such transfers is often - and increasingly - disputed, particularly in the Akan areas, with debate focusing on the terms and length of the transfers, and the extent to which such 'leaseholds' confer something close to full 'ownership'.
3. Post-independence governments have followed and consolidated the colonial policy that favoured centralisation of control over major strategic resources. In Ghana, tenure of indigenous economic trees is vested in the President in trust for the land-owning communities, and revenues from timber production (net of Forestry Commission charges) are distributed according to a formula which is underwritten by a Constitutional provision (1992, Art. 267).<sup>xxiii</sup> After payment of management fees to the Forestry Commission (currently 60% on forest reserves and 40% on off-reserve lands), and an administrative charge to the Administrator of Stool Lands (10% of the remainder), the residual revenues are shared according to the formula: 25% to the chieftaincy 'for the maintenance of the stool in keeping with its status'; 20% to the traditional authority; 55% to the District Assembly (the local government authority). Additional payments (currently 5% of stumpage) are also required to be made by timber operators to local communities as 'social responsibility agreements'. Overall distribution of revenues on/off-reserve is thus as follows:



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4. These payments are a source of considerable controversy. The Forestry Commission has a history of poor revenue capture, and this has led to low and irregular transfers 'down the line'. The right of the stool to use its share merely 'in keeping with its status' is questioned by many. Traditional authorities would also question the large share claimed by the District Assemblies, while the latter would cite their democratic authority as justifying an even bigger share (the Assembly is two-thirds elected by popular vote; chieftaincy titles are inherited, albeit through a selective mechanism with some public accountability).
5. In any event, the main beneficiaries of the revenue transfers are the chieftaincies and District Assemblies, rather than the immediate managers of the land. Individual land owners benefit mainly from the proceeds of chainsaw logging, though this is officially illegal (see the table below). This has many negative effects on public commitment to forest conservation and to tree-planting and regeneration. The outcome is a landscape in which timber tree loss is not matched by any significant tendency for tree regrowth.

Distribution of Resource Rent and Other Payments, 1999 (x Cedis million)			
<i>Beneficiary</i>	<i>Institution</i>	<i>Amount</i>	<i>% of total</i>
Government	Forestry Commission	9,425*	28
Government	Administrator of Stool Lands	749	2
Government	District Assembly	3,798	11
Traditional authorities	Traditional Council	1,348	4
Traditional authorities	Chiefs	1,686	5
Communities	Social Responsibility Agreements	785	2
Individuals		4,677	48
<i>Of which:</i>	Chainsaw	11,814	35
	Compensation from loggers	4,677	14
	Total	34,193	
* This represents 60% of total stumpage collected in 1999			
Source: Birikorang et al, 2001: 22.			

6. *Lack of incentives to nurture and preserve trees on-farm:* An important effect of the lack of clarity in land and tree tenure, and the effective state monopoly over the latter, is the absence of incentives to farmers and landowners to plant and conserve trees on the land. Indeed, for most farmers in the HFZ, the tendency has been in the reverse direction - active weeding out of timber species, except for those of agricultural interest.
7. The immediate farmers/land managers receive little by way of benefit from tree harvest operations. The local revenue contributions accrue to the traditional authorities and to the District Assemblies (which operate at a level quite far removed from the individual farm owner). Off-reserve, farmers are meant to receive compensation for damage to crops. These are negotiated directly with the timber operator, and are a source

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of considerable dissatisfaction. Even where the identity of the relevant beneficiary is clear - though, as will be discussed below (Section C.2.3), this is not always the case - the size of the payment is rarely adequate to compensate for the damage caused. The payment is geared merely to compensating for the immediate damage on the farm and is unrelated to the economic value of the tree. In addition, the farmer is usually not well placed to defend his/her interest against the operator on-site. The net effect is that farmers are often loath to preserve trees on-farm. As tree regeneration is anyway problematic off-reserve, due to increasing dispersal, opening up of the landscape and competition with crops (Everts, 1997), an inevitable consequence of the heavy sourcing of timber trees off-reserve is a progressive diminution of the stock. The 1948 Forest Policy thus remains the operative one (liquidation), despite the 1994 Policy's commitment to sustainable management. Were the on-reserve stock to be in better condition, this might not be so problematic. As it is, however, the poor condition of the reserves has increased the stress on the off-reserve stocks. Much of the industry supply has had to be harvested off-reserve in recent years (in some years, the majority of the supply comes from off-reserve stocks), and thus the supply situation is becoming increasingly bleak.

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<sup>i</sup> The reforms envisaged under NREG relate to the sectors of forestry and wildlife, mining, and environmental protection, and the first round are intended to:

- a) Ensure predictable/sustainable financing of the forest sector and effective forest law enforcement;
- b) Address social issues in forest and mining communities;
- c) Improve mining sector revenue collection, management, and transparency;
- d) Mainstream environment into growth through strategic environmental and environmental impact assessment;
- e) Assist the development of a climate change strategy.

