GOVERNANCE OF REDD+
To what extent does the R-PP promote good governance within REDD+ systems and processes?

Stakeholder Participation in REDD+ planning and Implementation

+	*Identifies relevant stakeholders for REDD+*
	Specifically considers how to engage vulnerable groups
+	*Establishes procedures to ensure a transparent process and accountability for stakeholder input*
−	*Establishes a grievance / dispute resolution mechanism*
+	*Considers how to learn and build from other relevant participatory processes*

The R-PP acknowledges a broad range of stakeholders in general terms, including government actors across different sectors, civil society, and the private sector (p27). A more detailed breakdown of stakeholders within each of these groupings is provided in Annex 1b-4. The R-PP identifies forest fringe communities as a major focus of the future consultation process. The R-PP recognizes the dependence of forest fringe communities on forests for their livelihoods, although it does not contain a detailed description of this dynamic. It suggests that REDD+ strategies must be sensitive to these relationships, but it is not yet clear how communities might be involved in or impacted by these strategies.

Ghana has committed significant time and resources to developing multi-stakeholder platforms for participatory policy-making in the past, including through the FLEGT VPA. Consultations on REDD+ are expected to build upon these platforms. Several consultations were held during the development of the R-PP, which focused primarily on awareness-raising in addition to some consultations on specific components of the draft R-PP. The draft R-PP was also subject to a "validation" process with key stakeholders (p24). Annex 1b-1 provides documentation of these consultations, including names of participants and topics covered. There is little documentation, however, on the outcomes of consultations or how feedback was integrated into the final R-PP draft. The R-PP's proposed Consultation and Participation Plan demonstrates a strong commitment to the principles of transparency, accountability and participation in planning and decision-making processes. Not only does it call for the creation of indicators to monitor the implementation of these principles in practice (Annex 1b-4), but it also sets out a candidate strategy for improving the quality of multi-stakeholder dialogue and decision-making (Annex 2b-2).

While the R-PP states the need for a grievance mechanism (p58), it does not subsequently articulate how a grievance mechanism is to be set-up that exists outside of the consultation process set out in Annex 1b-4. There is conceptual conflagration of the consultation process laid out in the R-PP and the development of a grievance mechanism.

Recommendations:
- Develop a straightforward and accessible independent grievance mechanism to manage the risk of adverse impacts
- Elaborate on how the outcomes of the consultation and focus-group process will lead to the development of the National REDD+ Strategy

Government coordination in REDD+ planning and implementation

+	*Considers REDD+ in the context of other sector policies, land use plans, and national development plans*
+	*Proposes a process to reconcile potential conflicts between REDD+ strategies and other policies/plans*
+	*Proposes effective mechanisms to coordinate REDD+ across sectors*
	Proposes effective mechanisms to coordinate REDD+ across levels of government

The R-PP recognizes REDD+ preparedness within the context of broader climate, environment, and land-use planning policy frameworks (p58) and development priorities such as poverty reduction, energy and employment (p43). Little explicit focus is given to poverty reduction and other national development plans although the R-PP indicates that REDD+ design and implementation should be linked with the existing Natural Resources and Environment Governance framework and review process (p102-106). The R-PP acknowledges the potential of agro-forestry and agro-industrial development for enhancing pro-poor benefits, particularly if they are developed in a low-carbon and REDD+-friendly way (p48). The R-PP states that negotiation of the FLEGT- VPA has resulted in a new dynamic of consensus-based policy formulation emerging in the forest sector and that while the VPA process is mainly concerned with legal timber production, rather than forest conservation, its underlying interests in developing sound governance and sustainable forest management are of direct relevance for REDD+ (Annex 7, p102).

