DEMANDING FOREST COMPLIANCE IN GHANA
A Guide for Communities and other Stakeholders
This guide has been produced by the Nature and Development Foundation; as a deliverable under the European Union funded WWF UK project "Advancing a legal and sustainable global timber trade through the EU FLEGT Action plan"

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June 2016
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Foreword

Ghana’s forestry sector is fraught with several challenges. Illegal logging and disregard for the forest laws are considered as major threats to the forest resources of Ghana. Ghana has signed a Voluntary Partnership Agreement with the European Union which provides an opportunity to systematise understanding and respect for the laws applicable to the forest sector.

In order for this vision to materialize, the different stakeholders of the forestry sector in Ghana need to play different roles and effectively. Communities who sit with the forest have vital roles to play as they are both direct and indirect beneficiaries of responsible forest management. They also face the greatest consequences when forest resources are poorly managed.

This guide developed as an output of the project “Advancing a legal and sustainable global timber trade through the EU FLEGT action plan” in Ghana, with funding from the EU through WWF UK, looks at the role communities and civil society organisations can play to help ensure respect for the law regarding the forest sector. Again, an effective role of communities in helping to ensure that timber is legal will facilitate the work of the forestry commission, the state institution mandated for the management of the forest resources of Ghana. Aspects of the guide have been developed with potential beneficiaries, mainly communities and civil society organisations during the implementation of the project.

The guide presents a critical analysis and suggestions to improve the forestry sector for efficiency and transparency. It also provides recommendations and guidelines for easy monitoring by community level stakeholders; including Community Based Organizations, local Non-Governmental Organizations, local people, traditional authorities, District Assemblies, Assembly members etc. It referenced information from the Ghana Legality Assurance System (LAS) documentation that have been developed by the Forestry Commission (FC) including the Verification Manuals and the available monitoring protocols. This guide has been simplified to ensure that stakeholders with limited knowledge on forestry procedures who wish to make inputs and monitor forestry operations mainly at the local level to ensure forest law compliance can utilize it. The overall goal is to improve governance, participation, and trade in legal timber, for export and domestic markets and to serve as a tool for training communities and a source of information for stakeholders.

Mustapha Seidu
Director, NDF
## List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>CEPI</td>
<td>Centre for Public Interest Law</td>
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<tr>
<td>CRC</td>
<td>Constitution Review Commission</td>
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<td>CS</td>
<td>Civil Society</td>
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<td>EU</td>
<td>European Union</td>
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<td>EUTR</td>
<td>European Union Trade Regulation</td>
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<td>FC</td>
<td>Forestry Commission</td>
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<td>FLEGT</td>
<td>Forest Law Enforcement Governance and Trade</td>
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<td>FWG</td>
<td>Forest Watch Ghana</td>
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<td>IM</td>
<td>Independent Monitor</td>
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<td>JMRM</td>
<td>Joint Monitoring and Review Mission</td>
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<td>KASA</td>
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<td>LI</td>
<td>Legislative Instrument</td>
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<td>M-SIC</td>
<td>Multi-Stakeholder Implementation Committee</td>
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<td>NDF</td>
<td>Nature and Development Foundation</td>
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<td>NFF-G</td>
<td>National Forestry Forum Ghana</td>
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<td>NTFP</td>
<td>Non-Timber Forest Products</td>
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<td>OASL</td>
<td>Office of the Administrator of Stool Lands</td>
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<td>RMSC</td>
<td>Resource Management and Support Centre</td>
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<td>SRA</td>
<td>Social Responsibility Agreement</td>
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<td>TUC</td>
<td>Timber Utilization Contract</td>
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<td>TVC</td>
<td>Timber Validation Committee</td>
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<td>TVD</td>
<td>Timber Validation Division</td>
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<td>VPA</td>
<td>Voluntary Partnership Agreement</td>
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<td>WWF</td>
<td>World Wide Fund for Nature</td>
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1.1 BACKGROUND

The European Union (EU) launched the Forest Law Enforcement Governance and Trade (FLEGT) Action Plan in 2003 to combat illegal logging through trade mechanisms. The EU FLEGT Action Plan being aware of the roles of timber consumer and producer countries, has defined some sets of actions for both parties to contribute efforts to fight illegal logging. The principal instrument proposed in the EU-FLEGT Action Plan is bilaterally negotiated Voluntary Partnership Agreements (VPAs) between timber producing countries and the EU. These agreements establish control and licensing procedures to ensure that only legal timber products from partner countries enter the EU market.

The FLEGT Action Plan "places particular emphasis on governance reforms and capacity building". Successful implementation of Ghana's FLEGT/VPA aimed at curbing illegal logging requires a credible Legality Assurance System (LAS). In addition to the technical requirements of the LAS, a credible LAS must include coordinated Civil Society (CS) and community-led monitoring processes. There have been important structural changes in the form of policy, legislation and institutional reforms at the national level. The Ghana LAS includes the role communities and civil society organizations have in filing complaints with the Conformity Assessment Bodies including the Independent Monitor and the Timber Validation Committee (TVC) if they believe that operators or officials are not acting in compliance with the related laws. Ghanaian civil society groups are encouraged to establish networks to monitor the functioning of the LAS.
1.2 Purpose of this document
The document provides information and guidelines for easy monitoring of the LAS by community level stakeholders including Community Based Organizations, local Non-Governmental Organizations, local people, Traditional Authorities, officials of District Assemblies, Assembly members etc. The guide will inform community level stakeholders of their rights with regards to timber extraction on their lands and how providing inputs into the LAS can be used as a mechanism to ensure their rights are respected. It is also a useful training manual for training forest forum facilitators, opinion leaders, District Assemblies, Assembly members and community development practitioners to lead in community mobilization for community & district level LAS monitoring. This document has helped to simplify technical information and procedures relevant for local community actors. The use of the guide for training communities will achieve the following:

- Communities will become aware of their rights in the Ghana VPA processes including the LAS on timber extraction procedures;
- Communities will become empowered with knowledge & information on the systems and procedures of asserting their rights and fulfilling their responsibilities within the Ghana VPA in general and the LAS in particular;
- Communities will develop the needed capacity to engage and negotiate on community benefits such as Social Responsibly Agreements (SRAs), compensation and royalties as part of the legality requirements of the LAS;
- Communities will be empowered to question the credibility of written consents signed on behalf of communities for timber rights, demand evidence of compensation negotiation/payments, and monitor fulfillment of SRA obligations by timber operators in accordance with the LAS legality requirements; and
- Communities will be able to access information to help them in their monitoring activities and seek redress on issues/irregularities/illegalities discovered during monitoring activities.