A civil society facility will be included, supported by a number of bilateral donors, which will create a platform for multi-stakeholder dialogue enabling civil society to engage with and help achieve the objectives under both NREG and Ghana's Growth and Poverty Reduction Strategy (GPRSII). Co-financing for capacity building and technical assistance activities in the three sectors will also be supported.

The proposed programme is anticipated to provide a range of benefits; for example:

- i. improved management of government revenues and finances in the forestry and mining sectors;
- ii. reduced illegal logging;
- iii. reduced social conflict in forestry and mining communities;
- iv. integration of environmental considerations into policy formulation and implementation across government
- v. address the risks associated with climate change.

By including contributions from multiple DPs and harmonizing contributions at the sector level (in line with the Paris Declaration), the NREG should allow the GoG to implement the natural resource-related reforms outlined in the GPRSII policies, as well as strengthen the mechanisms for planning and accountability across sectoral ministries and agencies and the Ministry of Finance and Economic Planning (MoFEP).

### ENDNOTES

<sup>ii</sup> In 1980, only 16 of the 266 designated forest reserves (6%) were said to be in a healthy state (Hall and Swaine, 1981).

<sup>iii</sup> Along with this process of urbanization have come some of the benefits of concentration of population, including access to safe water (87% in the urban areas, as opposed to 63% in the rural), health facilities (79% of the urban population having access within 30 minutes as opposed to 43% in rural areas) and high literacy (70% as opposed to 40%). [NDPC, 2005: 4].

<sup>iv</sup> Thus (Kotey et al, 1998: pp. 80-81) the 1948 policy called for 'controlled, progressive utilisation without replacement of the remainder of the forest resources not permanently dedicated to forestry.... prior to their destruction by farming', while the 1994 policy emphasised 'management and utilisation [of off-reserve forests shall be] under Forestry Department management system for regulation of uncontrolled harvesting, expeditious collection of relevant fees and ultimate conformity with criteria for sustainable resource development'). (*Ibid*)

<sup>v</sup> 'Independent loggers' are loggers whose operations are not integrated with timber processing, unlike the major concessionaires. They are members of the Ghana Timber Association. (Birikorang, *pers.com.*)

<sup>vi</sup> A ban on export of boules (rough-cut and untrimmed planks) was introduced in 2001 (Birikorang et al, 2001: 19).

<sup>vii</sup> In the same period as the number of loggers has reduced from 350 to 70 (1990-1999), the number of saw millers has increased from 102 to 104, and veneer and plywood producers from 9 to 21 (Birikorang, 2001, 17; World Bank, 2006: 37). Birikorang notes that there has been a convergence of operations in this period, so that many of the processors are also direct forest operators.

<sup>viii</sup> The VPA Impacts Study presents detailed projections, under the three scenarios, of likely changes in the wood supply up to 2020 (Mayers et al, 2008, *passim*).

<sup>ix</sup> For example: *sawmills*: turnover down from \$115 mn. to \$35 mn; *plywood*: down from \$25 mn. to \$7mn; *veneers*: down from \$55 mn. to \$17 mn.

<sup>x</sup> *Inter alia*, matrilineal inheritance (which should not be misunderstood as matriarchy) allows for the retention of consolidated land holdings in the face of significant levels of out-marriage by females of the landholding families, and is favoured in situations of high male in-migration into areas with significant natural capital.

<sup>xi</sup> The authors thank Macella Vigneri, of ODI, Jim Gokowski of IITA, and Francois Ruf of CIRAD, for inputs to this section.

<sup>xii</sup> In instances where producers have shifted out of cocoa altogether, the environmental effects are even more evident. For example, in parts of the Eastern Region, the original cocoa heartlands were converted first to inter-cropped maize and cassava for the local market starting in the 1930s, to escape the devastation of swollen shoot



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disease, but later (starting in the 1990s) to pineapples for the international trade, as new market opportunities have opened up (Goldstein and Udry, 1999).

<sup>xiii</sup> There has been a subsequent Core Welfare Indicators Questionnaire Survey (CWIQS) in 2003, but district level data from this does not yet seem to have been consolidated at regional level. Applying simple averages to the percentages by district, however, the following regional incidences of poverty are indicated: Greater Accra [32%]; Western [29%]; Ashanti [45%]; Brong Ahafo [59%]; Volta [50%]; Eastern [41%]; Central [55%]; Northern [78%]; Upper West [89%]; Upper East [95%]. In only 14 cases out of 111, was urban poverty higher than rural poverty (in districts with both types of settlement). The broad policy messages thus appear to be very similar.

<sup>xiv</sup> The study cites: a failed plantation privatisation programme in 1995; the Subri Plantation, a joint venture between the GoG and the private sector in 1985, which converted high biodiversity natural forest to plantations, for a still unrealised pulp scheme; the under-funded 'Forest Plantation Development Fund'; and the HIPC plantation operation. The scheme operated by the Plantations Department of the Forestry Commission to enrich degraded forest reserves through modified *taungya* using indigenous trees appears to have been more successful.

<sup>xv</sup> While the land access issue is recognised as a perennial problem in the Ghana environment, the challenge is not just one way, and there is a distinct risk that attempts to address the interests of industrial developers will privilege the individual business holdings that are attractive to the banking community, to the detriment of all the small farmers who depend for their livelihoods and security of access to land held under forms of communal tenure.

<sup>xvi</sup> Current practice favours teak and *Gmelina*, but neither of these thrives in compacted acid and stony soils, which are common in Ghana. Teak is also susceptible to flooding in the soil profile (again, a frequent feature of Ghanaian soils). While mature trees are resistant to fire, young teak is not, and wood quality can be badly affected by fire damage in the early years of growth. There is at present little alternative for most farmers but to use fire in the agricultural cycle. Eucalypts are more promising, perhaps, in the seasonal climates outside of the HFZ, and can reach canopy closure in only 6 months with rainfall of 800 mm or more. However, they require heavy inputs of labour for weeding as well as phosphate applications in the first season. They can be irreversibly damaged by competition with other vegetation in early growth. As the timing of their reproduction means that they compete for labour with agricultural crops, their cultivation may only be feasible where substantial amounts of free labour are available, as well as finance and credit for inputs. (Source: PD Hardcastle, *pers. com.*)

<sup>xvii</sup> Domestic use of electricity is recorded as relatively high by regional standards, standing at 48% nationally (as of 2003; NDPC, 2005: 5). This could indicate that high charcoal use has a cultural as well as economic rationale.

<sup>xviii</sup> For example, in the Brong Ahafo Region, there are a number of different production systems practiced variously by groups of indigenes and outsiders, itinerants and settled farmers, opportunists and professional producers. These systems vary in their environmental effects. Thus, in some areas local producers exploit rapid coppicing and pyrogenic shrub and tree species on land unsuitable for agriculture, with a high degree of sustainability. Likewise, there are distinctive and specialised

integrated yam-charcoal systems, in which the stems (but not the roots) of young trees are killed off expressly to be used as supports for the new stock of light-dependent yam vines, and subsequently converted into charcoal at the end of the yam cropping cycle. These also show a high degree of sustainability provided that (as is presently the case) fallow cycles of 5 years or more can be sustained. More opportunistic production using trees of timber quality and girth purchased by itinerant producers from local chiefs to be cut down and made into charcoal is much less likely to be sustainable, particularly where the production interest is only short-term (for example, individuals seeking to generate ready capital to be re-invested elsewhere). Interestingly, while less sustainable, such systems tend to be more favoured by the resident chiefs and landowners, as cash payments can only be demanded by chiefs where outsiders are involved. That said, where the itinerants are themselves full-time professional charcoal producers, there is a greater likelihood of commitment to sustainable production, so that an association between social origin and sustainability cannot necessarily be assumed. Such groups (for example, ‘Sisala’ producers from the north west of the country) are often well-integrated into ethnically-based commercial channels, and this may increase their long-term interest in the viability of their trade.

<sup>xix</sup> See: <http://www.bloomberg.com/apps/news?pid=20601207&sid=aF5kFCNoiYLg>

<sup>xx</sup> Case study evidence from the Bogusu-Prestea area of the Western Region illustrates the scale of land conversion. This is a surface operation which accounts for just under 10% of national gold production (c.240-260,000 oz. in 2007 [Spilpunt,2009]). Between 1986 and 2006, an area of 661.54 ha was lost from agriculture in the vicinity of the mine (an overall reduction of 15.5%). The land area lost was converted to mining activities in the proportions: production pits (20%); waste dumps (30%); settlements (30%); and roads (20%). (Duncan et al, 2009). In the neighbouring Tarkwa District, surface mining concessions are said to have taken over 70% of the total land area, 40-60% of which is for the mining activities. The remaining agricultural land is more rapidly degraded, with a decrease in fallow period, leading to a downward spiral of productivity (Akabzaa and Darmani, 2001, quoted in World Bank, 2006:74).

<sup>xxi</sup> The World Bank’s Country Environmental Assessment (2006:75) notes: ‘In Prestea... roasting of concentrate caused severe air pollution; the resulting acid rain prevented the revegetation of surrounding hills even after the closure of the mines’. The scale of the de-vegetation is not indicated by this source.

<sup>xxii</sup> PD Hardcastle, *pers.com*.

<sup>xxiii</sup> The 1997 Timber Resources Management Act states: <The Minister shall on the basis of the recommendations of the Commission grant the timber rights and shall for that purpose enter into a timber utilization contract on behalf of the President with the successful applicant.>