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**Transparent and
Accountable
Management of Natural
Resources in
Developing Countries:
The Case of Forests**

DEVE

STUDY

Transparent and Accountable Management of Natural Resources in Developing Countries: The Case of Forests

ABSTRACT

This study reviewed the state of transparency and accountability in the forestry sector in developing countries focusing on contributions of EU actions and provisions on the same. The study was based on review of literature, policies and reports on forest governance, using three FLEGT-VPA case study countries, namely Cameroon, Ghana and Tanzania. More than 200 million Euros have been invested into FLEGT-VPA and related activities around Africa with positive impacts on transparency, accountability and overall governance. Less impact is elicited regarding benefits to local people and FLEGT interactions with other mechanisms such as REDD+. More importantly, little evidence exists on direct evidence of FLEGT-VPA processes incentivizing sustainable forest management even though there is some evidence of growth in legal timber export numbers. Recommendations for improving FLEGT-VPA include, expanding the definition of “legality” to include safeguards that ensure community rights and benefits; strengthening EU-China FLEGT-VPA initiatives to enable comparable standards for African timber; including small scale and agroforestry-based domestic timber into the EU Timber Regulation (EUTR); increasing capacity building and synergy with other mechanisms such as REDD+. Opportunities for new EU policies and actions include FLEGT-type monitoring for forest-related SDGs and incentives for actions in the New York Declaration on Forests.

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List of acronyms and abbreviations

ACP	Group of African, Caribbean and Pacific
CBFM	Community Forest Based Management
COMIFAC	Central African Forest Commission (Commission des Forêts d'Afrique Centrale)
CPA	Cotonou Partnership Agreement
CPI	Corruption Perception Index
DCI	Development Cooperation Instrument
DFOs	District Forest Officers
DRC	Democratic Republic of the Congo
EAWLS	East African Wild Life Society
EC	European Commission
EC DG DEVCO	European Commission Directorate-General for International Cooperation and Development
ECOFAC	Conservation and rational use of forest ecosystems'
EDF	European Development Funds
EFI	European Forest Institute
EITI	Extractive Industries Transparency Initiative
EP	European Parliament
EU	European Union
EU ETS	EU emissions trading system
EUR	Euro
EUTR	EU Timber Regulation
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FERN	Forests and the European Union Resource Network
FLEG	Forest Law Enforcement and Governance
FLEGT	Forest Law Enforcement, Governance and Trade
FMPs	Forest Management Plans
FPIC	Free Prior and Informed Consent
FRC	Forest Risk Commodities

HFZ	High Forest Zone
IIED	International Institute for Environment and Development
ILO Convention	International Labour Organisation
ITTA	International Tropical Timber Agreement
ITTO	International Tropical Timber Organization
JFM	Joint Forest Management
JICs	Joint Implementation Committees
LAS	Legality Assurance System
MINEPDED	Ministry of Environment, Nature Protection and Sustainable Development (Cameroon)
MINFOF	Ministry of Forests and Wildlife (Cameroon)
MRV	Monitoring, Reporting and Verification
NAFORMA	National Forest Resources Monitoring and Assessment project
OFAC	Observatory for Central African Forests (Observatoire des Forêts d'Afrique Centrale)
R- PIN	Readiness Plan Idea Note
REDD	Reducing Carbon Emissions from Deforestation and forest Degradation
REDD+	Reducing Carbon Emissions from Deforestation and forest Degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
RIL	Reduced Impact Logging
R-PP	REDD+ Readiness Plan
SSA	Sub-Saharan Africa
SFM	Sustainable Forest Management
TEITI	Tanzania Extractive Industries Transparency Initiative
TFCG	Tanzania Forest Conservation Group
TFS	Tanzania Forest Service Agency
TFWG	Tanzania Forest Working Group
TLAS	Timber Legality Assurance System
TUCs	Timber Utilization Contracts
TUPs	Timber Utilization Permits
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
VPA	Voluntary Partnership Agreement
WWF	World Wide Fund for Nature

EXECUTIVE SUMMARY

This study reviewed the state of transparency and accountability in the forestry sector in developing countries (mainly in Africa), the contributions of past and ongoing EU actions and provisions to transparency, accountability and forest governance with a view to enabling the formulation of new and or improved EU and other international initiatives to increase transparency and accountability in forest management and sustainable development in general.

The study was accrued over a period of about 7 weeks mainly through desk reviews of literature, policies and reports on forest governance, EU actions and other international mechanisms linked to forests. Three quick consultations were done with selected experts on the initial analysis to validate the results. We present three country case studies - Cameroon, Ghana and Tanzania in a bid to ground the work with operational level experiences. We use the framework for assessing and monitoring forest governance developed by the EU, FAO, World Bank and other partners as the main frame for review. This includes seven detailed dimensions summarized as follows: (i) Legal frameworks supporting information access, science debate and accountability of agencies; (ii) quality, timeliness and accessibility of information to the public; (iii) transparency in timber concession and rights allocation; (iv) transparency in forest revenue management; (v) quality of governmental oversight mechanisms; (vi) internal accountability mechanisms; (vii) engagement of private and civil society actors.

Africa harbours about 624 million ha of forest land representing about 15.6 percent of global forest land and great expanses of wooded land. At the same time, Africa accounted for over 60% of global decrease in forest cover between 1990 and 2015 amounting to 81.6 million ha. This loss in forest cover and quality is explained by several governance challenges, including corruption, illegal logging, extension of agriculture at the expense of forests, unclear tenure and rights to forest resources, unreliable forest management plans and lack of coordination in the enforcement and implementation of relevant forest policies. These governance failures are having huge impacts on sustainable resource management and on more than 500 million people depending directly on these resources for fuel-wood for cooking and heating, and food and fiber.

The EU Forest Law Enforcement, Governance and Trade - Voluntary Partnership Agreement (FLEGT-VPA) and EU Timber Regulation (EUTR) emerge as the main EU policy instruments impacting forest governance across the globe. About 200 million Euros in FLEGT-VPA investments have been recorded in Africa, with Central African Republic, Gabon and Democratic Republic of the Congo (DRC) on the lower end of investments, while Ghana and Cameroon feature as the high end beneficiaries. Ghana has made the most progress and is the closest to FLEGT licensing so far. Our analysis of the three case studies indicate that investments have gone into very diverse areas. But information sharing, legal reform and transparency emerged as relatively high investment areas, while domestic markets emerged as a low investment area. Monitoring and timber legality assurance were moderate priority investment areas.

Some evidence exists to show that EU actions have impacted forest governance in Africa. In terms of transparency and accountability, clear impact can be seen in FLEGT-VPA countries such as Ghana, Cameroon and Liberia wherein systems for sharing information, monitoring and traceability are being set-up. FLEGT-VPA support reform processes have also allowed for setting up functional institutional frameworks for enabling local participation in forest permit and concession allocation processes, accessible information on forest exploitation activities, transparency in managing finances from concessions especially local community dues or shares, tracking timber and wood

products as well as improved oversight from both government and independent private and civil society bodies.

There are a number of areas in which FLEGT-VPA impact is less evident. Enhancing the benefits of local people from timber exploitation, any synergistic and beneficial linkages to REDD+ (Reducing Carbon Emissions from Deforestation and forest Degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries) and certification, capacity building and actual sustainable forest management. For the most part FLEGT-VPA, REDD+, and certification have remained separate initiatives with little communication nor working relationships on the continent. There is very little evidence that FLEGT-VPA is beginning to positively incentivize sustainable forest management on the ground by attracting new adherents into the FLEGT mechanism despite some evidence of growth in the legal timber export numbers due to FLEGT.

The growth in domestic timber and emerging market demand for timber in Africa is perhaps the most serious challenge yet for FLEGT-VPA and EU actions in general. There are indications that such markets could potentially demotivate governments and private sector engagements in EU actions now and in the future. Artisanal logging is important because it represents the largest share of the domestic market. Artisanal logging using mainly chainsaws, represents more than 70% of the domestic market shares in both Cameroon and Ghana. In addition, timber from on farm is increasingly important in domestic markets as cost of transportation become prohibitive due to longer distances to natural forests over time. Both artisanal logging and timber from on farm are responsible for the vast majority of illegal logging.

Main Recommendations and Opportunities:

1. FLEGT-VPA might benefit from expanding the definition of “legality” to include much broader safeguards that ensure community rights and benefits. Current definition of “legality” as per national law limits full consideration of the rights of local people in many instances where participation and implementation of laws is sub-optimal.
2. Strengthening the EU-China FLEGT related activities could potentially help secure interest in FLEGT actions in the near and distant future especially if it encourages China to adopt similar standards to FLEGT for timber imported from Africa.
3. Improving investments and actions in growing domestic timber markets (especially timber from farms and artisanal logging) would also help improve efficiency in EU FLEGT actions and sustainable forest management in general. It could stop such non-forest illegal timber from infiltrating the FLEGT process and find its way to Europe, as well as encourage higher standards. Artisanal logging and on farm timber are an important change dimension in the domestic market growth and therefore need to be part of the broader equation of tackling sustainable forest management.
4. Investments in capacity building beyond monitoring, tracking and oversight would be extremely beneficial to sustainable forest management and livelihood benefits from forest enterprise. Implementation capacity is crucial in terms of knowledge, skills and resources. The capacity so far has been on tools development and training on use of these tools. Shifting emphasis to a holistic look at capacity to implement would help move EUTR objectives forward.
5. Enhanced EU actions in the synergies between FLEGT-VPA, REDD+ and certification would increase effectiveness and efficiency in the forest sector overall. While certification and REDD+

could help FLEGT - VPA on the safeguard approaches, FLEGT-VPA transparency and accountability systems such as Timber Legality Assurance System (TLAS) can be extremely beneficial for REDD+ monitoring, reporting and verification and certification processes.

6. EU actions would benefit more from taking an incentives approach to sustainable forest management in Africa and globally. This would give more opportunity for progressive partnership with the private sector in terms of enhancing financing and overall performance especially if a performance-based incentive approach is taken. At the moment FLEGT-VPA is neither a fully-fledged incentive such as REDD+ nor a fully-fledged sustainable forest management certification scheme. Even if considered an incentive in the sense that entry into VPA attracts a portfolio of finance aimed at its implementation, this is mainly in the public domain rather than directly incentivizing forest users or managers, and therefore only indirectly connected to sustainable forest management.
7. More research is needed to fully understand the cost and benefits of FLEGT-VPA and EUTR in developing countries. Most costs of FLEGT-VPA processes have been paid for by public finance with few assessments of the real costs of licensing and the competitiveness of FLEGT-VPA licensed timber. Understanding the overall impacts to local people and sustainable forests management and the pathways to delivering the same would greatly benefit the design and implementation of FLEGT-VPA and other EU actions in the forestry sector going forward.
8. Opportunities for new EU policies and actions include FLEGT-type monitoring for Aichi targets and Sustainable Development Goals- SDG forest related targets and incentives for actions in the New York Declaration on Forests or the Forest Instrument in the form of performance-based finance based on agreed targets with various developing countries.

Section I - OVERVIEW OF FOREST GOVERNANCE

1 Context of the study

1.1 Introduction

In the forest sector, the quality of forest governance started to gain greater attention, including its recognition as one central aspect of sustainable forest management (SFM) (Guido, Savenije, & Scheliha, 2012). The need for transparent and accountable management in the governance of forest resources is widely recognized among forest stakeholders as playing a central role in forest cover changes in many developing nations. Forest governance refers to the ways by which administrators and institutes (both formal and informal) acquire and exercise authority in the management of forest resources to sustain and improve the welfare and quality of life of those whose livelihoods depend on such resources (World Bank, 2009). The quality of forest governance is sometimes described as “good” or “poor”. Forest governance is a key building block for sustainable forest management and thus good governance is essential to achieve positive and sustained development outcomes and determines whether forest resources are used efficiently, sustainably and equitably, and whether countries achieve forest-related development goals (FAO-PROFOR, 2011). Furthermore, the right set of policies, adherence to the rule of law, transparency and low levels of corruption, inputs of all stakeholders in decision making, accountability frameworks, low regulatory burden, political stability and governance systems determine the management and use of forest resources. Good stewardship of natural resources also depend on the type of governance especially where forest resources are used for different purposes by a variety of actors (Ameyaw, Arts, & Wals, 2016; Arend Jan van Bodegom, Frank van Schoubroeck, & Dieuwke Klaver, 2008; FERN, 2010; World Bank, 2009).

Since the early 1990s, the notion of “good governance” has gained widespread currency as a context for emerging institutional arrangements. Good governance is characterized by ‘predictable, open and informed policymaking based on transparent processes; a bureaucracy imbued with a professional ethos; an executive arm of government accountable for its actions; and a strong civil society participating in decisions’ (Ameyaw et al., 2016; Davis, Williams, Lupberger, & Daviet, 2013; World Bank, 1994). According to World Bank (2009) good governance ensures that the mechanisms, processes, and institutions that enable stakeholder groups express their interests, exercise their legal rights, mediate their differences, and meet their obligations. Governance that does not meet these requirements results in losses in government revenue, employment, and environmental services and these are considered detrimental (Ameyaw et al., 2016; World Bank, 2009).

Governance is said to be “good” when it allocates and manages resources efficiently, effectively, and equitably. Good governance is characterized by respect for the rule of law, transparency and free flow of information, significant citizen participation and equity, high levels of accountability, effective management of public resources, and control of corruption (Kaufmann et al. 2008; Mayers et al. 2002; UNDP 2006; World Bank 2006b)(World Bank, 2009). Conversely, poor governance is characterized by unjust or unenforced legal systems, social exclusion, unengaged civil society, opaque decision making and abuse of executive power, unaccountable bureaucracies, arbitrary policy making, inequitable resource allocation, and widespread corruption (World Bank, 2006, 2009). Weak governance is often blamed for poor development outcomes, such as poverty and unsustainable levels of natural resource depletion. In the context of forests, a lack of transparency and accountability is often associated with problems such as illegal logging and corruption. Poor

forest governance indicators such as poorly defined property rights, non-transparent decision making processes, corruption, lack of accountability, inappropriate and contradictory forest laws, encroachment of forest lands and weak law enforcement capacity has ripple effects, often reflects overall weakness in governance within a country and may contribute to uncontrolled deforestation (World Bank, 2009). Also, a lack of open and inclusive decision-making often contributes to the marginalization and impoverishment of forest-dependent communities and indigenous peoples (Davis et al., 2013).

In Africa, the success in dealing with problems facing forest management may lie in addressing transparency and accountability of the knowledge base, policy, legislation and institutions. Transparency requires up-to-date, accurate and complete data; relevant, timely, accurate and accessible information comprehensible for different stakeholders; and communication and dissemination from the planning as well as during and after the implementation of policies and programmes, to build trust among stakeholders. Accountability provides credibility of the monitoring process in the governance of forest resources for quality control and quality assurance of the data that is collected and reported. It allows for continually adapting data collection and analysis methods and building capacity at all levels. Ensuring that there is transparency and accountability in the management of forest resources, improves policy and legal frameworks, eliminates ambiguity and clarifies roles of institutions governing forest resources, reduces forest conflicts, secures customary and indigenous rights, reduces the risks of corruption and paves the way for equitable and sustainable use of forest resources (Castrén & Madhavi, 2011; van Bodegom, Wigboldus, Blundell, Harwell, & Savenije, 2012; World Bank, 2008).

This study focuses on the continent of Africa and more specifically in sub-Saharan Africa (SSA) where global forest cover is declining at an alarming rate. The study is structured as follows:

Section I - gives an overview of forest governance in SSA, the state of the forestry sector and challenges experience in forest governance. This section also describes types and extent the EU Actions are relevant to the forestry sector in SSA. Section II - evaluates the state of transparency and accountability in SSA, the efficiency and limitations of various EU actions. This section also explores country case studies of EU support to FLEGT initiatives and the linkages with REDD+ and potential options for improvement; and eventually addresses the convergence and divergence between various forest related international mechanisms. Section III – highlights the effectiveness of EU development cooperation support in addressing the problems in the forestry sector; and provides recommendations for EU actions in advancing sustainable forest resources and improving transparency and accountability.

1.2 Methods

Due to the time frame of the study, the information required was extracted from the available literature. The scope of literature focused on forest policies and strategies, regional reports, synthesis by organizations such as the World Bank, UN-FAO, European Forestry Institute, etc. The scope of the literature search was on sub-Sahara Africa largely due to the wider familiarity of the team conducting the study and the access the team had to the wider networks operating in the regions. As much as possible we relied on the latest available materials. Besides, the literature search, we did three consultations that helped the team verify some of the blurred areas as found in the published materials. For instance, the latest institutional arrangements within the forestry scheme, the emerging issues and challenges concerning transparency and accountability in the

forestry sector, current state of negotiations in relations to the timber regulations, FLEGT processes and all other international schemes.

For the analysis of the state of transparency and accountability in the forestry sector in SSA, we used the Framework for Assessing and Monitoring Forest Governance developed by EU, FAO, World Bank and other partners as a guiding framework for the analysis (FAO-PROFOR, 2011). This framework is used to describe, diagnose, monitor, assess and report on the state of forest governance in a given country. As stated in the scope of the study above, we made specific emphasis on transparency and accountability aspects of the governance framework employed for the analysis. Transparency was appraised based on forests' related data availability, reliability infrastructure, assessment and monitoring of forest related information, and their release to the public or relevant stakeholders. Accountability was assessed based on the role of participatory monitoring such as civil society engagement in monitoring, accountability processes in costing the monitoring activities, and transparency and use of technologies for reporting and monitoring forest stock and extraction potentials. Based on the guiding framework specified above, the following table presents specific attributes addressed within the implementation of the tender to critically analyze the state of transparency and accountability in the forestry sector in SSA.

Table 1: Guiding framework and attributes to analyze the state of forest governance in SSA

Attributes	Explanation
1. Legal frameworks supporting information access, science debate and accountability of agencies	Extent to which the legal framework supports public access to information, promotes scientific debate relating to forest policies and imposes sanctions for failure of agencies to meet obligations to disclose information
2. Quality, timeliness and accessibility of information to the public	Quality, timeliness, comprehensiveness and accessibility of forest-related information available to stakeholders, including public notice of pending forest agency actions
3. Transparency in timber concession and rights allocation	Transparency in the allocation of timber and non-timber forest products concessions, permits and user rights
4. Transparency in forest revenue management	Transparency of forest revenue collection, budgeting, expenditure, accounting, redistribution and audit
5. Existence and quality of governmental oversight mechanisms	Existence, effectiveness and independence of governmental oversight mechanisms external to the forest agency
6. Internal accountability mechanisms	Existence and extent of use of internal accountability mechanisms, such as internal monitoring bodies, performance standards and performance-based rewards and penalties
7. Transparent and accountable engagement of private and civil society actors in the forest sector	Transparency and accountability of private agencies, corporate entities, businesses and civil society organizations operating in the forest sector

To give an in-depth insight into the transparency and accountability issue in SSA, we selected three countries that are at different levels of engagement in the EU-FLEGT process. Cameroon, Ghana and Tanzania were selected for an in-depth look of the transparency and accountability issues. The choice of these countries, besides the level of engagement in the EU-FLEGT process, also was to cover the three broad forest zones of the continent i.e. Cameroon – the Congo Basin forest in central

Africa region, Ghana – The Guinea forest belts in the west Africa region, and Tanzania – the dry and Miombo forests of eastern and southern Africa.