1.3 Methodology
This guide was developed based on an analysis of the Ghana VPA text, the LAS that was developed by the FC including the Verification Manuals and the existing or proposed monitoring protocols. The report built on the transparency monitoring matrix developed by an independent consultant¹ that has been shared with the Ministry of Lands and Natural Resources and the Joint Monitoring Review Mechanism (JMRM) by Forest Watch Ghana and aimed at making up for the lack of transparency annex of the Ghana VPA; and a monitoring tool that has been developed by the Resource Management Support Centre (RMSC) of the FC. The guide was tested among selected community level stakeholders working with National Forestrry Forum - Ghana to assess the level of understanding and application of the monitoring protocols. The results of the test was used to review aspects of the document to make it more simplified for community level application.

1.4 What is in this guide?
This guide summarizes the legal basis of community participation in forest management in Ghana. Clearly spelt out also are the legal grounds under which community stakeholders can undertake VPA LAS monitoring; community monitoring indicators based on the VPA text; and a simplified

¹Elvis Kuudaar: elviskuudaar@gmail.com : +233 24 4564350
matrix of the community monitoring protocols. Finally options for seeking redress on issues identified during monitoring are outlined. The guide provides useful information and probing questions that one can apply for each document obtained. The set of questions will be grounds to seek further information or clarity in order to determine the level of compliance with forest law. The probing questions are selectively relevant for the different categories of stakeholders, their interest and capacity to utilize the documents/information obtained.

*NGOs can work together with industry to ensure compliance*
COMMUNITY RIGHTS IN FOREST MANAGEMENT IN GHANA

To ensure that community participation in forest management will be effective, efficient and meaningful, people must first have access to the needed information in the appropriate form through an accessible medium within a timely framework. This will form a common reasonable ground for communities to be appropriately informed and build the requisite knowledge to engage in forest management processes in Ghana. These would however not assure community empowerment if participation becomes limited to access to information and presence at forest management decision making processes. There is therefore the need to ensure that, contributions made by communities in meetings are considered by officials in the decision making process. The right of communities to access justice forms the third major ground for community empowerment which reinforces community participation in forest management. These elements of community rights are found in Ghana law and in the Ghana VPA text.

The three key procedural rights of communities (participation, access to information & access to justice) will enable them ensure they assert their substantive rights of benefits (eg. Social Responsibility Agreements, compensation, royalties, etc) and ownership/use (eg. access to logging areas for Non-Timber Forest Products (NTFPs), cultural & social values). It is therefore imperative to note that any form of unsatisfactory or denial of community rights to participate\(^2\), access information, access justice, right to benefits and ownership/use rights would amount to an illegality in accordance with Ghana forest laws and for that matter the Ghana VPA. In the spirit of the Ghana VPA, such illegalities when identified and properly reported to the appropriate bodies

\(^2\)Refer to Criterion 3.6 and 3.7 of Ghana’s legality matrix
should result in sanctions against the individuals, companies or institutions including the refusal and/or withdrawal of FLEGT licenses. A harvested timber is deemed illegal, where it is proved that community rights have been unsatisfactorily fulfilled or denied, and therefore cannot be traded. Even if the Ghana VPA is not in force, the EUTR forbids operators placing timber on the EU market if they know it is illegal.

2.1 The Right to Participate
Ghanaians have the constitutional right to participate in politics, national life, government and development processes. The Ghana Constitutional Review Commission (CRC) provided a broad and national participatory process of legal reform. The CRC report provided that:

- Farmers should have the right to be consulted on issues affecting their land, and their consent should be subject to the overriding consent of the community;
- The land and land administration act should detail conditions and processes for the compulsory acquisition of land, including prior consultations with persons who have any interest in that land;
- The extraction and utilization of natural resources and the equitable distribution of burdens and benefits thereof must be done in an absolutely participatory fashion involving all stakeholders.

The Forestry Commission Charter (2008) also states that:
forest and wildlife management plans, SRAs and Timber Utilization Contracts (TUCs) will be developed in consultation with land owners and local communities;
an annual survey of the public to measure FC’s overall progress in meeting the needs and aspirations of clients and citizens will be conducted and put in place a customer feedback mechanism.

The RMSC’s mission is to develop integrated forest and wildlife management systems and to facilitate and monitor their implementation through active cooperation with stakeholders for the benefit of all segments of society. The Collaborative Resource Management Unit is the unit within the RMSC which has the main responsibility to ensure forest management is participatory and that community issues are incorporated into the forestry programs. The Timber Resources Management Act provides that written authorization of the individual, group or owners concerned is a prerequisite before subjecting lands with farms or alienation holdings to timber rights. As a result of the strong interest and rights of local communities in forest resource management, the focus of forest management is shifting from a government-led system to a community-government collaborative management approach.

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4 At the time of publication, the CRC process had concluded therefore recommendations not legally binding (http://ghan.gov.gh/index.php/media-center/reports/650-report-of-the-constitution-review-commission)
5 Timber Resource Management Act 1998 (Act 547) as amended by Act 619, Section 4 as cited in ClientEarth legal briefing on participation in Ghana law
6 Forest and Wildlife Policy 2012
Some opportunities and requirements to access information for communities and civil society organizations in forestry operations in Ghana.
2.2 Participation as it appears in the VPA Text
In the context of Ghana’s VPA, a community and civil society-led Monitoring System provides an opportunity for an organized way of collecting, analyzing, and verifying information at the local/community, district and national levels to be used by local governments, national government agencies, non-governmental and civil society organizations for planning, budgeting, and implementing the VPA. Participation of multiple stakeholders has been one of the guiding principles respected throughout negotiations for the VPA. This is reflected in the VPA text that provides for stakeholder consultation in strategies and programs implementing the agreement (Art 16).

