The present Terms of Reference is a draft that is being further refined by the Government of Ghana.
Introduction
Under the Forestry component of the Natural Resources and Environmental Governance Technical Assistance (NREG TA), the Ministry Lands and Natural Resources (MLNR) will engage the services of a firm to help design a new Forestry Development Master Plan, in consultation with all sector stakeholders.

This document sets out the terms of reference for this assignment.

1. Background

The Forest & Wildlife Policy and Forest Development Master Plan in Ghana

In recent decades, the forestry sector in Ghana has been subjected to some major challenges. These include high rates of deforestation and forest degradation, thereby depleting the raw material base for industry, low value-added processing of timber, low morale of forestry staff and performance below expectation, unexplored potential in ecotourism and under-tapped potential of civil society contribution to management decision-making.

In 1994, a new Forest and Wildlife Policy was adopted with the aims of "conservation and sustainable development of forest and wildlife resources for maintenance of environmental quality and the perpetual flow of optimum benefits to all segments of society".

In 1996, the Forestry Development Master Plan was therefore prepared as a sound basis for attainment of the aims of the Forest and Wildlife Policy, and its successful implementation was intended to maximize the rate of social and economic development of the country and secure optimum welfare and adequate means of livelihood for all Ghanaians.

The Master Plan took into consideration several interventions made in the past particularly the results of the IDA/DANIDA/ODA Forest Resource Management Project and the ODA study on Policies for Sustainable Forest Management in Ghana. It reviewed the situation of the sector at the time and discussed the main factors concerned with sustainability of forest resources, consumption of wood energy and non-timber products, the viability of the timber industry and prospects for wood processing, the conservation of wildlife and biodiversity and the whole question of involvement of people in dealing with these issues.

The 1994 Forest and Wildlife Policy and the 1996 Forestry Development Master Plan introduced a number of strategic initiatives to improve and develop the forest and wildlife resource base and integrate good governance, transparency, equity and poverty reduction into the forest and wildlife sector.

However, the implementation of the 1994 policy with all the associated reforms could not halt the degradation in the forest resource base. Illegal chainsaw and mining (galamsey) operations in forest areas have thrived over the years despite conscious national efforts to curb the situation in collaboration with the
security agencies. This is partially due to skewed incentives in the sector. Wood fuel productions especially in the fragile areas of the savannah regions have remained unsustainable whilst wildfires continue to be an annual occurrence in all the ecosystems. The timber industry still operates with obsolete equipment and has installed capacities exceeding the Annual Allowable Cut (AAC).

Therefore, in order to address the challenges that still confront the forest sector and to take on board current development trends and global environmental concerns, the Forest and Wildlife Policy, 1994 has been comprehensively reviewed and revised.

The new Forest and Wildlife Policy-2011 is a paradigm shift from the past policies. The revised policy places emphasis on non-consumptive values of the forest and creates a balance between timber production and marketing to satisfy particularly, domestic wood demands. The policy seeks to: (i) consolidate good governance through accountability and transparency, (ii) enhance active participation of communities and land owners in resource management, (iii) develop small and medium forest and wildlife enterprises as a means of job creation, for the rural and urban poor, (iv) increase biodiversity conservation and ecotourism development, (v) increase government commitment to degraded landscape restoration through massive plantation development schemes, (vi) promote sustainable management of the savannah woodland, (vii) improve research and application of modern and scientific technology in resource management, (viii) develop climate change adaptation and mitigation measures, and (ix) secure sustainable financing for the forest and wildlife sector.

Having revised the policy, it has become very necessary to review the Forestry Development Master Plan 1996, to align itself to the New Forest and Wildlife Policy.

The NREG DPO II and NREG TA operation

The NREG TA operation

The second phase of the Natural Resources and Environment Governance Program (aims at supporting the national program of governance reform in the forestry and mining sectors as well as environmental management and climate change. The development objective of NREG is to establish and strengthen policies and institutions that promote the maximization of natural resource development benefits whilst adequately managing the undesired social and environmental consequences of such development.

The NREG technical assistance (NREG TA) is, designed to help Government formulate policies and develop concrete ways in which policies could be more broadly adopted. The development objective of the TA operation is to increase the knowledge base and to strengthen capacities at Government and local levels to support policy reforms under NREG program. The TA will contribute to further deepen the policy reform program and help translate reforms into activities on the ground in a manner consistent with Sustainable Development principles, Ghanaian legal framework and World Bank operational policies, in particular social and environmental safeguards. It will help the Government identify methods and tools and suitable institutional arrangements to help them better embed the reforms in their development programs to improve sustainability and foster impacts.

The aim of the NREG TA for the Forestry sector is to finance studies and consultations in support of policy reforms and capacity building activities in the forestry sector in various themes. Among the priorities agreed upon, the TA will support the development of a new Forestry Development Master Plan, aligned to the new Forest and Wildlife policy-2011.
Objectives of the consultancy

The main objectives of the assignment is to develop through a participatory process a new Forestry Development Master Plan (2012-2032), aimed at meeting Ghana’s forest products and services needs. It will be aligned to the new Forest and Wildlife Policy-2011 and the National Development Agenda.

2. Proposed Approach

The work will follow a phased approach – outputs at each phase will be reviewed by the Technical Director Forestry, assisted by the Forestry Commission, before the subsequent phase starts:

- **Phase 1:** Refinement of the methodology
- **Phase 2:** Review of the 1996 Forestry Development Master Plan and forestry sector development issues
- **Phase 3:** Development of the new Forestry Development Master Plan 2012 – 2032

The selected firm will work closely with the Technical Director, Forestry in the Ministry of Lands and Natural Resources and the Forestry Commission.

The approach to developing the FDMP should emphasize wide and inclusive consultations with all relevant stakeholders (in the field and at the national level).

Deliverables will be based on comprehensive reviews of all relevant reports and documentation in the sector and, as noted above, consultations with a broad range of stakeholders. In addition, the Consultant will take note of complementary activities and studies (such as, the development of tree tenure pilots, the preparation of Forest Management Plans, and the development of the SESA under the REDD+ program) and collaborate with relevant teams to ensure synergies and avoid duplication of efforts wherever possible.

The proposed Forest Development Master Plan will be consistent with Sustainable Development principles, Ghanaian legal framework and World Bank operational policies, in particular social and environmental safeguards.

3. Activities and Expected Outputs

The expected outputs are as follows: (a) an inception report, (b) a draft report and power point and (c) a draft Forestry Development Master Plan. Each report will be submitted to the Technical Director (Forestry)/Forestry Commission in the form of five hard copies and one CD.

4. Scope of Work

**Phase 1: Refinement of methodology**

During the selection process (technical proposal), the firm will prepare an inception report. The inception report will be based on an initial literature review and discussions with relevant stakeholders at the national and international level. It will include the following elements:

- Suggested changes to the scope of work.
- The methodology to be used for analyzing performance of the MPFD 1996
- The approach to be adopted to ensure inclusive and representative consultations.
• The outline of each output, including any changes Changes to the proposed outline for the MPFD (see annex).
• A detailed timeline.

Phase 2: Review of the 1996 Forestry Development Master Plan and forest sector issues

The consultant is expected to perform the following tasks:

a) **Review the Forestry Development Master Plan (1996).** The review would pay particular attention to the following in the forestry and wildlife sectors:

*Relevant policies:* Policy, legislative and institutional reforms within the forestry sector since 1996 including associated policies that may have impacted the Forestry Development Master Plan and the 1994 policy. The consultant would also review proposed future policy and legislative reforms (including associated policies) identifying previous and potential policy challenges, lessons learnt and the gains made in the sector to harmonise various reform processes.

*The policy-implementation nexus:* Exploring areas of successful and unsuccessful implementation and recommending ways in which challenges can be overcome in a new FDMP. All project interventions in the sector since 1996.

*Social and Environmental impacts:* Examining the impacts of the previous policies and the implementation of those policies on the welfare and income of forest-dependent communities and on environmental quality (i.e. biodiversity, habitat fragmentation, natural habitats). This analysis will require a literature review, surveys at the household and community level, and the collection of data from secondary sources. The analysis will identify the channels through which impacts are distributed, taking into account community dependence on forests, poverty levels, existing infrastructure, etc. The analysis will provide recommendations for the development of the 2012 FDMP, its’ roll-out and implementation. The analysis will also pay particular attention to the Forest Plantation Strategy, specifically providing an *ex-ante* analysis of welfare and environmental impacts on communities and households. Recommendations for the Forest Plantation Strategy will also be presented together with recommendations for its’ roll-out and implementation. The *ex post* and *ex ante* analysis will be complemented by the social and livelihood assessment undertaken under the Forest Management Plan TOR, the social analysis undertaken under the Tree Tenure and Benefit Sharing TOR, and the SESA undertaken as part of the REDD+ process. The impact analysis will adopt a vulnerability lens, with attention to groups such as women, pastoralists, etc.

*FDMP and the strategic focus:* Identify new strategic focus of Ghana Government’s development agenda in respect of natural resources management, and develop program and projects that will enable the sector to achieve the policy objectives set out in the 2011 Forest & Wildlife Policy.

b) **Develop an analysis of timber supply and demand.**

- **Organize consultation workshops.** The workshops will have the following characteristics (the list is not exhaustive):

  *Representation.* Participants will represent the range of stakeholders relevant for the FDMP ranging from community based organizations to national level organizations. Within the groups of stakeholders (traditional authorities, community based organizations, etc.) it will be expected that there will be representation along the lines of gender and youth.
Location. Consultations will be held at the national and regional levels,

Focus: Consultations will provide an opportunity for Government to engage various stakeholders in debating current issues in the forestry and wildlife sectors and develop a road map for the future of forestry in Ghana.

Documentation: Consultation minutes and reports will be prepared and disclosed by the Ministry of Lands and Natural Resources.

Based on the activities above, the Consultant will submit the following outputs:

a) A report on the review (accompanied by a Power Point Presentation). The report would cover:
   - The key institutional (policy, legislative, organizational) issues and how they affected the performance of the 1996 FDMP.
   - The lessons learned from previous sector reforms.
   - Conclusions on the performance and coherence of interventions in the sector since 1996.
   - The current challenges within the forestry and wildlife sectors.
   - The proposed new strategic focus of the Government with regard to forestry sector development for each of the different components.

b) A report detailing the outputs of the consultation with stakeholders. This will include:
   - Key issues raised in the consultations, including concerns and how they were addressed.
   - Identification of areas of concern that remain amongst stakeholders and recommendations on the measures that will be used to determine broad agreement on the plan.
   - Details on the participants including interest groups, gender, and other relevant aspects to demonstrate representation.

Phase 3: Development of the new Forestry Development Master Plan (FDMP)

The consultant is expected to perform the following tasks:

a) Draft a FDMP for the sector spanning 2012 – 2032. The draft FDMP will draw on the findings from the review undertaken in Phase 1. This task will include the following:

   Re-definition of the objectives and vision of the Forestry Development Master Plan based on the activities undertaken in Phase 2. The draft FDMP objectives and vision will be aligned with the new Policy 2011. In addition, the draft FDMP will be prepared in a user-friendly fashion.

   An economic, technical, social and environmental analysis of the sector. The proposed analysis will provide an ex-ante impact assessment of potential social and environmental impacts of the proposed FDMP and ensure that adequate provisions are made to avoid or mitigate potential adverse impacts, in line with the Ghanaian legislation and World Bank safeguard policies.

   Budgeting. The preparation of a comprehensive budget for the implementation of the Master Plan including the identification of possible sources of sustainable financing for the plan.

b) Develop profile of interventions. The Consultant will prepare a profile of various projects and programme interventions to be implemented during the period. The profile will include cost tables of all the interventions.
c) **Organize dissemination workshops.** The workshops will have the following characteristics (in addition to those above):

*Representation.* The Consultant will facilitate three regional and one national stakeholders’ consultation workshops to present the draft Master Plan. This will include:

The Consultant will revise the draft FDMP incorporating the conclusions of the workshops and consultation process.

The Consultant will submit the following outputs:

a) **The final report presenting the new Forestry Development Master Plan (accompanied by a Power Point Presentation).** The report will include the profile of projects and programs, the comprehensive budget for implementation and sources of sustainable financing identified. The report will:

- Have been validated by sector stakeholders.
- Be presented (using Power Point) to the Technical Director, Forestry.
- Be subject to revisions based on input from the Technical Director, Forestry and the Forest Commission (in this case a)

The tentative outline for the FDMP is presented in annex 1.

b) **A report detailing the outputs of the consultation with stakeholders.** This will include:

- Key issues raised in the consultations, including concerns and how they were addressed.
- Details on the participants including interest groups, gender, and other relevant aspects to demonstrate representation.
- A description of how broad agreement on the FDMP was reached.

5. **Composition of the team**

The team shall have at least the following specialists:

- **A Lead consultant** specialized in forests/natural resources governance, with a Ph. D. and at least 15 years of experience. Good knowledge of the situation in Ghana is highly desirable. S/He will have proven experience delivering quality outputs on time and will have proven experience leading multi-disciplinary teams. S/He will be responsible for leading the team, coordinating the preparation of outputs, and engaging directly with the client.

- **Forester:** with a Ph. D. and at least 15 years of experience. Good knowledge of the situation in Ghana is highly desirable. S/He should have knowledge of the forest sector in Ghana. In addition, they will have knowledge of benefit sharing arrangements and natural resource management/extractive industries, in West Africa, preferably in Ghana. S/He will have experience with the silvicultural and ecological dimensions of forestry.

- **Forest Economist:** with a Ph. D. and at least 15 years of experience. Good knowledge of the situation in Ghana is highly desirable. S/He should have knowledge of the forest sector in Ghana. In addition, they will have knowledge of benefit sharing arrangements and natural resource management/extractive industries, in West Africa, preferably in Ghana. S/He will have experience working on the economic and financial dimensions of forestry.
- **Social scientist** (anthropologist, sociologist, rural economist) with minimum of 7 years of experience. S/He will have knowledge of the forest sector and the land tenure system in Ghana. In addition, they will have knowledge of benefit sharing arrangements and natural resource management/extractive industries, in West Africa, preferably in Ghana. S/He will have experience with participatory methodologies and proven experience collecting and analyzing both quantitative and qualitative data.

- **A legal expert, with at least 10 years of experience.** Specific expertise in tree and/or land tenure regimes in West Africa is required as is knowledge of national laws and implications for tree tenure and benefit sharing in Ghana.

6. **Duration**

The assignment is expected to be completed in 12 months, including all the stakeholder consultations and workshops.

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**Annex**

**Tentative Outline for MPFD 2012 - 2032**

Executive Summary

Introduction

Goals and objectives

**Strategic Vision and Targets**
- Strategic policy and institutions targets
- Strategic Physical targets

**Proposed Policy and Program Interventions**
- Policy and Legislation
- Programs
  - Programs on forest – wildlife management
  - Programs on livelihood and poverty eradication
  - Programs on forest-based industries development
  - Programs on institutional development

**Budgetary requirements**

**MAIN REPORT**

1. **Introduction**
   - General situation of the forestry sector
   - The 1996 FDMP
     - The goal and objectives
     - The programs and their components
     - Mandates for implementation
     - General FDMP implementation assessment (1996-2012)
• Implementation mechanisms
• Main achievements
• Impacts
• Issues and constraints

2. Subsectoral assessment
• Wildlife
• Natural forest management
  • Reserves
  • Off-Reserves
  • Various types of forests
• Plantations
• Protected areas system
• Pasture and grazing land management
• Urban Forestry
• Community based Forest Management
• Information, education, extension and training
• Communication, monitoring and evaluation
• Forest Based industries and forest products utilization
  • Analysis of supply and demand
• Policy and institutions

3. Scenarios for the Sector
• Introduction
  • Outlook for the Sector
  • The wood balance projection
• Strategic Vision, objectives and targets
  • Strategic Vision, Policy and Institutions Targets
  • Strategic Physical Targets
• Proposed policy and Program Interventions
  • Policy and Legislation
  • Strategic Programs
    - Programs on forest – wildlife management
    - Programs on livelihood and poverty eradication
    - Programs on forest-based industries development
    - Programs on institutional development

4. Integrated Sectoral Plan
• Policy and legislation
• Programs on Forest – Wildlife management
  • Natural forest management
  • Reserve forests – national parks – protected areas management
  • Off – Reserve forests managements
  • Grazing and Pastureland management
  • Forest protection
  • Urban forestry
• Programs on livelihood and poverty eradication
  • Community based forest management
  • Forest plantations
  • Sustainable management of residual forests
• Programs on Forest Based Industries
  • Rationalization, restructuring, retooling
    - New technologies in forest utilization and improvement of infrastructures
      o Enhancing timber wood processing
      o Enhancing Less Used Species processing
      o Enhancing the production and processing of bamboo and rattan
      o Enhancing rubber wood processing
    - Establishment of community based industries

• Programs on institutional development
  • Institutional development and reforms
  • Linkages, stakeholders participation, cooperation among actors
  • Research and development
  • Information – Education – Communication and Training
  • Monitoring and Evaluation

• Support Programs (cross cutting strategies)
  • Forest boundaries delineation (permanent forest estates)
  • Delineation of production and protection forests
  • Forest resources assessment
  • Forest resources accounting
  • Management Information System – data standardization
  • Criteria and Indicator, Certification

5. MPFD Implementation
• Strategic focus
• Institutional arrangements
• Financing programs
• Sustainability
• Implementation schedule
• Implementation M&E
• MPFD review and revision

6. Budget