2 The state of the forestry sector in Africa

2.1 Overview

Global forest cover is declining at alarming rates with the largest forest area loss occurring in the tropics, particularly in South America and Africa (FAO, 2016). Africa has 624 million hectares of forest, which accounts for about 20.6 per cent of its total land area and about 15.6 per cent of global forest land. Additionally, Africa has about 367 million hectares of other wooded land, accounting for over 30 per cent of other global woodland and the forest product exports in 2014 were estimated over US\$5 billion (FAO, 2016, 2017; Wilkes, 2016). It is estimated that between 1990 and 2015, Africa lost 81.6 million hectares of forest, roughly equivalent to 11 per cent of the 1990 forest area and accounting for more than 60 per cent of global decrease in forest area (FAO, 2016, 2017; Wilkes, 2016). This loss has also been attributed to bad management of resources, non-transparent practices, agricultural expansion and increasing demand for forest resources by populations whose livelihoods are strongly linked to natural resources resulting in substantial losses of biodiversity and ecosystem function (Wilkes, 2016). This loss is of great concern since millions of African households rely on forest resources to support livelihoods and it is the main source of household energy in Africa, with 82 percent of households relying on fuel-wood and charcoal for cooking and heating. Forests are a substantial source of employment and economic growth, provide a range of ecosystem services of local, regional and global value as well as contributing to risk reduction and resilience strategies (Bromhead, 2012; Wilkes, 2016; World Bank, 2009).

Table 2: Selected forest related attributes of Africa from 1990 to 2015

Forest related attributes	1990	2000	2005	2010	2015
Forest area ('000 ha)	749 238	708 564	691 361	674 419	624 000
Primary forest ('000 ha)	60 607	53 662	37 669	47 947	16 000
Planted forest ('000 ha)	17 995	17 758	17 812	15 409	291 000
Growing stock (million m ³)	83 035	79 904	78 455	76 951	79 000
Forest area for production ('000 ha)	210 944	202 693	138 032	186 027	165 000

Source: (FAO, 2006, 2010, 2015)

2.2 Forest governance challenges

Several research papers and reports (Ameyaw et al., 2016; Counsell, 2009; FERN, 2010; Gasana & Samyn, 2008; Sundstrom, 2016; World Bank, 2006) point out that governance of Africa's forests still remains weak and illegal logging and trade in wood products, corruption, unclear tenure, lack of coordination of institutions and violation of indigenous rights facing the forestry sector can be used as possible indicators of the state of forest governance. The following sections focus on some key forest governance challenges that cause deforestation and forest degradation.

2.2.1 Illegal logging

By itself, illegal logging is a threat to the sustainability of forest ecosystems, result in losses of government revenues, foster a vicious cycle of bad governance, and may contribute to increased poverty and social conflict (Luca Tacconi, Marco Boscolo, & Duncan Brack, 2003). Globally, the volume of illegal logging is estimated at over US\$10 billion per annum with US\$5 billion in revenues being lost by governments due to evasion of royalty and tax payments (World Bank, 2006). In many timber-producing countries, particularly in Africa, majority of the global timber trade is produced from logging concessions on government-owned land. Licenses and concessions are often assigned through public tendering processes and concentrate power in the hands of those who award them and are highly lucrative to the companies that win them. Such contracts pose a high risk of corruption, particularly in countries that suffer from deep-rooted governance and accountability challenges. The volume of illegal harvest in African countries was estimated as 30% in Ghana, 50–60% in Cameroon, Mozambique and Equatorial Guinea; 70% for Gabon; and 80%–90% for Benin and Nigeria (Counsell, 2009). Furthermore, conservative estimates suggest that Cameroon loses EUR (€) 4.5m annually attributed to illegal logging and weak regulation of timber production, Central African Republic €2.6m, the Democratic Republic of Congo €3.6m, Gabon €8.5m and Ghana €32m (Kleinschmit, Stephanie Mansourian, Wildburger, & Purret, 2016; Luca Tacconi et al., 2003; Scotland, 2003).

2.2.2 Corruption

Corruption is generally viewed as the abuse of entrusted power for private gain. There can be economic corruption which involves the exchange of tangible goods (cash, official positions, material goods) and social corruption, which generally involves the exchange of intangibles (such as favours, social status or power) (FAO, 2001; Korwin, 2016). In the forestry sector, corruption may take numerous forms such as the lack of proper public procurement practices in the awarding of licenses and concessions; the lack of both accountability and transparency in contracts; political leverage and regulatory capture in timber-producing countries; non-compliance with procedures and legal requirements; inadequate consultations with landowners, civil society and forest-dependent communities and land grabbing; as well as inadequate corporate accountability of multinational companies due to opaque chains of subcontracting; and the lack of annual financial reports. This is often attributed to lack of institutional capacity to monitor and enforce existing legal and policy frameworks, low transparency and accountability, low or non-existent civil society inclusion and participation, and overall weak governance (Korwin, 2016; Nurrochmat, Dharmawan, Obidzinski, Dermawan, & Erbaugh, 2016; Sundstrom, 2016; Wiersum, Lescuyer, Nketiah, & Wit, 2013). Corruption has been flagged as one of the primary reasons why illegal logging continues in many parts of the world and within the forest sector. UNEP-INTERPOL estimated its value at \$50-152 billion (Global Witness, 2017). For instance most producer members of the International Tropical Timber Organisation are scoring lower for general regulatory quality, government effectiveness and control of corruption than other (non-timber exporting) countries in the continent by their rankings in Transparency International's Corruption perception index with the exception of Ghana (Annex I, Table 16) (Counsell, 2009; Global Witness, 2017).

2.2.3 Unclear tenure

About 95 percent of forests in Africa are under public ownership with 86 percent of these being owned by governments and local authorities. Private and "other" (mostly communal) forms of

ownership constitute just over 10% and below 4% of global forests (Arun Agrawal, Ashwini Chhatre, & Hardi, 2008). The government generally retains most of the responsibility for forest management either through exclusive control of forests (16%) or by granting non-commercial user rights to local people to meet their needs for forest products (61%). In practice, while most natural forest areas in the continent are subject to outstanding customary rights and claims, uncertainties exist around land tenure and use rights, forest tenure, tree tenure, access and user rights. Forest dependent communities' often lack secure land tenure and depend on the common-property resources provided by forests for their livelihoods.

For example in Cameroon, the Central African Republic and the Republic of Congo, all land and forests belong to the government, while communities often have access and user rights. Unlike Cameroon where a long history of community forestry exists, in Central African Republic it is foreseen in the law but does not yet exist, whereas the Republic of Congo specifies the concept and procedures related to the creation and management of community forests as part of their planned legal reform. In Ghana, all forest lands are owned by landowners but the government manages the forests for the landowners. However, landowners do not own the trees on the land unless they have planted them themselves. For Liberia, communities are recognized as owners and rightful managers of the forests within their customary lands. However, the definition of customary lands and public lands is unclear (FERN, 2010). Thus, in the absence of mechanisms to recognize tenure rights, including customary rights, there is an increased likelihood of land disputes caused by overlapping titles and claims to interests in land of security. This lack of acknowledgment of this tenure by law often leads to illegitimate land grabbing and displacement of local people in favour of unsustainable and forest degrading economic activities (Colchester, 2006; FERN, 2010; Global Witness, 2017).

2.2.4 Unreliability of forest management plans

Forest management plans are often not scientifically developed as many countries lack access to consistent forest data sets in addition to uncertainty of methodologies employed to obtain them that questions their reliability. Also the way governments collect, use and 'value' information about their forest resources that can give insights to policy priorities or biases is limited and often lacking. Moreover, management plans do not recognize the stake of local communities and the civil society in the maintenance and use of biodiversity. For instance, communities in Namibia, Madagascar, Mozambique and Zimbabwe protect large areas that are biodiversity rich and gazetted for conservation. However, this is not clearly represented in official statistics regarding their role in the protected areas, and the majority of people are alienated from the benefits of such areas (Barrow, Kamugisha-Ruhombe, Nhantumbo, Oyono, & Savadogo, 2016).

2.2.5 Lack of coordination of institutions

Natural resources in the continent are managed on a sectoral basis. There are a surplus of organizations that manage forests, wetlands, soils, watersheds, livestock, water and mining. All these resources or activities are linked with biodiversity. Yet there is very little coordination of activities among the various agencies managing different resources. Even within the forest department, often there are different departments that deal with wildlife, territorial biodiversity and forest development corporations, with little coordination for managing and conserving biodiversity. Centralized bureaucracies lack transparency and accountability, both of which are necessary to inhibit poor management and/or corruption. As a result, there are few incentives for strong

administrative performance, nor are there significant consequences for officials who do not adequately administer forest conservation policies.

2.2.6 Violation of indigenous people rights

Violations of indigenous people's rights, public trust, and public or private ownership rights may involve acts of illegal appropriation of indigenous land. Until recently most governments in Africa have been either incapable or reluctant to nationalize and redistribute tenure rights that recognize, clarify the ownership and uphold legal and customary rights of local and indigenous people (Luca Tacconi et al., 2003). Some progress has been made, but remains slow. For instance, The Republic of Congo adopted the Indigenous Peoples Law in 2011 which ensures access to education, health and social services for indigenous peoples as well as includes access and benefit-sharing mechanisms, recognizes indigenous peoples' cultural, spiritual and traditional lands, and has clear guidelines on socio-economic development projects, including FPIC (FERN, 2010). On the other hand, in the Zimbabwe's communal areas management program for indigenous resources, powers were transferred to District Development Committees, but the committees were largely under the control of the central government.

3 EU Actions

3.1 Typology and characterization of the EU Actions relevant to the forestry sector in Africa

The European Union (EU) promotes the sustainable management of the world's forests through: the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan and the 'Reducing carbon Emissions from Deforestation and forest Degradation' (REDD) process. REDD is an international policy and finance mechanism for climate change mitigation, which was first proposed under the United Nations Framework Convention on Climate Change (UNFCCC) at the Conference of Parties (COP) 11 meeting in Montreal in 2005 and offers developing countries incentives to reduce their forest carbon emissions. REDD+ as confirmed in the COP16 in Cancun in December 2010 goes beyond deforestation and forest degradation, and includes the role of conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks (UNFCCC, 2011).

In addition, EU support is geared to the priorities set by partner countries' in various initiatives. The initiatives funded in forest sector reflect the diversity of local contexts and needs, complementing EU support in connection with FLEGT and REDD+. For example in Africa, this is how EU supports African countries' efforts to enhance structures for transparency and accountability to:

- i. Develop sound forest policies and improve institutional, legal and organizational framework conditions (forest governance), in particular increased effectiveness and faster implementation of the forest governance initiatives REDD+ and FLEGT,
- ii. Enhance structures for countries to better assess and monitor their forest resources (including efficient and low-cost technologies in forest monitoring)
- iii. Support and promote forest dependent peoples and indigenous community rights
- iv. Reduce forest sector illegalities such as global trade in illegal timber and other Forest Risk Commodities (FRCs)

- v. Enhance structures for increased transparency and accountability in the forest sector
- vi. Improve public access to information in the forest sector
- vii. Implementation of Forestry Concessions Administration System

Tables 17 and 18 (Annex II) gives a summary of African countries receiving EU support to enhance structures for transparency and accountability in FLEGT-VPA and related initiatives.

EU actions in the forestry sector have mainly been geared towards: 1) institutional strengthening and regulation of forest management (34%), 2) community-based forestry development and governance systems (25%), 3) country administrations in negotiation/implementation of VPAs (20% to the preparation, negotiation and implementation of the VPAs and FLEGT issues in VPA countries, and 4) to a lesser extent, on other non-VPA countries' efforts to combat illegal logging and improve forest governance. It included support to different stakeholders (e.g. non-governmental organization (NGO) monitoring, advocacy and capacity building, private sector initiatives, research / think tank, independent observation, monitoring of trade flows, technical assistance to governments) (FERN, 2010). Between 2005 and 2014, approximately €935.5 million was spent on FLEGT by the EU and its member states.

In Africa, contributions were to support FLEGT action in producer countries, with respect to implementation of activities related to demand side measures, such as the implementation of the EUTR. Table 3 gives a summary of estimated direct and indirect total investments in FLEGT support by EU for African countries.

Table 3: Summary of estimated direct and indirect total investments in FLEGT for African countries with a VPA signed as well as those negotiating a VPA

Country	Direct support EU (million EUR)	Indirect support EU (million EUR)	Other sources (million EUR)	Total investment (million EUR)
Cameroon	53.4	3.1	6.0	62.5
Central African Republic	0.1	3.1	3.0	6.2
Congo	14.7	3.1	3.3	21.1
DRC	5.5	3.1	0.7	9.3
Gabon	0.9	3.1	0.1	4.1
Ghana	58.3	2.8	1.3	62.4
Ivory Coast	9.4	2.8	N.D	>12.2
Liberia	18.2	2.8	1.7	22.7
Total	160.5	23.9	16.1	188.3

Source: (TEREA/S-for-S/Topperspective, 2016) N.D. – no data.

In total, countries in Africa received € 160.5 M in direct support to FLEGT for activities directly related to the VPA process, the negotiation process and for wider FLEGT action, for example on forest governance, policy reforms and support to stakeholders plus possibly an additional € 23.9 M in indirect support. The total amount received from "other sources" is estimated to be € 16.1 M, so that the total investment in FLEGT in this category of countries would amount to € 188.3 M.

There are major differences in FLEGT expenditure per country. Central African Republic hardly received direct support from the EU. Ghana and Cameroon on the other hand received considerable

amounts, followed by Liberia. Ghana is the closest African country to FLEGT licensing (TEREA/S-for-S/Topperspective, 2016).

3.1.1 Forest Law Enforcement, Governance and Trade (FLEGT)

EU adopted the FLEGT Action Plan in May 2003 to combat the consumption of illegal logging to the EU and curtail the trade of illegally logged timber and related criminal activities in timber producing countries (An Bollen & Ozinga, 2013; EPI, 2010; TEREAS-for-S/Topperspective, 2016). The basic elements of FLEGT Action Plan have emphasized on legality, a legality quality assurance system, Voluntary Partnership Agreement (VPAs) and guidelines for independent monitoring.

FLEGT Action Plan is implemented jointly by the European Commission (EC), EU member states and partner countries. Implementation of the FLEGT AP commenced in 2003/2004. The FLEGT Regulation (Council Regulation (EC) No 2173/2005) establishes a FLEGT licensing scheme in producer countries for imports of timber into the EU. The negotiations of VPAs with EC and producer countries begun in 2005. In addition to the VPAs, the EU adopted the EU Timber Regulation (EUTR) to strengthen the FLEGT Action Plan. The EU Timber Regulation (Regulation No. 995/2010) was adopted in 2010 and (a) prohibits the placing of illegal timber on the EU market and (b) lays down the (due diligence) obligations of operators who place timber and timber products on the market.

One of the main tools of the FLEGT Action Plan is the negotiation and conclusion of legally-binding VPAs between the EU and individual timber producing countries. VPAs have clear goals for improving forest governance and involve non-state actors such as civil society organizations and the private sector at all stages of the process. Their effective implementation have been hinged on deliberative multi-stakeholder review process requiring reconciliation and consolidation of conflicting laws in defining 'legality' as well as a process of review, verification and independent monitoring (Bollen & Ozinga, 2013). Each VPA includes a licensing system designed to identify legal products and license them for import to the EU (unlicensed products are denied entry) and capacity-building assistance to help partner countries set up the licensing scheme, improve enforcement, and, where necessary, reform their laws. A legality assurance system (LAS) is put in place which provides a reliable means to distinguish between legally and illegally produced forest products. The LAS is composed of five key elements: a definition of legal timber based on the legislation of the timber-producing country; a traceability system; a system to verify compliance with the legality definition and the traceability system; a licensing scheme; and an independent audit. In 2004, consultations with major wood producing countries (Ghana, Cameroon, the DRC, COMIFAC, Malaysia, Indonesia and Vietnam) provided the guidance of the negotiations, and for technical assistance to implement the licensing scheme.

The first VPA was signed with Ghana in 2009; Cameroon and Republic of Congo in 2010, and Liberia and the Central African Republic in 2011. The pace of countries signing VPAs then slowed, with Indonesia signing in 2013. By that time, nine more countries had entered into VPA negotiations: Malaysia (2006); Gabon, the DRC, Vietnam (2010); Guyana and Honduras (2012); and Cote d'Ivoire, Laos and Thailand (2013). Since 2014, no new countries have been admitted to the VPA negotiation phase, in order to focus on the considerable challenges emerging with the implementation of the six signed VPAs, and to get the VPAs signed with the nine other countries (FERN, 2010; TEREAS-for-S/Topperspective, 2016). Table 4 shows a summary VPA for countries.

Table 4: Summary of VPA progress to date

Countries	Negotiations started	VPA Agreed	Signed VPAs	Ratified	Entry into force	Status
Indonesia	March 2007	4 May 2011	30 September 2013	April 2014	1 May 2014	Extensive civil society and stakeholders engagement; policy reforms; regulations in place to support trade of legal timber; TLAS implemented; FLEGT licensing started (15 November 2016);
Ghana	March 2007	4 September 2008	19 November 2009	2010	1 December 2009	TLAS final testing, to be launched 2017; national wood tracking system rolled out in 17 districts; EUTR adopted in 2010
Cameroon	November 2007	6 May 2010	6 October 2010	1 December 2011	1 December 2011	Strengthened the capacity of forest stakeholders; FLEGT licensing not yet in place; developing the systems needed to control, verify and license legal timber
Central African Republic	October 2009	21 December 2010	28 November 2011	1 July 2012	1 July 2012	Forest related ministries compiling and making forest resources information publicly available; FLEGT licensing not yet in place; developing the systems needed to control, verify and license legal timber
Congo	June 2008	9 May 2009	17 May 2010	19 February 2013	1 March 2013	Capacity building enhanced; FLEGT licensing not yet in place; developing the systems needed to control, verify and license legal timber
Liberia	March 2009	9 May 2011	11 July 2011	1 December 2013	1 December 2013	FLEGT licensing not yet in place; developing the systems needed to control, verify and license legal timber
Côte d'Ivoire	February 2013					VPA negotiations on going
DRC	October 2010					VPA negotiations on going
Gabon	September 2010					VPA negotiations on going
Guyana	December 2012					VPA negotiations on going
Honduras	January 2013					VPA negotiations on going
Laos	April 2012					VPA negotiations on going

Malaysia	January 2007					VPA negotiations on going
Thailand	11 September 2013					VPA negotiations on going
Vietnam	29 November 2010					VPA negotiations on going

3.1.2 European Union Timber Regulation (EUTR)

On 3 March 2013, the EU Timber Regulation came into force. The EUTR is legally binding on all 28 EU member states and prohibits placing illegal timber on the EU market. Under the EUTR, operators distributing timber or related products in the EU market, harvested in the EU or beyond its borders are required to exercise due diligence to minimize the risk of perpetuating forest illegality. The EU Timber Regulation (Regulation (EU) no 995/2010), outlines the obligations of operators and traders who place timber and timber products on the European market. In addition, "Due diligence" stipulated in the (Regulation (EU) No 607/2012) requires operators to undergo a process to minimize their risk of placing illegally harvested products on the EU market. Regulation No 363/2012 provides for "Monitoring organizations," which are officially recognized by the EC, as private entities (which can be for-profit or non-profit) responsible for providing operational due diligence systems to EU operators. The Competent Authorities of EU member states, which are government departments responsible for implementing the Regulation in their respective countries, must check monitoring organizations operating in their territory at "regular intervals," understood to be every 2 years (EU FLEGT facility & REDD facility, 2014, November).