The R-PP identifies the need to review existing policies and laws that may conflict with or undermine the REDD+ development process. Some key cross-sectoral conflicts – such as with the expansion of open-sunlight cocoa growing and intensification of

slash and burn agriculture—are identified and it is clear from the supplementary material provided that there are no easy solutions for resolving these conflicts (Annex 7) although some innovative ideas are suggested (Annex 2b p51). Expert reviews and consultative processes will be used to better understand policy and planning conflicts as part of a multi-sectoral approach to developing and strengthening support for REDD+ (p59). The R-PP states that REDD+-related conflicts will be resolved at the lowest level possible through new structures and referred to higher levels as needed through established government processes (p 19). The R-PP also identifies the need to develop conflict resolution mechanisms between different sectors (p38).

The R-PP demonstrates strong commitment to coordinating REDD+ activities across sectors, including agriculture, mining, and energy. It describes several cross-sectoral committees for achieving this, including the National Climate Change Committee and the National REDD+ Steering Committee. (p16-19 & Annex 1a). There also appears to be fairly high level government buy-in for coordination in terms of the inter-ministry Natural Resources Environmental Advisory Council, which reports to the Cabinet. The revised version of the R-PP contains a more thorough discussion of the effectiveness of coordination in forest policy planning and development in the past, or of the existing land use planning process (p43-49). Much of the R-PP's focus on cross-sectoral coordination is with the agriculture sector: there is a critical need for the agro-forestry and agro-industrial development – such as cocoa, pineapple and palm oil cultivation – to be aligned more towards supporting REDD+ outcomes and low carbon development (p46-48). However, it is less clear how cross-sectoral policy coordination and implementation is to happen moving from national to district and local level.

Recommendations:
- Elaborate on how the preparation and implementation of REDD+ is to be coordinated across national, regional and local level government

	Transparent and accountable REDD+ revenue management & benefit sharing
🟧	*Proposes a transparent system to track and coordinate international financing of activities related to REDD+*
🟧	*Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*
🟧	*Proposes a transparent process for deciding who should benefit from REDD+ and how benefits will be targeted*
−	*Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

Proposals for financial systems and financial monitoring are at an early stage of development, and the R-PP identifies key activities required to develop options (p65,99,103-104). The need to develop proposals on promoting fiscal transparency and accountability for REDD+ revenue is recognized in the R-PP, which states that revenue distribution system should be transparent, with audits and compliance management systems in place (p61). The R-PP is repeatedly clear on the need for high levels of accountability and transparency more generally.

Recipients of REDD+ benefits will include both public and private entities carrying out REDD+ related programs and actions and may take the form of monetary payments or non-cash benefits from market- and or funds-based sources (p61). The consultations being carried out cover key questions of incentives for REDD+ and benefit sharing mechanisms (Annex 1b-4 p39). It suggests that the NREG platform provides a potential option for fund coordination, and that financial support should be monitored via jointly agreed indicators and reported on through annual rolling assessments (p61).

Forest revenues are currently distributed by the state according to constitutionally-mandated formulas, which share the revenues between District Assemblies, Stool and Traditional Authorities (p 37). The R-PP does not indicate if this system is effectively implemented in practice.

Recommendations:
- Elaborate on the strengths and weaknesses of existing benefit sharing and fund systems and how resulting lessons will be incorporated into the development of revenue management and benefit sharing for REDD+
- Reassess the level of preparation and planning being invested in developing candidate options for REDD+ financing and revenue management systems including benefit sharing.

	Transparent monitoring and oversight of REDD+
+	*Proposes to establish information management systems for REDD+ that guarantee public access to information*
🟧	*Proposes mechanisms for independent oversight of the implementation of REDD+ activities*
−	*Proposes mechanisms to monitor progress of efforts to address governance-related drivers of deforestation*

The R-PP notes that there is already an effective monitoring and review process in the environment and natural resource sector, and that integrating the oversight of the development and implementation of REDD+ with the existing donor-government-civil society review and monitoring processes is highly desirable in order to manage the severe capacity constraints that already exist (p102). The R-PP proposes a REDD+ information clearing house to track, publically share information and hold accountable actors involved in REDD+ implementation actions with the involvement of public, private and civil society leaders. (p58,63). Although there is no discussion of how forest data has been managed in the past, or how transparency was encouraged in that system, the R-PP proposes to create a central database to compile historical data and monitoring information (p84). The R-PP states that the monitoring system for REDD+ will clearly document all procedures used for monitoring and reporting and allow complete transparency so as to be open for verification and peer review (p 93). The R-PP states that a national registry will be set up that allows transparent viewing of data, information and analyses related to the MRV system (p95). The R-PP does not discuss how governance, biodiversity or livelihoods will be monitored.

Recommendations:
- Elaborate on how the process of improving governance and developing environmental and social safeguards will be monitored, particularly as part of a broader monitoring process in the environment and natural resource sector
- Assess and respond to the capacity needs of non-state actors for effectively participating in the monitoring system
- Elaborate on how representative and independent REDD+ stakeholders will be chosen to participate in the information clearing house in order to provide independent oversight over the development and implementation of REDD+

GOVERNANCE-RELATED DRIVERS OF DEFORESTATION
To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

🟧	*Discusses the situation regarding land and forest tenure, including for indigenous peoples*
▬	*Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*
🟧	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

In Ghana tree rights are held by the state in trust for the nation, and revenues from forest resources are distributed to sub-national actors according to a Constitutional revenue distribution formula (p37). The R-PP states that the concept of "indigenous peoples" does not really apply in Ghana (p71). The R-PP acknowledges that this regime fails to incentivize small farmers to conserve trees (p45). It states that tree tenure reform is widely viewed as necessary (p37), and that reforms will be considered as a part of the REDD+ strategy through targeted research and consultations (p45-46). However the R-PP does not articulate to what extent the necessary reforms have been incorporated into the Forestry Policy review process. The R-PP mentions that carbon rights will have to be addressed in the context of land rights (p46). Overall, the description of the land and tree tenure system is not detailed at this stage (despite a strong background paper provided in Annex 7), and a deeper analysis will be needed as a part of REDD+ readiness preparation.

The R-PP provides a useful synopsis of the land tenure conflict dynamics in Annex 7, but fails to articulate sufficiently the significance of land tenure conflicts for the development of REDD+. However, it emphasizes the importance of effective conflict resolution and access to redress in the context of REDD+ (p19). The R-PP does not assess to what extent existing conflicts are effectively resolved by the judiciary and alternative systems of justice. However it proposes to establish conflict resolution structures that will operate at the most localized level as appropriate, including REDD+ specific training for lawyers, judges, etc. (p19, 63). At this stage it is unclear how these conflict resolution structures for REDD+ will relate to existing judicial and other conflict resolution structures, or whether they will address wider underlying land and forest tenure-related conflicts.

The R-PP identifies twelve strategic option areas and action plans (Annex 2b) of which five receive particular focus in the narrative for improving forest governance and management: timber policy and supply, charcoal and fuel wood emission reduction, low carbon agro-industrial development, promoting REDD+-friendly Cocoa production and clarifying the allocation of carbon rights (p43-56). Although the R-PP notes the importance of linking with the ongoing forest policy review process (p53), it does not explicitly address key issues of forest and land tenure as part of developing its strategic options and only sets out an action plan to identify appropriate arrangements and legislative changes to operationalize carbon rights based on the existing problematic forest and land tenure system (46 and Annex 2b p59-61). The R-PP states that fundamental reform of tree tenure identified as being necessary in Annex 7 will not happen, and this raises the question as to whether intermediate reform will be sufficient to stem the continued loss of forests (p 45) and sufficiently support REDD+.

Recommendation:

- As part of developing candidate REDD+ options, carry out a scenario and risk assessment of the likely implications for REDD+ of varying levels of political and policy commitment as well as technical capacity for implementing different options to address systemic shortcomings in national land and tree tenure policy and practice: Elaborate on the potential mitigating measures possible for managing the resulting risk for REDD+ in its design and implementation stages.