The VPA includes a list of areas of legal reform identified by Ghana. A number of these reforms can be addressed through subsidiary legislation or regulations. Other more important reforms will need more extensive consultations and stakeholder participation (Annex II to the VPA). Finally the VPA contains a specific provision on civil society participation within the Timber Validation Committee. This will include the different levels of monitoring being:

VPA Impact monitoring
Article 16 of Ghana’s VPA enjoins the state to endeavor to encourage stakeholder consultation in the implementation of the VPA. According to Section 2 of Article 17 of the VPA, both parties (the EU and Ghana) place emphasis on monitoring the impacts of this Agreement on forest communities and other stakeholders. Ghana’s VPA impact monitoring has identified Livelihoods, Forest condition and Revenue as impact areas. The two parties have jointly committed to working together to develop an impact monitoring framework that meets the needs of both parties. This further calls for civil society efforts to monitor the extent to which parties to the agreement are addressing impacts on forest fringe communities and the industry as well as the impacts of the VPA.

General FLEGT monitoring
FLEGT monitoring should focus on changes in governance observed as a result of the implementation of the VPA or FLEGT. This will look into items such as the opportunities and quality of participation in general forest governance by different stakeholders such as civil society, the timber industry, communities and affected individuals.

Legality Assurance System Monitoring
The development and set up of the Legality Assurance System being an integral part of the implementation of VPA/FLEGT provides opportunity for monitoring and feedback for improvement. The Ghana VPA empowers communities legally to monitor the Legality Assurance System. At this level, communities and other stakeholders can look at LAS processes, SRAs signed and honored, taxes and fees paid, community consultation etc. in decision making regarding general forestry practice.
Different levels of monitoring with Ghana's VPA/FLEGT Implementation

VPA/FLEGT Impact Monitoring
Contribution of FLEGT/VPA implementation to social, environmental and economic progress of Ghana

- **Livelihoods**: Contribution of FLEGT/VPA implementation to poverty alleviation
- **Forest Condition**: Contribution of FLEGT/VPA implementation towards improving forest condition
- **Revenue**: Increasing or decreasing revenue from forest to government and communities, investors etc.

**FLEGT Monitoring**
- Any governance changes observed
- How well are SRAs implemented
- Royalty governance within communities
- Levels of participation of different stakeholders
- Corruption in LAS implementation

**LAS Monitoring**
- Are processes followed?
- Are SRAs signed and honoured?
- Are taxes and fees paid?
- Are communities consulted and consent sought etc.
2.3 Access to Information

The Ghanaian Constitution recognizes the right to Access information subject to such qualifications and laws as are necessary in a democratic society. The CRC report observes that it is increasingly becoming common for citizens to have a basic right to information about government activities and the use of public assets, including information on payments and revenues derived from extractive industries. The CRC report recommends for the various acts of parliament that deal with benefit sharing in the natural resource sector to be amended to ensure greater transparency and accountability in the use of resources within the sharing arrangement provided by the Constitution. The CRC report also recommends the passage of an updated version of the right to information bill that does not contain too many claw back clauses.

Where the FC intends to create a new forest reserve or when it intends to identify a new area for timber exploitation off-reserve, it needs to publish notifications of these intents. For areas on-reserve that are proposed for the grant of timber rights, the FC just needs to inform the people of the area. From the very start the new forest and wildlife policy recognizes transparency as one of the challenges of the forest sector. The forth policy objective of the 2012 Forest and Wildlife policy is to promote and develop mechanisms for transparent governance, equity sharing and peoples participation in Forest and Wildlife resource management. The fifth policy objective (promoting training, research, and technology development that supports sustainable forest management) is to update infrastructure for research education and training, and will include updating a forest information database to monitor sustainable forest management which can be accessed by research and academic institutions as well as civil society.

Options or opportunities to access information

Communities and other stakeholders have various opportunities to access information on forest operations in Ghana. These include the various offices of the Forestry Commission, the FC website and publications and the platforms for stakeholder participation in forest governance. Stakeholders can access information from the following:

- The FSD district offices located in the various forest districts;
- The Regional offices of the Forestry Commission;
- The RMSC;
- TIDD and their quarterly reports;
- The TVD;
- The FC headquarters.
Opportunities and requirement for access to information for communities and civil society organisations in Forestry operations in Ghana.
2.4 Access to Justice

The Ghana VPA has established structures which are channels for seeking redress. Complaints can be submitted to the Multi-Stakeholder Implementation Committee (M-SIC), Timber Validation Department (TVD), Timber Validation Committee (TVC), Joint Monitoring Review Mechanism (JMRM) and Independent Monitor (IM). A complainant may seek redress in a law court if the complaint has not been addressed.

Options of redress on concerns/irregularities/illegalities

In the event where illegalities, irregularities and concerns have been gathered by an individual or a group, there are various options to seek corrective measures and/or justice. The options available will depend on the nature of the issue identified. The issue could border on abuse and/or corrupt practices by some FC officials or timber companies; legal lapses or non-compliance with policies & laws; and/or on criminality.

These options of redress include:

The submission of a comprehensive written complaint backed with evidence to the offices of the Forestry Commission including the Forestry Services Division and the Timber Industry Development Division and/or the Ministry of Lands & Natural Resources. Such complaints can also be submitted to the structures created by the VPA including the Timber
Validation Department - that ensures compliance with the legality requirements in forest operations; Timber Validation Committee - that supervises the activities of the TVD in enforcing legality compliance; Independent Monitor - who varifies forest law enforcement in accordance with the the VPA; Multi-Stakeholder Implementation Committee - which is a platform for dialogue among key forest sector stakeholders in relation to the implementation of the VPA; and the Joint Monitoring Review Mechanism - which is a platform for the EU and the government of Ghana for regular review of the implementation of the VPA.