3.1.3 REDD+ mechanism

REDD+ stands for Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries. The primary goal of REDD+ is the reduction of greenhouse gas emissions, consistent with the UNFCCC's goal of achieving "stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system" (United Nations, 1992). REDD+ is a mechanism, which allows tropical forested developing countries to sell carbon credits to interested buyers in markets or receive financial support from conservation funds in order to reduce deforestation and degradation rates (White & Minang, 2011). The specificity of REDD+ is its incentive system as payments are linked to performance. It is a UN-led process that started in 2005 but most of the crucial decisions about the mechanism were agreed on in Warsaw in 2013 at the Conference of Parties (COP) 19 and the final adoption happened in 2015 at COP 21 in Paris.

The European Union and its Member States strongly support REDD+ as a measure to maintain and strengthen the role of tropical forests in climate change mitigation, adaptation and development. From 2006 to 2014, the EU and its Member States provided EUR 3 billion in support of REDD+ activities (European Union, 2015). For instance, according to the Overseas Development Institute, Germany, Japan, Norway, the UK and the US provided 83% of all REDD+ finance delivered between 2010 and 2012. Norway has been the largest contributor with a total of USD 968 million (EPI, 2016) EU REDD+ support has been concentrated on three main thematic areas, which are capacity building and local awareness, social and environmental benefits, and demonstration and pilot

activities (European Union, 2015). Most of the funding committed up to 2014 by the EU and its Member States went into phase 1-type activities, which contribute to the development of national strategies or action plans, policies and measures, and capacity building (European Union, 2015). These have helped more than fifty developing countries to develop their national REDD+ strategies. In addition to the support of its Member States, most EU REDD+ support is channelled either through multilateral organisations (i.e. the UNREDD (FAO, UNEP, UNDP), Forest Carbon Partnership Facility (World Bank), EU REDD Facility (European Forest Institute), Forest Investment Program, the Global Environment Facility, as well as regional organizations) or bilaterally (European Commission, 2017). The EU REDD Facility was established by the European Forest Institute (EFI) at the end of 2010 with funding from the European Commission and its Member States and supports developing countries in testing strategic and innovative solutions to inform the design, implementation and monitoring of REDD+ policies (EPI, 2016). EU REDD facility also works at the interface of the REDD+ and FLEGT processes and address a wide range of topics related to land-use governance, tenure and agricultural drivers of deforestation. In particular, as regards to transparency and accountability aspects, the EU-REDD facility has been exploring: how to build a mapping alliance for inclusive and transparent land-use planning in Cameroon (2015-2018, budget=400,000 euros); making information on FLEGT and REDD+ more accessible in the Republic of the Congo (2013-2014, budget=40,000 euros); combining independent monitoring of forest governance and REDD+ in DRC (2014-2015, budget=60,000 euros); and mapping financial flows to support REDD+ efforts in Côte d'Ivoire (2016, budget=220,000 euros) (EPI, 2016). The EU REDD Facility is currently active in six countries – Cameroon, Côte d'Ivoire, Democratic Republic of the Congo, Republic of the Congo, Indonesia and Vietnam with 19 projects being implemented. The EU Commission is also investigating ways to stimulate private sector investment in addressing the drivers of deforestation and further increase the effectiveness and efficiency of REDD+ financing.

The European Union's Emission Trading System is the world's largest carbon market, which was launched in 2005 and is now operating in 30 countries. However this has not supported REDD+ because credits for avoided deforestation do not qualify in the EU ETS. Key challenges raised by the EU include additionally, the impermanence of forest carbon sequestration, international and intra-national emissions leakage, and uncertainties in carbon measurements (Ellison, Lundblad, & Petersson, 2014).

3.2 Types and extent of EU Development Cooperation support to the initiatives in the forestry sector in Africa

Forestry measures are mainly financed by the European Development Fund (EDF) and the Development Cooperation Instrument (DCI). The DCI provides aid through (i) geographic programmes with partner countries in Latin America, Asia, Central Asia, the Middle East and South Africa to support actions in a wide range of areas; and (ii) thematic programmes of the EU. The EDF was established under the Cotonou Partnership Agreement (CPA) between the EU and the Group of African, Caribbean and Pacific (ACP) and includes cooperation measures focusing on the improvement and strengthening of public finance and fiscal management (European Commission, 2017a, 2017b).

The DCI supports various initiatives for forest-related co-operation with developing countries (approximately EUR 30 to 40 million annually). In the forest sector, the primary objective has been to promote sustainable and equitable forest management and participating in and supporting international co-operation to protect forests to avoid forest destruction, promoting sustainable

forest management standards and improving cross-border forest protection. The EC entrusted the European Forest Institute (EFI) and the Food and agriculture organization of the United Nations (FAO) with some specific activities to support partner countries' efforts under the FLEGT action plan. The EFI hosts and manages the EU FLEGT Facility, which is a multi-donor trust fund established in 2007. It provides country support (mainly through technical assistance to governments and other stakeholders), performs studies and disseminates information on FLEGT. The FAO implements the ACP FLEGT support programme, of which the main aim was initially to promote the FLEGT process in ACP countries (ECA, 2015).

In addition to the FLEGT Action Plan, the EC as well as individual member states supports a range of programmes including the programme on the EU Environment and Sustainable Management of Natural Resources, including Energy (ENRTP), the EU FLEGT Facility, the EU FAO FLEGT programmes, the UK funded Forest Governance and Trade Programme (now Forest Governance Markets and Climate Programme), the German Governance Programme and other GIZ bilateral programmes in countries negotiating and implementing VPAs, and other EU member states -supported programmes. The EU has also been a long-standing partner of Central African countries as part of the 'Conservation and rational use of forest ecosystems' (ECOFAC) project in the Congo Basin. In parallel to this initiative, it contributes to regional organizations such as the Central African Forest Commission (Commission des Forêts d'Afrique Centrale – COMIFAC) and the Observatory for Central African Forests (Observatoire des Forêts d'Afrique Centrale – OFAC). The EU also supports international non-governmental organisations, like the Forests and the European Union Resource Network (FERN) and the World Wide Fund for Nature (WWF), in their advocacy role and capacity-building activities for civil society and communities in partner countries. Other initiatives for the conservation and sustainable management of threatened and high-value ecosystems are supported under the EU's action for biodiversity (EU FLEGT Facility, 2014).

EU governments and the EC are also engaged in multilateral, regional or bilateral initiatives with non-EU timber consumer countries to advance a multilateral framework to improve forest law enforcement, governance and associated trade in Africa. Some of them are pluri-multilateral, others regional: the G8 Summits (now G7), the International Tropical Timber Agreement (ITTA), the United Nations Forum on Forests (UNFF), the World Bank Forest Law Enforcement and Governance (FLEG) regional and the Congo Basin Forest Partnership.

Table 5 outlines the Africa's initiatives supported by DCI and EDF under the EC's themes: illegal logging, REDD, and supporting forest policies, sustainable forest management and research forestry sector.

Table 5: EU Development Cooperation support to the forestry sector activities

	Project /Programme	Country	Total cost (€)	EU contracted amount	Implementing organization	Funding instrument
1.	Farmer managed renewable energy production: Improving the fuel wood balance in Katsina State	Nigeria	5 875 000.00	4 700 000.00	Stichting Oxfam Novib	European Development Fund (EDF)
2.	Community Forest Management and Livelihood Improvement (CFMLI) Project	Cambodia	1 175 959.00	1 000 000.00	Mlup Baitong Organization Association	Development - Non state actors and local authorities Co-financing (PVD)
3.	EU FLEGT Facility	Multiple countries	33 531 531.00	14 000 000.00	European Forest Institute	DCI + governments of Finland, France, Germany, the Netherlands, Spain, Sweden and the UK
4.	EU REDD Facility (REDD = Reducing Emissions from Deforestation and Forest Degradation)	Cameroon; Côte d'Ivoire; Democratic Republic of the Congo; Republic of the Congo	9 424 950.00	8 000 000.00	European Forest Institute	DCI - Environment and sustainable management of natural resources including energy
5.	Technical support to the Papua New Guinea Forest Authority to implement a multi-purpose National Forest Inventory	Papua New Guinea	7 841 000.00	5 800 000.00	Food and Agriculture Organization of the United Nations (FAO)	N.S
6.	Projet d'Appui à la Préservation des Ecosystèmes et de la Biodiversité grâce à l'Agropastoralisme (PAPEBA)	Togo	704 161.98	461 398.79	Acting For Life, La Vie, Pas La Survie	Development - Other non-state actors and local authorities

	Project /Programme	Country	Total cost (€)	EU contracted amount	Implementing organization	Funding instrument
	en Région des Savanes, Kara, Centrale et des Plateaux dans le contexte de la décentralisation.					
7.	Appui aux organisations paysannes engagées dans l'agroforesterie dans le territoire de Gungu	Democratic Republic of the Congo	1 850 000.00	1 650 000.00	Hanns-Seidel-Stiftung	Development - Other non-state actors and local authorities
8.	Enhancing Livelihoods through PFM in Northern Tanzania	Tanzania	1 278 433.00	1 004 976.00	African Wildlife Foundation	EDF
9.	Final Evaluation of Improved Forest Management for Sustainable Livelihoods Programme Phase I	Malawi	53 007.73	53 007.73	Transtec SA	EDF
10.	REDD+ finance	Multiple countries across Africa, Asia-Pacific and Latin America and the Caribbean	USD 9.8 billion	3 billion*	UN REDD Programme, the Forest Carbon Partnership Facility and Forest Investment Program, the Global Environment Facility, as well as regional organisations	Various

* 32.4% of these funds projects in Africa. N.S – not stated

Section II - STATE OF TRANSPARENCY, ACCOUNTABILITY AND EFFICIENCY OF EU ACTIONS

4. Transparency and accountability in SSA

Transparency and accountability are among the important pillars of forest governance. Huge efforts have been made in this regard within the forestry sector in SSA countries mostly through multi-stakeholder participation and publication of forest-related information. Different countries have varied in their progress and there are lessons from the successes and challenges to inform where opportunities lie to improve transparency and accountability. The following sections present the state of transparency and accountability in SSA using the guiding framework and attributes presented in Section 1.2. Methods.

4.1 Legal frameworks supporting information access, science debate and accountability of agencies

One of the primary reason for the failure of forest governance is the lack of access to reliable information in the public domain, a situation that hinders state actors from being held accountable. There are a number of tools that exist to further transparency and participation, including Freedom of Information legislation which is often an important first step. Since 2009, *Making the Forest Sector Transparent* has documented how well governments have met commitments to improve forest sector governance and transparency (Making the Forest Sector Transparent, 2012). Cameroon, Ghana, Liberia and DRC are part of the investigated countries. Cameroon still does not have a specific law on freedom of information even though there are some provisions on the right to information in the Constitution and sector specific laws are not effectively applied. In Ghana, the Right to Information Bill was first tabled in Parliament in February 2010 but has made no significant progress since then towards being passed into law. In Liberia, the Freedom of Information Act was signed into law in 2010 and is publicly available, but progress towards its implementation has been slow. In DRC, Article 24 sub-paragraph 1 of the constitution of 18 February 2006 states that "All persons have the right to information". However, there is no law on the right to information. The written law in Uganda indicates efforts to open up environmental decision making processes to public influence and scrutiny but the law is underutilized and there is a considerable lack of awareness in Uganda of the legal rights related to accessing environmental information. A 'culture of secrecy' remains illustrating the general reluctance of government officials towards disclosing information (Schwarte, 2008). Scientific researchers are exploring the various forest policies, challenges and opportunities in various countries but there is no open scientific debate with larger audiences at country level. Sanctions for failure of agencies to meet obligations to disclose information are merely inexistent.

4.2 Quality, timeliness and accessibility of information to the public

In most countries where the Freedom of Information legislation is not implemented, the nature of information accessible to the stakeholders is not clear but very limited anyway. In Cameroon, the ministry responsible for forestry (MINFOF) has created an open access online repository on the state of forest resources, activities happening in the forest areas, and the various forest management plans in the various forest types. On the other hand in Tanzania, there is no central database and the

information and data are very fragmented. There is more recognition towards releasing forest-related information to local people. In Burkina Faso, the set of regulatory frameworks for the management of the forests, such as the Agrarian and Land Reform, the Environment Code, the Forestry Code, the Proclamations on the Orientation of Decentralization, the National Forestry Policy and the National Program of Forests Management), emphasized the importance of local people's participation in forest management; e.g. the National Forestry Act stipulates that local communities must be given responsibility for managing natural resources and the environment (Coulibaly-Lingani Pascaline, Savadogo Patrice, Tigabu Mulualem, & Per-Christer, 2011). While there are some provisions about the legal right to Free Prior and Informed Consent (FPIC) in Ghana and Liberia, FPIC is not recognized in Cameroon and DRC.

Additionally there are also few cases where the current political situation of countries such as Kenya, Malawi, South Africa, Uganda, Zambia and Zimbabwe is conducive for collaboration, sharing experience and learning from each other. There are various existing regional co-operation groupings such as the East African Co-operation (EAC) and the Southern Africa Development Community (SADC) which provide frameworks for regional co-operation. For example, SADC is currently in the process of developing a Regional Forestry Protocol for enhancing co-operation between member states in various aspects including sharing information and experiences in community involvement in forest management. In addition, there is networking in various areas of forest resource management is already taking place through exchange of visits where countries can to learn from each other (Fred Kigenyi, Peter Gondo, & Mugabe, 2002).

4.3 Transparency in timber concession and rights allocation

The principle of allowing local people to participate in the concession allocation process is already foreseen in the law in the Republic of Congo, however it does not clarify what this means in practice. Nonetheless it has identified the need for legal reforms that determines conditions of co-management of forest concessions by companies and communities as well as a clear procedure for participation of local populations in the concession allocation process (FERN, 2010). Conversely in the Central African Republic, the timber company is obliged to inform the local stakeholders but only after having received the provisional signature for concession involvement of civil society and local and indigenous communities in managing the concession. For Cameroon there is no specific mention of any information-sharing or consultation in the allocation of concessions; yet as part of allocation procedures, local communities have pre-emptive right to refuse allocation and claim their rights access and user rights are mapped as part of the procedures for management plans of concessions (FERN, 2010). In Mozambique communities are eligible to forest concessions, while in other countries, e.g. Zambia and Malawi, such access is through joint forest management (Barrow et al., 2016). Unfortunately in some countries allocation concessions, permits and user rights have been taken advantage and become a lucrative avenue for corruption by local politicians and the 'elites', as evidenced in Equatorial Guinea where the minister of forestry made millions on timber concessions (Sundstrom, 2016).

4.4 Transparency in forest revenue management

Forest revenue distribution may be referred to the arrangements for allocating and distributing revenues collected from the forest charge system within and beyond the government (Davis et al., 2013). Although there have been significant progress to advocate transparency of forest revenue collection in SSA countries, it has had both failures and successes. Countries such as Nigeria, Angola

and Congo publish financial and other information related to forest revenue in the press and on government websites, including the results of audits and other assessments that highlight management weaknesses and other shortcomings. On the other hand, in Ghana where the tree ownership and management rights are with the state, it alienates farmers and communities from forest income (timber) even though they decide the fate of trees on their land. Additionally, timber revenue accrues exclusively to district assemblies and traditional authorities (chiefs), not farmers (Wit & Dam, 2010). For some countries where income distribution shares are decided at the central level, governments often failed to deliver on their promised share of incomes and returns to communities were far less than anticipated. For instance in Senegal, responsibilities in forest management are devolved to local elected councils without devolving access to the related commercial profits. For Zimbabwe, a disproportionate amount of financial income accrued from revenues, licenses, permits and leases was retained by the state at district level, captured by local and outsider élites. While in Namibia and Botswana only a few communities receive substantial financial benefits from forests (Sheona Shackleton, Bruce Campbell, Eva Wollenberg, & Edmunds, 2002).

4.5 Existence and quality of governmental oversight mechanisms

The need for a comprehensive analytical framework to diagnose, assess and monitor forest governance in SSA countries is widely recognized among those dealing with forest governance (Guido et al., 2012). Despite some African countries having strong forest policies, governments could play more robust roles in creating viable oversight mechanisms to monitor the collection and use of revenues from forest revenues, and in ensuring that the interests of civil society and citizens are taken into account, from community-level environmental concerns to the allocation and disbursement of revenues collected by central governments (Bryan & Hofmann, 2007). In some cases this has been successful with the establishment of oversight mechanisms such as independent monitors including civil society-led independent monitoring which are operational in countries such as Cameroon, Republic of Congo and Liberia. In Liberia, the government has made a commitment the civil society to integrate self-mandated monitoring roles into forest governance. In DRC, an NGO, Resource Extraction Monitoring (REM) was appointed as the independent observer to contribute to the application of principles of good governance in the forestry sector. Cameroon, an independent observer (made up of a consortium of 2 organizations, a private sector legal and accountancy firm and a NGO) in the Inter-ministerial Committee oversees concessions allocation. Other external international forestry initiatives requiring monitoring programmes have been developed by NGOs such as Transparency international and Global Witness which have been designed to diagnose, assess and/or monitor forest governance or some elements of it.

4.6 Internal accountability mechanisms

There have been internal accountability mechanisms mostly through internal monitoring bodies. In Ghana for example, the Timber Validation Committee within the Legality Assurance System Legality Assurance System (LAS) unit performs internal monitoring tasks but it is not very explicit. In Zambia, the work on forest governance monitoring is a statutory requirement to be carried out periodically (every five years) for each protected forest. Although due to resource constraints they are rarely conducted, it remains the dominant understanding of forest monitoring among the various actors in the Zambia forest sector, which includes collection of data on forest governance aspects (e.g. planning processes, participation, law enforcement and sanctions) (van Bodegom et al., 2012). In

other SSA countries, information on internal accountability mechanisms is limited, for instance in Cameroon there is no explicit information available on this while in Tanzania, the ministry of forest has a mechanism of controlling the issuance of license at district level but it is not effective.

4.7 Transparent and accountable engagement of private and civil society actors in the forest sector

There is explicit information on the transparency and accountability requirements for the non-governmental actors. This includes the Forest Atlas of Cameroon on who is operating where within the various forests; for Ghana, information concerning the various actors in the forestry sector can be obtained upon request from the Forestry Commission but are not widely available online. Private governance has become more prominent in promoting sustainable forest use, with an increasing number of private companies voluntarily committing to eliminate deforestation from their supply chains and participating in voluntary certification schemes. Within the voluntary initiatives the Consumer Goods Forum (CGF), which represents 400 companies in 70 countries, published sustainable sourcing guidelines for palm oil and soy. In turn countries such as Cameroon, Côte d'Ivoire, Gabon, Ghana, Liberia and Nigeria engaged in one of the voluntary initiative the Tropical Forest Alliance in partnership with the Government of the United States initiative, aims at achieving a prosperous palm-oil industry in a way that is environmentally and socially sustainable and protects the region's forests. Also private agencies, corporate entities, businesses and civil society organizations operating in the forest sector are willing to support social and environmental projects as part of their corporate social responsibility strategies, which are public. For Central African Republic, the Republic of Congo and Ghana, private companies are paying compensation for damaged property which is part of the social obligations of companies (FERN, 2010).