	Forest Management
−	*Discusses the ability of forest agencies to plan and implement forest management activities*
	Considers the role of non-government stakeholders, including communities, in forest management
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP makes little reference to the ability of forest agencies to plan and implement forest management activities – although it is clear from the fact that 50 percent of the country's forest reserves are classified as degraded or worse, that capacity is limited (Annex 7 p101). The capacity of the Forestry Commission to implement forest policy and management activities has been undermined by budgeting issues (Annex 7 p94). Only 4% of the forest concessions are competitively awarded by the Forest Commission as stipulated by the law and the rest continue to be allocated administratively by the Minister through a legal loophole (p101). The background paper notes the concerns of civil society that there is a widespread lack of management plans (a legal requirement) and there is inappropriate permitting for routine industrial forestry operations in off-reserve areas (Annex 7 p101). The R-PP recognizes the long-term shortcomings in forest governance, which have recently been partially addressed through the development of the FLEGT Voluntary Partnership Agreement with the European Union (see below) (p36). However a recent review notes that the VPA process 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) without the more comprehensive reforms that have been recommended for many years (Annex 7, p102).

The R-PP states that forest fringe communities are important stakeholders for REDD+, and that community farming and forest use are an important driver of deforestation and forest degradation. It is unclear from the R-PP, however, what role communities currently play in forest management in Ghana. The R-PP discusses potential REDD+ strategies to work with local communities to improve fire management and proposes new studies and consultations to investigate alternative livelihoods. It proposes to create new policy frameworks that enable local communities to benefit from sustainable management (p36), as well as to strengthen decentralized management of natural resources (p51). It also suggests, however, that there "may be little to gain from attempting to impose major behavioral changes on poor people who have no other options for their livelihoods" (page 47).

The R-PP sets out the need to identify ways to reform the timber market and pricing policies and improve its efficiency (p44-46) as part of addressing its historical undervaluation (Annex 7 p97-98). The R-PP calls for numerous capacity-building activities for institutions and agencies that will be involved with REDD+ design and implementation, particularly the Forestry Commission (p62). A comprehensive institutional mapping will be carried out to assess and identify the various institutional roles and responsibilities of different actors required in order to implement REDD+ (p64).

Recommendation:
- Elaborate on the capacity and constraints of forest agencies - e.g. the Forest Commission and district governments - to plan and implement forest management activities and how these constraints will be addressed as part of designing and implementing REDD+

	Forest Law Enforcement
−	*Discusses the ability of law enforcement bodies to effectively enforce forest laws*
−	*Discusses efforts to combat corruption*
−	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP does not discuss the effectiveness of law enforcement agencies, although the background paper in Annex 7 provides greater insight on the state of law enforcement and the level of illegal timber harvesting on- and off-reserve: off-reserve supplies are considered to be rapidly diminishing and on-reserve supplies are undermined by a level of illegality considered to be increasing (Annex 7 p101). Although it is clear from the R-PP that law enforcement and illegal forest activities are major governance problems in Ghana, there is only passing mention of corruption as well as collusion between forestry officials and third parties (Annex 7 p 104) and no description of efforts to combat it. The R-PP lacks a detailed analysis of existing capacity constraints in law enforcement, including physical capacity, expertise and training.

Recommendations:
- Elaborate on how the role of law enforcement needs to be improved for REDD+ in reducing illegal forest use as part of a wider set of policies and measures
- Elaborate on the nature and extent of corruption in the forest sector and remedial steps required to combat it for REDD+

Other Forest Governance Issues Relevant for REDD+

Discusses other forest governance issues that are relevant for REDD+

Links identified governance challenges to proposed REDD+ strategy and implementation framework

The R-PP sets out a REDD+ candidate strategy option of strengthening local decentralized management of natural resources (Annex 2b p69) with the acknowledgement that while forestry management is centralized, local district governments 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 ongoing support for decentralized natural resource management is part of the natural resource and environment governance program. This information is only briefly provided in a table in the annex and not in the main R-PP.

Recommendation:
- Elaborate on the support program for strengthening district-based natural resource and environmental management and how this program links into the ongoing forest policy review and existing natural resource and environment policies, laws and practices.