The development of a comprehensive written brief on the issues backed with evidence and shared with national level CS networks/coalitions for advocacy (eg Legal Working Group, FWG, NFF-G and KASA).

Documenting clearly the issues backed with evidence and seek justice in the courts of law especially where all efforts of seeking redress through the VPA complaint mechanisms and CS advocacy fails to address the problem - legal support can be sought from CEPIL.
POSSIBLE AREAS FOR COMMUNITY FOREST MONITORING

3.1 What Communities need to monitor in the Legality Assurance System
There are several indicators which can be monitored by community interest groups including the
- development of management plans
- allocation of timber rights including TUCs & salvage permits
- SRAs and compensation payment to farmers
- forest reserve & off reserve forest management operations
- operations of loggers & vendors
- compliance to all Ghana forest laws & VPA
- Conformance to indicators set for verification of timber in the LAS.

In this guide, a few relevant indicators have been selected for further explanation below.

Community members could perform monitoring activities effectively at the community and district levels. This is intended to improve local governance and promote transparency and accountability by providing information that can facilitate evidence-based decision making in the VPA process at the national level and reinforce community rights to participation.

3.2 Community Monitoring Indicators (Important subject matter that can be monitored by communities)
These sections broadly follow the sequence of forest management operations, from identification of logging areas to obligations to provide social benefits and payment of royalties and taxes. It also explains how stakeholders can access specific information, their uses as well as the sources of these information. The guiding questions for further probing cut across the interest of different
stakeholders and may be applied differently for different purposes and serve as hints to seek additional information in order to help identify issues on forest law enforcement.

**What is a TUC?**
A contractual arrangement ratified (approved) by parliament between the government of Ghana and the timber contractor, which grants a timber right to the contractor over a specified area for a specified time. The procedure for the grant of a TUC (timber rights) is spelt out in the Timber Resources Management Regulations (LI 1649) of 1998, the Timber Resources Management Act (547) of 1997 and its amendment Act 617 of 2002.

### 3.2.1 Off Reserves

**Off Reserve (OFR) Management & Operational Plans**
These are guidelines set out to provide staff of the FC with the basis for preparing management plans & for ensuring that timber production areas are managed in accordance with the plans in the off reserve areas. These plans include:
- Setting of national & district quotas (allocation),
- Identification of TUC areas,
- Timber harvesting requirement.

**Where to find these documents:** This information can be sourced from the district, regional and head offices of the FC and also the RMSC.

**Why this is important:** The information is useful in monitoring off reserve operations and to monitor the award of TUCs in the unallocated areas of the off reserve. This will also help farmers & communities become aware of the part of their land to be subjected to timber rights allocations and make preparations to engage and negotiate on their benefits.

**Some Questions for further probing:**
- Are the plans in conformity with the other forest management documents such as forest policy and law?
- Are the national & district quotas within sustainable levels?
- Where are the identified TUC areas located?
- Is the FC abiding by its commitments in the plans?
- Are forest management operations in accordance with the plans?
- Is there evidence of abuse/illegalities/irregularities of laid down procedures in accordance with the plans?

**OFR TUC Maps**
OFR TUC maps indicate areas identified outside forest reserves as potential TUC areas. These maps also indicate the boundaries of the identified TUC area as well as defining areas to be excluded such as religious/cultural sights, swamps, etc. These maps include:
Sketch maps by TUC holders indicating areas they have identified as TUC, Base Forest Maps indicating areas covered by TUC, Contract area maps for TUC holders defining areas to be excluded on the basis of cultural/religious, slope, etc.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the maps can be used for: The information can be used to monitor (how?) the award of TUCs in the off-reserve areas as well as providing information on areas of the land for exclusion on the map. This information will also help communities to know which part of their land is earmarked for an award of timber rights and monitor the process to ensure their rights and benefits are met.

Some Questions for further probing:
- Where do the identified TUC areas fall on the Forest Map? Is it within acceptable areas for awarding TUC?
- Where are the existing TUC areas located in the Forest Map?
- Are they located within acceptable areas for award of TUC in accordance with forest law?
- Which part of your land is earmarked for a TUC?

Off Reserve Inventory Report\(^8\)
This report enumerates all timber trees in the TUC areas in the off-reserve. This includes:
- Yield mapping - mapping of timber due for harvesting,
- Pre-felling inspection - inspection of areas before felling.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the Report can be used for: The information can be used to monitor the award of TUCs and the operations of TUC holders in the off-reserve areas. The yield mapping and pre-felling inspections are required to involve communities and farmers whose land will be covered or affected by the logging operation. This report will also help affected farmers to identify the area of their land to be affected and the potential losses they will incur as a result in order to prepare for compensation negotiations. Off-reserve TUC areas that do not meet the inventory requirements amount to an illegality and logs from such TUC areas cannot be traded.

\(^8\)Ghana Legality Standard Principle 3: criterion 3.1
3.3 Plantation

**Plantation Map**
Plantation map indicates areas covered by a plantation. These maps also indicate the boundaries of the identified plantation area.

**Where to find this information:** This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

**What the maps can be used for:** The information can be used to ascertain exact locations of permit allocations and harvesting operations in the plantations.

**Some Questions for further probing:**
- Do the boundaries of the plantation map coincide with other land boundaries or other forest boundaries?
- Does the map present potential issues of conflict?

**Enumeration Report**
This report records data of all timber trees that can be harvested in the plantation areas.

**Where to find this report:** This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

**What the Report can be used for:** The information can be used to determine the volume of trees coming from the plantation area and to differentiate timber coming from plantations and those from on/off reserve or Salvage Permits.
Some Questions for further probing:
- How many timber trees are located in the plantation by species?
- Does timber harvested from the plantation correspond to the enumeration report?
- How recent is the enumeration report?

Payment Receipt
Authenticated receipt of payment for the land by the plantation owner. Proof of payment

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the Receipt can be used for: This information is a proof of timber rights/ownership in the plantation.

Some Questions for further probing:
- Was the payment made to the rightful person or a person authorized by the truthful landowner to receive payment on his/her behalf?
- Are there any conflicts arising from the land area or disagreements in relation to the payments?
- What did the landowner do with the money? If it was invested in community infrastructure was this labeled to communicate to passers-by how it was paid for?

Entry Permit
Right of access to land to harvest trees granted by the owner.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the Permit can be used for: This information helps to identify the timber operator with the rights to harvest from the plantation.
Some Questions for further probing:

- Has the entry permit been duly granted and signed by the truthful known owner of the plantation?
- Who is the timber operator that has been granted the entry permit?
- How many timber trees & types have been granted for harvesting by the timber operator?
- Are there logs purported to be harvested from the plantation that do not correspond to the tree data in the enumeration report?

3.4 Consent to Timber Rights

District Notices
These are notices at the district level on TUC award processes such as bidding notices, etc.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the Notices can be used for: This information helps Communities to become aware of the FC intentions to award TUCs (on and off-reserve).

Some Questions for further probing:

- Did the notice provide enough information on the proposed TUC area, land area, location, etc.?
- Are the notices accessible to the general public?
- Did the community have prior knowledge of the prospective TUC (as a test that it was involved in the previous steps)?

Written Consent
This is consent by the community, in writing, agreeing to the award of TUC. This written consent must be signed by a community representative authorized to sign on behalf of the community.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information will guide communities to verify who signed the written consent on behalf of the community and whether s/he was given the mandate to sign by the community. It amounts to an illegality if the written consent was not appropriately obtained from the rightful person(s) and logs from such areas cannot be traded. TUC holders can be sanctioned and even have their FLEGT licences withdrawn in such cases.
The TUC area could be in the on or off-reserve areas. In the off-reserve areas where there are farms, the communities have a right to give their written consent whether the area should be offered for TUC or not. The consent of the farmer is a prerequisite for the award of TUC. With forest reserve areas, the landowners are informed of the grant of TUC.

**Some Questions for further probing:**

- Who signed the written consent?
- Was the person appropriately nominated by the community to sign the consent on their behalf per agreed terms?
- Do the terms of agreement in the written consent reflect what the community agreed on as content of the written consent?
- Is there a TUC holder or logging company operating on your land that did not seek for written consent from the farmer/community?
- How was the written consent obtained?
- Did the community willingly consent to the grant of timber rights?
- Was there any form of influence, threat or intimidation in the process of seeking for written consent?
- What was the process adopted to obtain written consent from communities?

**Consultation Minutes**

These minutes are records of consultative meetings between prospective TUC holders and communities as part of the TUC award processes.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information can be used to assess whether the issues/concerns of communities have been appropriately addressed leading to the award of the TUC.

**Some Questions for further probing:**

- Who were the participants representing the community at these consultative meetings?
- Did the community receive prior information before the meetings were organized?
- Do the minutes reflect what transpired at the meetings?
Records of Arbitration Proceedings
This refers to records of negotiations and mediation between prospective TUC holders and communities.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information can be used to assess whether the issues/concerns of communities have been appropriately addressed leading to the award of the TUC.

Some Questions for further probing:
- Do the records of arbitration properly capture the issues discussed and conclusions arrived at during community meetings?
- Were these records and the conclusions arrived at validated with the community?
- Does the TUC award process address the key community concerns raised in arbitration meeting?

3.5 Timber Utilization Contracts

Procedures for Allocating TUCs
These are the various steps, guidelines and requirements that regulate the FC in the award of TUCs.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information can be used to monitor the processes adopted by the FC in the award of TUCs to ensure all the legal procedures are followed. Any infringement on the legal procedures for awarding TUCs amount to an illegality and timber from such sources cannot be traded. Officials and companies involved in such practices are liable to various sanctions including the withdrawal of FLEGT licences.
Some Questions for further probing:

- Do these procedures for allocating TUCs follow the legal provisions in Ghana forest law & the VPA?
- Has the FC been following these procedures in the award of TUCs?
- Are there TUCs awarded that did not follow the procedures, thus rendering them illegal especially on aspects of community rights as required by law?
- Did the pre-felling inspection involve the communities and farmers whose lands will be affected by the award of the TUC?
- Did a TUC holder obtain a credible written consent from the community?
- Has the TUC holder negotiated an SRA equivalent to 5% stumpage with the community?
- Has the TUC holder fulfilled the SRA in full?
- Did the TUC holder appropriately negotiate and compensate farmers whose lands would be affected by the logging operations? Was the compensation negotiated or imposed?

Notices of Invitations to Bid for TUCs

These are notices inviting companies to submit bids for TUCs.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: These notices will enable Communities to be aware of and monitor the process of TUC awards.

Some Questions for further probing:

- Does the notice contain enough information on the bids? How accessible is the bid notice?

List of TUCs Issued

This refers to a complete list of all TUCs issued by the FC.

TUC holders that have not negotiated and signed SRA or fail to honor its SRA obligations are engaging in an illegality. Also TUC holders who fail to fully compensate farmers affected by their operations also commit an illegality. Such TUC holders cannot sell in the EU market & can have their FLEGT licenses withdrawn on the basis of the Ghana VPA legality definition & the EUTR.
**Where to find this information:** This information can be sourced from at the appropriate district, regional and head offices of the FC and also from the RMSC.

**What the information can be used for:** This information can be used to monitor the existing TUCs and their operations. This information can help further probing actions by Communities. The information can also be used in identifying contractors who are possibly operating illegally. It can help to identify those with a TUC and TUC holders who did not meet their legal requirements such as obtaining a written consent from community, payment of compensation and fulfillment of SRA.

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**Some Questions for further probing:**

- Does this list contain names of timber companies operating in your community?
- Does the contract duration coincide with the time of their operations in your community/district?
- Did those on the list seek and obtain a written consent from the community?
- Did those in the list operating in your area sign and implement an SRA agreement?
- Have those in the list paid appropriate compensation to farmers affected by their operations? What evidence exists?
- Are there loggers operating in your area that are not on the list?

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**3.6 Salvage Permits**

This is the permit given to a logger to salvage timber trees within a designated area by the FC.

**Where to find this information:** This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

**What the information can be used for:** This permit will identify who has been granted the salvage permit, the area and number of trees the permit cover and will enable monitoring of salvage operations.
Some Questions for further probing:

- Did the holder of the salvage permit participate in the application process?
- Is the salvage permit covering the area where timber trees will be affected by a development activity?
- Did the permit indicate the total number of trees to be salvaged?
- Does this number correspond to the number of trees earmarked for salvage in the salvage inspection report?
- How long is the salvage operation going to last?
- Was a community representative part of the inspection team?

Application for Salvage Permit

This is a written request by a timber operator to be considered for the award of a permit to salvage timber trees in a designated area due to a development activity such as road construction, building, dam construction etc which could result in an economic loss from the destruction of timber trees.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information will help to identify which people obtained a salvage permit.

Some Questions for further probing:

- Was there a need for a salvage activity in the area designated for an award of salvage permit in accordance with the law? How was the decision arrived at to issue the salvage permit?
- Was the application process open to the general public? How was it advertised?
- What institution requested for the salvaging of trees?
- What type of development activity is being carried out which require salvaging of trees?

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*Ghana Legality Standard Principle 2: criterion 2.2. The Forestry Commission issues a permit subject to such terms and conditions as shall be specified therein for the salvage of trees from an area of land undergoing development such as road construction, expansion of human settlement or cultivation of farms.*
Salvage Inspection Report
This represents records of an inspection undertaken by staff of the FC of the proposed site for the salvage operation. This inspection report records the total number of trees and type to be salvaged.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: The inspection reports provides detailed information on the type of development activity to be undertaken which will result in the possible destruction of trees, the number of trees and species to be affected and the reasons to salvage. The inspection report will enable communities to identify if there was the need for salvaging in the first place and the kind of development activity that required a salvage activity. It will also enable communities to monitor the salvage operations to ensure that it has been carried out within the area earmarked for the development activity. Any salvage operation that is not as a result of a development activity raises questions of an infringement or abuse of the salvage permit.

Some Questions for further probing:
- What is the entire land area covered by the development activity that require a salvage operation?
- Does the total number of trees to be salvaged fall within the target area for the salvage operation?

3.7 Timber Harvesting Operations

Social Responsibility Agreement (SRA)\textsuperscript{11}
In simple terms, a Social Responsibility Agreement (SRA) is an agreement between a TUC holder and the landowning communities (forest fringe communities), which spells out the social obligations of the contractors to the landowning communities during their operations. This agreement forms part of the terms and conditions of the TUC and provides a mechanism for communities to monitor the activities of the TUC holder. Section C of the FC’s Manuals of Procedures, explains that “the SRA is a mechanism to ensure that all TUC operations are carried out in a socially responsible manner with due respect for all the rights of landowning communities.” It is intended to ensure that the TUC holder(s) respect the existing rights of landowning communities. In addition, it requires the holder to respect the social and cultural values of the communities on whose land they are operating. Furthermore, it gives opportunity to the landowners to indicate the manner in which the TUC holder should operate on their land. According to the L.I. 1649 section 13 (1b), a social responsibility agreement should be entered into with the Landowner 'to assist inhabitants within the contract area with such amenities as shall be specified in the agreement at a cost of not less than 5% of the annual stumpage from the operations under the Timber Utilization Contract'. SRA documents include minutes of consultation and mediation meetings, negotiations and decisions and the signed SRA between the prospective TUC holder and the community.

\textsuperscript{11}Ghana Legality Standard Principle 3: criterion 3.6
Social Responsibility Agreement benefit is not part of the royalties paid through the Office of the Administrator of Stool Lands (OASL) to landowners. It is funded directly by the TUC holder to the beneficiary communities' for social development purposes in return for their (communities) role in forest resource protection and regeneration.

**Where to find this information:** This information can be sourced from the community, district forestry office or district assembly.

**What the information can be used for:** SRA documents will help to monitor the fulfilment of the SRA agreement by the TUC holder. It will also help communities to be able to ascertain as to how the SRA was arrived at and to be able to identify legal lapses that can call for a re-negotiation of the SRA if found to be inappropriately done and unfair to communities.

According to the FC Service Charter, Land Owning Communities Refers to: Primarily the communities that own the land; all the communities that make up the land-owning stool and settler communities accepted onto the land by the landowners and living close to the reserve or off reserve TUC area.

**Some Questions for further probing:**

- Is the negotiated SRA value equivalent to 5% stumpage fees? (RMSC is able to provide estimated volumes to be harvested and therefore an indication of total stumpage and therefore anticipated SRAs)
- How was the SRA arrived at? Who was involved in the negotiations? Does the agreement reflect a general consensus in the community?
- Did communities have prior knowledge of the SRA before the negotiations?
- Did communities have information on the total number of trees to be harvested from the TUC as a basis for negotiating the SRA?
- Were communities aware of the stumpage value before the SRA negotiations?
- Who signed the SRA on behalf of the community? Was the person duly authorized by the community to sign on their behalf?
- Does the final signed SRA reflect the wider community agreements during negotiations?
- Did the SRA negotiation follow the procedure required by law?
- Has the SRA been fulfilled?
- Have any buildings or community infrastructure that the SRA funded been marked with signs-boards explaining this?
- Is the SRA fulfillment report compiled by the FC a true reflection?
Compensation paid to affected farmers\textsuperscript{12}
Compensation paid is in connection to farmers whose farms/crops will be affected during the logging operations. The prospective TUC holder negotiates with farmers and an agreed compensation package is paid to those who will be affected. Evidence of compensation payment could be in the form of receipt of payment signed by the farmers concerned acknowledging receipt of payment.

Where to find this information: This information can be sourced from the community and the district, regional and head offices of the FC and also from the RMSC.

What the information can be used for: This information will help to identify the list of farmers who will be affected by the logging, those who received compensation and to ask questions in regards to how the compensation packages were negotiated and paid for.

Some Questions for further probing:

- What is the nature and extent of damage that the farmer would suffer as a result of the award of the TUC? How was this arrived at?
- How was the compensation package calculated and did it involve the affected farmer?
- Did the compensation determination take into consideration the current economic value of crops to be affected and the economic loss associated with the economic lifespan of the crop?
- What was the formula adopted for calculating the compensation and did it take into consideration production cost, current loss and future losses?
- Was compensation negotiated or imposed?
- What is the evidence of payment of compensation to affected farmers?

Tree Information Forms and Log Information Forms
Tree information forms contain detailed information of each timber tree harvested within the TUC area. The log information form contains detailed information of each of the logs after cross-cutting. The aggregate of logs should be consistent with information contained in the tree information form.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC, the logger and also from the RMSC.

What the information can be used for: This information will be useful for monitoring timber harvesting operations to ensure that trees earmarked for logging are actually the ones that have been logged. This information is also useful in monitoring logs transported from the area. It will

\textsuperscript{12}Ghana Legality Standard Principle 3: criterion 3.7
also help local communities to know the total number of trees to be logged and the number logged as a basis for negotiating for an SRA equivalent to 5% stumpage fee.

Some Questions for further probing:

- Is the list of tree information forms conforming to the log information forms in terms of the total number of trees earmarked for harvesting and the actual logs harvested?
- Is there any evidence of more logs recorded than as contained in the tree information forms?
- Are there logs transported from the TUC area that have not been captured in the tree and log information forms?
- What would be the equivalent of 5% stumpage based on the number of trees earmarked for logging?

3.8 Trade

List of all Licensed/registered domestic vendors

This list contains information on all domestic market operators who have been licensed to operate.

Where to find this information: This information can be sourced from the district, regional and head offices of the Timber Industry Development Division (TIDD) of the FC.

What the information can be used for: This information will be useful to monitoring the operations of domestic vendors to ensure they operate within the conditions of the license and to identify unlicensed operators.

Some Questions for further probing:

- Are domestic timber traders in your community/district part of this list? Are they still operating?
- Are domestic timber traders operating in your community who are not part of the list?

List of all Licensed/registered exporters

This list contains information on all companies who have been licensed to export timber from Ghana.

Where to find this information: This information can be sourced from the district, regional and head offices of the Timber Industry Development Division.

14 Ghana Legality Standard Principle 6: criterion 6.1
What the information can be used for: This information will be useful in monitoring the operations of timber export companies to ensure they operate within the conditions of the

Some Questions for further probing:
- Are timber operators in your community/district part of this list? Are they still operating?
- Are there timber operators in your community/district who are not of the list?

3.9 Fiscal Obligations

List of Loggers in Default of Stumpage Fees
This list contains information of loggers and the corresponding amounts they owe in fees.

List of Loggers in Default of ground rent
This list contains information of loggers and the corresponding amounts they owe in ground rent (fees, rents or taxes).

List of Vendors in Default of export levies
This list contains information of vendors and the corresponding amounts they owe in export levies.

List of Loggers & Vendors in Default of Corporate Income Tax
This list contains information of loggers & vendors and the corresponding amounts they owe in corporate income tax.

Where to find this information: This information can be sourced from the district, regional and head offices of the FC and its divisions, especially the Forest Services Division, Timber Industry Development Division and also from the Resource Management Support Centre.

What the information can be used for: This will be useful for meeting the legal requirement of fulfilment of financial obligations by companies to the government of Ghana. This list will help communities report on operators in their communities since operators who do not pay their stumpage will be breaking the law.

Some Questions for further probing:
- Are there loggers and/or vendors on this list operating in your community/district?
- Is the FC aware that these defaulters are still operating?
- What actions have been taken by the authorities?

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15 Ghana Legality Standard Principle 7: criterion 7.1
16 Ghana Legality Standard Principle 7: criterion 7.2
17 Ghana Legality Standard Principle 7: criterion 7.3
18 Ghana Legality Standard Principle 7: criterion 7.4
Annex I: Additional Information on Participation

Generally participation can be distinguished at three different levels:

- **Consultation** as in collecting peoples' views or an information flow between the parties before and after decisions are made. The flow of information does not, however, necessarily mean these opinions will be taken into account.

- **Participation** in decision-making is essentially a right to vote. The vote of CSO or local community representatives will have a certain weight within a decision making process but is not necessarily able to block these decisions.

- **Consent** is the right to veto or block decisions and is therefore much stronger than consultation or participation in decision making.

In addition, when some actors have more influence in a decision making process than others without there being a reasonable justification for this difference, the principle of non-discrimination can sometimes be relied upon to enforce equal participation rights.

*Source: ClientEarth Legal Briefing on Participation in Ghana Law.*
Access to information is included amongst the fundamental human rights and freedoms in the fifth chapter of the Constitution of Ghana. Everybody has the right to access information subject to such qualifications and laws as are necessary in a democratic society.

In Chapter 12 on land and natural resources, the CRC report observes that it is increasingly becoming common for citizens to have a basic right to information about government activities and the use of public assets, including information on payments and revenues derived from extractive industries. Alongside the disclosure of information, governments are required to adopt transparent processes for establishing and implementing resource policies, for awarding contracts, for collecting and managing revenues and for taking spending decisions. Resource decisions involve long-term commitments and will be more credible if their rationale is understood by citizens and they are over sighted by the representations of the people in the Parliament. Mindful of these elements, the CRC report recommends for the various acts of parliament that deal with benefit sharing in the natural resource sector to be amended to ensure greater transparency and accountability in the use of resources within the sharing arrangement provided by the Constitution. In Chapter 13 the CRC report treats the right to access information as a separate fundamental human right. It recommends the passage of an updated version of the right to information bill that does not contain too many claw back clauses.

Where the FC intends to create a new forest reserve or when it intends to identify a new area for timber exploitation off-reserve, it needs to publish notifications of these intents. For areas on-reserve that are proposed for the grant of timber rights, the FC just needs to inform the people of the area.

From the very start the new forest and wildlife policy recognizes transparency as one of the challenges of the forest sector. It says the framework for collecting, recovering and redistributing revenues accruing from natural resources between resource owners and state users is ambiguous, inequitable and lacks transparency. The forth policy objective of the 2012 Forest and Wildlife policy is to promote and develop mechanisms for transparent governance, equity sharing and peoples participation in Forest and Wildlife resource management. Under the fifth policy objective (promoting training, research, and technology development that supports sustainable forest management) updating infrastructure for research education and training, to include updating a forest information database to monitor sustainable forest management which can be accessed by research and academic institutions as well as civil society.

Source: ClientEarth Legal Briefing on Access to Information in Ghana Law
The Constitution guarantees the independence of the Judiciary. The Court hierarchy consists of the superior courts of judicature, which is constituted by the Supreme Court, the Court of Appeal, and the High Court and Regional Tribunals. There are also Circuit Courts and District Courts which constitute the inferior courts. The court system provides the framework for access to justice by communities based on the laws applicable to Ghana.

The **Supreme Court** is the highest court in the realm. It is the final court of appeal and in the exercise of its Appellate Jurisdiction, appeals lie to it from the Court of Appeal and the Judicial Committee of the National House of Chiefs. The **Court of Appeal** is the second highest court. The Court has only Appellate Jurisdiction with respect to judgments, decrees or orders of the High Court and Regional Tribunals and such other appellate jurisdiction conferred by the Constitution or any other law. The **High Court** has Original Jurisdiction in all matters. It has Appellate Jurisdiction in judgments of the Circuit Courts in criminal matters, and in judgments of the District Courts. It also has jurisdiction to enforce the Fundamental Human Rights and Freedoms guaranteed by the Constitution, and any other jurisdiction conferred by the Constitution, or any other statute. The **Regional Tribunals** have concurrent Original Jurisdiction with the High Court in criminal matters, particularly offences involving serious economic fraud, loss of State funds or property, tax and customs duty offences, and narcotic offences. Circuit Courts are established in each region as the Chief Justice may determine. He will also specify the area of jurisdiction of each Circuit Court and will appoint a Judge (on the advice of the Judicial Council and subject to the approval of the President). The **Circuit Court** has original jurisdiction in most civil matters. Specifically relevant here is its ability to judge on civil claims amounting to no more than 10,000 Ghana Cedis and on matters involving ownership, possession, occupation of or title to land. The Circuit Court also has original jurisdiction in all criminal matters other the most heavy offences (treason, offences triable on indictment and offences punishable by death). A person aggrieved by a judgment of a Circuit Court in any civil action may, appeal to the Court of Appeal and to the High Court in criminal matters. **District Courts** have jurisdiction over some civil matters. Specifically relevant here is its ability to judge on civil claims amounting to no more than 5,000 GHc. The criminal jurisdiction of the District Court is limited to a maximum of 500 penalty units and/or two years imprisonment. A person aggrieved by a judgment of a Circuit Court in any civil or criminal action may appeal to the High Court. In Ghana, the Constitution, the Criminal Offences Act, 1960 (Act 29) and Criminal Procedure Code (Act 30) form the basis of Criminal Law. These do not however constitute the only sources of Criminal Law in Ghana. The offences section of the various Forest and Wildlife legislations form part of the body of criminal law in Ghana.

*Source: ClientEarth Legal Briefing on Access to Justice in the Forest & Wildlife Laws of Ghana*
Involving Forest Fringe Communities in Forest Monitoring

How can you help protect the forest?
1. Visit forestry office for a list of loggers in your forest reserve.

2. Approach and ask for Permit from any logger before he enters forest.

3. Periodically inform village authorities of situation, concerns and intention.

4. Negotiate, agree and sign SRAs in the presence of Forestry officials.
Involving Forest Fringe Communities in Forest Monitoring

In case of suspected illegal activity in the forest...
1. Meet as a committee to discuss concerns

2. Immediately inform forest authorities either by phone or physically

3. Do not aid illegal loggers by giving them information

4. Do not follow illegal loggers to the bush to effect arrest.

5. Always approach suspected illegal logger as a group
Involving Forest Fringe Communities in Forest Monitoring

Report any forestry official, community or committee member suspected to be conniving with illegal loggers to FSD
Complaints are made to forestry officials and no action is taken

You suspect an influential person is backing the illegal activity

Record, share and follow authority chain until you get your issue addressed
Involving Forest Fringe Communities in Forest Monitoring

Be Part of the Solution! DO NOT ALLOW ILLEGAL LOGGERS TO DESTROY OUR FORESTS
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*This document is for educational and informational purposes only and is not intended and should not be construed as legal advice. Persons seeking legal advice on Forest Law compliance or any other law must law; or requirement with qualified legal professional.*

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NDF’S Mission is to help build a society in which human development and nature conservation complement each other. NDF believes we can realize our vision, which we believe others share, through the pursuit of the following key approaches:

- Mobilising key players such as industry, local communities, consumer markets and governments in relevant countries in West Africa to create the conditions and solutions that can drive sustainable natural resource utilization.

- Creating partnership with key organizations, such as industry and governments in relevant countries in West Africa plus other strategic civil society organizations in policy dialogue and developing market mechanisms to act as stimuli for positive change.

- Engaging in activities around other land-uses impacting the forest landscape in West Africa, focusing on sustainable forms of land use in appropriate locations.

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