However lack of transparency can be noted as regards to the extent of private sector companies involved in the forestry business. For instance, in Tanzania, there are sixteen companies that participate in forest harvesting and that have tax returns greater than TZS 250 million, as identified by Tanzania Revenue Authority but only four companies have consistently paid any taxes during the entire period from 2007 to 2014 (Green Advocates International Inc, 2014).

Table 6: Summary of key elements of transparency and accountability in forest governance in Africa

Attributes	Analysis in Africa
1. Legal frameworks supporting information access, science debate and accountability of agencies	Liberia has made the most significant progress by signing into law the Freedom of Information (FIP) Act in 2010 providing the rights to access to any forest related information, which is publicly available, but its implementation has been slow. Similarly, Tanzania and Ghana's FIP legislation provide the rights to access information but have yet to pass into law. In Cameroon there is no specific law on the FIP that obliges public bodies to disseminate information or reply to requests for information. DRC's Constitution has a provision for people to have the right to information, however, there is no particular law on access to public information and particularly in forest related information. Burkina Faso forest management law emphasizes the importance of local people's participation in forest management decisions and Uganda has made efforts to open up environmental decision making processes to public influence and scrutiny. However there is a considerable lack of

	awareness in Uganda of the legal rights related to accessing forest information.
2. Quality, timeliness and accessibility of information to the public	Cameroon has an open access online repository and Liberia information is publicly available on the state of forest resources, activities happening in the forest areas, and the various forest management plans in the various forest types. In some cases the type of information available to the public is very limited due to lack of awareness (as in Uganda) and slow progress in implementation of FIP (Ghana and Tanzania). The absence of FIP legislation in Cameroon and DRC makes it impossible for people to access, demand information and compel public office holders to disclose forest information. Also, pending forest agency actions are not usually made public such as in Cameroon annual forest reports are not made public and DRC forest reports are not published nor it is required by the government.
3. Transparency in timber concession and rights allocation	By the law, local people should participate in the concession allocation in Republic of Congo and Mozambique. Despite of information on allocation and permits within the forestry sector in Cameroon being available online, there is no specific information about how allocations are done. In Tanzania and Ghana it is not transparent how harvesting permits are issued and how the concessions are allocated respectively. Central African Republic, the timber company is obliged to inform the local stakeholders but only after having received the provisional signature for concession involvement of civil society and local and indigenous communities in managing the concession.
4. Transparency in forest revenue management	Cameroon, Nigeria, Angola and Congo publish financial and other forest information related to revenue in the press and on government websites. For Cameroon revenues generated from forests are distributed to communities and municipalities but the total amount of revenue collected from forest-based activities is not available. On the other hand, Ghana and Tanzania forest income is directed to central government and local people (who are custodians of the forests) are not legally entitled of a share of revenues collected from forest resources.
5. Existence and quality of governmental oversight mechanisms	Cameroon, Republic of Congo and Liberia have an independent oversight body which are operational to monitor forestry related activities. In Ghana the Forestry Commission is the only institution that is responsible for forestry related matters. However Tanzania has no governmental oversight mechanisms.
6. Internal accountability mechanisms	There is limited information on internal accountability mechanisms for SSA. For example Cameroon has no explicit information available on this, while Tanzania has the Ministry's mechanism of controlling the issuance of license at district level but it is not effective. In Ghana the Legality Assurance System (LAS) unit does sort of internal monitoring tasks but it is not very explicit.
7. Transparent and accountable	There is explicit information on the transparency and accountability requirements for the non-governmental actors. This includes the Forest

engagement of private and civil society actors in the forest sector	Atlas of Cameroon on who is operating where within the various forests; for Ghana, information concerning the various actors in the forestry sector can be obtained upon request from the Forestry Commission but are not widely available online. In Tanzania all forest traders are legally obliged to register, however, this is carried out at district offices but there is no central registry of forest businesses. On the other hand, private governance has become more prominent in promoting sustainable forest use, with an increasing number of private companies voluntarily committing to eliminate deforestation from their supply chains and participating in voluntary certification schemes.
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5. An in-depth examination of the efficiency and limitations of the EU actions

The FLEGT Action Plan, VPAs and the EUTR provide valuable opportunities to tackle corruption in the forestry sector. However, multiple evaluation reports (ECA, 2015; FERN, 2010; TEREAS-for-S/Topperspective, 2016) highlight how, despite significant spending under the FLEGT programme, corruption and governance challenges remain key obstacles to tackling illegal logging. Therefore, FLEGT may need to look at supporting other measures beyond monitoring illegal timber as a way of reducing corruption and illegal logging.

5.1 Transparency and accountability

Increased transparency is a condition for improved governance. Progress on identifying the necessary information for public disclosure together with mechanisms for implementation is crucial and will also help to combat corruption. Prior to signing the VPA agreement, Liberia had a Freedom of Information Law in place with the aim of promoting effective, equitable and inexpensive exercise of the right of access to information, and establishing clear and concise procedures for requesting and providing information. Implementation of Freedom of Information Law has been challenging and, as such, progress towards increased transparency is slow. Each VPA includes an annex listing the information which should be made public – except in Ghana, where such a list is still being developed. Majority of the annexes are elaborate and clearly stipulate which documents will be made available. This varies from 49 (Republic of Congo) to 75 (Cameroon) types of documents or data. In most VPAs the different channels for dissemination are also described such as press conferences, radio and television, dissemination through films, official reports, libraries, websites hosted by various actors, through multi-actor implementing platforms, and public meetings.

Blaser (2010) lists some of the key documents that a few of these annexes commit governments to disclose (and which at present are extremely hard to obtain) as: pre-qualification and bid evaluation reports showing how potential contract holders were assessed; logging contracts that show the rights and responsibilities of each party to the contract; management plans (long term and annual) that demonstrate a sincere effort to sustainable forest management; social agreements with affected communities and compliance monitoring reports; timely production and revenue reports that enable citizens to know what volume is leaving a nearby forest as well as what revenue it has generated; regular reports of infractions and offenders (this shows both that law enforcement is to some extent effective and warns potential parties to avoid poor performing or debarred operators);

and incident reports and associated corrective actions generated by the chain of custody information system.

However information about the shareholders of the timber companies is lacking. Several countries do not legally allow ministry personnel to be shareholders, though in reality they sometimes are. In addition there is also little on disclosure of revenue management or expenditure by local administrators, limiting community-level transparency. Liberia is an exception in this case, as it will publish the amounts of money received by government and National Community Benefit Sharing Trust and money disbursed to Community Development Funds. Other hand involvement of the civil society in forest governance is also seen as a major achievement of the FLEGT process like in Cameroon. Prior to the VPA signature, the civil society organizations were not recognized by the government as legitimate partners with any right to express concerns on issues related to the management of forest resources. Although challenges still remain in engaging the civil society, this inclusion of local and international NGOs to become as accepted stakeholders has a positive impact on the transparency and accountability in the forestry policy in the country at various levels.

5.2 Legal reform

The VPAs are designed to represent what is identified in the national law, and hence seen as a tool for strengthening and holding governments accountable. By implementing VPAs together with the governments of the VPA countries, they have succeeded in taking account of local needs and priorities and being adapted to the national context, thus initiating a large number of legal reform processes. For example in Cameroon, the main focus was on social benefits within the proposed law reform, such as implementation decrees for an Indigenous Peoples Law (2011), and recognition of community rights and community forests. Meanwhile for the Central African Republic the main focus was to create an independent auditor/monitoring function development of timber tracking systems and licensing schemes.

Furthermore, VPAs have been used as a mechanism to strengthen local communities' tenure rights, specifically by formalizing various customary practices within the forestry sector. In the Republic of Congo and the Central African Republic, specific recognition for the rights of indigenous peoples was achieved and to a certain extent facilitated by the VPA negotiation process. As such, it led to the adoption of the Indigenous Peoples Law in the Republic of Congo, the signing of ILO Convention 169 in the Central African Republic, and a new pit-sawing regulation in Liberia. Some VPAs, also enabled working towards improved benefit sharing: Liberia for instance, the VPA includes renegotiation of social agreements in its requirements for legal reforms, and the Republic of Congo's VPA has clear procedures on social obligations and benefit-sharing mechanisms.

However, despite VPAs having a list of long-term reform, related to issues as the domestic market and tenure reform, they are still pending in most countries. The impact of VPAs on wider land-use issues is limited due to the limited power of the forestry sector and are not replicated in other related sectors such as agriculture and mining. Even with VPAs covering all timber exported to all countries, very little progress has been made towards ensuring a legal and sustainable supply of domestic timber, timber in transit, and timber being imported for processing and re-export, thereby closing potential loopholes for circumvention. Also there has been slow implementation due to lack of political will and participation between government and private sector. In other cases, the law enforcement was not clearly addressed as very few projects concentrated on this key issue. The lack of law enforcement has a significant impact on the extent of illegal logging activities. Therefore, the likelihood of detection and prosecution of environmental crimes is low while the incentives to

operate illegally are correspondingly high. VPA countries are particularly vulnerable in this area, as proven for example by their rankings in Transparency International's CPI (see Annex I, Table 16). While in certain VPA countries a positive trend can be observed, most of them remain among the countries with the highest perceived rate of corruption in the world.

5.3 Capacity development

According to the European Court of Auditors (ECA, 2015) some projects aimed at strengthening the capacity of public authorities were not effective. Conversely, FLEGT did strengthen civil society organizations, thus increasing the transparency of the forestry sector. For instance most significant projects in Cameroon did not bring the expected results. Between 2010 and 2013 Cameroon stalled in making headway in VPA implementation due the lack of establishment of an operational timber tracking system. The failure stemmed from a combination of factors, ranging from an inappropriate needs assessment to serious shortcomings in the implementation of the project. A feature of this inadequate needs assessment was the EC's ineffective coordination with the stakeholders and, particularly, with the Ministry of Forestry and Wildlife. In addition, the contractor's performance was inadequate, and the EC did not take timely remedial actions.

5.4 Monitoring systems and coherence in funding

There are at least three formal levels of monitoring to ensure implementation of the VPAs: Joint Implementation Committees (JICs), independent auditors, and independent monitors (operational in Cameroon and Republic of Congo). In addition, forms of civil society-led independent monitoring are currently being piloted in Liberia and Cameroon. All these types of monitoring in the VPAs to ensure there are sufficient checks and balances allowing for effective implementation. However, it remains to be seen how effective and complementary these systems are in reality in ensuring compliance of the VPA and it is unclear how they feed back into the FLEGT strategic processes. Such is the case for VPAs for Cameroon, the Central African Republic, Liberia and the Republic of Congo that mention that civil society observation could be one of the sources of information for the independent auditor, while the VPA for Ghana mentions that the implementation of the Legality Assurance System is open to external monitoring. The informal civil society-led independent monitoring, does not have any formal mandate or MoU with the government. Also, the human resources for management of FLEGT action, and VPAs in particular, have been cited for being overstretched due to the unforeseen complexity of the VPA processes and the long-term obligations involved; a continuation of FLEGT/VPA action will require matching resources. While FLEGT has mobilized significant funding, there is no central function to keep track of FLEGT-related funding, projects and their costs and provide strategic guidance. Mechanisms on how information from different monitoring types will be integrated into centralized systems need to be clarified. The greater role given to civil society organizations in monitoring will reinforce the implementation of the VPAs and improve their credibility (FERN, 2010; TEREAS-for-S/Topperspective, 2016).

6 Country specific situations

Cameroon, Ghana and Tanzania were selected for an in-depth look of the transparency and accountability issues in the level of engagement of the EU-FLEGT process. The choice of these countries is outlined in Section 1.2. Methods.

6.1 Cameroon

Cameroon is one of the countries that harbour the Congo basin rainforest in central Africa. As of 2007, this forest occupied a total surface area of approximately 19.6 million hectares which is roughly 42% of the total land area of the country (Devers & weghe, 2007) and about 11% the total area of forests in the Congo Basin. Cameroon's forests contribute about 12% to GDP through timber forest exploitation and other related forest industries for its 22 million inhabitants. Cameroon remains one of the highest in the Congo Basin. According to the FAO (2011), between 2000 and 2010 the annual rate of deforestation of Cameroon's forests was estimated to be 1.04% (see table 7 for selected attributes of forests in Cameroon). Additionally, it has been reported that about 75% of the forest in Cameroon has been subjected to exploitation and is degraded (FAO, 2007; Robiglio et al., 2010). Illegal logging (especially for domestic market) remains a major issue affecting sustainable forest management in Cameroon especially forest degradation. Both deforestation and forest degradation do have serious impacts on greenhouse gas emissions.

Table 7: Selected forest related attributes of Cameroon from 1990 to 2015

Forest related attributes (FAO, 2015)	1990	2000	2005	2010	2015
Primary forest ('000 ha)	ND	ND	ND	ND	ND
Planted forest ('000 ha)	14	14	14	20	26
Growing stock (million m ³)	7497	6819	6480	6141	5802
Living forest biomass ('000 t)	7004	6370	ND	5736	5420
Forest area for production ('000 ha)	10814	10983	13443	14561	15679

ND- No data

Cameroon engaged a series of forestry reforms from 1988 that culminated in a new forestry law in 1994, and several other instruments that have been aimed at increasing community participation in forest management, improving livelihoods and enhancing sustainable forestry management. Measure around FLEGT and VPA have been part of the broader reforms agenda being pursued in Cameroon.

6.1.1 FLEGT and VPA process in Cameroon

Formal negotiations between the EU and Cameroon started in 2007 and the FLEGT–VPA was signed in 2010 and ratified in mid-2011 (FERN, 2010). The aim of the Cameroon VPA is to ensure that all timber is legally sourced, transported and exported, and to promote sustainable forest management that supports the livelihoods of local populations. It is also focused on strengthening forest governance, competitiveness of timber in the international market, encouraging investments in sustainable forest management and capacity strengthening. The Ministry of Forests and Wildlife (MINFOF) is in charge of the implementation of VPA in Cameroon. Cameroon is currently implementing the VPA – see table 8.

Table 8: State of Progress with the FLEGT elements in Cameroon

FLEGT elements	Progresses to date
VPA	Signed 2010 and ratified in 2011.
Governance mechanisms (Bilateral & national committees, working groups)	Functioning

Legal Framework for FLEGT Licensing	Adopted
Audit and monitoring systems	In place (temporary gap)
Transparency	Some progress but not fully in line with VPA expectations
Traceability system	At early stage of development
Institutional Strengthening	Ongoing

6.1.2 FLEGT Related Initiatives in Cameroon

The Flegt.org website run by EFI, lists about 46 initiatives or investments in Cameroon covering a broad spectrum of activities ranging from practical activities under FLEGT such as timber legality assurance system (TLAS) including monitoring, information sharing, transparency frameworks through to policy reforms. Figure 1 below shows the distribution of initiatives by sub-category relevant for FLEGT and VPA. Annex III Table 19 provides details of transparency and accountability projects that were supported by EU in Cameroon.

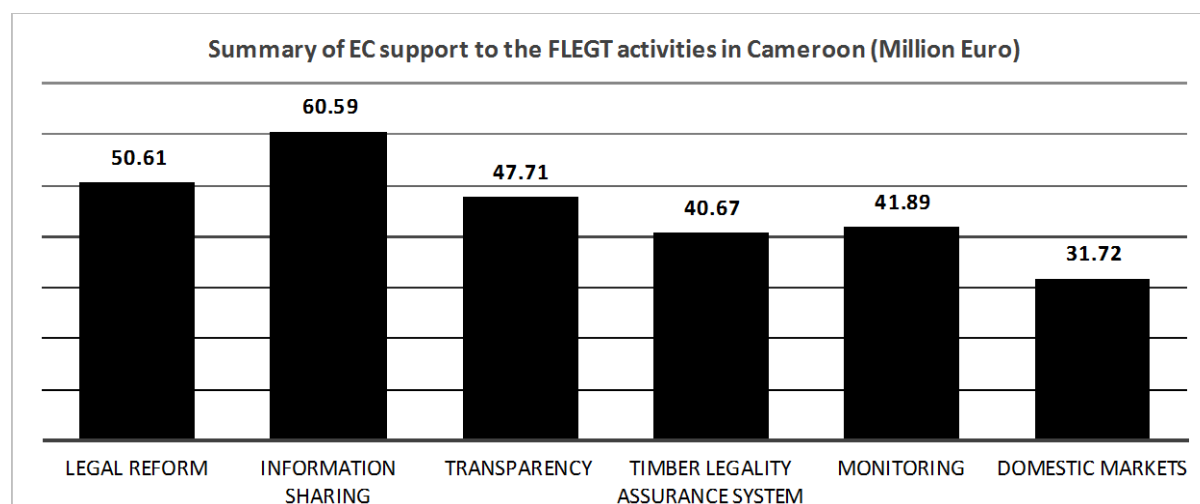


Figure 1: Summary of support for FLEGT initiatives in Cameroon (Note: some projects are accounted for in multiple support categories)

6.1.3 FLEGT and REDD+ Process in Cameroon

Like several other tropical forested countries, Cameroon has engaged in a process of developing the necessary technical, institutional, and policy competencies for REDD+. Figure 1 highlights the main initiatives and institutional structures that have been formulated by the government of Cameroon to advance the REDD+ readiness process. Fundamental among these initiatives is the REDD+ Steering Committee, which was created on 13 June 2012 by a Prime Ministerial Decree (decree no. 103/CAB/PM). This Committee is headed by the Ministry of Environment, Nature Protection and Sustainable Development (MINEPDED), and its overall role is to approve and pilot activities geared at reducing emissions from deforestation and forest degradation. Chaired by MINEPDED and assisted by the Minister of Forests and Fauna (MINFOP), it has a Technical Secretariat, other members like the Focal Point of the United Nations Framework Convention on Climate Change (UNFCCC), and the National Coordinator of REDD+ (MINEPDED, 2013).

Cameroon is also part of two multilateral REDD+ initiatives: the Forest Carbon Partnership Facility (FCPF) of the World Bank and the UN's Collaborative Programme on Reducing Emissions from Deforestation and forest Degradation in developing countries (UN-REDD). Cameroon's Readiness Plan Idea Note (R- PIN) and its national REDD+ Readiness Plan (R-PP) were validated and approved in 2008 and 2013 respectively.

In terms of linkages or collaboration between the two mechanisms i.e. FLEGT and REDD+ in Cameroon, there is very little evidence of substantive collaboration. Both in terms of initiatives with a remit to promote such collaboration, but also in terms of mere communication between both mechanisms (Tegegne, 2016). A number of reasons seem to account for this:

Firstly, these initiatives have been conceived in parallel with very little incentives for collaboration;

Secondly, these initiatives are run by completely different institutions in Cameroon. With REDD+ being run by MINFOF and FLEGT-VPA being run by MINEPDED. Though there are a few overlaps in membership of various sub-committees within both initiatives (e.g. the inter-ministerial committee coordinating REDD+), very little institutional collaboration has been observed at the broader level.

Tegegne (2016) found that there were lots of similarities on intentions for both REDD+ and FLEGT-VPA policy documents in Cameroon in terms of addressing the potential impact of both processes on livelihoods of local communities and the environment VPA (e.g. Cameroon VPA, 2010, Art. 17 and REDD+ in (MINEPDED, 2013). However, he reported a number of divergences in perspective with respect to safeguard depths and intentions, which were most found to be better addressed by REDD+ in a more comprehensive way and much less so in the FLEGT-VPA approach. By defining "legality" at national level, the FLEG VPA considers rights and tenure as granted and taken care of by the national process designating logging areas, which can sometimes not be compatible with good practice. On the other hand the study highlights strong convergence in the monitoring, reporting and reporting perspectives of both mechanisms with potential lessons to be learnt.

6.1.4 A brief synthesis of the state of transparency and accountability in the forest sector

Table 9: The state of transparency and accountability in Cameroon's forest sector

Attributes	Analysis in Cameroon
1. Legal frameworks supporting information access, science debate and accountability of agencies	There is no freedom for information legislation in Cameroon though the constitution makes some provisions which are rarely abided to. Hence, the legislative framework to support access to information is quite very limited.
2. Quality, timeliness and accessibility of information to the public	In collaboration with international organizations such World Resources Institute, the ministry responsible for forestry (MINFOF) has created an open access online repository on the state of forest resources, activities happening in the forest areas, and the various forest management plans in the various forest types. Hence more or less, Cameroon is doing better on this attribute.
3. Transparency in timber concession and rights allocation	Information on allocation and permits within the forestry sector is widely available online and hence there is a better performance in this regard. However, the accessible information

	is not about how the allocations are done but rather what allocations were made.
4. Transparency in forest revenue management	The revenues generated from forests and distributed to communities and municipalities is published regularly but the total amount of revenue collected from forest based activities is not readily available.
5. Existence and quality of governmental oversight mechanisms	Cameroon has an independent oversight body that monitors forestry related activities. A consortium composed of two institutions – AGRECO and an NGO called CEW have served as independent observers on forestry operations.
6. Internal accountability mechanisms	No explicit information is available on this.
7. Transparent and accountable engagement of private and civil society actors in the forest sector	Except the information available in the Forest Atlas of Cameroon on who is operating where within the various forests, there is explicit information the transparency and accountability requirements for the non-governmental actors.

6.1.5 Summary of options for enhancing EU policy contributions to forest governance in Cameroon

A number of opportunities for enhancing EU policies contributions to forest governance emerge from the above. Including but not excluded to (i) addressing artisanal logging destined for the growing domestic market, (ii) enhancing institutional implementation and oversight capacity; and (iii) forging synergies between FLEGT-VPA and other initiatives such as REDD+ at national level. Artisanal logging in Cameroon is 90% illegal hence a huge menace to SFM. It is therefore logical for FLEGT to address this specific context with several data inadequacies and knowledge, skills and resource deficits in the country, FLEGT investments will be highly beneficial. Finally, several mutual benefits will accrue to SFM from collaboration between REDD+, FLEGT and certification initiatives in Cameroon.

6.2 Ghana

6.2.1 The state of forest resources and the associated challenges

About 21% of the total land area of Ghana is covered with forest. Of this, 8% is classified as highly biodiversity rich primary forest. Currently, forests are confined in the high forest zone (HFZ) which covers about 8.2 million hectares. The HFZ includes the protected areas (forest reserves and parks) and the off-reserve areas. Hence large part of timber production in Ghana is confined to the HFZ.

Ghana lost 34% of its forest cover since the 1990s. In the period 2000-2005, the country had a deforestation rate of 2.2% (FAO, 2010) which was among the top ten highest deforestation rates globally. Marfo (2010) estimated that the annual deforestation rate is about 65000 ha/yr. The main drivers of deforestation, according to Korwin (2016), are small-scale agriculture, timber extraction, land conversion and mining. The highest rates of deforestation and other illegal interventions such as illegal logging are often confined in the off-reserve areas. According to the Forestry Commission (2012), even forests situated in the protected areas are also facing significant degradation pressure.

Despite the existing deforestation challenges, Ghana is making tremendous effort in rehabilitating its forest resources by promoting plantations. To facilitate this, the country has enacted The Plantation Development Fund Act which catered for financial supports to those establishing plantation forests in areas suitable for such activities. The aim of the fund was to establish a forest plantation to meet future demand for industrial timber while providing ecosystem services to promote environmental quality, produce more food and create employment opportunities. It is anticipated that doing this averts the pressure on the high biodiversity rich primary forest.

Table 10 Selected forest related attributes of Ghana from 1990 to 2015

Forest related attributes (FAO, 2015)	Y1990	Y2000	Y2005	Y2010	Y2015
Primary forest ('000 ha)	395	395	395	395	395
Planted forest ('000 ha)	50	60	160	260	325
Growing stock (million m ³)	434	406	397	389	378
Living forest biomass ('000 t)	1745	1627	N.D	1540	1516
Forest area for production ('000 ha)	3195	2575	1507	1514	1517

N.D. – No data.

6.2.2 Progress with FLEGT in Ghana

Ghana relied strongly on timber for its economy before petroleum exploitation began. For instance, the forestry sector contributed about 8% of the GDP in 2002 which subsequently declined to 2% in 2012. Two-third of the Ghanaian wood, half of which is illegally produced, goes to domestic market. Hansen et al (2012) even found that 80% of the lumber supplied to the medium to large markets come from illegal extraction using the chainsaw. The volume equivalent of this model of extraction is about 2.5 million m³ (Marfo, 2010) resulting in about 2% of GDP loss every year.

Ghana being among the tropical timber producing countries was keen on continuing business with the EU which was pushing for legality in the timber market. For Ghana, adopting the FLEGT was for two main purposes: 1) to continue accessing the EU market which was accounting for about 60% of its timber exports; 2) to use the mechanism as a pathway to initiate a reform in the forestry sector which was characterized by very weak governance. Realizing the opportunities embedded in the scheme, Ghana is the first country to sign the VPA agreement with the EU.

Table 11 provides the details of the progress made in Ghana with regards to the various FLEGT elements. As per the available information on the Forestry Commission, FLEGT licensing is to happen very soon as the piloting of the various elements the scheme is already ongoing successfully.

Table 11: State of Progress with the FLEGT elements in Ghana

FLEGT elements	Progresses to date
VPA	Signed November 2009 and ratified by both parties in March 2010.
- Agreed set of definitions	An agreement outlining the definitions was ratified by the EU and Ghana in March 2010.

- National timber legality assurance system	Undergoing final testing and expected to be launched early 2017
- Wood tracking system	Rolled out in 17 districts, accounting for 45% of timber production
- Policy reforms	Draft 'timber resources management and legality licensing regulation' is ready and is going to be presented to parliament
EU Timber Regulation	Signed in 2010

6.2.3 Synthesis of the EU support to the FLEGT initiatives in Ghana

Figure 2 shows the approximate contributions of the EC support to the FLEGT related activities in Ghana. The highest contributions were in the areas of information sharing, Transparency and timber legality assurance systems. Three important assumptions need to be noted here. First, the computed figures are the sum of investments for which the EC and other EU bilateral supports (e.g. DFID) made above 70% of the contributions for the projects. Secondly, a number of project were mapped to multiple aspects of FLEGT hence the figures for the categories were not mutually exclusive. Thirdly, for multi-country project investments, we assumed equal share among the participating countries and the figure for Ghana was computed accordingly. Therefore, though we relied on the best possible information we used, we cannot deny some degree of disparity in the actual figures that could have gone into the investment in Ghana. Annex III Table 20 provides details of the projects that were supported in Ghana.

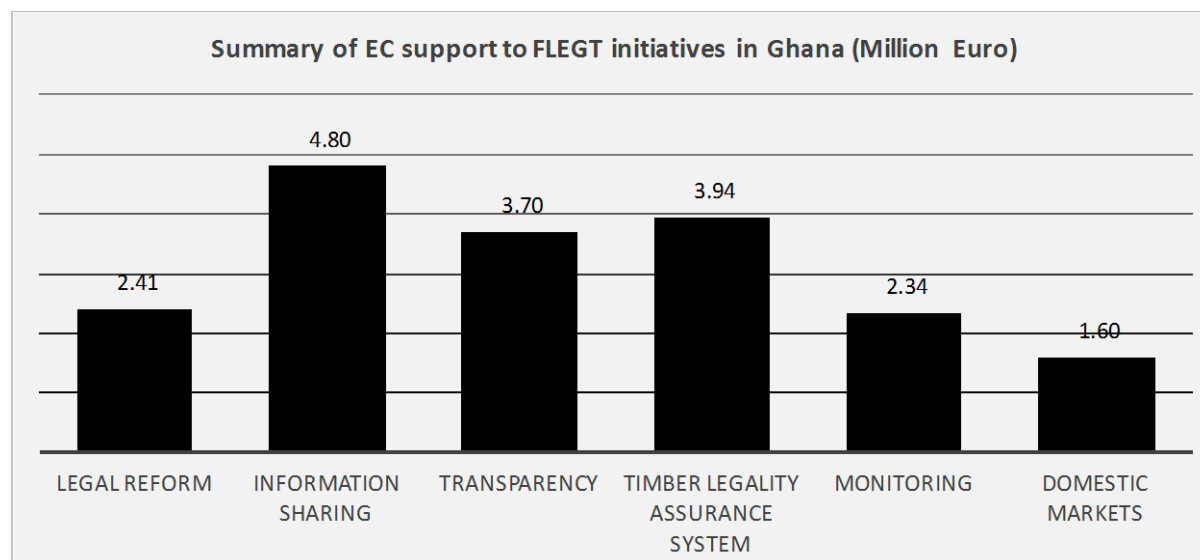


Figure 2 Summary of support for FLEGT initiatives in Ghana (Note: some projects are accounted for in multiple support categories)

6.2.4 Efforts linking REDD+ with FLEGT

Forest governance in Ghana is facing critical challenges with regards to forest law enforcement, timber harvesting operations, timber rights allocations and monitoring of forestry activities (Korwin, 2016). Numerous scholars (Hansen et al., 2012; Hoare, 2015; Korwin, 2016; Marfo, 2010) highlighted

the significant challenge the country is facing with regards to illegal logging and deforestation issues mainly due to ineffective law enforcement and unclear allocations of exploitation rights especially through the Timber Utilization Contracts (TUCs) and Timber Utilization Permits (TUPs). The weak forest governance that prevailed in the country for long had a significant influence on both the REDD+ efforts and FLEGT. The illegal extraction of timber from the forests both for domestic market and exports led to significant forest degradation in Ghana. Many of these challenges, as Korwin (2016) alluded to, are very relevant for the REDD+ efforts the country is also engaged in extensively.

The engagement in FLEGT has significantly improved the state of forest management in the country especially when it comes to the proper and transparent issuance of exploitation permits/contracts. There are also reports that the wood tracking tool that is being rolled out has a very positive prospect for monitoring the activities happening in the forest which in turn supports the promotion of sustainable forest management and hence REDD+.

On the ground, there are very few efforts to link REDD+ and FLEGT. There is one project which was supported by EC focusing on tackling deforestation by linking REDD+ and FLEGT. The project focused on linking REDD+ and FLEGT to create innovative monitoring frameworks of forest governance which may benefits both FLEGT and REDD+. Improvement in forest governance is the main pillar that both FLEGT and REDD+ rely on despite the major differences between the two mechanisms. Hajjar (2015) specifically highlighted that the two mechanisms could be framed in a complementary way since they are both facing similar challenges: forest governance and forest and tree tenure complexities. Ghana's REDD+ strategy has identified, as priority area of intervention, Ghana's Programme for Policy and Legislative Reforms on Tree Tenure and Carbon Rights (Policy and Legislative Reform Programme). This priority programme is also the core of the FLEGT scheme. The other area where Ghana is making strong effort to Link REDD+ and FLEGT is through the promotion of sustainable forest management. As indicated in the REDD+ strategy, the support from the VPA/FLEGT is also used to leverage the sustainable forest management activities and other forest governance initiatives that are crucial for REDD+. Hence Ghana's REDD+ strategy is bringing together the two mechanisms strongly. The strategy also states that REDD+ and VPA-FLEGT together provide a strong set of complementary pathways to address the major drivers of deforestation and forest degradation (Republic of Ghana, 2016).

6.2.5 A brief synthesis of the state of transparency and accountability in the forest sector

Table 12: The state of transparency and accountability in Ghana's forest sector

Attributes	Analysis in Ghana
1 Legal frameworks supporting information access, science debate and accountability of agencies	The Freedom of Information legislation in Ghana provides the rights to access to any forest related information though the Bill that informs the implementation of the legislation has taken ages to pass. The draft of the bill is available online at http://unpan1.un.org/intradoc/groups/public/documents/UN-DPADM/UNPAN041878.pdf
2 Quality, timeliness and accessibility of information to the public	As described in point 1, the nature of information accessible to the stakeholders is not clear since the access to the information itself is very limited due to lack of the implementation of The

	Freedom of Information legislation in Ghana provides the rights to access to any forest related information though the Bill that informs the implementation of the legislation has taken ages to pass. The draft bill is available online at http://unpan1.un.org/intradoc/groups/public/documents/UN-DPADM/UNPAN041878.pdf .	
3	Transparency in timber concession and rights allocation	Evidences from various sources indicate that the allocations are not transparent though the forestry officials claim so as described in CIKOD (2012). In the Timber Resources Allocation Act, consultation has been as a key element of the allocation though practically there is limited compliance to that.
4	Transparency in forest revenue management	The Forestry Commission which has the overall authority on the forest related issues has in its charter a specific commitment for transparency including service standards but the implementation as such is very poor.
5	Existence and quality of governmental oversight mechanisms	The Forestry Commission is the only institution that is responsible for forestry related matters. The Timber Validation Committee within the Legality Assurance System unit performs a similar function but there is no clear independent monitoring in place yet.
6	Internal accountability mechanisms	The Legality Assurance System unit does sort of internal monitoring tasks but not that very explicit.
7	Transparent and accountable engagement of private and civil society actors in the forest sector	The information concerning the various actors in the forestry sector can be obtained upon request from the Forestry Commission but not widely available online. However, clear obligations on actors to publicly make their information available is not explicitly described.

6.2.6 Potential options for improvement through EU policies and contributions

There is a very strong need to clarify the state of the small-scale logging operators in Ghana. This is very important since these actors cover above 80% of the timber on the market both for domestic consumption and export. This could be done through policy reforms that create the legal space for such operators who play a crucial role in influencing the FLEGT efforts in the country. The EU can support the Ghanaian government to create pathways for legality for such entities by designing policy reforms and monitoring tools that help ensure the timber on the market is sourced from legal operators complying to the set rules and regulations for sustainable forest management schemes. The EU can also technically support the process by bringing lessons from other countries where such schemes are operating legally. Another support pathway is to create and facilitate dialogue and consultation forums that can help capture the needs and concerns of the small-scale operators who are employing close to 138,000 people in Ghana (Marfo, 2010).

6.3 Tanzania

6.3.1 The state of forest resources and the associated challenges

Tanzania is one of the world's 'megadiverse' countries and spans 94.5 million ha of which 35.3 million ha or 40% of the national territory are forests (URT, 2012a). Almost 90% of these forests are woodlands (Kideghesho, 2015), other forest types including include Montane, Mangrove and Acacia forests and coastal woodlands (Kideghesho, 2015). About 18 million hectares of Tanzania's forested land is under protection as forest reserves and 4.1 million hectares are managed under Participatory Forest Management (URT, 2012a). Approximately, 50% of forested land falls under the *de jure* open access 'general land' or 'unregistered land' with unclear management regime which makes it subject to severe deforestation and degradation (URT, 2012a). The economic value of forest goods and services to the Tanzanian economy in the past ten years was estimated to be around US\$2.2 million, or 20.1% of the GDP (MNRT, 2008)

Tanzania experiences high levels of deforestation and degradation especially in the miombo woodlands in the south of Tanzania, the poorest region of the country (Milledge, Gelvas, & Ahrends, 2007). Nearly half of the forest cover in the Eastern Arc Mountains in Northern Tanzania has also been lost while it is one of the world's biodiversity hotspots (EAMCEF, 2012). An average of 403,000 ha of forests or 0.97% per year was lost per annum between 1990 and 2010 (Kweka et al., 2015) making Tanzania among the ten countries that had the largest annual net loss of forest area. This mostly occur in the *de jure* open access 'general land' however encroachment of protected areas has also taken place. According to URT (2014), Tanzania has already lost about 38% of its forest cover and country's entire forests could be depleted within the next 50 to 80 years if the current trend remains unabated. The annual rate of deforestation for the period 2010-15 was 0.8% (FAO, 2015).

Table 13: Trends in forest change in Tanzania in 1990–2010

Forest related attributes (FAO, 2015)	Y1990	Y2000	Y2005	Y2010	Y2015
Primary forest ('000 ha)	0	0	0	0	0
Planted forest ('000 ha)	150	200	230	240	290
Growing stock (million m ³)	4046	3757	3612	3467	3333
Living forest biomass ('000 t)	14048	13040	N.D.	12038	11571
Forest area for production ('000 ha)	29621	26596	25084	23571	19788

N.D. – No data.

Scholars (Burgess et al., 2010; Geist & Lambin, 2002) have identified the key drivers of deforestation and degradation in Tanzania as being expansion of agriculture for cash crops such as coffee, cotton and tobacco, illegal logging and fuelwood demand including charcoal production. According to UNREDD(2013), underlying drivers of deforestation are population growth, inappropriate land tenure systems, poverty, institutional and governance factors.

Illegal logging is prevalent in Tanzania with logging operations being almost exclusively unsustainable (Kweka et al., 2015). This is attributed to lack of transparency and accountability, weak coordination among responsible authorities, corruption, conflicting laws and weak law enforcement and compliance. In 2012 annual harvesting exceeded the annual sustainable growth by 19.5 million m³ (NAFORMA, 2014). At least US\$ 58 million are lost each year due to illegal logging

practices, including harvesting, fraud, evasion and forgery of documents (URT, 2012b). The timber sector is driven by major markets in countries such as China, India, Japan and African countries including Kenya (Milledge et al., 2007). China imported ten times more timber from Tanzania than is documented by Tanzania's export records, implying a 90% loss of revenue from this source. According to a study carried out in 2011 by the East Africa Wildlife Society in partnership with the Tanzania Natural Resources Forum entitled "The Trade in Forest Products Between Tanzania and Kenya," Tanzania might have lost revenues estimated at USD 8.33 million annually due to inaccurate recording of figures and volumes of forest products, under-valuation of timber and poles, illegal charcoal business and illegal harvesting and sales of logs moving across borders. In response to the illegal trade between Tanzania and Kenya, a memorandum of understanding was signed in Arusha on 24 March 2015 by the Tanzanian and Kenyan forest agencies. This five-year deal outlines cooperative measures aimed at managing the countries' forest resources by focusing on cross-border collaboration to reduce illegal trade in timber and charcoal.

