



VOLUNTARY PRINCIPLES IN GHANA: FINAL PROJECT REPORT

SUPPORTING THE IMPLEMENTATION OF THE
VOLUNTARY PRINCIPLES ON SECURITY AND HUMAN
RIGHTS IN THE OIL AND MINING SECTORS IN GHANA



WANEP-GHANA



Developed by the Fund for Peace and WANEP-Ghana
with the support and assistance of the
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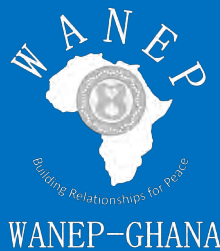
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Established in 2002, the West Africa Network for Peacebuilding Ghana branch (WANEP-Ghana) has a network of grassroots civil society organizations across the country, and were a founder of the Ghana National Peace Council. WANEP-Ghana are engaged in a wide range of peacebuilding, education and conflict early warning and response activities, and are headquartered in Tamale, Northern Region Ghana.

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FFP & WANEP-Ghana Project Team (From left) Albert Yelyang, Hannah Blyth, Alice Akayete & J.J. Messner

Image: FFP/WANEP-Ghana

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The views expressed in this publication do not necessarily represent the official views of the U.S. Government.

BACKGROUND

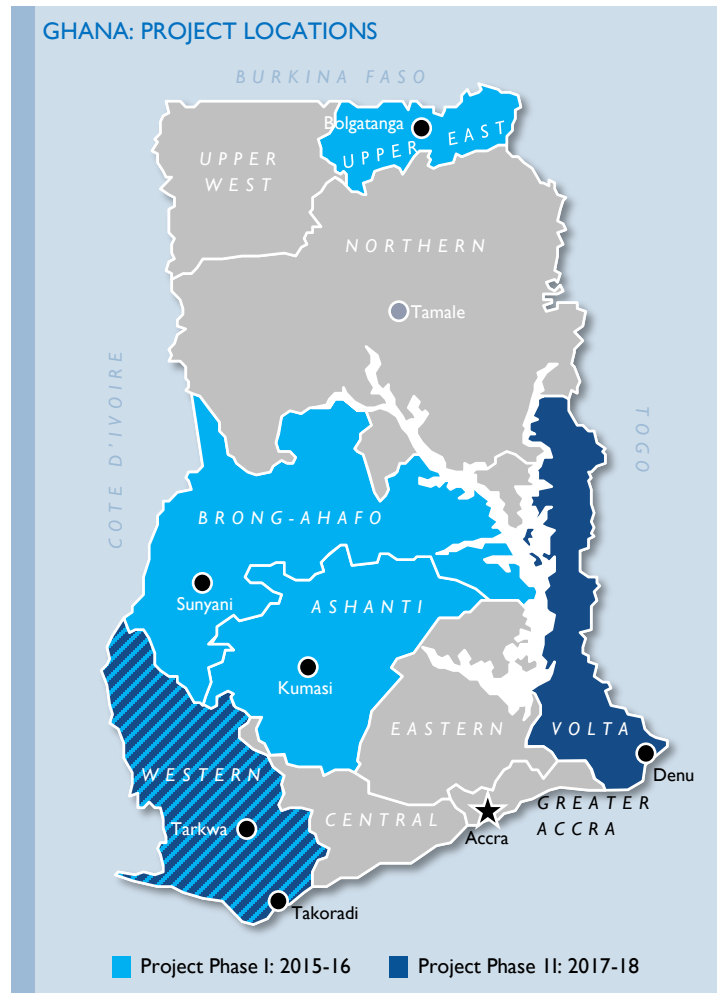
In July 2015, Fund For Peace (FFP) began what would become a crucial contribution to the security and human rights landscape in Ghana. Partnering with the West Africa Network for Peacebuilding (WANEP) Ghana, we set out to implement a three-year program on the Voluntary Principles in Security and Human Rights (VPSHR) through the support of the Democracy Rights and Labor Bureau of the U.S. Department of State.

The VPSHR seeks to mitigate the risks of human rights abuses by public and private security forces in extractives operations, which remains a pertinent issue for Ghana's vast natural resource sectors. Through this grant we built local capacities for constructive dialogue in affected communities across five regions, launched a national awareness campaign with cartoons and an online knowledge hub, and established a sustainable national working group to address key security and human rights issues.

THE GHANA CONTEXT

The Ghana Government became the first African nation to sign onto the international VPSHR initiative (VPI) in 2014. However, resource constraints and competing ministry priorities presented barriers for the Government to move forward on the implementation of a VPSHR National Action Plan (NAP). Thus, this program sought to work closely with the Ghana Government to move forward its NAP development, and increase multi-stakeholder collaboration with civil society organizations, affected communities, extractives companies and international partners.

Ghana is heralded as a model for inclusive democracy on the continent, with a strong culture of human rights embedded in its 1992 Constitution and a vibrant civil society space. The ethos of the VPSHR aligns closely with Ghana's rights-oriented institutional culture. For example, the Commission on Human Rights and Restorative Justice



(CHRA) is an independent government body which is widely available all over the country where Ghanaians can report allegations of human rights abuse. This access to justice is crucial when improving accountability of officials, particularly with respect to allegations of abuse by security forces.

However, many challenges remain with respect to security and human rights in the resource-rich country. Perceptions of public security

WHAT DO THE VOLUNTARY PRINCIPLES COVER?



practical framework
for companies to effectively manage their security operations

regular consultation
with security forces and host governments

platform for dialogue
on sensitive security issues



expect that private security guards operate in a manner that is **defensive and lawful**

expect that public and private security forces have protocols for appropriate **use of force**

ensure good practice
in security to ensure human rights of communities are protected



background checks
are performed on past records of security providers

ensure that security arrangements are based on

informed assessments
competent & trained
expect private security guards are proportional, have clean records, are



encourage companies to engage with **public security forces**

outline how to manage and supervise public security forces' requests for **equipment transfers**

documentation
and follow-up on allegations of human rights related incidents involving security forces

credibility are extremely low in Ghana, particularly of police. According to Afrobarometer research, most Ghanaians hold very little trust in police. While perceptions of trust were slightly higher of the Army on a national level, both police and military were perceived as having very little trustworthiness in the key mining and oil/gas regions of Ashanti, Brong-Ahafo, Central, Eastern, and Western.¹ Similar sentiments were also widely expressed for formal justice mechanisms, with a majority expressing limited trustworthiness of, or usage of, the court system.² This underscores the gaps between the human rights oriented structures in Ghana, and their implementation. If communities feel as if they cannot trust public security, or report potential abuses, this can undermine rule of law, and set the stage for the escalation of tensions between security forces and communities. The increased presence of public security forces in extractives project areas can further exacerbate these discords and heighten the risk of violence and conflict. The implementation of the VPSHR guidelines by companies in partnership with government and civil society is therefore crucial in Ghana to ensure risks to communities as a result of company security arrangements are mitigated.

Central to this process is building trust and engaging in dialogue to address underlying grievances. The VPSHR guidelines themselves focus on mitigating human rights abuses committed by private security personnel or public security officers through risk assessment, vetting, training and incident reporting/monitoring.³ This helps to ensure security deployed in or around a company site are able to conduct

themselves in a professional manner in line with principles for the use of force. This is important for reducing the risk of escalation — for example, a security officer firing on unarmed protesters — and also for mitigating the risk of security personnel negatively impacting local communities. However, what the VPSHR does not directly address is the underlying issues or grievances which may drive insecurity. For example, companies need to address the underlying issue of why the protesters were staging their protest, as well as ensuring the security personnel are equipped to handle the situation appropriately. The VPSHR can provide a multi-stakeholder platform in which company representatives, communities, CSOs and government can build trust and discuss key issues. At the core of our program over the past three years has been the approach of facilitating multi-stakeholder dialogue space to discuss specific security and human rights problem sets, while also providing an entry point to build trust and work together to address underlying grievances.

There is a wide range of challenges that were identified by our program's local and national level activities that have the potential to manifest as security risks. Key issues have included complex livelihood and environmental issues in small scale mining, legacy grievances between communities and the large-scale gold mining sector, and tensions over shared benefits in the rapidly growing oil/gas industry. While Ghana's institutions are strong, they often lack the resources to effectively implement policies that would increase transparency and equitable sustainable development. For example, the artisanal and

PROGRAM GOAL:

FOSTER A MORE PERMISSIVE AND ACCEPTING ENVIRONMENT FOR VPSHR IMPLEMENTATION PROJECTS IN GHANA

OBJECTIVE 1

Establish sustained multi-stakeholder dialogue with respect to security and human rights



OBJECTIVE 2

Build capacity of local civil society groups



OBJECTIVE 3

Increase public education and understanding of human rights, security, corruption, gender, and violence issues



OBJECTIVE 4

Contribute to overall learning and development of best practice in creating an inclusive, multi-stakeholder VPSHR in-country process.



small-scale gold mining sector has become a major source of scrutiny in recent years, due to the land degradation, pollution of waterways, illicit trade and child labor associated with the unlicensed/informal sector known as ‘galamsey’.⁴ With limited enforcement of the small-scale sector, this has created security challenges with encroachment of miners on large scale mining concessions and proliferation of criminality and small arms and light weapons in many community areas where ‘galamsey’ is being undertaken. The large-scale mining sector has sought to address the security risks by entering into public security arrangements with the Ghana Army and Police Service for the protection of their assets and personnel. The Ghana Ministry of Lands and Natural Resources (MLNR) developed a Multi-Sectoral Mining Integrated Project (MMIP), which included the rapid deployment of a joint task force ‘Operation Vanguard’ of military and police to enforce a temporary moratorium on all small-scale mining. Amidst this backdrop, the VPSHR have become crucial to mitigating the potential for escalation into violence and human rights abuses.

Meanwhile, since oil was discovered along Ghana’s coast in 2007, the offshore oil/gas sector has continued to grow, with new exploration, operators and onshore activities coming online. With revenue and compensation managed differently to the mining sector, there remain deep seated grievances by coastal communities over revenue transparency and benefits sharing back to their region and local areas. With a main source of livelihoods in coastal communities being artisanal fishing, there has also been ongoing challenges with fishing boats entering exclusion zones which are patrolled by the Ghana Navy and Police. The VPSHR has encouraged continuous and open dialogue between communities and the different oil/gas stakeholders about impacts and security arrangements of the rigs, and underscored the need for training of security personnel on patrol vessels.

OUR PROGRAM

FFP and WANEP-Ghana’s program goal has been to enable a more permissive and accepting environment for the implementation of the VPSHR within Ghana through strengthening engagement between civil society, government and the extractives sector on security and human right issues. Implemented from July 2015 to April 2018, our program had a dual focus on targeted local level dialogue and capacity building, and national level engagement and awareness raising activities.

1. Local Level Capacity Building and Dialogue

The program focused on six communities across five key regions in Ghana where mining and/or oil and gas operations are underway; Upper East, Brong-Ahafo, Ashanti, Western, Brong-Ahafo and Volta. The program leveraged WANEP-Ghana’s expansive country network of network of civil society stakeholders to identify and deliver the activities in communities within the five regions which are affected by natural resource sector operations:

- Scoping study and stakeholder mapping in six community areas.
- Delivery of targeted trainings to local communities. The trainings focused on VPSHR awareness and building the capacity of civil society members to monitor and engage on security and human rights, and conflict risks within their communities. Training also involved topics such as peace education and non-violence, grievance mechanisms, transparency and governance, and media and advocacy.
- Facilitation of local multi-stakeholder dialogue platforms for community members, CSOs, company representatives and local government to discuss VPs related conflict drivers, deploy a grievance response mechanism where necessary to resolve

issues, and document findings which can be used for further constructive dialogue with companies, government and other civil society stakeholders.

- Dissemination of local media campaigns via radio in each of the six community areas to promote security and human rights awareness and peace messaging.

II. National Level Engagement and Awareness Raising

Focusing on scaling efforts to the national level, the program established a national dialogue forum for regional representatives, policy makers and practitioners to discuss key security and human rights issues, and tackle strategic level reform such as private security licensing, public security training and inter-ministerial engagement on the VPSHR. These efforts were complement with a broader sensitization effort using online media for Ghanaians on the VPSHR.

Activities included:

- Facilitation of national multi-stakeholder roundtables to bring together the three pillars of government, civil society and company stakeholders to constructively discuss and resolve security and human rights related issues;
- Development of a sustainable working group of VPI representatives from NGO, Company and Government pillars to support National Action Plan development and VPSHR implementation efforts; and
- Delivery of a security and human awareness campaign focusing on educating the general public through online media, including a web knowledge platform and cartoon series in three languages.

KEY PROGRAM SUCCESSES

In 2016-2018 staged seven national dialogue forums in Accra bringing together national-level policy makers and practitioners from the Ghana Government, international actors, companies and CSOs.

- Identification of specific problem sets which can be collectively addressed as **four priority issues** by the group:
 1. Private security licensing reform;
 2. Public security forces centralized training curriculum;
 3. Greater coordination between oil/gas operators, communities and the Ghana government in the Western region; and
 4. Ensuring security and human rights principles are integrated into Ghana government policy and planning in response to small-scale illegal mining ('*galamsey*').

- Facilitate greater awareness and **collaboration of the VPSHR within the Ghana Government**, where previously efforts were focused solely within the lead VPI agency, the MLNR. This includes expanded engagement to Ministry of Energy, Petroleum Commission, Minerals Commission, Commission Human Rights and Restorative Justice (CHRAJ), Ghana Armed Forces, Ghana Police Service, Ministry of Interior, Environmental Protection Agency (EPA), and Ministry of Foreign Affairs; and
- Supported the Ghana Government's efforts to refine and sensitize their draft **VPI National Action Plan (NAP)**, enabling a platform for all pillars to provide feedback on the NAP. Following feedback from the group, the NAP was redrafted and presented to key stakeholders in November 2017.

In 2017-18 facilitated **five VPI Working Group meetings in Accra** and **created a sustainable national forum**, all hosted at rotating partner venues (Dutch Embassy, U.S. Embassy and Ghana Government), in which the program:

- Leveraged momentum and interest from the national dialogues to establish core group of policy makers, civil society representatives and VPI companies;
- Used the four priority areas identified in the national dialogues to create actionable items to be progressed by the working group;
- Held an extended strategy retreat session on working group sustainability and Ghana NAP; and
- Supported the Ghana Ministry of Lands and Natural Resources to host two working group meeting.

In 2015-2017 the Ghana VPSHR program **trained over 100 community, local government, company and media representatives in six oil/gas and mining areas** across five regions in Ghana and built awareness of the VPSHR at the local level and early warning capacity to respond to security and human rights related risks and escalation. The program:

- Distributed printed training materials to participants to be shared with their colleagues and communities, with tailored and accessible content for local audiences;
- Developed a sustainable knowledge platform and cartoon series for the VPSHR in Ghana at <http://www.ghanavps.org/>; and
- Identified local peace monitors to report on potential conflict risk issues in these areas to feed into the broader conflict early warning system facilitated by WANEP-Ghana.

SCOPING STUDY

Ghana has a long history with the mining sector — from indigenous mining practices dating back well before colonialism in the fifteenth century, to modern large-scale operations commencing in the eighteenth century. Indeed, such was the importance of the mining sector that during the colonial era the country was formerly known as the “Gold Coast”. With a colonial legacy tied to natural resource exploitation and adverse environmental and socio-economic impacts, such as for areas like Obuasi, that have been in operation since 1890s, there remain grievances that span generations.⁶ In more recent years, small- and medium-scale mining operations have become mechanized as a result of foreign investment from external parties such as China,⁷ creating new tensions between communities, operators and Government authorities.

By contrast, the first commercial oil and gas operations have been more recent, with the discovery of the Jubilee field off the coast of the Western region in 2007.⁸ The new oil/gas sector was met with high expectations of revenue for the country, Western Region residents, and coastal communities closest to the development. While Ghana Government institutions were created to help promote governance and transparency of the oil/gas sector,⁹ there remains widespread disappointment among communities about the adverse impacts and perceived lack of benefit sharing from the sector over the past decade.

In light of the vast complexities associated with sectoral-, regional- and local-level dynamics in the natural resources industries in Ghana, our program leveraged WANEP-Ghana’s early warning data to identify six target ‘hot spot’ areas for staging local level activities. These were based on geographically diverse regions of the country, with a cross-section of medium and large-scale mining, and oil/gas affected community areas that had experienced a legacy of security and human rights related issues.



Upper East Region

Image: J.J. Messner/IFFP

The six areas selected for activities in the program included:

- Talensi-Nabdam District, Upper East region;
- Obuasi Municipal District, Ashanti region;
- Asutifi District, Brong-Ahafo region;
- Ketu South Municipal District, Volta Region;
- Six coastal Districts of the Western region; and
- Tarkwa-Nsuaem Municipal District, Western region.

The approach of choosing six areas where a dialogue and training intervention could positively impact multi-stakeholder coordination around security and human rights on the ground, was intended to become a pilot model that could be replicated by companies, government and civil society actors in other parts of Ghana, and internationally.

To contextualize the early warning data and assess the needs for each of the identified areas, we undertook scoping missions over two phases in August and September 2015 (Upper East, Ashanti, Brong-Ahafo, Western regions) and February 2017 (Volta and Western regions). These scoping activities involved stakeholder consultations with community representatives, government stakeholders and

companies. The information was obtained from interviewees based on an understanding of confidentiality, and thus no specific attributions to individuals will be outlined in the following scoping summaries.

UPPER EAST REGION

Talensi-Nabdam District

Project scoping involved interviews with stakeholders from the Gbani and Talensi community areas in the Talensi-Nabdam District of the Upper East region. Engagement focused on the Shaanxi mine area, a subsidiary of the China Gold Resources Group, which began gold production in 2013.¹⁰ According to some interview respondents, two small-scale mining groups (Yengeya and Pubortaaba Mining Enterprises) already existed on the Shaanxi concession at the time of their lease purchase, causing incidents of tension and violence by the local miners and community members over perceived livelihood impacts. Breakdowns in communication between the company, the existing small-scale groups and surrounding communities have remained a recurring flash point in recent years, with concerns over environmental degradation, land use, adverse health impacts, employment opportunities and benefit sharing. Several fatal accidents have also occurred around the site in recent years, including three fatalities in June 2015 and seven fatalities in May 2017, leading to the temporary suspension of operations and criminal investigation by the Ghana Government.¹¹

During scoping interviews, community representatives noted the



Upper East Region

Image: JJ. Messner/FFP

KEY INCIDENTS: UPPER EAST REGION

June 2015: 3 people died and 14 injured after inhaling toxic fumes at the Shaanxi site

May 2017: Shaanxi mine operations suspended by the Ghana Government after 7 small scale miners were killed during company blasting



escalation of tensions in the past over provision of community investment projects, such as a bridge in Gbani. This included reports of armed youth from the community attacking the company site and destroying property. This led to the deployment of police to guard the site, though no formal risk assessment process or agreement (such as an MoU) appears to have been undertaken by the company. Company representatives highlighted the risks to their operations and personnel as a result of criminality in the area. One of the contentions has been around small scale unlicensed mining ‘*galamsey*’ in their concession, which has in turn led to several safety incidents involving the death or injury of the miners. Such incidents have fueled mistrust among community members and sense of grievance, several of whom made allegations of foul play in the safety accidents.

The main gap identified in existing company-community relations was the absence of a formal grievance mechanism to report and address these issues peacefully. Local Assembly representatives or the small-scale mining groups were identified as the first responders to issues, with ad-hoc engagement between communities and the company public/community relations officer and little evidence of gender inclusion in decision-making. For larger issues (such as mine accidents), government agencies identified were the District and regional Security Committees (DISEC/REGSEC), Ghana Police Service, Ministry of Gender and Social Protection, as well as traditional community leadership.

In general, there was a limited awareness of human rights and business concepts, or the use of risk assessments to identify and mitigate potential impacts of company operations on communities. Thus, training and the establishment of a local dialogue platform for a cross section of community, CSOs, government and company representatives were identified as key to deescalating tensions and grievances and promoting sustainable development.

BRONG-AHAFO REGION

Asutifi North District

The project team conducted scoping interviews in key community areas of Kenyasi and Kenyasi #2 near Newmont's Ahafo large-scale gold mine in the Asutifi North District, Brong-Ahafo region. The mine began commercial production in 2006, undertaking extensive stakeholder engagement and community social responsibility programs, including setting up the Newmont Ahafo Development Foundation (NADeF) to enable catchment communities to shape their own development agenda.¹²

Inevitably with any large development project, there are going to be diverse impacts, and the creation of 'winners' and 'losers'.¹³ For example, by virtue of the fact that mining requires the purchase of land concessions in Ghana, this can have high-stakes financial and livelihood implications for communities, their traditional leadership who are the customary owners of the land, and local businesses. By the same token, this can create new uneven inter- and intra-communal power dynamics, over compensation, employment opportunities, and land access. For companies such as Newmont, understanding the complexities that their large development footprint can have and applying a 'Do No Harm' approach to mitigating potential adverse project impacts is key for sustainable peace and economic development.¹⁴ During scoping interviews with community stakeholders in the Asutifi North District, one of the main sources of grievance among communities was employment. With quotas in place

KEY INCIDENTS: BRONG-AHAFO REGION

April 2015 – Protests by residents in Damso over environmental concerns from a Newmont tailings dam

April 2018 – Six mine contractors died in an accident during an on-site expansion project at the Newmont Ahafo site



for local community employment at the mine, many of the communities within the concession have had the opportunity to obtain positions. However, as with land resettlement and compensation, this can create 'have-nots' within communities and in neighboring communities, who may not see the same benefits. Fluctuating commodity prices and changes in the project life cycle have also resulted in retrenchments, with local communities concerned about economic stability. It was noted during interviews that the company's entrepreneurship training programs for retrenched workers had been useful for alternative livelihoods. Grievances over employment have been a recurring theme in community protests, including a large youth protest in August 2017 in which public security forces were deployed.¹⁵ More recently, a tragic mine accident in which seven mine contractors were killed in April 2018, also underscored the need for strengthened oversight of compliance with company health and safety standards for third party contractors, many of whom are drawn from local communities.¹⁶

Land access and use also remains a source of contention for many local stakeholders, with grievances over levels of compensation and benefit sharing from the mine, removal of temporary structures from concession areas, and informal artisanal and small-scale mining 'galamsey'. Environmental impacts have also been a driver of unrest, such as allegations of water pollution in April 2015 at Damso.¹⁷ A strong sense of ownership and connection to the land can often fuel discontent with the company and government, with one scoping interviewee lamenting, "land belongs to the dead, the living and the yet to be born."

Newmont has extensive mechanisms in place for responding to complaints and grievances within catchment communities, including establishing community relations offices within the local townships where anyone can report an issue. Extensive consultations with local assemblies, women's groups and traditional leadership also ensure



Brong-Ahafo Region.

Image: Hannah Blyth/FFP

regular communication is maintained. However, for many youth and civil society activists in the communities, they expressed feelings of exclusion and mistrust with the company and community representatives appointed to committees, such as the Resettlement Negotiation Committee. While grievance mechanisms were accessible, the processes themselves were perceived by some to be non-transparent and non-credible.

Police and military are deployed to the Newmont site, like many other large-scale mine operations in Ghana, under a MoU with the Ghana Army, collectively negotiated by the Chamber of Mines in 2014. As a member of the VPI, Newmont has been instrumental in championing the VPSHR within Ghana; with public security and private security guards receiving regular training on security and human rights. While communities themselves were largely unaware of the VPSHR during scoping, company personnel were generally very aware.

The main gap identified during scoping was the need to increase direct engagement between the company, community youth and local CSOs, and spread security and human rights awareness within local communities; including more regular engagement on security arrangements and improving perceptions of trust around grievance reporting mechanisms. Key stakeholders identified for inclusion in activities and engagement efforts included Newmont security, human resources, and community relations teams, DISEC/REGSEC, Ghana Police Service, the Office of the Regional Minister, Minerals Commission, Ministry of Gender and Social Protection, traditional leadership, and local civil society organizations.



'Galamsey', Brong-Ahafo Region

Image: Hannah Blyth/FFP

KEY INCIDENTS: ASHANTI REGION

October 2013 – Armed attack on AGA security team by aggrieved small scale miners

September 2014 – Confrontation between security personnel clearing small scale miners from concession areas in Amansie

February 2016 – Mass group of small scale miners overrun AGA mine site, with one company employee killed



ASHANTI REGION

Obuasi Municipal District

The Obuasi mine is one of the oldest large-scale gold mines in Ghana, in operation since the nineteenth century. AngloGold Ashanti (AGA) acquired the mine in 2004, however underground production has been suspended since 2014. The Obuasi concession borders around 80 communities, many of which have experienced legacy grievances over generations of mine operations. A growing youth population, high levels of unemployment, and poverty have made the practice of 'galamsey' an attractive source of livelihood. The area has also become a pull for migrants from other parts of Ghana, and neighboring countries such as Niger, Mali, Burkina Faso and Cote d'Ivoire, in pursuit of the lucrative small-scale mining. With the majority of these miners operating without government licensing or oversight, unsafe health and safety practices and environmental degradation are common, as well as the proliferation of illicit trade. This has had a direct security impact for AGA's Obuasi site operations, with hundreds, or even reportedly thousands, of miners undertaking 'galamsey' on the mine concession.¹⁸ This has resulted in the deployment of military and police to patrol the site perimeter, and ongoing confrontations between miners and unarmed private security personnel. In one incident in February 2016, the AGA Head of Communications was killed during a scuffle on site with the miners who overran private security personnel.¹⁹ The 'galamsey' issue has also taken on a political tone in recent years, with violent protests in the Obuasi Municipality leading up to the 2016 Presidential elections.²⁰

As a member of the VPI, AGA has clear processes and policies in place for the respect of human rights; instigating regular training for public security forces and private security personnel. However, the underlying challenges associated with the small-scale miners, as well as



Ashanti Region

Image: J.J. Messner/FFP

broader grievances around environmental impacts, benefits-sharing, compensation and mine site employment, have continued to inflame tensions between communities, the company and government. This has been complicated by the fact that only limited mining operations have occurred at the site since 2014,²¹ limiting the community investment and staffing resources available. During scoping interviews, community members described a general perception that the mine’s proximity to people’s homes should necessitate the employment of all community members at the site, leading to frustration when that didn’t become a reality. Meanwhile, the financial opportunities created by the small-scale mining operations, such as new retail and laundry businesses, have meant many host communities have opposed company and government efforts to curb ‘galamsey’ on the concession.

The scoping visit underscored the need for a dialogue platform that will enable deeper multi-stakeholder engagement on key security and human right concerns, as well as a chance to build trust to resolve the underlying grievances such as livelihoods and land which have become security risks. While company and government grievance mechanisms exist, perceptions of accessibility and credibility by community members can be enhanced through training and relationship building. Key stakeholders identified for inclusion in dialogue and engagement activities were the regional and local government officials such as the Municipal/District Chief Executive (MDCEs), Members of Parliament (MP), Obuasi Municipal Security Council (MUSEC), Ghana Police Service, Ghana Armed Forces, Minerals Commission, Ministry of Gender and Social Protection, Social Welfare Department, along with AGA community relations and security representatives, and

community leadership (including Chiefs, Queen Mothers and youth leaders), local mining associations and women’s groups.

WESTERN REGION

Coastal Districts: Jomoro, Ellembelle, Nzema East, Ahanta West, Sekondi-Takoradi, Shama

The Western Region is unique in Ghana as being home to both oil and mining projects. The team first conducted scoping interviews in oil-affected coastal communities in Jomoro, Ellembelle, Nzema East, Ahanta West, Sekondi-Takoradi, and Shama districts. Though there has not been significant issues of violence in the area, there has been tensions within communities over benefit sharing, land, and livelihoods.

A notable frustration among the communities of Western Region stems from unmet expectations of benefits from the oil sector. Contributing to this frustration was a past dispute between local chiefs and the Government of Ghana. The chiefs had demanded the government meets its manifesto promise to allocate 10% of oil revenue towards the development of the region, however the government’s policy sought to divide that funding among all regions of the country, not only Western Region. Frustration with the model continues, as there is a feeling among the local communities that they should be directly benefiting from local oil exploration – more so than other regions in Ghana. More generally, respondents flagged tensions



Cape Coast, Western Region

Image: J.J. Messner/FFP

in the communities over land acquisition (and compensation), access to job opportunities and livelihoods. Though these concerns are present, the most salient theme discussed within many coastal communities are perceptions of unequal distribution of resources and benefits sharing.

Locally-based organizations COLANDEF and Friends of the Nation have convened some dialogues between the local communities and companies such as Eni, Kosmos Energy, and Tullow, all of whom are Jubilee field partners. WANEP-Ghana, Friends of the Nation and COLANDEF all participate in the facilitated dialogue platform, Fostering Citizens Dialogue for Peace (FOCIDIP), which culminated in the development of the Coastal Platform for Peace (COPP). The COPP has more recently promised to be a helpful go-to platform for dialogue between companies and local communities, however to date the COPP has not focused on security and human rights issues. It should be noted that although dialogues have taken place involving companies, the level of engagement had not been coordinated – for example, although the most recent entrant, Eni, impacts the same communities as Kosmos and Tullow, some local stakeholders reported perceptions of siloed and inconsistent levels of community engagement. This underscored the need for a security and human rights specific platform which can bring together all the key community leadership, oil/gas companies, Ghana Petroleum Commission, Ghana Police Service, civil society and youth, women’s, and fishing sector organizations.



Takoradi, Western Region

Image: J.J. Messner/FFP

KEY INCIDENTS: WESTERN REGION

Coastal Districts

February 2012 – Protests by local youth over relocation of a petroleum processing plant

December 2016 – Community tensions over lack of oil sector job opportunities for local communities



Tarkwa-Nsuaem Municipal District

December 2011 – Protest against Golden Star in Bogoso over alleged water pollution

June 2015 – Violent protests against AGA operation due to land compensation dispute. 300 community members block access roads to mine site, including by use of burning tyres

April 2017 – Peaceful protest against Golden Star due to company not making available areas of its concession to local agriculture

Tarkwa-Nsuaem Municipal District

Scoping activities also took place in the Tarkwa-Nsuaem area of the Western region; home to dozens of large scale mining operations, as well as a widespread small scale mining sector. One of the large scale sites focused on was the Tarkwa mine of AGA in the Western Region, which is one of the oldest mines in Ghana and shares similar characteristics to AGA’s other Ghanaian project in Obuasi. The longevity of the mine, combined with its proximity to local communities, have fostered a legacy of some lingering tensions. These tensions are largely managed by robust community engagement and access to company grievance mechanisms, though some incidents in recent years have illustrated the need for further community dialogue.

Several community stakeholders reported that the Tarkwa mine has provided some level of development to almost all of the communities in the local vicinity. However, some elders and youth surveyed in the Akyempim community expressed a feeling that, although their community had received development assistance, they had not received a fair share as compared to other surrounding communities. Some youth alleged that the chief of the area, who is also an employee of the mine, has appealed to them to exercise restraint and not protest. The youth also expressed frustration that a local Community

Consultative Committee fails to forward the community’s grievances to mine management. Though this simmering tension had not yet manifested itself in protest, the youth warned during the scoping visit that their patience had been exhausted and that they could no longer heed any further appeals by the chief to restrain their frustration toward the mine. Despite these frustrations, the youth noted positive relations between the community and the public security forces deployed in the area (who were mainly focused on combatting ‘*galamsey*’). However, one respondent suggested that this positive relationship with security forces was potentially due to there not having been a history of aggression toward the mine, and if that were to change, then the relationship between the community and the security forces could potentially deteriorate.

Beyond perceived uneven distribution of development assistance, local respondents raised further grievances that bore resemblance to grievances held by communities in other large scale mining sites in Ghana. For example, respondents discussed frustration at high levels of unemployment of local youth, compounded by a lack of access to skills training to increase employability. More general concerns focused on a perceived lack of proper compensation for land acquired by the mine, which has also led to a shortage of arable land for crop cultivation. The community was also highlighted frustrations with high levels of pollution and a lack of sanitary facilities. Regardless of the provenance of specific problems, an underlying theme of responses was a sense that the mine had failed to acknowledge or address the community’s challenges and concerns.

The priorities of the communities around Tarkwa were largely land

KEY INCIDENTS: VOLTA REGION

December 2015 – Equipment belonging to the Kensington salt mine is destroyed after local communities claim the company is sabotaging artisanal salt mining activities

March 2017 – Some local residents began illegally mining on Kensington salt mine concession, during which several local youth assaulted workers at the mine. Two communities in Volta then protested against the operation



access-related, specifically for the mine to release land no longer under active use so to allow for a return to agricultural use and ‘*galamsey*’ activities. Communities also felt that their relationship with the mine would be aided by a strengthening of local NGOs to “even the playing field” in their interactions.

Given widespread mining in the Western region, scoping interviews underscored a clear need to engage local affected communities, especially youth, alongside CSOs, company personnel, government and security representatives to receive training on alternate dispute resolution, peace building and security and human rights approaches to minimize escalation of violence, and constructively resolve grievances.

VOLTA REGION

Ketu South Municipal

The Keta basin in the Volta region is somewhat different to the other communities reviewed in this study. Though mining operations are present, the commodity is salt rather than gold or other minerals extracted elsewhere in Ghana. The area is also undergoing a period of transition as offshore oil exploration has recently begun, with seismic testing already underway led by Swissco, a Swiss oil company, in a joint venture with the Ghana Petroleum Commission. The communities visited included Agavedzie, where fishing is the main source of livelihood, as well as Adina and Amutsinu, where artisanal and industrial salt mining is also a source of economic revenue for local families.

During the team’s visit in February 2017, significant tension was noted between the local communities and the salt mine operated by



Volta Region

Image: J.J. Messner/FFP



Salt Mine, Volta Region

Image: J.J. Messner/FFP

Kensington Industries Limited. The Indian-owned mine commenced operations in 2014. Grievances expressed by community members included complaints that the company had taken over their land and had pushed out local artisanal salt miners. Though salt mining has provided a livelihood to local communities for some time, the arrival of large-scale salt mining had introduced industrial technologies and methodologies that, according to local communities, had depleted local supplies of potable water. The relationship between the company and the community had also driven a wedge between some local chiefs and elders (who advocated for cooperation with the salt mine) and local youth and fishermen (who sought to resist the mine). Interestingly, many local women are employed by the salt mine; starting early when their male family members go out to fish and returning in time to prepare evening meals. Tensions between company and community can place these female workers in a difficult position, on the one hand wanting to sustain their livelihoods, but also playing a role in their community and family. The tensions have allegedly manifested themselves in incidents whereby Kensington security personnel are accused of harassing opposition figures within the community.

Tensions between the salt mine and the community began soon after Kensington exploration commenced in 2010, with local youth mounting barricades to limit access to the site. In response to these tensions, Kensington facilitated public meetings to create awareness around their operations and to outline benefits of the operation to the community. The company committed to providing youth employment, fund local schools, provide boreholes for potable water,

and to retrocede some of its concession to local artisanal salt miners. However, despite these commitments, a riot occurred in December 2015 that resulted in the destruction of an excavator and the attempted assault of a staff member. Though tensions remain high, the presence of police and military deployed to patrol the adjacent Ghana-Togo border is thought to provide a deterrent to more violence occurring.

Beyond the salt-mining, the development of the oil sector may provide a source of future tensions. Though actual oil drilling is yet to commence, there is already concern among the community that resettlement may be required, and as a result disputes over compensation may arise. These fears are not without historical basis for the community, as respondents complained their land is already increasingly at risk from rising sea levels. Whether accurate or not, some community members have blamed local salt-mining activities for the loss of land or even for changes in atmospheric and weather patterns, and as a result some incidences of violence have occurred against the Kensington salt mine. So long as a scarcity of land persists and there is a lack of adequate resettlement or re-accommodation, the threat of violence and escalation will remain.

As seen already in affected communities in the Western region, unmet expectations of local employment and development dividends from the oil operations may lead to future tension between the communities and companies in Volta. For a region dependent on livelihoods based on fishing, confrontations between fishermen and the companies (and security forces) are likely to emerge if robust consultation is not undertaken by government and the private sector. For example, during the team's visit, the chief fisherman of the area voiced concerns regarding where fishermen could anchor their canoes once drilling commences and that the nearby lagoons lack sufficient water to enable the fishermen to operate during the "off-season" when the deep-water fishing season ends.

With existing community-company tensions at the salt mine, and the promise of oil exploration on the horizon for the Volta region coastal communities; the need for training, VPSHR sensitization and the establishment of a multi-stakeholder platform were highlighted as crucial during the scoping trip. Specific stakeholders to include are the different community leadership who border the salt mine concession, the company, women's groups, CHRAJ, Ghana Environmental Protection Agency, Ghana Minerals Commission, Ghana Police Service and civil society.

PROGRAM ACTIVITIES BY OBJECTIVE

I. ESTABLISH SUSTAINED MULTI-STAKEHOLDER DIALOGUE WITH RESPECT TO SECURITY AND HUMAN RIGHTS

The focus of Objective One in our program was to develop a sustainable national platform for multi-stakeholder dialogue and collaboration on security and human rights in the natural resource sector. Beginning in July 2016, we delivered seven national dialogue forums in Accra which brought together civil society organizations, oil/gas and mining companies, Ghana Government officials, international partners, and the media to sensitize the VPSHR and discuss key security and human rights related issues.²² The key outcomes of these dialogues are outlined below:

Built Trust and Multi-stakeholder Collaboration

Prior to our program, there had been limited opportunities for multi-stakeholder engagement across the three diverse pillars of stakeholders in Ghana. For example, while the mining sector had worked closely together on the VPSHR through the Ghana Chamber of Mines, there had been little coordination between the oil/gas and mining sectors on security and human rights at the national level. While there may have been coordination at the international level of the VPI between governments, there was limited engagement between the VPI member governments at the Embassy level. Within the Ghana Government, majority of key ministries were unaware that Ghana had signed onto the VPI in 2014 and were unaware of the Ghana Ministry of Lands and Natural Resources' development of a VPSHR National Action Plan (NAP). Finally, civil society organizations who were working at the local level in mining and oil/gas affected communities around the country were unfamiliar with the VPSHR, or with each other's work on security and human rights.



National Dialogue, July 2016

Image: J.J. Messner/IFP

This series of national forums created a new space for companies, government and civil society to engage in a constructive and mutually respectful way. Shifting from ad hoc engagements at the local/project level, this dialogue platform enabled national-level coordination and structured interactions that empowered CSOs, oil/gas and mining representatives and government to each raise, and respond to, security and human rights issues at the operational and structural levels. For example, during the first national roundtable held on 28th July 2016, representatives from communities in the Asutifi District in the Brong-Ahafo region, Adansi West District in the Ashanti region, the Talensi District in the Upper East region and six coastal Districts in the Western region all attended, alongside their company and government counterparts. This marked the first time these stakeholders had all been in the same room together. The representatives were able to articulate their different perspectives and identify areas of common ground in order to address human rights risks in and around site operations. Having undertaken training and dialogue sessions in each of the pilot areas prior to staging the national level forum, local level stakeholders were equipped with the knowledge to effectively engage with national government and other senior representatives. In the Upper East Region, company and community members were able to learn more about the grievance

Identified Four Key Policy Priority Areas for VPs Implementation in Ghana

The evolution of the national dialogue process started as a platform to discuss common issues on security and human rights and share regional updates, building trust and lines of engagement within and across pillars. During the third national dialogue session in February 2017, the focus shifted to identifying a series of specific problem sets that the group could work together to address at a national policy level. This resulted in four priority areas:

1. Private Security Licensing Reform — One of the key identified priorities was increased awareness and training on security and human rights for private security providers in Ghana, through the strengthening of Government regulation of the private security industry. The Association of Private Security Organizations of Ghana (APSOG) estimates that there are over 15,000 private security companies operating in Ghana.²⁴ There is currently limited regulation (covered under a provision of the Police Service Act of 1970),²⁵ and licensing of providers is overseen by the Ministry of the Interior. This has resulted in inconsistent levels of quality among local security providers, the majority of whom do not meet international standards. This means many large extractives companies have limited options when tendering to local providers, as they do not meet their procurement standards for aspects such as security and human rights. A lack of proper oversight, as well as inadequate training for private security officers – particularly on principles such as use of force – can increase the potential for human rights abuses. The proposed approach to address this on the government side, was the responsible ministry (currently the Ministry of Interior) amending the private security provider regulations on licensing to require compliance with tenets of security and human rights, among other broader reform aspects. On the company side, this requires companies to continue vetting private security providers through their tender processes, and monitoring compliance once contracts are executed, to ensure they meet the necessary security and human rights standards. On the civil society side, the focus was on NGOs doing outreach to the Ghana private security sector, to share knowledge and training resources on respect for human rights in their operations.

2. Public Security & Human Rights Training Curriculum — Another key priority area was the establishment of standardized training on the core tenets of the VPSHR, through a recognized education institution (such as the Kofi Annan International Peace



National Dialogue, November 2017

Image: Hannah Blyth/FFP

Keeping Training Centre - KAIPTC), which can be used for training of Ghana public security forces. This curriculum could then be used for the Ghana Armed Forces, as well as the Ghana Police and private security providers. Currently, no specific security and human rights module exists as part of standardized training for public security forces in Ghana. The development of the curriculum will require cross-Ministry collaboration to establish, with support from other partners.

3. Cross Sector Collaboration on Galamsey/Small Scale Mining — A third priority identified was increased cross-sectoral collaboration on addressing security and human rights risks in artisanal and small-scale mining (ASM). Known as ‘*galamsey*’, the divisive issue of ASM is a major source of security risk for companies, security providers and communities alike. Bringing together government ministries and commissions, alongside civil society and companies, in the efforts to address the complex issues of ‘*galamsey*’, the security risks to communities, site operations and security personnel will be reduced. As these issues are being looked at by key Government institutions and donor partners as part of broader policy reforms (such as the MLNR and Minerals Commission), a multi-stakeholder forum to share information and approaches is important for enhancing existing efforts and reducing conflict risk.

4. Increased Coordination in Oil/Gas Sector — The final key focus area was enhanced collaboration between oil and gas companies and key government ministries, to communicate effectively with communities and fishing sector, and reduce risks of tension or conflict around on-shore and off-shore sites. Since the Jubilee Field was

discovered in 2007, there has been only one operator off the shore of the Western region. More recently, there has been increased oil exploration and explanation to new on-shore and off-shore operations. As a rapidly growing new sector, this can have adverse impacts on the same set of coastal communities, from livelihoods to security arrangements. A more coordinated approach on security and human rights issues is needed within the oil/gas sector, in close coordination with Government agencies such as the Petroleum Commission and civil society. This could be achieved through a multi-stakeholder forum, as part of a broader efforts to establish a sustainable national VPSHR Working Group.

Supported Development of Ghana Government VPs NAP

At the beginning of this program, there was very limited awareness within the wider Ghana Government about their commitments to the VPI as government signatory. For example, government members must develop a National Action Plan (NAP) to further VPSHR implementation in the country.²⁶ During July 2015, the U.S. Embassy supported a VPSHR event in Accra that brought together many of the key ministries, as well as private sector and civil society; which was the first time many had heard about the NAP or understood their role within it. