



CASE STUDY | JUNE 2018

FINDING COMMON CAUSE
IN CLIMATE SMART COCOA
THROUGH THE 'ENHANCING
NATURAL FOREST AND
AGRO-FOREST LANDSCAPE
PROJECT (ENFALP)'
IN GHANA



PROJECT DATA

PARTNER ORGANIZATION

World Bank

ORGANIZATION TYPE

Multilateral

DELIVERY CHALLENGES

Coordination and engagement

A history of lack of coordination between the Cocoa State Company (COCOBOD) and the Forestry Commission (FC); and the slow process of creation of the local community management structures (CREMAs) and the related unequal level of engagement of local farmers and communities in the coordination and implementation process at the local level.

DEVELOPMENT CHALLENGE

Unsustainable forest management and natural resources degradation

COUNTRY AND REGION

Ghana, West Africa

PROJECT TOTAL COST

USD 32.5 million including government contribution

PROJECT DURATION

2015-2020

SECTOR

Environment and Natural Resources

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In Brief

DEVELOPMENT CHALLENGE

Unsustainable forest management in Ghana has led to a reduction of forest cover by almost half since 2000, leading to growing costs of natural resource degradation and the developmental threat of climate change.¹ It is particularly acute in Ghana's high forest zone (HFZ), a core cocoa production area where carbon stocks are high, but so too are rates of deforestation and land degradation.

DEVELOPMENT SOLUTION

The project addresses some key forest management challenges in the targeted HFZ region by: (i) improving the enabling environment and incentives for better stewardship and investment by local institutions, communities, and farmers; (ii) improving and diversifying livelihoods for communities as an alternative to forest degrading activities; (iii) coordinating and harmonizing incentives across multiple layers of institutions and stakeholders for improved livelihoods; and (iv) capitalizing on climate change as a focal initiative and financing opportunity. This is being done through upstream policy interventions, practical landscape level pilot demonstrations, capacity building, and communications efforts to improve understanding and practices and to prepare for wider replication and scale up.

¹ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

² World Bank. Mid-Term Review Mission. (2018). Ghana FIP-ENFALP. Aide-mémoire, April 23-May 4.

PROJECT SOLUTION AND RESULTS

Under the leadership of the Ministry of Land and Natural Resources (MLNR), this project seeks to support a paradigm shift in the working relationship of the Ghana Cocoa Board (COCOBOD) and the Forestry Commission (FC). The project also intends to create an alternative and more effective approach to developing Community Resource Management Areas (CREMAs) and building ownership among local populations to sustainably manage forests at the decentralized level.

This process has resulted in a transformed relationship between COCOBOD and FC, whose coordinated actions better facilitate sustainable forest management. It has also helped local farmers change their perception of forest management. At the time of the project's mid-term review, a total of 85,000 hectares (ha) of land have been established as CREMAs, representing 170 percent of the original project target at this level. More than 9,500 ha have been restored or re/afforested. More than 52,600 people in targeted forest and adjacent communities have received monetary/non-monetary benefits from forest activities. Of the 5,600 direct project beneficiaries (of which 46 percent are female), more than 800 farmers have received capacity building measures to support improved management practices for tree planting or nurseries.²

Executive Summary

Ghana's forest cover has almost halved since 2000. Ghana's deforestation rate is about 2 percent per year, representing a loss of 135,000 hectares (ha) per year.³ Recent assessments indicate that rates may have been accelerating in Brong Ahafo and the Western Region. The major direct causes of deforestation are: (i) agricultural expansion, particularly for cocoa production; (ii) harvesting for fuel wood and charcoal, illegal logging, wildfires, and biomass burning; (iii) population and development pressure; and (iv) mining and mineral exploitation.

This case-study focuses on the Enhancing Natural Forest and Agro-Forest Landscape Project (ENFALP) in Ghana, which aims at improving forest and tree management practices by key forest stakeholders to reduce forest loss and degradation in selected landscapes in Ghana's high forest zone. The Ministry of Land and Natural Resources (MLNR), along with the Cocoa State Company (COCOBOD) and the Forestry Commission (FC) are the main implementers of this five-year project. Supported by the Climate Investment Funds (CIF) under its Forest Investment Program (FIP) and the World Bank, the project seeks to reduce greenhouse gas (GHG) emissions from deforestation and forest degradation, while reducing poverty and conserving biodiversity. It started in 2015 and is mid-way through implementation as of this writing.

³ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

Project implementation was noted as satisfactory by the mid-term review, completed in May 2018. This delivery study provides insight into how the project approach has been adapted to address two coordination-related delivery challenges:

1. A history of lack of coordination between COCOBOD and FC
2. Delays in creating local community management structures (CREMAs) and relatedly, limited participation of local farmers and communities in project implementation

This case study focuses on project implementation in light of these two delivery challenges. It describes how the proactive role of MLNR, FC, and COCOBOD has helped improve forest and tree management practices by cocoa farmers, communities, and forest reserve managers, ultimately reducing forest loss and degradation.

The following lessons can be drawn from the implementation of the project so far:

1. MLNR, FC, and COCOBOD, with support from the World Bank have demonstrated how to **take advantage of the national and international pro-environment momentum** of the early 2010s to support a shift in the relationship between cocoa production and forest management in Ghana. This was done using climate-smart techniques that boost productivity of cocoa production and help restore the forest by providing direct benefits to local communities and farmers.
2. **Engagement with local communities for improved natural resources management** is closely linked to ensuring that local communities reap development benefits under ENFALP. Additionally, projects promoting community-based resource management should be accountable and deliver on commitments made to local communities.

3. In keeping with the CREMA model under ENFALP, the **involvement of local communities must be adequately facilitated**. Future initiatives may promote benefit-sharing schemes, such as the Modified Tuangya System (MTS) scheme in Ghana, but also provide adequate technical assistance and budget for alternative livelihood activities to help foster positive behavior change among local populations.
4. Developing **clear and common messages among key project implementers**, such as COCOBOD and FC, is also crucial to support effective delivery. It can facilitate better coordination and reduce overlapping activities and identify gaps in delivery or changes in seasonal delivery that can be synergized through better coordination. Such coordination may also ensure the uptake of the new practices by farmers.
5. The innovative approach to **partnering with community-based organizations (CBOs)** has greatly sped up the creation of CREMAs and results achievement in terms of community resource management in the project area. Working alongside CBOs that have had a long-term, positive relationship with project area communities has also been instrumental in changing these populations' perception of forest management challenges. Furthermore, the actions of these populations have potentially become more sustainable in the medium term. When initiating the process of capacity building to create and sustainably manage CREMA structures, adequate funding is required as well as accompaniment by CBOs in the longer run.
6. **Building sustainable local structures and capacities takes time, resources, and coordination**. The sustainability of CREMAs appears to be somewhat dependent on meeting the expectations built during the creation process as well as supporting livelihood activities with sufficient funding. There is the potential to replicate the CREMA implementation model,

provided adequate resources are available. This way, additional CREMAs could be set up in zones not already covered. It is important to develop strong linkages among CREMAs on the one hand, and district authorities and COCOBOD on the other. This will ensure the CREMA structures become mainstreamed into local development and linked to long-term funding opportunities at the community level. Also key to ensuring CREMAs' sustainability and broader replicability and legitimization is passing appropriate national-level legislation.

This case study informs the science of delivery around the following key elements of the GDI framework:

- **Focus on the welfare gains of citizens.** The CREMA structures promoted under ENFALP have shown their effectiveness and have put local communities and small farmers at the center of the project approach, giving them key monetary and non-monetary benefits. Mid-way through project implementation, the area designated for management by CREMAs stands at 85,000 ha, surpassing the initial project target of 50,000 ha. More than 52,600 people in targeted forest and adjacent communities have received monetary/non-monetary benefits from forest activities. There are 5,600 direct beneficiaries (of whom 46 percent are female). More than 800 farmers were provided with capacity building support to improve management practices for tree planting or nurseries and more than 3,600 farmers/participants have reported satisfaction with service delivery or benefits received under the project.
- **Multi-stakeholder approach.** ENFALP has shown that building on relevant incentives, it is possible to induce change in the working relationship among the various stakeholders needed to bring about sustainable forest resource

- management. Support for a multi-stakeholder coordination process at both the national and decentralized levels has been key in promoting more sustainable forest management practices in the project area and beyond.
- **Evidence to inform learning.** The project has supported the further development of the CREMA structure and proven the effectiveness of the innovative CBO-supported CREMA creation process. Both the structure and creation process act as models to be promoted in other areas of the country or in other countries facing similar challenges. The models, coupled with the promotion of climate-smart cocoa practices, have shown their effectiveness in promoting more sustainable forest management in Ghana, leading to eventual GHG emission reductions. At the time of the mid-term review, more than 9,500 ha have been restored or re/afforested.

- **Leadership and adaptive management.** Both COCOBOD and FC have shown leadership working together to identify, prioritize, and achieve effective joint responses to climate change impacts. Both organizations recognized the value of working together to achieve improved inter-institutional cooperation, thanks to their respective proactive roles in the project. MLNR, with support from FC and COCOBOD, has shown leadership in adapting the original project design to the constraints on the ground and promoting a fast-track approach through an innovative CBO delivery arrangement for the creation of CREMAs. This delivery model has given a central role to community actors, helping to build ownership, improve the relationship between project implementers at the local level, and surpass the project target of 50,000 ha to be designated and set up under CREMA management despite the project being only midway through implementation. ■



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Introduction

This case-study focuses on the *Enhancing Natural Forest and Agro-Forest Landscapes Project (ENFALP) in Ghana*, which aims to improve forest and tree management practices by cocoa farmers, community resource management structures, and forest reserve managers to reduce forest loss and degradation in selected landscapes in Ghana's high forest zone (HFZ). The Ministry of Land and Natural Resources (MLNR), along with the Cocoa State Company (COCOBOD) and the Forestry Commission (FC) are the main implementers of this five-year project, supported by the Climate Investment Funds (CIF) under its Forest Investment Program (FIP) and the World Bank. FIP supported activities in Ghana aim to decrease GHG emissions from deforestation and forest degradation, while reducing poverty and conserving biodiversity.

Project delivery has been unfolding well and was noted as satisfactory in the most recent World Bank Mid-Term Review mission (April-May 2018). It provides insight into how the project approach has been adapted to focus on **two crucial delivery challenges**:

1. A history of lack of coordination between the COCOBOD and FC
2. Delays in creating local community management structures (CREMAs) and, relatedly, limited participation of local farmers and communities in implementation

This case study focuses on the implementation process for the project around these two delivery challenges and how they have helped improve

forest and tree management practices by cocoa farmers, communities, and forest reserve managers to reduce forest loss and degradation. This case study draws on project documents as well as interviews with relevant stakeholders, including representatives from COCOBOD, FC, MLNR, World Bank, and community organizations, among others. See Annexes C and D for a complete list of reference materials and interviewees. ■

Context⁴

STATE OF DEFORESTATION IN GHANA AND MAIN DRIVERS

Ghana's forest cover has almost halved since 2000. Only 4.6 million hectares (ha) remained in 2011, of which 1.6 million hectares are forest reserves. Ghana's deforestation rate is about 2 percent per year, representing a loss of 135,000 hectares annually. Recent assessments indicate that rates may have been accelerating in Brong Ahafo and the Western Region. The major direct causes of deforestation are: (i) agricultural expansion, particularly for cocoa production; (ii) harvesting for fuel wood and charcoal, illegal logging, wildfires, and biomass burning; (iii) population and development pressure; and (iv) mining and mineral exploitation.

COMMUNITY INVOLVEMENT

Community members are both perpetrators and victims of forest decline. Agriculture, timber, and mining are critical economic activities. Agricultural expansion, led by cocoa production, accounts for about half of deforestation and forest degradation. Women and men use forest and landscape resources differently and play different roles in community-based institutions, with women often engaging in animal husbandry and food and commodity processing in addition to farming and cocoa production. Cocoa production occupies about 1.6 million hectares (7 percent of all land), and about 800,000 producers (mostly small farmers).⁵ Recent expansion has been greatest in

⁴ Content for this section is adapted from PAD 2015.

⁵ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

the Western Region, which now accounts for over half of production. Before this project commenced, farmers were increasingly shifting from shaded cocoa to open cocoa cultivation, as well as encroaching on forested lands. Ghana's Tree Tenure and Benefit Sharing regime provided government authorities with rights to trees on and off farms instead of to the tenants actually working the farmlands. This resulted in inadequate incentives for the tenants to protect trees.

COCOA PRODUCTION IN GHANA

Cocoa is Ghana's most important agricultural commodity, placing Ghana among the world's largest exporters. COCOBOD is the sole buyer (acting through licensed buying companies) and exporter of the commodity. Key challenges to competitiveness include low yields and returns to farmers; aging rootstock; limited access to technology, skills, and modern inputs; and declining soil fertility coupled with wider environmental degradation. At the time of project approval, increasing global demand for sustainable cocoa was creating a positive incentive and common interest among cocoa producers, buyers, and regulators to promote more sustainable and climate-friendly production practices.

KEY CHALLENGES AND THE PROJECT FOCUS AREAS: GHANA'S HIGH FOREST ZONE

Key forest and natural resource management challenges in Ghana are to: (i) improve the enabling environment and incentives for better stewardship and investment by local institutions, communities, and farmers; (ii) improve and diversify livelihoods for communities as an alternative to forest degrading activities; (iii) coordinate and harmonize incentives across multiple layers of institutions and stakeholders for improved livelihoods; and (iv) capitalize on climate change as a catalyst for financial investment. The Government has

introduced the concept of Community Resource Management Areas (CREMAs) to devolve some management rights and responsibilities to the local level, particularly for wildlife. CREMAs are an innovative natural resource governance and landscape-level planning tool that authorizes communities to manage their natural resources for economic and livelihood benefits. Annex A offers more detailed information about CREMAs in Ghana.

All forest sector issues converge in Ghana's HFZ, where carbon stocks are high but so are deforestation rates. The HFZ is also a core cocoa production area with significant degradation. There is appreciable potential to improve sustainable forest and land management—with reduced emissions and more stored carbon—by enhancing policy implementation, incentives, and management practices for better stewardship and productivity. The Ministry of Food and Agriculture, COCOBOD, NGOs, and cocoa supply chain agents have been promoting certification of sustainable cocoa production, but several different systems and standards were in use before the project.⁶

THE INTERVENTION

MLNR, FC, and COCOBOD seek to address development challenges through the project ENFALP, supported by the CIF through its FIP and the World Bank. The project supports improvements in policy implementation, management practices, capacity building, and communication. It also aims to pilot community-based planning and management as well as test alternative models for devolving rights and responsibilities to communities and farmers.

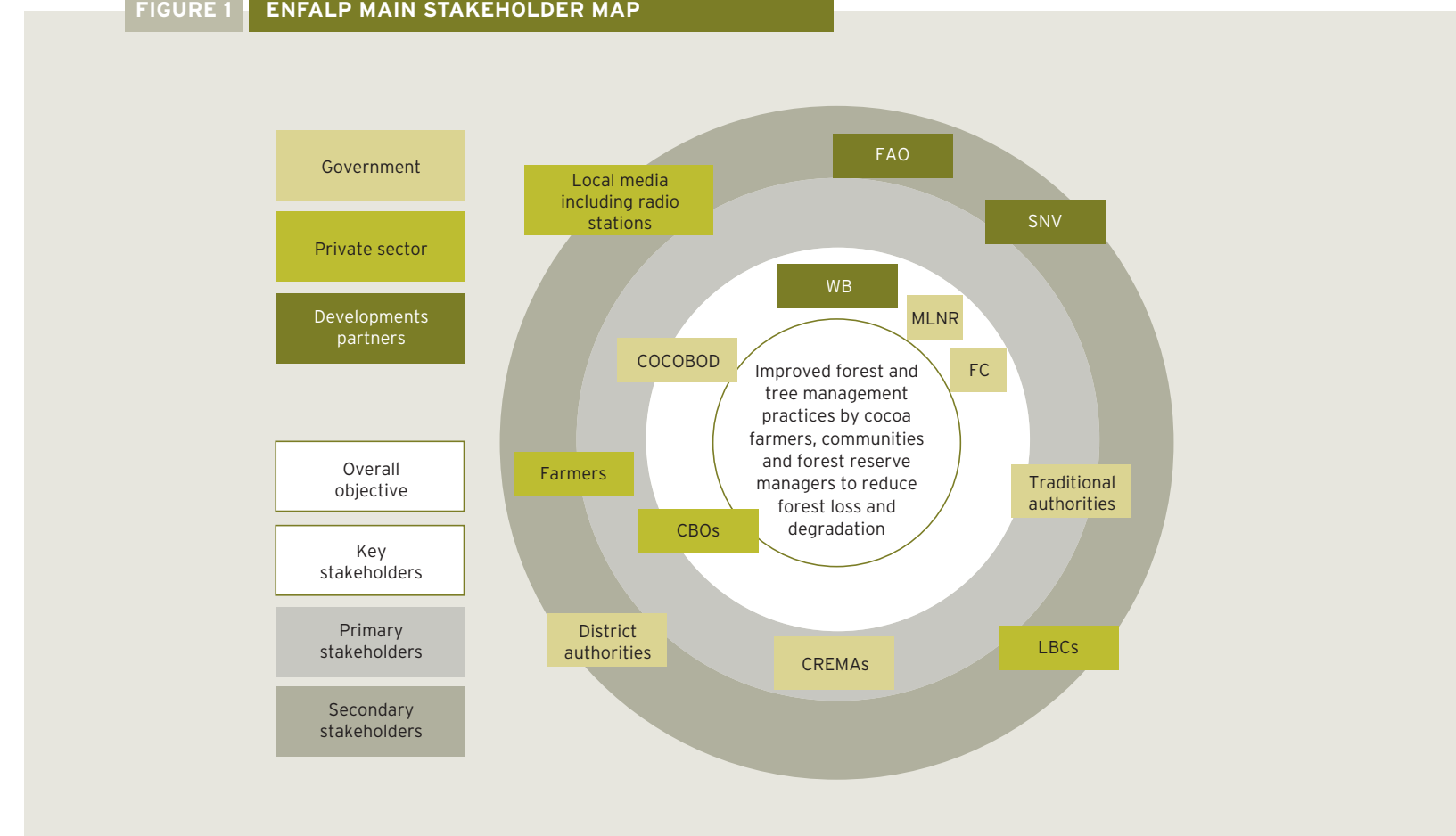
⁶ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

Approved in February 2015 and scheduled to conclude in June 2020, the project includes a FIP grant of USD 29.5 million implemented by the World Bank, in addition to a USD 3 million Government of Ghana (GoG) contribution, for a total budget of USD 32.5 million. A map of the main stakeholders involved in ENFALP is presented in Figure 1.

ENFALP contributes to the overall objective of Ghana's FIP investment plan to “reduce GHG emissions from deforestation and forest degradation while reducing poverty and conserving biodiversity.” It supports interventions toward reducing deforestation through more sustainable management practices for forests, agroforests, and cocoa landscapes. The project aims to target policy and landscape interventions relevant for reducing degradation in both forest reserves and off-reserve areas, which will contribute to reducing GHG emissions and enhancing carbon stocks.

This builds upon past efforts by working to improve management practices and the incentive mechanisms needed to sustain interventions that address the underlying drivers of deforestation. Project investments are expected to serve as a catalyst to leverage other longer-term financing streams (such as results-based financing, private sector investments, and bilateral investments) to achieve the scale of financing needed to sustain changed practices that reduce the long-term trends in deforestation. The project also aims to enhance and increase social benefits and community empowerment by focusing on groups that depend on natural resources. Community-level institutional strengthening and pilot activities (related to devolution of management rights and responsibilities, benefit sharing, and landscape planning) are expected

FIGURE 1 ENFALP MAIN STAKEHOLDER MAP



to build social capital, as well as empower communities and their institutions, particularly women.⁷

The project consists of four interconnected components. The core of the project (Component 2) is a set of pilot activities implemented in a few target landscapes designed to address key drivers of deforestation. The policy implementation, institutional strengthening, capacity building, and communications activities in Components 1 and 3 aim to support the field demonstration

⁷ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

of improved management practices and lay the ground work for subsequent scale up. Component 4 covers management, monitoring, and coordination across the range of activities.

The total area of intervention is about 412,000 ha, of which 273,000 ha are open forest/cocoa landscape (off-reserve area) linking together the key forest reserves in the Western Region. This area borders many communities, some of which have been selected for pilot activities.⁸ ■

⁸ Ibid

Tracing the implementation process

COORDINATION AT THE NATIONAL LEVEL: A PARADIGM SHIFT IN THE RELATIONSHIP BETWEEN COCOBOD AND FC

A core focus of the project is to redefine the relationship between FC and COCOBOD concerning forest resource use and management at the community level. These two institutions have historically had competing mandates: COCOBOD was focused on increasing cocoa production, which tended to put pressure on existing forests, while FC was mandated to protect the forest.

This relationship started to change as mutual awareness and interest in climate change challenges related to cocoa production increased. Since the early 2000s, there has been considerable international pressure exerted on the Ghanaian cocoa industry by large cocoa buyers and international markets to adopt more sustainable production practices.⁹ By the early 2010s, COCOBOD was gaining interest in climate-smart practices, as the UN Development Programme supported efforts to develop environmental standards in Ghana and more discussion on climate, and the need to adapt

⁹ Royal Tropical Institute. Incentives for sustainable cocoa production in Ghana: moving from maximizing outputs to optimizing performance. (May 2012).

to climate change, came from several directions.¹⁰ The Cocoa Forest Initiative and efforts to establish a strategy under the Reducing Emissions from Deforestation and Forest Degradation (REDD+) initiative, both led by FC, identified agriculture as being responsible for 50 percent of deforestation, with a large proportion coming from cocoa. According to one ministry official, this confluence raised the profile of the issue and piqued the interest of COCOBOD in addressing it. See Annex B for a detailed timeline of events leading up to and including ENFALP.

CREATING THE OPPORTUNITY FOR COCOBOD AND FC TO WORK TOGETHER TOWARDS A COMMON GOAL

The inflection point in shifting the dynamic between COCOBOD and FC came when COCOBOD decided to address the issue and committed to supporting climate-smart cocoa through ENFALP. In parallel, FC decided to pursue REDD+ initiatives and, in consultation with local communities, sought funding for activities on the ground.

The climate-smart cocoa approach provides incentives to rehabilitate off-reserve cocoa farms, by allowing more trees on farms to provide shade for cocoa trees, which can increase cocoa tree productivity—a key goal of COCOBOD. Trees play an important role in providing a micro-climate, nutrients, and improved soil that ultimately enhance cocoa crop yields. The climate-smart cocoa approach also facilitates rehabilitation of Ghana's cocoa stock, 20 percent of which is considered too old to produce well. Cocoa farmers typically do not cut and replace older trees because it takes trees out of production completely for a period of time. It calls for cutting and replanting cocoa trees on a

¹⁰ UNDP. Environmental Sustainability and Policy for Cocoa production in Ghana (ESP I). (2012).

more systematic and regular basis to maintain peak productivity. COCOBOD is piloting the approach on a 200,000 ha plantation area, partly with ENFALP support, with the aim of future replication and upscaling. Cocoa farmers typically avoid cutting down and replacing overly mature trees because it takes trees out of production completely for a period of time while they grow.

The incentive scheme provided to farmers through ENFALP is designed to bring about a change in approach at the local level. COCOBOD and FC offer joint incentive packages to farmers under ENFALP, to help make this a reality in the project area. Indeed, there is a change in paradigm in the relationship between FC and COCOBOD, resulting in improved inter-institutional cooperation, thanks to their respective proactive role in the project and the facilitation provided by MLNR. This joint work on climate smart cocoa, includes COCOBOD providing inputs, fertilization, and technical assistance to farmers to promote the new climate-smart cocoa standards, while FC provides trees for planting on the farm lots. When it comes to assessing the needs for trees to be planted, COCOBOD works with farmers to submit their requests, targets, and the number of trees they need. This can then be included in FC contracts with the nurseries. This collaboration via ENFALP also has enhanced cooperation and alignment between COCOBOD and FC.

Another important aspect of the incentive package to farmers has been the FC review of the tree tenure system, including naturally occurring trees, which allows farmers to register these trees and participate in a benefit-sharing agreement with the government. The innovations on tree tenure had already been piloted in other areas, but the project is allowing the government to expand on a much broader scale.

For instance, Modified Tuangya System (MTS) plantations are being established in the forest reserves to reclaim degraded areas depleted by wildfires and illegal chainsaw operators. FC assigns depleted areas to local farmers to cultivate food crops. They are given improved timber species to plant and maintain. After five years, the farmers move to other depleted areas and start the process anew. The trees are harvested after 15 years and sold, with 40 percent of the proceeds going to the farmers, another 40 percent to the FC, 15 percent to the landowners (normally traditional authorities), with the remaining 5 percent kept for the development of adjoining (host) communities.

The system, promoted by ENFALP, is a game-changer for rural communities. They now have access to fertile land on which to carry out larger scale crop planting while inter-planting the crops with trees provided by FC. The MTS system has already been tested and proven successful in the Ashanti region and FIP is supporting the government-led replication and scaling-up efforts in the Western and Brong-Ahafo regions.

This overall incentive package is supplemented by a number of awareness raising activities under ENFALP, such as the radio sensitization efforts, which are being implemented successfully. This has been carried out jointly by COCOBOD and FC, in the form of weekly programs broadcast on eight local radio stations so far. Specific awareness raising efforts are also directly targeted at local community CREMAs supported by the project.

The tree registration process is currently on-going under ENFALP. It involves counting trees on each acre of land covered by the project to implement smart-cocoa practices. The minimum requirement for accessing the scheme is having 18 trees per hectare. Moreover, thanks to ENFALP,

COCOBOD now routinely shares information, such as monitoring data, with the MLNR to help strengthen implementation.

A WORK IN PROGRESS

Despite the satisfactory implementation of ENFALP, challenges still exist. Work is still required to ensure a timely and adequate provision of trees to farmers by FC, so that they can be planted in time for the rains. The mid-term review noted a 40 percent gap between trees requested for planting and those actually delivered.¹¹

In addition, there is a lack of some technical components, such as the prolonged absence of a training manual for extension officers on climate-smart cocoa practices. Since 2017, extension work and awareness raising have been conducted (albeit with some delay due to reorganization of COCOBOD in 2017) without a proper manual. It is urgently needed to ensure consistent climate-smart cocoa practices can be adopted by farmers and communities and coordinated by the relevant institutions. It is crucial to continue community sensitization on these issues, in order to develop a sense of shared ownership.

The effective implementation of the tree registration process, both for planting new trees under the project and for naturally occurring trees, is also crucial to the continuous engagement of local communities. With respect to devolution of rights on trees, the process is now in the final stages, as was foreseen under the project. A registration form and process has been put in place to ensure the future compensation of farmers.

¹¹ Ibid

STAKEHOLDER ENGAGEMENT: THE CREMA PROCESS

At the local level, support to Community Resources Management Areas (CREMAs) is also key to strengthening coordination in implementation and changing the paradigm.

Setting up CREMAs can be a lengthy process, requiring knowledge, awareness raising, and trust building. Given the past relations between government, local farmers, and communities, it can take a long time to build trust and better understand the relationship between the communities to be involved in resource management, let alone setting the required enabling policies.¹² Approval of bylaws can sometimes take years, but when resources are readily available, the vetting process can be accelerated. For instance, 22 of the already existing CREMAs in Ghana took 1.5 years to receive official recognition,¹³ while others took up to 15 years to be officially set up.¹⁴ See in Annex B more information on the lengthy process leading to the mainstreaming of the CREMA approach in Ghana.

When ENFALP was approved in 2015, the project appraisal document mentioned that FC should manage the CREMA creation component of the project.¹⁵ According to a senior Wildlife Division (WD) official, it took an extended period of time for all parties to agree on the way forward during the early years of project implementation. Not everyone

¹² Interview with senior WD official. See Annex C for more information on methodology and people interviewed.

¹³ According to the interview with the senior representative in Wildlife Division (WD) of the FC. See Annex C for more information on methodology and people interviewed.

¹⁴ According to interviews with Ministry officials, who referred to other CREMAs set up through WD. See Annex C for more information on methodology and people interviewed.

¹⁵ Ghana Forest Investment Program- Enhancing Natural Forest and Agroforest Landscapes Project Appraisal Document (PAD), 2015

involved in project management understood the CREMA concept. There was a realization that large corridors of off-reserve land existed across districts. Different views were considered on how best to divide and delineate the five planned CREMAs, given the political, geographic, ecological, and social boundaries. A baseline socio-economic study was commissioned by WD and conducted by a local consultant in 2017. This study sought to clarify the situation by mapping out areas, identifying stakeholders, conducting socio economic and biological (fauna and flora) surveys, undertaking GIS mapping, as well as striving to describe ethno-biological realities.¹⁶ The results of the study led to the decision to move ahead with the full-scale establishment of the CREMAs. Through this process, key stakeholders had come to understand both formally and informally the CREMA approach.¹⁷

ADOPTING A FAST-TRACK APPROACH TO CREMA CREATION UNDER ENFALP¹⁸

To avoid further delays in setting up CREMAs, and considering delays attached to previous implementation efforts, in 2017 MLNR decided to empower community-based organizations (CBOs) to manage the CREMA establishment process with local communities. The Project Management Unit (PMU) in the Ministry recognized the advantages of working with CBOs, including their capacity in grassroots mobilization and solid experience in

¹⁶ The WD official confirmed that the studies have not been published and their access is restricted. They include fauna survey within proposed community resource management areas, in the Western region; flora report on CREMAs in the Western region; land cover for proposed CREMA; and socioeconomic baseline studies for CREMA establishment within the FIP corridors in the Western region

¹⁷ Interview with senior WD official. See Annex C for more information on methodology and people interviewed.

¹⁸ Details in this section come from interview with senior official at the Wildlife Division (WD) of the Forestry Commission (FC). See Annex C for more information on methodology and people interviewed.

working with communities. Ahead of the process, the Ministry also informally consulted with the COCOBOD focal point on the concept of working through NGOs, which they supported.

To pilot this innovative approach to establishing CREMAs, the Ministry issued a call for proposals and, later, contracts with CBOs to facilitate the process. An interview with a senior WD representative confirmed that FC at the national level was informed of this call for proposals through the advertisement itself and through exchanges with a CBO on the margin of the process. PMU management also consulted FC regional offices on the short list of NGOs to be invited to bid. The head office was kept informed of these exchanges. The five six-month CBO contracts that resulted from this process (one per CREMA area) were issued by the PMU in September 2017. Conservation Alliance, one of the five CBOs, was tasked with coordinating the work of all CBOs and reporting back to the PMU.¹⁹

Once the innovative CBO contracts were put in place, WD, in particular its Director, worked closely with the PMU, embracing the CBO approach and collaborating with them to rapidly advance the CREMA process. This collaboration was essential as the CBOs were not competent in the technical aspects of CREMA creation. WD also had its limitations, with presence in only three of the five CREMA blocks and insufficient capacity to work effectively with all communities involved in a timely fashion.

¹⁹ Interviews with MLNR and FC officials. See Annex C for more information on methodology and people interviewed.

HOW THE FAST-TRACK APPROACH UNFOLDED AND BENEFITED THOSE INVOLVED

The move to fast-track creation led to the identification of 13 potential CREMAs in September 2017. These were then clustered with stakeholders following a validation process.

CREMA executive committees were established in January 2018, indicating a total area of 85,000 ha was designated to come under the control of forthcoming CREMAs. The mid-term review confirmed this, recognizing it exceeds the initial project target of 50,000 ha. As of April 2018, the CREMAs had all constitutions drawn and validated at the district level. At the time of this writing, contracted consultants were in the process of delineating the CREMA boundaries and CBOs were actively involved with the CREMAs.

The engagement work with local communities has been going smoothly, but it is logistically challenging by nature and further highlights the benefit to the project, FC and the Ministry of working through CBOs.²⁰ Their work and relationships are very much focused on innovation and engagement, liaising between the project and the grassroots level to sensitize and mobilize communities. This new approach has involved frequent visits and regular meetings and has led to a much higher frequency of communication with communities, as well as increased engagement in local languages. CBOs coordinate closely with FC and the PMU team to ensure the content of their messages

²⁰ The project engages many communities that are dispersed all over the region and not easy to access. Work promoted by project (plantations) is labour intensive and demanding. Logistical needs to undertake awareness-raising activities are higher than originally expected (for example, to reach farmers most meetings need to be organized at night, and not all communities have infrastructure such as an information center or a church where the meetings can be organized, etc).

builds on the project communication strategy. CBOs use FC-provided videos/documentaries on Ghana's biodiversity and wildlife to engage local communities during meetings. Training is provided to CREMA members on land rights, information sharing, awareness raising, and climate-smart agricultural practices.²¹

The innovative CBO-managed delivery arrangement greatly accelerated the process of visiting 70 communities and selecting 30 with which to work. This was done in only one month, building on the selection criteria provided by WD. This is in contrast to the traditional approach through FC directly, where WD required extensive time to engage with communities on establishing CREMAs. Interviews conducted during the field visit in preparation for this case study revealed that it would have been impossible for WD to engage so many communities so fast. CBOs also confirmed that their joint work with FC and to support the CREMA process has helped change how local communities and traditional authorities perceive FC. CBO and PMU interviews highlighted how CBOs focused on engagement with the communities, including assessing their needs, building awareness, and developing tailored approaches with the communities so that they owned the CREMA process. All five CBOs have since had regular meetings to coordinate their work, normally one per month, and that this arrangement has been working very well. This process also builds on their long-term working relationship in the project area. ■

²¹ Confirmed during field visit done in April 2018 for this case study

Conclusions from the Case Study

The present case highlights a number of conclusions about how project implementation has addressed the two delivery challenges, presented at the beginning of the case study:

HOW DID THE PROJECT ADDRESS THE LACK OF COORDINATION BETWEEN FC AND COCOBOD? (Delivery challenge 1)

The project addressed the first delivery challenge by having stronger coordination on the ground, as confirmed by interviews and field visits. Both COCOBOD and FC have shown leadership working together to identify, prioritize, and achieve effective joint response to climate change impacts. Both organizations saw the value of working together to improve inter-institutional cooperation, thanks to their respective proactive role in the project.

With respect to coordination with COCOBOD, the selection of the targeted farmers is conducted with FC to help build synergies. The CBOs contracted to assist the CREMA process also exchange information on their activities with COCOBOD. CBO representatives at the regional level have invited COCOBOD to participate in CREMA meetings.²² That being said, COCOBOD still has its own channels with which to reach out to farmers. For example,

²² Ibid

COCOBOD engages communities through the Cocoa Health Extension Division, while FC does so through their Extension Departments. About 90 percent of the farmers involved in CREMAs are cocoa farmers. This is particularly relevant as COCOBOD districts are different from CREMA districts. Local government structures also not fully align with CREMAs. District assemblies are not formally represented in CREMAs, as membership is drawn from the community population (although this may include district assembly members). The interaction between CREMAs and district authorities and plans remains unclear in practice.²³ There is room for improvement in terms of coordinating actions at the local level in communities working with the CREMA structures. This is a process that is likely to take time.

HOW DID THE PROJECT ADDRESS DELAYS IN CREATING CREMAs AND LIMITED PARTICIPATION OF LOCAL FARMERS AND COMMUNITIES IN IMPLEMENTATION? (Delivery challenge 2)

The project has promoted an innovative approach to establishing CREMA by partnering with CBOs. This accelerated CREMA creation and result achievement in terms of community resource management. The fast-track approach promoted by MLNR and FC through CBO delivery for the creation of CREMAs certainly had a positive impact tackling the delays in creating CREMAs.

Even at ENFALP's midpoint, the fast-track CBO delivery model has given a central role to community actors, helped build ownership, positively changed the relationship between FC and farmers at the local level, and designated a total area of 85,000 ha to fall under CREMA

²³ Mentioned in several interviews and noted in the mid-term review, 2018. See Annex C for more information on methodology and people interviewed.

management, exceeding the project target of 50,000 ha.

The project has already proven that working through CBOs is an effective delivery approach. CBOs' long-term working relationship with local communities has helped to raise awareness and nurture the emergence of sustainable natural resource management schemes and increase the participation of local farmers and communities.

Working alongside CBOs that have had a long-term, positive relationship with project area communities has also been instrumental in changing the perception of forest management challenges by these populations.

Local populations involved in the CREMA process also see clear benefits from this CBO-managed engagement process. The Akontobraman CREMA, for example, consists of 35 communities. With ENFALP support, it has established five Community Resource Management Committees (CRMC) and one high-level CREMA Executive Committee, consisting of representatives of the CRMCs and local government. Members of the CRMCs are selected by the communities themselves and are a mix of local, traditional authorities, community leaders, and representatives of farmers' groups and associations.²⁴

The needed governance structures to effectively manage the Akontobraman CREMA have been established. The CREMA by-laws to govern the management of the areas are being prepared for adoption and ratification

²⁴ Meeting with Akontobraman CREMA during field visits. See Annex C for more information on methodology and people interviewed.

by the local communities and the district assembly government. Members of the CREMA Committees are being trained and empowered to work as the project plans to establish management offices in late 2018.²⁵

Members of the Akontobraman CREMA also note these benefits:

- The distribution of seedlings to some members
- Increased awareness of the importance of protecting the environment, conserving forests, and the role members can play if they are well organized
- Increased knowledge of their rights: one participant mentioned that she now knows she must give permission for loggers to enter her farm (before they just went ahead and cut the trees without prior notice)
- The registration of trees, the benefit-sharing system, and the government prioritizing to work directly with CREMAs
- Improving the community organization through continued meetings and strengthened coordination.
- Once the CREMA structures are put in place, the community will focus on a fund mobilization strategy. Community members provided examples of activities they are considering to generate income: establishing tree nurseries, develop plantations, bee-keeping, and other livelihood initiatives.²⁶

²⁵ Meeting with Akontobraman CREMA during field visits. See Annex C for more information on methodology and people interviewed.

²⁶ Meeting with Akontobraman CREMA during field visits. See Annex C for more information on methodology and people interviewed.

MOVING FORWARD

The CBO delivery model is widely supported, and WD seeks to expand CREMA development with a second call for proposals to interested CBOs to expand CREMA development. In light of the results achieved so far the shift toward using the CBO implementation modality for the CREMA is now clear and supported by all involved. To support the second call for proposals for CBOs to assist CREMAs, the management of WD was broadly consulting in preparing and determining the terms of reference and contracting arrangements.²⁷

These new contracts will entail:

- The inauguration of new CREMAs at various levels
- The development and approval of by-laws
- Training in group dynamics and team building
- Building the interaction with other funding mechanisms to ensure linkages in community selection moving forward
- Training in safeguards in liaison with district management

²⁷ Interview with WD management. See Annex C for more information on methodology and people interviewed.

As put forward by the ENFALP Project Manager,²⁸ the challenge ahead is clear. Between now and project close, further momentum needs to be built to help expand this community-driven approach to natural resources management:

“Originally the CREMAs were created with the purpose of protecting biodiversity, and therefore the process was managed by WD. Now the government is promoting the concept of CREMAs as an alternative model for devolving more rights and responsibilities to communities and farmers in the management of resources. With the project, the members of the CREMAs are given priority to receive support from COCOBOD and FC. The idea is to have this as the norm once the project ends.” ■

²⁸ This is part of the interviews conducted during the field visits in preparation for this case study. See Annex C for more information on methodology and people interviewed.

Lessons emerging from the case study

This case study offers a number of lessons about implementing projects promoting sustainable forest management in Ghana, including the following.

COMBINING COMPETING APPROACHES TO RESOURCE MANAGEMENT INTO A COMMON GOAL THROUGH ADAPTED COCOA PRODUCTION APPROACHES

This project has helped COCOBOD, FC, and MLNR demonstrate how to capitalize on aligning national and international interests on sustainable forest management and shifting cocoa market trends to support harmonization between cocoa production and forest management in Ghana. This paradigm shift saw the use of climate-smart techniques to boost productivity of cocoa farming and restore forests by providing direct benefits to local communities and farmers. Such a shift has faced some key challenges, not all of which are fully resolved. However, proper management and streamlined communication and reporting processes within the project management structure should alleviate these challenges. In projects facing similar coordination challenges, this shift in approach must be mirrored through adequate coordination mechanisms at the local level as well.

PROMOTING MORE SUSTAINABLE NATURAL RESOURCE MANAGEMENT THROUGH LINKAGES WITH DEVELOPMENT OPPORTUNITIES

Improving natural resources management through engagement with local communities must be linked to development. Projects promoting community-based resource management remain accountable to the local communities they intend to serve. This accountability should serve both short- and long-term goals, including building mechanisms so local communities can access long-term funding opportunities. Similar projects should seek to facilitate the involvement of local communities, promote benefit-sharing schemes, provide adequate technical assistance and input, and attribute an adequate budget for alternative livelihood activities. These factors could, when combined with community-created structures, help foster changes in practices by local populations.

ENSURING EFFECTIVE AWARENESS RAISING THROUGH COMMON MESSAGES

The use of clear, consistent messages by project implementers is crucial to avoiding confusion and promoting effective coordination at both the national and decentralized levels. Under ENFALP, for instance, joint training, site visits, and radio programs have been instrumental in cementing the collaborative relationship between COCOBOD and FC on smart-cocoa practices. These measures have also helped project beneficiaries to adopt sustainable natural resources management practices.

PARTNERING WITH CBOs TO MAKE LOCAL COMMUNITIES PART OF THE SOLUTION

Working through CBOs has accelerated both the process of CREMA creation and result achievement in terms of community resource

management in the project area. Working alongside CBOs that have longstanding, positive relationships with project area communities has been instrumental in changing communities' perception of forest management and promoting sustainable action in the medium-term. Such a delivery structure could be useful to overcoming similar challenges in other countries, keeping in mind that the integrated process of creating and sustainable managing CREMAs is still in its infancy and requires funding and CBO oversight beyond the project closing date. Funding is also required to support the second tranche of six-month CBO technical assistance contracts—an important next step in building strong, sustainable management structures in the long run. Several actors closely involved in the process of building structures and capacity at the local level highlighted that this process takes time.

There is considerable potential to replicate the CREMA implementation model as a community-

based management and local service delivery structure. The CREMA model requires significant effort to accompany and sensitize the community, raise awareness, conduct consultations, undertake appropriate socio-economic and biophysical baseline studies, define geographic boundaries, establish inclusive and transparent membership criteria, and develop inclusive CREMA constitutions and management plans. Depending on the availability of resources in Ghana, more CREMAs could be set up in zones not already covered. Depending on specific circumstances, these additional CREMAs could utilize either the CBO implementation model tested by ENFALP or the FC/WD direct method. Ghana is learning how to innovate and be flexible in implementation modalities. According to WD, different development partners, such as the Food and Agriculture Organization (FAO) and Netherlands Development Organization (SNV) have already expressed their interest in building on the CREMA model for transboundary resource management (FAO) and cocoa rehabilitation (SNV) in Ghana. ■



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Insights for the science of delivery

This case study examined several elements that are considered when assessing a program along the “know-how” delivery approach of the Global Delivery Initiative (GDI). The following case study findings relate to the key elements of the GDI framework for the science of delivery.

FOCUS ON THE WELFARE GAINS OF CITIZENS

Community-based structures such as CREMAs promoted by ENFALP have allowed the project to put local communities and small farmers at the center of its approach, promoting community-based sustainable natural resource management and alternative livelihoods. The tree registration system put in place, along with the new benefit-sharing system, also provide additional incentives to farmers to preserve naturally occurring trees on their farm.

Midway through project implementation, more than 52,600 people in targeted forest and adjacent communities have received monetary/non-monetary benefits from forest activities. Direct project beneficiaries stand at 5,600 people (of whom 46 percent are female). More than 800 farmers have received capacity building support to improve management practices for tree planting or nurseries and more than 3,600 farmers/participants have reported satisfaction with service delivery or benefits received under the project.

The area designated for CREMA management stands at 85,000 ha, surpassing the project initial target of 50,000 ha.²⁹

Expanding the CREMA model beyond the initially targeted zone and developing community ownership of resource management has been made possible in large part through the CBO delivery model.

In addition, ENFALP has been building on its communication efforts through its radio programs and workshops with communities.

MULTI-STAKEHOLDER APPROACH

Building on relevant incentives, ENFALP has shown that it is possible to induce positive change in working relationships among the various stakeholders that need to be involved in sustainable forest resource management. In the case of the project target zone, this included mainly: small scale farmers, license buying companies, COCOBOD, FC, traditional authorities, district authorities, and CBOs.

This case study has described how the working relationship between actors has evolved over time, with COCOBOD, FC, and local communities seizing this opportunity presented by the project and facilitated by MLNR. This support to a multi-stakeholder coordination process at both the national and decentralized level has been key in promoting more sustainable forest management practices.

EVIDENCE TO INFORM LEARNING

The project has supported the further development of the CREMA structure and proven the effectiveness of the innovative CBO-supported CREMA creation process. Both can serve as models

²⁹ WB, 2018

to be replicated in other areas of the country or in other countries facing similar challenges.

The models, coupled with the promotion of climate-smart cocoa practices, have shown their effectiveness in promoting more sustainable forest management in Ghana and achieving GHG emissions reductions. At the time of the mid-term review, more than 9,500 ha were restored or re/afforested.³⁰

LEADERSHIP AND ADAPTIVE MANAGEMENT

Shifting away from the traditional government-led approach to CREMA creation has proven beneficial in Ghana. MLNR and FC have both promoted

and supported a fast-track approach to creating CREMA through CBOs, which has accelerated implementation. This delivery model has given a central role to community actors, helped build ownership, positively changed the relationship between FC and farmers at the local level, and designated a total area of 85,000 ha to fall under CREMA management, exceeding the project target of 50,000 ha, with the project only midway through implementation. Working through CBOs that already have a long-term working relationship with local communities is an effective delivery approach, raising awareness and nurturing the emergence of sustainable natural resource management schemes. ■

³⁰ WB, 2018

ANNEX A

CREMA - Genesis of the concept³¹

The concept of CREMA Management Boards were called for, while the policy called for Community Resource Management Areas (CREMAs) in off-reserve areas.

The first CREMA was created in 2003 in Ankasa. By the time ENFALP started in 2015, 30 CREMAs had been established in Ghana, while 22 of those had received devolution of authority from the Ministry of Lands and Natural Resources (MLNR).

Every CREMA in a given district is expected to have its Resource Committee structures set up at two levels:

- Community-level resource management committees (CRMC)
- CREMA executive committees at the CREMA level (ensuring representation from all CRMC and ex-officio members)

Each CREMAs also requires its own constitution, backed by a bylaw, gazetted by the relevant district assembly. Once this local creation process is completed, WD certifies that due process was followed, that relevant and adequate baseline studies were conducted, and that appropriate structures and governance instruments have been developed and put in place. It makes a recommendation to the Ministry to issue the certification of devolution to the CREMA.

³¹ Details from interviews with senior official at the Wildlife Division (WD) of the Forestry Commission (FC). See Annex C for more information on methodology and people interviewed.

ANNEX B

Detailed Timeline

Date	Event	Note
1971	Wildlife Conservation Regulation L.I. 685	First legislation on wildlife management in Ghana which encouraged public exclusion in natural resources management through a policing approach
1994	Forest and Wildlife Policy	Updated the 1971 regulation to move away from the policing focus and allow more involvement of local communities in natural resources management in Ghana
2000	Specific Wildlife Policy	Provided a specific framework for a more collaborative wildlife resource management approach involving local communities, calling specifically for the creation of CREMAs in off-reserve areas
2003	First CREMA established in Ghana	First example of actual implementation of the CREMA process and model in Ghana
2010	R-PP approved	This approval paved the way to develop the REDD+ Strategy
2012	Updated Forest and Wildlife Policy Approved	Updated the 1994 national policy to formalize the concept of CREMA for both forest and wildlife management in Ghana
2012	Ghana's FIP Investment Plan approved	This approval paved the way for the approval of ENFALP as part of a coordinated package by the FIP
22 May 2015	ENFALP grant effectiveness	Key inflection point - program implemented in 412 hectares of the Western Region, promoting joint work by COCOBOD and FC in project target zones
September 2015	Workshop in Takoradi in the Western Region	Project successfully launched
December 2015	REDD+ Strategy	Formal publication of the Integrated strategy providing the framework for ENFALP and FIP interventions in Ghana
2016	Climate-smart cocoa practices introduced	The introduction of these practices by COCOBOD paved the way to more sustainable forest management practices
2016	The Wildlife Resources Management Bill prepared	The Bill is seen as a key instrument to formalize the devolution of management responsibilities to CREMA not only on wildlife resources but also on plants
22-26 August 2016	First implementation support mission	Mission highlights the need to focus more on engagement of local communities in the process and strengthen coordination
9 December 2016	Ghana's national election and change in Government	Change in government led to delays in approval of Wildlife Resource Management Bill
24 April - 5th May 2017	Second implementation support mission	Implementation support mission identified delays in delivery of community-based activities and gaps in coordination function

Date	Event	Note
September 2017	First series of contracts to five CBOs to support the CREMA process	Inflection point: change in the delivery approach to CREMA creation
23 April - 4th May 2018	Mid-term review	Supervision mission that confirmed targets for CREMA creation surpassed with new delivery approach through CBOs
May 2018	Second series of contracts to five CBOs to support CREMA process	Steps towards sustaining the CREMA creation process using CBOs
30 June 2020	Expected project close	End of World Bank support under ENFALP

ANNEX C

Brief description of the methodology and list of Interviewees

The methodology used for this case study consisted of an initial document review, followed by a first series of interviews via conference call with the World Bank ENFALP Project Team Leader and Deputy Team Leader. The field mission was organized in conjunction with the World Bank-led mid-term review mission, where the GDI case study team participated in a series of joint meetings. One of the FIP experts on the GDI case study team, Ines Angulo, participated in the first week of the mission to Ghana in late April 2018, which included a field trip to Western Region - Sefwi Wiawso to visit project sites and a local community. The lead writer for the case study joined for the second week of the mission in Accra in early May with the mid-term review team. In addition to the community meetings in Akontobraman and the site visits in Sefwi Wiawso, 14 semi-structured interviews with stakeholders were conducted and are listed in the following table. The writing process for this case study consisted of a series of iterations with in-depth reviews and editorial support from Sandra Romboli, Rocio Sanz, Ines Angulo, and the co-task team leaders from the World Bank, Timothy H. Brown and Asferachew Abate.

Name	Position	Institution
Timothy H. Brown	Project Team Leader	WB
Asferachew Abate	Project Team Leader	WB
Musah Abu Juam	Technical Director of Forestry	MLNR
Tabi Agyarko	CPO/Project manager	MLNR/GFIP PMU
Joseph Osiakwan	Policy Officer	MLNR
Hugh Brown	Manager	FC
John Appah	Manager	FC
Andrew Kyei Agyare	Operation Manager	Wildlife Division of FC
Wilson Owusu-Asare	District Manager	FC, Sefwi Wiawso forest district
Godfried Oduro-Baah	Senior technical manager	COCOBOD
Eric D. Amengor	Deputy research manager	COCOBOD
George B. Ortsin	Evaluator MTR	Contracted by PMU
Abigail Frimpong -	Project Coordinator,	Conservation Alliance
Henrietta Asiedu	Public Relations & Communications	Conservation Alliance
Group meetings	Local community members	Akontobraman CREMA

ANNEX D

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