Large-scale corruption and collusion between local and foreign private sector interests and government officials prevents good forest management. Disparity in rule enforcement from forest authorities vis-a-vis commercial logging activity and villagers who were doing subsistence pole cutting has been observed and incentivizes villagers to disregard the legitimacy of forest rules in general and the rulemaking and management process (Hayes & Persha, 2010).

6.3.2 Progress with FLEGT and EU support to the FLEGT initiative in Tanzania

Tanzania has taken little effort on the FLEGT compliances and negotiations related to FLEGT Voluntary Partnership Agreement with the EU have not taken place so far (Kweka et al., 2015). However, according to the Tanzania Forest Working Group (TFWG comprised of over 45 civil society organizations) 2012-2016 strategy, one key pressing issue includes illegal timber production and trade in Tanzania. They recognize the continuous illegal and corrupt practice in the domestic market and also acknowledge that the complex transnational market chains may need to be tackled with the help of international cooperation e.g. through FLEGT initiatives (TFWG strategy 2012-2016).

There is one FLEGT project - social justice in forestry - in the domain of legal reforms which was run by the International Institute for Environment and Development (IIED) and aimed to connect those marginalized from forest governance to those controlling it. The project was cross-country (China, Cameroon, Ghana, India, Malawi, Mozambique, South Africa, Tanzania, Uganda, Indonesia, Vietnam) and Tanzania is one of the countries where the project was run. The project occurred from 2009-2014 for a budget of 2.5M euros (with 80% of the funding from the European Commission Directorate-General for International Cooperation and Development (EC DG DEVCO)). It shared learning about forest governance and took opportunities to improve institutions, decisions and systems (<http://www.flegt.org/map-of-projects/#projects/14>). In Tanzania, Tanzania Forest Conservation Group (TFCG) and MJUMITA (Community Forest Conservation Network of Tanzania) got funding from DFID through the Accountability Tanzania (Act) Programme to implement a project known as Forest Justice in Tanzania which was aimed at promoting good governance and improving accountability in the forest sector.

There was also a FLEGT socio-economic study (90K euros, 100% EC DG DEVCO, July 2013-May2015) in Kenya in the domain of transparency on the trans-boundary timber commodity chain (<http://www.flegt.org/map-of-projects/#projects/112>). This was of interest to Tanzania given the illegal timber flows at border between Kenya and Tanzania. The project conducted a socio-economic characterization of key players and power structure at play in the timber commodity

chain in the Kenyan national and export-market and extending the analysis beyond the Kenyan borders where need be.

TNRF participated in a study that monitored trade of forest products across the Kenya and Tanzania border. The project was implemented in collaboration with the East African Wild Life Society (EAWLS) and with financial support from the EU through FAO.

6.3.3 A brief synthesis of the state of transparency and accountability in the forest sector

Table 14: Key elements of transparency and accountability in forest governance in Tanzania

Attributes	Analysis in Tanzania
1. Legal frameworks supporting information access, science debate and accountability of agencies	The right to seek, obtain and disseminate information is provided for under Article 18 of the Constitution of the United Republic of Tanzania of 1977. However without a specific law on the right of access to information, Tanzanian citizens hardly enjoy these constitutional guarantees (Kalemera A et al., 2015). In 2006, the Tanzania Ministry of Information released a Freedom of Information Bill (2006) but it has never been published in the government gazette as an official Bill (Kalemera A et al., 2015). In 2011, Tanzania was among six African countries eligible to join the Open Government Partnership (OGP), a multilateral initiative that aims to “secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance” but the Freedom of Information Bill has still not been passed (Kalemera A et al., 2015). The Accountability Tanzania (Act) Programme is also worth noting. It is a £31m programme (2009-2015) mostly funded by DFID whose purpose was to increase the responsiveness and accountability of Government in Tanzania, through a strengthened civil society.
2. Quality, timeliness and accessibility of information to the public	The national Community Forest Based Management (CBFM) guideline of 2007, Guideline for Joint Forest Management (JFM) of December 2013, and the National Guidelines for Sustainable Harvest and Trade on Forest Produce of 2007 requires record keeping by all institutions responsible for forest management in the country. However the National Forest and Beekeeping Database (NAFOBEDA) is no longer functional due to a lack of finances to enable collection of data and inadequately trained staff on the use of relevant software (Green Advocates International Inc, 2014). Most data remains in a fragmented form where the headquarters do not have information about permits and licenses from the field offices. There are plans to install a central database that would collect and manage all harvesting information but it has not started working yet (Green Advocates International Inc, 2014). Even though, at a country level the National Forest Monitoring and Assessment (NAFORMA) resulted in producing a national forest map, in most districts no forest inventory has been undertaken for many years (Green Advocates International Inc, 2014).

<p>3. Transparency in timber concession and rights allocation</p>	<p>Procedures for awarding and transferring licenses are articulated in the Forestry Act and its accompanying regulations. However there is no transparency in issuance of harvesting permits which are issued by District Forest Officers (DFOs) and Forest Plantation Managers even in the absence of Forest Management Plans (FMPs). Harvesting quotas are often determined from a forest officer experience and are not based on actual inventories (Green Advocates International Inc, 2014).</p>
<p>4. Transparency in forest revenue management</p>	<p>The share of forest royalties and revenues from fines and selling of confiscated forest products, collected at district level is skewed 95% to 5% in favor of the central government authorities (Albert & Monga, 2014). Furthermore, the 5% that is retained at the districts is not made directly available to DFOs for forest management or tree planting, but is instead kept under the custody of the district treasury and its expenditure is mostly based on other district priorities (Albert & Monga, 2014). Inadequate and delayed funds from the central government to the districts for implementing forest district activities are observed. Most harvesting of natural forest is done in unreserved forests on village land and in the absence of a village land forest reserve, villages are not legally entitled of a share of revenues collected from such forest resources (Albert & Monga, 2014). In the community based forest management (CBFM), there is a trend of promoting protective CBFM to the neglect of more productive CBFM which would lead to direct financial benefits for communities (Albert & Monga, 2014).</p>
<p>5. Existence and quality of governmental oversight mechanisms</p>	<p>There are no governmental oversight mechanisms and would they be, it would be ineffective given the current data fragmentation and current processes. For instance at district level, districts are issuing the hammer-stamps along the roads or even at the District office making it impossible to determine the source of the forest products so it makes it almost impossible to provide oversight for sustainable harvesting at district level (Green Advocates International Inc, 2014).</p> <p>TRAFFIC, a civil society NGO which specializes in investigating and analyzing wildlife and forest trade trends, patterns, impacts and drivers has carried out a landmark study in 2007 on the governance shortfalls associated with a logging boom in southern Tanzania. The conclusions of the report have been quoted widely, inside and outside of government (Domingo, 2011).</p>
<p>6. Internal accountability mechanisms</p>	<p>There is a Ministry's mechanism of controlling the issuance of license at district level but which is not effective.</p>
<p>7. Transparent and accountable engagement of private and civil society actors in the forest sector</p>	<p>All forest traders are legally obliged to register, however, this is carried out at district offices and there is no central registry of forest businesses. In total, there are sixteen companies that participate in forest harvesting and that have tax returns greater than TZS 250 million, as identified by Tanzania Revenue Authority but only four companies have</p>

	consistently paid any taxes during the entire period from 2007 to (Green Advocates International Inc, 2014)
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6.3.4 Options for enhancing EU policy contributions to forest governance in Tanzania

Some key challenges for forest governance, and in particular for transparency and accountability in Tanzania include the weak collection of data that leads to over harvesting, the poor coordination amongst government agencies, the mismatch between export permits, fees and shipping data, the lack of alignment between the number of registered actors and the few companies that are recorded as paying taxes (Green Advocates International Inc, 2014).

In February 2009, Tanzania joined the Extractive Industries Transparency Initiative (EITI) to improve transparency and accountability in the extractive sector. This encompasses looking into the revenues from the forestry sector in Tanzania and ensuring that in the future, reports on the forestry sector are comprehensible, publicly available and contribute to public debate among key audiences such as government, parliamentarians, civil society, companies and the media. EU actions could support capacity-building of Tanzania Forest Service Agency (TFS) for data management and storage which, is very crucial to the management and the sustainability of the sector. There is also need to support a mechanism by which districts can distinguish the source of forest products.

It was also noted that only 4% (35 Forest Reserves) of the forests in the country have FMP (Green Advocates International Inc, 2014) and EU actions could support the development of these FMPs by supporting actions to gather the basic information required such as the sizes of forest, harvestable stock, and boundaries of forest.

While financial support to Tanzania has been significant, several REDD+ related activities ended in 2014 and there is no new funding in place, leaving the future looking uncertain. EU could support REDD+ actions in Tanzania, particularly the REDD+'s monitoring, reporting and verification (MRV) system which could support to bring more transparency and better governance in the forest sector in Tanzania.

7 A review of convergences and divergences between various forest related International mechanisms

In the recent years, there have been several global mechanisms that are already in effect in the forestry context. The Forest Instrument (Non-legally Binding Instrument on All Types of Forests), Reducing Emissions from Deforestation and forest Degradation (REDD+) and Forest Stewardship Council (FSC) certification were among those selected for this study in addition to the EU-FLEGT. The selection was guided by the applicability beyond national or regional level contexts which all the schemes perfectly qualify for.

The Forest Instrument, a United Nations Forum on Forests (UNFF) led scheme, aims to promote sustainable forest management in all types of forests through a global applicable framework designed to achieve the Global Objectives on Forests which include 1) Reverse forest loss, 2) Enhance forest-based benefits, 3) Increase sustainability of managed forests, 4) Mobilize financial resources. The Forest Instrument provides a framework for national action and international cooperation to promote SFM at all levels and facilitate the contribution of forests to the MDGs, SDGs

and other overarching development goals set at global and local levels. On the other hand, REDD+, a UN-REDD led scheme, focuses on reducing emissions from deforestation and forest degradation in developing countries, and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks in developing countries. It is largely a forest-based climate change mitigation strategy. FSC certification focuses on ensuring the timber and wood products that come to the consumers are produced following environmentally and socially friendly procedures.

The common thread among all the three schemes is the emphasis on sustainable forest management and the efforts to reduce deforestation and forest degradation. The difference is on how each of the schemes frame their engagements to achieve their intended goals. For instance, for FSC and EU-FLEGT, the main entry points are through the law enforcement and trade related mechanisms. For the Forest Instrument, the main entry point is the formulation of proper policies that align with the global and national development ambitions. REDD+ uses climate change mitigation agenda as the main entry point with a relatively narrower scope focusing only on developing countries as target areas for implementation. The second main difference is, due to their varying entry points, that there is varying level of emphasis put on the various elements affecting the sustainable management and utilization of forest resources. Table 15 below highlights the varying levels of emphasis for each of the four forest related mechanisms.

The target scale is another difference among the schemes. FSC and REDD+ possess more local level attributes that the Forest Instrument and EU-FLEGT. The FSC for instance is product oriented which in many instances involves timber and wood products at large. REDD+ is also a specific incentive scheme for interventions that take place at local level. EU-FLEGT also have elements that link both the national and local levels. For instance, the management tools (e.g. wood tracking tool) developed in Ghana through the FLEGT process could significantly help in tracking illegal activities in specific areas. However, in its broader framing FLEGT is mostly a national process. The Forest Instrument is also largely a national level process as it emphasizes national policies and plans that through other processes could be implemented at local levels.

Table 15: A relative comparison of levels of priority on various thematic areas of forest management among the various international schemes

Selected elements that affect forestry at large	Existing international schemes relevant to forestry			
	The Forest Instrument	REDD+	Certification (FSC as an example)	EU FLEGT
Reverse the loss of forest cover and reduce forest degradation	High	High	High	High
Sustainable Forest Management	High	Medium	High	Medium
Illegal logging (mainly timber)	Medium	High	High	High
Capacity development	Medium	High	Medium	Medium
Financing for forestry programmes	High	High	Low	Low
Trade and forest products extraction	Medium	Low	High	High
Forest governance	Medium	High	Medium	High
Policies and strategies	High	Medium	Medium	High

Despite the observed differences among the schemes analysed, there are numerous areas of complementarity. For instance, the Forest Instrument emphasizes on supporting the national governments in developing national policies that align with the development ambitions. EU can support the countries to develop robust policy instruments that can be applied across scale to achieve the required impacts at local, national and global levels. Besides, EU can also facilitate the achievement of the Global Objectives of Forests particularly by creating global mechanisms for financing sustainable forest management initiatives. Moreover, the experiences gained through the EU-FLEGT programme could be very helpful to frame appropriate governance schemes in the policies crafted at national levels and in the activities (projects and programmes) implemented at subnational levels.

Section III - CONCLUSIONS AND RECOMMENDATIONS

8 How effective was the EU Development cooperation support in addressing problems in the Forestry sector?

We address the effectiveness of EU development Cooperation support in addressing problems in the forestry sector in terms of policy impact, accountability and transparency, sustainable forest management, capacity building and international initiatives.

About 200 million Euros in investments have been recorded in Africa through EU development cooperation in the forestry sector, with Central African Republic, Gabon and DRC on the lower end of investments, while Ghana and Cameroon feature as the high-end beneficiaries. Ghana has made the most progress and is the closest to FLEGT licensing so far. Our analysis of the three case studies indicate that investments have gone into very diverse areas. But information sharing, legal reform and transparency emerged as relatively high investment areas, while domestic markets emerged as a low investment area. Monitoring and timber legality assurance were moderate priority investment areas.

8.1 Policy

Some evidence exists to show that EU actions have impacted forest governance in Africa. In terms of transparency and accountability, clear impact can be seen in FLEGT-VPA countries such as Ghana, Cameroon and Liberia wherein systems for sharing information, monitoring and traceability are being set-up. FLEGT-VPA support reform processes have also allowed for setting up functional institutional frameworks for enabling local participation in forest permit and concession allocation processes, accessible information on forest exploitation activities, transparency in managing finances from concessions especially local community dues or shares, tracking timber and wood products as well as improved oversight from both government and independent private and civil society bodies.

On the other hand, criticisms of missed opportunities have been highlighted in the following areas of weakness in EU policies and actions in forestry and FLEGT-VPA in particular.

- FLEGT-VPA has too narrow a definition and focus on “legality” which tends to ignore crucial issues related to tenure and rights of local people and perhaps the overall livelihood and economic interests of developing countries. Current definition of “legality” as per national law

limits full consideration of the rights of local people in many instances where participation and implementation of laws is sub-optimal;

- Bias towards industrial logging and therefore ignoring the vast majority of illegal logging from artisanal logging and timber from farms. This also implies a lack of attention to domestic markets in general. An analysis of investments in section II (6.2 and 6.3) shows that domestic timber received the least investment from EU actions;
- FLEGT-VPA and EU EUTR has not sufficiently addressed the demand side of timber from China and other emerging economies. These markets are growing and are increasingly targeted by timber suppliers from Africa. Without the same standards as FLEGT-VPA these markets are more attractive to suppliers from Africa especially given that the cost of licensing is very low. This growing market could potentially reduce interest in FLEGT-VPA and therefore its potential impact on sustainable forest management as well as nullify EU actions and investments so far;
- Capacity building has been weak. Besides the development of tools for monitoring and information sharing and training on their use, FLEGT VPA has not taken a holistic approach to sustainable forest management governance capacity. Supporting training at all levels and across public, private and civil society levels would be of great benefit not only towards improving the effectiveness of FLEGT processes, but also its overall impact. Crucial in most cases is capacity to implement the systems and provide oversight. Emphasis needs to shift towards these.

8.2 Accountability and transparency

There is obvious evidence that FLEGT-VPA has been the principal catalyst and main support in the development of legal frameworks on accountability and transparency in several countries in Africa, including, Cameroon, Congo, DRC, Ghana, Liberia and others. In Cameroon for instance, FLEGT has helped support data bases on timber concessions. The setting up of TLAS systems in several of these countries could not have been done without FLEGT-VPA. There is very little doubt that FLEGT-VPA investments have made huge contributions in this particular area.

Main opportunities for improvement in this area are largely on improving efficiency and scaling up of the systems that have been developed. Data quality improvement; poor access to data given that most of the people do not have internet access as there is minimal effort on deliberate distribution in media accessible to rural people; weak capacity for implementation oversight and monitoring are all areas in which to capitalize efforts to improve effectiveness and efficiency in FLEGT-VPA delivery.

8.3 Sustainable forest management

FLEGT-VPA has been about guaranteeing the legality along the production cycle (TLAS) as well as obtaining legal export (FLEGT-License), hence it has been helpful in addressing illegal logging- one of many forest governance challenges presented in section 1. While FLEGT –VPA indicates intention to address livelihood issues as well as sustainable forest management, in reality, it only does that indirectly. There is need for FLEGT-VPA to better address the many conditions around the exploitation of timber such as rights, equity in benefits sharing and sustainable management practices if it is to contribute more effectively to SFM.

In essence, the programme needs to look at several other related forest governance challenges to be able to optimize contributions to SFM. In this respect, EU actions would benefit more from taking an incentives approach to sustainable forest management in Africa and globally. This would give more opportunity for progressive partnership with the private sector in terms of enhancing financing and overall performance especially if a performance-based incentive approach is taken. At the moment, FLEGT-VPA is neither a fully-fledged incentive such as REDD+ nor a fully-fledged sustainable forest management certification scheme. Even if considered an incentive in the sense that entry into VPA attracts a portfolio of finance aimed at its implementation, this is mainly in the public domain rather than directly incentivizing forest users or managers, and therefore only indirectly connected to sustainable forest management.

8.4 Other mechanisms: REDD+ and Certification

We found very little evidence of interactions between FLEGT-VPA processes and other international processes such as REDD+, certification and or the Forest Instrument (see chapter 7). Few incentives exist for such collaboration and we found little or no evidence on investments in projects developing synergies between these mechanisms.

In Cameroon, there is very little communication between REDD+ and FLEGT. These initiatives are run by completely different institutions in Cameroon. With REDD+ being run by MINFOF and FLEGT-VPA being run by MINEPDED. Though there are a few overlaps in membership of various sub-committees within both initiatives (e.g. the inter-ministerial committee coordinating REDD+), very little institutional collaboration has been observed at the broader level (Tegegne, 2016).

Despite this, there are huge complementarities between these mechanisms (see Table 6) and there are tremendous opportunities for building on these in future EU actions. The complementarities are as follows: FLEGT-VPA can be of tremendous service to REDD+ in terms of sharing the experiences and tools for generating data, monitoring, information transparency and information sharing approaches. While FLEGT is most advanced on these, REDD+ is lagging behind. On the other hand, the elaborate Safeguard procedures and considerations, broader stakeholder consultation requirements of REDD+ and certification processes can help strengthen FLEGT processes. Currently FLEGT-VPA does not take into account the benefits and challenges to people, while REDD+ and Certification are much stronger in this aspect. FLEGT-VPA can also learn a lot from the partnership procedures and recommendations encouraged in REDD+ and the Forest Instrument. Both instruments emphasize national vs international partnerships and encourages public private partnerships not currently considered in the FLEGT.

9 Potential for new EU and International transparency and accountability initiatives in the forest sector

Forests have been part of the global negotiations towards sustainable development within which transparency and accountability has been retained as part of the core guiding principles. Tremendous opportunity thus exist for new EU policies, instruments and actions in the process of implementing global agreements and processes related to forests. These global agreements include the SDG, the Forest Instrument, The Paris Climate Agreement, the New York Declaration on Forests.

- *Agenda 2030 - Sustainable Development Goals (SDGs):* SDGs were coined with the aim of completing the unfinished tasks of the millennium development goals. The issue of

accountability and transparency in the forestry sector is strongly related to two of the main 17 SDGs. First, Goal 15 focuses on forests and the need to reduce the extent of deforestation and forest degradation while conserving the existing forests and growing additional forest stocks. With governance of resources being one of the most challenging issues in many developing forested countries, it is imperative that Goal 15 is strongly tied to Goal 16 which emphasizes the need for effective, accountable, inclusive and transparent institutional structures to achieve the intended targets of good governance in the natural resources realm. Developing the right tools for monitoring the performances of the indicators specified for Goal 16 in the forestry sector could be highly instrumental to address the governance challenges manifesting in the forestry sector. Hence, aligning the transparency and accountability initiatives in the forestry sector with the SDGs could be a highly effective strategy.

- *The UN Forest Instrument as an overarching framework:* The Forest Instrument formally known as Non-Legally Binding Instrument on All Types of Forests provides countries with a framework for promoting sustainable forest management. Two elements of this instrument stand out significantly. First the instrument intends to enhance the contribution of forests to the achievement of the internationally agreed development goals such as SDGs and or MDGs. This promotion of sustainable forest management also contributes significantly to the achievement of the Aichi target. Secondly, the instrument also provides a framework for a national action and international cooperation. The EC could support and invest in such international frameworks so that the accountability and transparency agendas get the recognition they deserve to make the forestry sector properly governed.
- *Global institutional frameworks:* Strengthening the accountability and transparency objectives in the forestry sector also requires strengthening the emphasis of such objectives in the operations and activities of such global networks and institutions. For example, the EC could play a crucial role in the forestry sector in the developing countries if the accountability and transparency objectives are emphasized in the activities of the African member institutions in the IUFRO (International Union for Forestry Research Organizations) and ETFRN (European Tropical Forest Research Network) both of which are based in Europe currently.
- Developing EU-Africa public-private partnerships for sustainable forest management might be an interesting opportunity with mutual benefits for the development and trade in diverse timber and non-timber forest products. Such an action would invest in a dialogue to explore joint investment opportunities, as well as skills and technology transfers. Strengthening the H2020 EU-Africa research components on sustainable research as part of the agenda might be very impactful. While the current research agenda contributes to forestry research, it is not sufficient to enable the necessary innovations for sustainably managing tropical forests with global sustainable benefits.

10 Summary of opportunities and Recommendations

This study reviewed the state of transparency and accountability within forestry in developing countries (mainly in Africa), the contributions of past and ongoing EU actions, provisions to transparency, accountability and forest governance with a view to enabling the formulation of new and or improved EU as well as international initiatives to help increase transparency and accountability in the management of forests and sustainable development in general.

The study recognizes the central role of EU actions in catalyzing developments in efforts to increase transparency and accountability in the timber sector in particular. FLEGT-VPA has directly impacted policy reforms on legal frameworks for monitoring legality as well as access to information in the forestry sector. Several other related policies have been flagged in the preceding section.

However, tremendous opportunities exist in the policy as well as in the implementation arenas. These include reshaping and or development of complementary actions that enable FLEGT-VPA and EUTR to be more efficient and effective such as bringing in China and other emerging economies, addressing domestic and artisanal markets, incorporating enhanced livelihood and sustainable forest management dimensions. Investing in capacity development, and improving synergies between FLEGT and other mechanisms such as REDD+ are also opportunities for enhancing EU contributions to forest governance.

Below is a summary of the main recommendations:

1. FLEGT-VPA might benefit from expanding the definition of “legality” to include much broader safeguards that ensure community rights and benefits. Current definition of “legality” as per national law limits full consideration of the rights of local people in many instances where participation and implementation of laws is sub-optimal.
2. Strengthening the EU-China FLEGT related activities could potentially help secure interest in FLEGT actions in the near and distant future especially if it encourages China to adopt similar standards to FLEGT for timber imported from Africa.
3. Improving investments and actions in growing domestic timber markets (especially timber from farms and artisanal logging) would also help improve efficiency in EU FLEGT actions and sustainable forest management in general. It could stop such non-forest illegal timber from infiltrating the FLEGT process and find its way to Europe, as well as encourage higher standards. Artisanal logging and timber from farms are an important change dimension in the domestic market growth and therefore need to be part of the broader equation of tackling sustainable forest management.
4. Investments in capacity building beyond monitoring, tracking and oversight would be extremely beneficial to sustainable forest management and livelihood benefits from forest enterprise. Implementation capacity is crucial in terms of knowledge, skills and resources. The capacity so far has been on tools development and training on use of these tools. Shifting emphasis to a holistic look at capacity to implement would help move EUTR objectives forward.
5. Enhanced EU actions in the synergies between FLEGT-VPA, REDD+ and certification would increase effectiveness and efficiency in the forest sector overall. While certification and REDD+ could help FLEGT-VPA on the safeguard approaches, FLEGT-VPA transparency and accountability systems such as TLAS can be extremely beneficial for REDD+ monitoring, reporting and verification and certification processes.
6. EU actions would benefit more from taking an incentives approach to sustainable forest management in Africa and globally. An incentives approach could include developing instruments that directly encourage positive sustainable forest management behavior. For example, FLEGT-VPA helps with systems that can determine and record legality of timber. An

incentive system would reward sustainable timber with a label and or premium price for timber that meets a number of criteria and conditions hence attracting new entrants and therefore greater sustainability. Rewarding and supporting countries that improve sustainable timber, or increase area under sustainable production schemes, or that improve policies and systems for supporting sustainable forest management constitute examples of such incentive systems. Performance-based finance is also an option for incentivizing forest sector activities in Africa and other developing countries. Rewards for informants leading to illegal timber produced using unsustainable means could be an effective incentive at local level. This would give more opportunity for progressive partnership with the private sector in terms of enhancing finance and overall performance especially if a performance-based incentive approach is taken. At the moment, FLEGT-VPA is neither a fully-fledged incentive such as REDD+ nor a fully-fledged sustainable forest management certification scheme. Even if considered an incentive in the sense that entry into VPA attracts a portfolio of finance aimed at its implementation, this is mainly in the public domain rather than directly incentivizing forest users or managers, and therefore only indirectly connected to sustainable forest management.

7. More research is needed to fully understand the cost and benefits of FLEGT-VPA and EUTR in developing countries. Most costs of FLEGT-VPA processes have been paid for by public finance with few assessments of the real costs of licensing and the competitiveness of FLEGT-VPA licensed timber. Understanding the overall impacts to local people and sustainable forests management and the pathways to delivering the same would greatly benefit the design and implementation of FLEGT-VPA and other EU actions in the forestry sector going forward.
8. Opportunities for new EU policies and actions include FLEGT-type monitoring for Aichi targets and Sustainable Development Goals- SDG forest related targets and incentives for actions in the New York Declaration on Forests or the Forest Instrument in the form of performance-based finance based on agreed targets with various developing countries.

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Annexes

Annex I: Corruption perception index of VPA countries

Table 16: Corruption perception index 2006 - 2016 of VPA countries

Country	CPI																			
	2007		2008		2009		2010		2011		2012		2013		2014		2015		2016	
	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank
Cameroon	24	138	23	141	22	146	22	146	25	134	26	144	25	144	27	136	27	130	26	145
Central African Republic	20	162	20	151	20	158	21	154	22	154	26	144	25	144	24	150	24	145	20	159
Congo	21	150	19	158	19	162	21	154	22	154	26	144	22	154	23	152	23	146	20	159
Côte d'Ivoire	21	150	20	151	21	154	22	146	22	154	29	130	27	136	32	115	32	107	34	108
Democratic Republic of the Congo	19	168	17	171	19	162	20	164	20	168	21	160	22	154	22	154	22	147	21	156
Gabon	33	84	31	96	29	106	28	110	30	100	35	102	34	106	37	94	34	99	35	101
Ghana	37	69	39	67	39	69	41	62	39	69	45	64	46	63	48	61	47	56	43	70
Guyana	26	123	26	126	26	126	27	116	25	134	28	133	27	136	30	124	29	119	34	108
Honduras	25	131	26	126	25	130	24	134	26	129	28	133	26	140	29	126	31	112	30	123
Indonesia	23	143	26	126	28	111	28	110	30	100	32	118	32	114	34	107	36	88	37	90
Laos	19	168	20	151	20	158	22	154	22	154	21	160	26	140	25	145	25	139	30	123
Liberia	21	150	24	138	31	97	33	87	32	91	41	75	38	83	37	94	37	83	37	90
Malaysia	51	43	51	47	45	56	44	56	43	60	49	54	50	50	52	50	50	54	49	55
Thailand	33	84	35	80	34	84	35	78	34	80	37	88	35	102	38	85	38	76	35	101
Vietnam	26	123	27	121	27	120	27	116	29	112	31	123	31	116	31	119	31	112	33	113

Source: <https://www.transparency.org>. The Corruption perception index (CPI) measures the perceived levels of public sector corruption on a scale from 0 (highly corrupt) to 100 (very clean). The 2016 rankings included an assessment of 176 countries

Annex II: EU supported transparency projects

Table 17: African countries receiving EU support to enhance structures for transparency and accountability

Countries	Objectives of EU support for transparency and accountability						
	Improve institutional, legal and organizational framework conditions	Enhance structures for countries to better assess and monitor their forest resources	Promote indigenous community rights	Reduce forest sector illegalities and improve timber value chain	Improve public access to information in the forest sector	training and technical support of civil organizations	Implementation of Forestry Concessions Administration System
Burundi	√	√		√			
Cameroon	√	√	√	√	√	√	
Central African Republic	√	√	√	√			
Democratic Republic of Congo	√	√	√	√	√	√	
Equatorial Guinea		√					
Gabon	√	√	√	√	√	√	
Gambia	√	√		√			
Ghana	√	√	√	√	√	√	
Ivory Coast	√		√	√			
Kenya	√	√		√	√		
Liberia	√	√	√	√	√	√	
Madagascar					√		
Namibia	√	√		√			
Republic of Congo	√	√	√	√		√	
Sierra Leone							√
Togo					√		

Table 18: EU supported transparency projects in Africa (FLEGT and VPA and related initiatives)

	Transparency Projects in Africa	Countries	Amount	EC support	Implementing organizations
1.	A Strong Seat at the Table	Republic of Congo, Democratic Republic of Congo, Cameroon, Gabon, Ghana, Liberia	972 839 €	European Commission Directorate-General for International Cooperation and Development (EC DG DEVCO): 80%; Forest Peoples Programme (FPP): 6%	Centre for Environment and Development (Cameroon) (CED); ClientEarth; Fern; Civic Response (CRG); Brainforest (BRAINFOREST); Observatoire Congolais des Droits de l'Homme (OCDH); Cercle pour la defense de l'environnement (CEDEN); Sustainable Development Institute (SDI)
2.	African Forest Observatory	Republic of Congo, Democratic Republic of Congo, Cameroon, Central African Republic, Equatorial Guinea, Gabon	2 722 690 €	EC DG DEVCO: 100%	Center for International Forestry Research (CIFOR); FRM; Congo Basin Forest Partnership (CBFP); Observatory for Central African Forests (OFAC)
3.	Appui à l'opérationnalisation de la page web dédiée à l'APV/FLEGT du Ministère des Forêts et de la Faune dans le cadre de la mise en œuvre de l'Annexe VII	Cameroon	31 500 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Ministry of Forests and Wildlife (Cameroon) (MINFOF)
4.	Community-based real-time forest monitoring in three countries to support FLEGT processes	Democratic Republic of Congo, Cameroon, Ghana	2 304 350 €	Department for International Development (UK)- DFID: 100%	Bolsa Verde do Rio de Janeiro (BVRio)
5.	Congo Basin VPA Implementation - Championing Forest Peoples' Rights and Participation	Cameroon, Central African Republic, United Kingdom	1 964 083 €	EC DG DEVCO: 80% DFID: 20%	Forêts et Développement Rurale (FODER); Centre for Environment and Development (Cameroon) (CED); Maison de l'Enfant et de la Femme Pygmées (MEFP); Centre pour l'Information Environnementale et le Développement Durable (CIEDD); Fern; Forest Peoples Programme (FPP)

6.	Driving illegality from forest risk commodities*	Australia, Burma (Myanmar), Republic of Congo, Democratic Republic of Congo, China, Cameroon, Central African Republic, Ghana, Guyana, Ivory Coast, Japan, Liberia, United Kingdom, United States, Indonesia, Vietnam	2 168 800 €	DFID	N.S
7.	Enforcement and Governance for Sustainable Forest Management*	Democratic Republic of Congo, Cameroon, Ghana, Ivory Coast	1 895 000 €	EC DG DEVCO: 79%	Forêts et Développement Rurale (FODER); Friends of the Earth (Ghana) (FoE-Gh); Réseau Ressources Naturelles (RRN)
8.	Ensuring a seat at the table supporting NGO coalitions to participate in FLEGT VPA processes	Republic of Congo, Cameroon, Central African Republic, Gabon, Ghana, Liberia, Malaysia	1 200 000 €	EC DG DEVCO: 80%; DFID: 13%; Fern: 3%; OxN: 1%; IUCN: 0%	Brainforest (BRAINFOREST); Centre for Environment and Development (Cameroon) (CED); Ideal Time Sdn Bhd (IT); Observatoire Congolais des Droits de l'Homme (OCDH); Sustainable Development Institute (SDI)
9.	EU FLEGT Facility	Cambodia, Burma (Myanmar), Republic of Congo, Democratic Republic of Congo, China, Cameroon, Central African Republic, Gabon, Honduras, India, Ivory Coast, Laos, Liberia, Malaysia, Philippines, Thailand, Indonesia, Vietnam	45 720 720 €	EC DG DEVCO: 56%; DFID: 20%; Ministry of Foreign Affairs (Netherlands)-MFA: 11%; Swedish International Development Cooperation Agency -Sida: 8%; Ministry for Foreign Affairs (Finland)-MFAF: 3%; BMZ: 1% Ministry of Foreign Affairs; (Netherlands)MAEDI: 0%	N.S
10.	Exploitation et commerce légaux du bois, une affaire de tous en Province Orientale	Democratic Republic of Congo	115 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT) Tropenbos International (TBI)

11.	FED Observateur Indépendant de la mise en application de la Loi forestière OI FLEG en RDC	Democratic Republic of Congo	1 339 549 €	EC DG DEVCO: 100%	Resource Extraction Monitoring (REM) Ministry of Environment, Nature Conservation and Tourism (DRC) (MECNT)
12.	FLEGT Support for ACP countries	Burundi, Cameroon, Gambia, Gabon, Ghana, Kenya, Liberia, Namibia	€11 716 548	EC DG DEVCO: 83% FAO FLEGT: 17%	N.S
13.	Governance Initiative for Rights and Accountability in Forest Management (GIRAF)*	Ghana	1 115 759 €	EC DG DEVCO: 78% CARE Danmark: 22%	CARE Ghana (CARE); Civic Response (CRG); Centre for Indigenous Knowledge and Organizational Development (CIKOD); Friends of the Earth (Ghana) (FoE-Gh)
14.	Implementation of Forestry Concessions Administration System to support Sustainable Forestry in Sierra Leone (Phase II)	Sierra Leone	102 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Revenue Development Foundation (RDF)
15.	Improving transparency and access to information in Kenya's forestry sector	Kenya	78 300 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); East African Wild Life Society (EAWLS)
16.	Mise en œuvre du système normalisé d'observation indépendante externe (SNOIE)	Cameroon	110 000 €	EC DG DEVCO: 100%	EU FAO FLEGT Programme (FAO); Forêts et Développement Rurale (FODER)
17.	Programme on forests – PROFOR*	Brazil, China, Guatemala, Liberia, Peru	2 920 586 €	EC DG DEVCO: 41%	N.S
18.	Promoting good governance in the forest sector	Democratic Republic of Congo, Gabon, Ghana, Liberia, Vietnam	3 200 000 €	DFID	Fern; Civic Response (CRG); Brainforest (BRAINFOREST); Observatoire Congolais des Droits de l'Homme (OCDH); Sustainable Development Institute (SDI)
19.	Renforcement des capacités des organisations potentiellement soumissionnaires pour les appels à propositions de projets du Programme EU-FAO-FLEGT en RDC	Democratic Republic of Congo	8 800 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Centre for International Development and Training (CIDT)

20.	Socio-economic study on the trans-boundary timber commodity chain	Kenya	90 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Kenya Forestry Research Institute (KEFRI)
21.	South-South expansion of BVRio Responsible Timber Exchange	Brazil, China, Cameroon, Ghana, Ivory Coast, Liberia, United Kingdom	1 016 625 €	DFID	N.S
22.	Tools for Implementation of Forest Governance (TIFG)	Republic of Congo, Democratic Republic of Congo, Cameroon, Ivory Coast, United Kingdom	316 455 €	DFID: 100%	Resource Extraction Monitoring (REM); FAO FLEGT Programme (FAO FLEGT)
23.	Transparence et redevabilité sur la perception et la redistribution de la redevance forestière dans la Province Orientale en RDC	Democratic Republic of Congo	67 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT) Organisation Concertée des Ecologistes et Amis de la Nature (OCEAN)

Source: <http://www.euflegt.efi.int> – N. S – not specified. * Marks projects that also cover accountability

Annex III: Country investments

Cameroon

Table 19: State of FLEGT and VPA related initiatives that were supported through EU in Cameroon

Project name	Emphasis within FLEGT priority thematic areas	Total investment	Share of EC support	Implementers
Legal Compliance and Deforestation-Free Commodity Supply Chains	Information sharing; Legal reforms	2 997 687 €*	DFID 100% grant	Proforest
Implementing FLEGT: Promoting Good Governance in the Forest Sector	Information sharing; Legal reforms	3 203 704 €*	DFID 100% grant	Fern; Sustainable Development Institute (SDI); Civic Response (CRG); Brainforest (BRAINFOREST); Observatoire Congolais des Droits de l'Homme (OCDH); Centre for Environment and Development (Cameroon); (CED); AZUR Développement (AD); Centre pour l'Information Environnementale et le Développement Durable (CIEDD); Maison de l'Enfant et de la Femme Pygmées (MEFP); SOS Forêts; Forêts et Développement Rurale (FODER)
Accompagnement des organisations de la société civile et des communautés à l'amélioration de la gouvernance forestière	Legal reforms	124 812 €	EC DG DEVCO: 79%, CED: 21%	Centre for Environment and Development (Cameroon) (CED); Fern; Rural Development Centre Cameroon (RUDEC); Nature Cameroon (NC)
FLEGT Support for ACP countries	Transparency; Timber Legality Assurance System; Legal reforms	11 716 548 €*	EC DG DEVCO: 83%, FAO FLEGT: 17%	N S
Promotion de la production et l'exportation légales des bois issus des forêts communautaires (PEL-FC)	Legal reforms	1 293 139 €	EC DG DEVCO: 76%, SNV: 24%	SNV Cameroon (SNV); CIFED Yokadouma (CIFED)
Pro-Formal	Legal reforms; Domestic market	3 750 000 €*	EC DG DEVCO: 80%, CIFOR: 20%	Center for International Forestry Research (CIFOR)

Social justice in forestry	Legal reforms	2 500 000 €*	EC DG DEVCO: 80%, DFID: 16%, MFA The Netherlands: 4%	International Institute for Environment and Development (IIED); Forestry South Africa (FSA); Network for Environment And Sustainable Development In Africa (NESDA); Centre for Development Management (CDM); Tanzania Natural Resource Forum (TNRF); Centro Terra Viva (CTV); Environment, Law & Development Foundation (ELDF); Advocates Coalition for Development and Environment (ACODE); Inspirit Innovation Circles (IIC); The Center for People and Forests (RECOFTC)
EU FLEGT Facility	Information sharing; Transparency; Monitoring Timber Legality Assurance System; Legal reforms; Domestic market	45 720 720 €*	EC DG DEVCO: 56%; DFID: 20%; MFA The Netherlands: 11%; Sida: 8%; MFAF: 3%; BMZ: 1%; MAEDI: 0%	N S
Strengthening Small and Medium Enterprises (SMEs) in Cameroon for the implementation of the requirements of the LAS and EUTR	Information sharing; Timber Legality Assurance System	156 097 €	EC DG DEVCO: 77%	N S
Enforcement and Governance for Sustainable Forest Management	Information sharing; Transparency; Monitoring; Timber Legality Assurance System	1 895 000 €*	EC DG DEVCO: 79%	Forêts et Développement Rurale (FODER); Friends of the Earth (Ghana) (FoE-Gh); Réseau Ressources Naturelles (RRN)
South-South expansion of BVRio Responsible Timber Exchange	Transparency; Timber Legality Assurance System	1 016 625 €*	DFID: 100% grant	N S
Prise en compte des systèmes de certification privée de légalité et de gestion durable dans la délivrance des certificats de légalité émis dans le cadre de l'APV/FLEGT	Timber Legality Assurance System	45 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Ministry of Forests and Wildlife (Cameroon) (MINFOF)
Appui au renforcement des capacités du MINEPDED pour la mise en œuvre du	Timber Legality Assurance System	60 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Ministry of Environment, Nature Protection and

Système de Vérification de la Légalité (SVL)				Sustainable Development (Cameroon) (MINEPDED); Centre de Recherche et d'Action pour le Développement Durable (CERAD)
Suivi de la gestion de la faune dans les concessions forestières du Cameroun	Timber Legality Assurance System	123 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Wildlife Conservation Society (WCS)
Appui au renforcement des capacités du Ministère du Travail et de la Sécurité Sociale, pour la mise en œuvre du Système de Vérification de la Légalité (SVL) de l'Accord de Partenariat Volontaire	Timber Legality Assurance System	36 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Ministry of Labour and Social Security (Cameroon) (MINTSS); Centre de Recherche et d'Action pour le Développement Durable (CERAD)
Mise en place et expérimentation d'un système local de suivi de l'activité forestière dans l'arrondissement de Ngambé Tikar	Information sharing; Timber Legality Assurance System	121 614 €	EC DG DEVCO: 80%, CAFER: 20%	The Ministry of Forestry and Wildlife (Cameroon) (MINFOF); Centre d'Appui aux Femmes et aux Ruraux (CAFER)
Innovative timber tracking using genetic and isotope fingerprints	Timber Legality Assurance System	433 750 €	EC DG DEVCO: 82%, GIZ: 10%, UHH: 10%, TFT: 2%	University of Hamburg (UHH); WWF Germany (WWF); The Forest Trust (TFT)
Timber Trade Action Plan for Good Governance in Tropical Forestry (TTAP 1)	Timber Legality Assurance System	6 983 787 €*	EC DG DEVCO: 50%	The Forest Trust (TFT); Timber Trade Federation (TTF); Royal Netherlands Timber Trade Association (VVDH); Belgian Timber Importers Federation (BTIF); Le Commerce du Bois (LCB)
Mise en œuvre du système normalisé d'observation indépendante externe (SNOIE)	Transparency; Monitoring	110 000 €	EC DG DEVCO: 100%	EU FAO FLEGT Programme (FAO); Forêts et Développement Rurale (FODER)
Africa Practitioners Network	Information sharing; Monitoring	828 000 €*	DFID: 92%, Proforest: 4%, RSPO: 4%	N S
Tools for Implementation of Forest Governance (TIFG)	Transparency; Monitoring	316 455 €*	DFID: 100%	Resource Extraction Monitoring (REM); FAO FLEGT Programme (FAO FLEGT)
Congo Basin VPA Implementation - Championing Forest Peoples' Rights and Participation	Information sharing; Transparency; Monitoring	1 964 083 €*	EC DG DEVCO: 80%, DFID: 20%	Forêts et Développement Rurale (FODER); Centre for Environment and Development (Cameroon) (CED); Maison de l'Enfant et de la Femme Pygmées (MEFP); Centre pour l'Information Environnementale et le Développement Durable

				(CIEDD); Fern Forest Peoples Programme (FPP)
Community-based real-time forest monitoring in three countries to support FLEGT processes	Transparency; Monitoring	2 304 350 €*	DFID: 100%	N S
Extending community-based forest monitoring	Information sharing; Monitoring	4 987 024 €*	DFID: 100%	Forest Peoples Programme (FPP)
Mise en place d'un système national d'observation indépendante externe et normalisé	Monitoring	100 000 €	DFID: 100%	FAO FLEGT Programme (FAO FLEGT); Forêts et Développement Rurale (FODER)
Analyser les défis de la mise en œuvre de l'APV-FLEGT au Cameroun	Monitoring	113 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT); Centre for Environment and Development (Cameroon) (CED)
Appui à la mise en œuvre d'une Observation Indépendante de la mise en application des lois forestières en Afrique (République Démocratique du Congo, Congo et Côte d'Ivoire)	Monitoring	302 646 €*	DFID: 100% grant	FAO FLEGT Programme (FAO FLEGT); Field Legality Advisory Group (FLAG); Observatory of Forest Governance (DRC) (OGF); Wild Chimpanzee Foundation (WCF)
Tackling deforestation through linking REDD+ and FLEGT	Information sharing; Monitoring	2 750 000 €*	EC DG DEVCO: 80%	N S
Mise en place d'un observateur indépendant au contrôle et au suivi des infractions forestières au Cameroun	Monitoring	2 021 420 €	EC DG DEVCO: 100%	AGRECO (AGRECO) Cameroon Environmental Watch (CEW) The Ministry of Forestry and Wildlife (Cameroon) (MINFOF)
Appui à l'opérationnalisation de la page web dédiée à l'APV/FLEGT du Ministère des Forêts et de la Faune dans le cadre de la mise en œuvre de l'Annexe VII	Information sharing; Transparency	31 500 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT), Ministry of Forests and Wildlife (Cameroon) (MINFOF)
Community-based mapping, legal capacity building and documentation of customary tenure and governance in the Congo Basin	Information sharing; Transparency	9 647 811 €*	DFID: 100% grant	Bolsa Verde do Rio de Janeiro (BVRio)
Driving illegality from forest risk commodities	Information sharing; Transparency	2 168 800 €*	DFID: 100% grant	N S

A Strong Seat at the Table	Transparency	972 839 €*	EC DG DEVCO: 80%, FPP: 6%	Centre for Environment and Development (Cameroon) (CED); ClientEarth; Fern; Civic Response (CRG); Brainforest; Observatoire Congolais des Droits de l'Homme (OCDH); Cercle pour la defense de l'environnement (CEDEN); Sustainable Development Institute (SDI)
Ensuring a seat at the table supporting NGO coalitions to participate in FLEGT VPA processes	Transparency	1 200 000 €*	EC DG DEVCO: 80%, DFID: 13%, Fern: 3%, OxF: 1%, IUCN: 0%	Brainforest; Centre for Environment and Development (Cameroon) (CED); Ideal Time Sdn Bhd (IT); Observatoire Congolais des Droits de l'Homme (OCDH); Sustainable Development Institute (SDI)
African Forest Observatory	Information sharing; Transparency	2 722 690 €*	EC DG DEVCO: 100%	Center for International Forestry Research (CIFOR); FRM; Congo Basin Forest Partnership (CBFP); Observatory for Central African Forests (OFAC)
Cibler et promouvoir les demandes de sciages légaux sur les marchés intérieurs de bois du Cameroun	Domestic market	112 000 €	EC DG DEVCO: 100%	FAO FLEGT Programme (FAO FLEGT) Centre de Recherche et d'Action pour le Développement Durable (CERAD) The Center for International Forestry Research (CIFOR)
Pro-Formal	Legal reforms Domestic market	3 750 000 €	EC DG DEVCO: 80%, CIFOR: 20%	Center for International Forestry Research (CIFOR)
Progress with Improving Forest Governance and Tackling Illegal Logging	Information sharing	2 550 000 €*	DFID: 100% grant	Centre for Environment and Development (Cameroon) (CED); Chatham House (CH) TRAFFIC (TRAFFIC); World Resources Institute (WRI); Cercle d'Appui à la Gestion Durable des Forêts (CAGDF); ClientEarth; EU FLEGT and REDD facilities (EUFLEGT and REDD); Institute for Global Environmental Strategies (IGES); Forest Trends; Nature Economy and People Connected (NEPCon)

Appui à la mise en oeuvre du FLEGT dans le Forêts Communautaires	Information sharing	123 270 €	EC DG DEVCO: 80%, N+: 20%	N S
Mieux informer sur le FLEGT et la légalisation forestière	Information sharing	99 500 €	EC DG DEVCO: 80%, JADE: 20%	Journalistes d'Afrique pour le développement (JADE)
Participatory FLEGT in Cameroon	Information sharing	118 467 €	EC DG DEVCO: 73%, FCTV: 27%	Fondation Camerounaise de la Terre Vivante (FCTV); Living Earth Foundation (LEF); Bristol Zoological Society
Strengthening African forest governance	Information sharing	2 390 986 €*	EC DG DEVCO: 79%, CIDT: 21%	Resource Extraction Monitoring (REM); Fauna & Flora International (FFI); IDL Group (IDL); Centre for International Development and Training (CIDT); Réseau Ressources Naturelles (RRN); Forêts et Développement Rurale (FODER); Forest Watch Ghana (FWG)
Reinforcing private sector structures for the implementation of the EU FLEGT Action Plan in the Congo Basin and West Africa	Information sharing	599 398 €	EC DG DEVCO: 80%, IFIA: 20%	Interafrican Forest Industries Association (IFIA)

Source: Summarized from www.flegt.org N S – not stated * marks projects costs that were derived from multi-country projects by dividing the allocated amounts equally among the participating countries

Ghana

Table 20: State of FLEGT and VPA related initiatives that were supported through EU

Project name	Emphasis within FLEGT priority thematic areas	Total investment	Share of EC support	Implementers
Legal Compliance and Deforestation-Free Commodity Supply Chains	Legal reforms; Information sharing	299 768 7 €*	100% DFID Grant	PROFOREST
Supporting the implementation of the public procurement policy on timber and timber products in Ghana	Legal reforms; Domestic markets	100 400 €	EC DG DEVCO 139%	FAO FLEGT Programme (FAO FLEGT) Nature and Development Foundation (NDF)

Implementing FLEGT: Promoting Good Governance in the Forest Sector	Legal reforms;	320 370 4€*	100% DFID Grant	FERN and others
FLEGT Support for ACP countries	Legal reforms; Transparency; Timber legality assurance	1 46 M €	EC DG DEVCO 83%, CIDT 17%	N S
Social justice in forestry	Legal reforms;	227 272 €*	EC DG DEVCO 80%, DFID 16%, MFA the Netherlands 4%	IIED and others
Africa Practitioners Network	Information sharing; Monitoring	207 000 €*	DFID 92%, Proforest 4%, RSPO 4%	N S
Enforcement and Governance for Sustainable Forest Management	Information sharing; Monitoring; Transparency	473 750 €*	EC DG DEVCO 79%	Friends of the Earth (Ghana) (FoE-Gh)
Towards the Establishment of Baselines for VPA Impact Monitoring in Ghana (EBIM)	Information sharing; Monitoring	116 000 €		FAO FLEGT and Friends of the Earth (Ghana) (FoE-Gh)
Sensitization and coordination of key government institutions in VPA implementation	Information sharing; Timber legality assurance	65 000 €	EC DG DEVCO 100%	FAO FLEGT and Timber Validation Department of the Ghana Forestry Commission (TVD)
Improving Capacity Development of Small to Medium Scale Timber Processing Enterprises towards Effective Voluntary Partnership Agreement Implementation in Ghana	Information sharing; Domestic markets	68 020 €	EC DG DEVCO 100%	FAO FLEGT and Resource Management Support Centre
Preparing for FLEGT licensing: what do SMEs need to know about VPAs?	Information sharing; Domestic markets	137 616 €	100% DFID grant	FAO FLEGT and Domestic Lumber Trade Association of Ghana
Driving illegality from forest risk commodities	Information sharing; Transparency	136 675 €*	100% DFID grant	N S
Tackling deforestation through linking REDD+ and FLEGT	Information sharing; Monitoring	687 500€*	EC DEVCO 80% Grant	N S
Promoting good governance in the forest sector	Information sharing; Timber legality assurance; Transparency	640 000 €*	100% DFID grant	Fern and others
Progress with Improving Forest Governance and Tackling Illegal Logging	Information sharing	159 375 €*	100% DFID grant	Chatham House and others

Implementing FLEGT: Promoting Good Governance in the Forest Sector	Information sharing	320 370 €*	100% DFID grant	Fern and others [100% DFID Grant]
Strengthening African forest governance	Information sharing	597 747 €*	EC DG DEVCO 79%, CIDT 21%	Forest Watch Ghana and others
Reinforcing private sector structures for the implementation of the EU FLEGT Action Plan in the Congo Basin and West Africa	Information sharing	74 725 €*	EC DG DEVCO 80%, IFIA 20%	Interafrican Forest Industries Association (IFIA)
Governance Initiative for Rights and Accountability in Forest Management (GIRAF)	Information sharing; Transparency	1 115 759 €	EC DG DEVCO 78%, Care Denmark 22%	CARE Ghana (CARE); Civic Response (CRG); Centre for Indigenous Knowledge and Organizational Development (CIKOD); Friends of the Earth (Ghana) (FoE-Gh)
Community-based real-time forest monitoring in three countries to support FLEGT processes	Transparency; Monitoring	768 117 €*	100% DFID grant	N S
South-South expansion of BVRio Responsible Timber Exchange	Transparency; Timber legality assurance	145 232 €*	100% DFID grant	N S
A Strong Seat at the Table	Transparency	162 140 €*	EC DG DEVCO 80%; FPP 6%	Fern and others
Ensuring a seat at the table supporting NGO coalitions to participate in FLEGT VPA processes	Transparency	171 428 €*	EC DG DEVCO 80%; DFID 13%	Brainforest and others
Eliminating FLEGT Licence Bottlenecks: Supporting Management Plan Development in Ghana	Timber legality assurance	133 600 €	EC DG DEVCO 100%	FAO FLEGT and Nature and Development Foundation
Improving Social Responsibility Agreements in support of a functional VPA	Timber legality assurance	65 000 €	EC DG DEVCO 100%	FAO FLEGT and Resource Management Support Centre [EC DG DEVCO 100%]
Improving Off-Reserve Logging in support of a functional VPA	Timber legality assurance	133 600 €	EC DG DEVCO 100%	FAO FLEGT and Sustainable Forest Management Partnerships-Ghana (SFMP-G) [EC DG DEVCO 100%]
Support to improve national wood traceability, verification and control systems	Timber legality assurance	65 000 €	EC DG DEVCO 100%	FAO FLEGT and Timber Validation Department of the

				Ghana Forestry Commission (TVD) [EC DG DEVCO 100%]
Developing alternatives for illegal chainsaw lumbering through multi-stakeholder dialogue in Ghana and Guyana	Domestic markets	1 298 771 €*	EC DG DEVCO 79%; TBI 21%	Tropenbos International and Forest Research institute of Ghana

Source: Summarized from www.flegt.org N S – not stated * marks projects costs that were derived from multi-country projects by dividing the allocated amounts equally among the participating countries

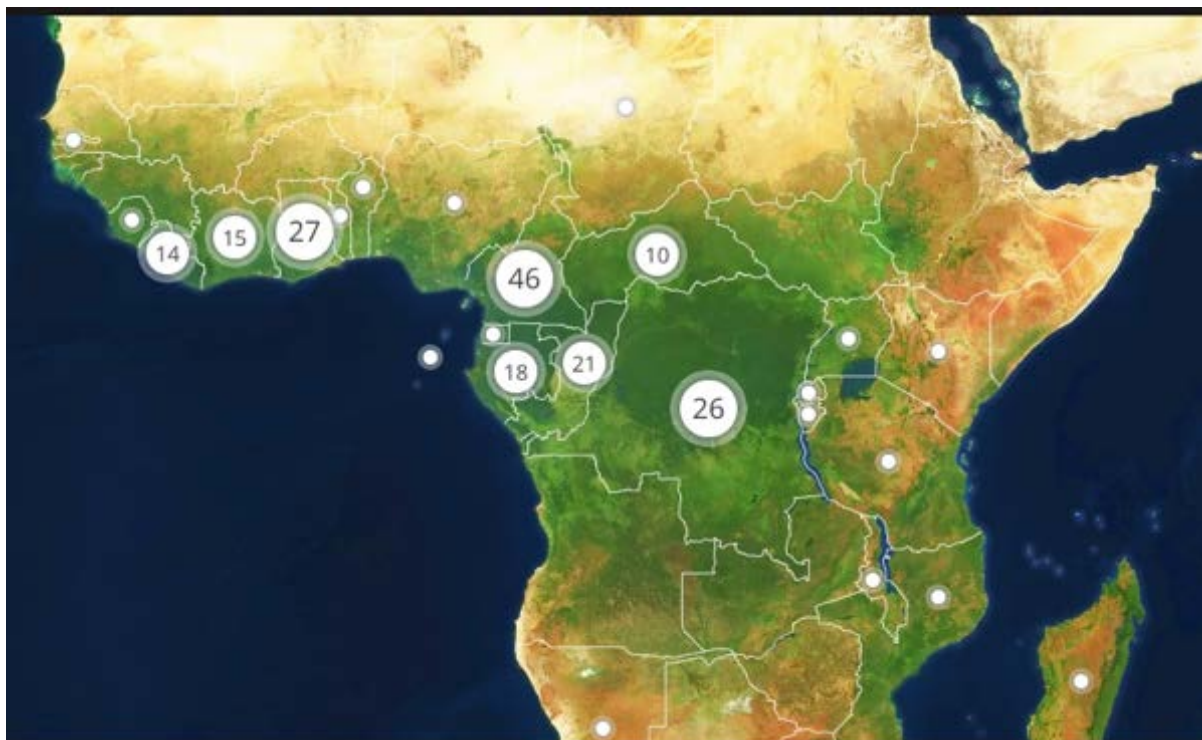


Figure 3: Number of EU FLEGT Actions in Africa. Source: <http://www.flegt.org/map-of-projects/>



Figure 4: Countries that signed VPA in Africa (Green shaded countries).

Source: <http://www.flegt.org/map-of-projects/>



Figure 5: Number of FLEGT action focusing on transparency.

Source: <http://www.flegt.org/map-of-projects/>

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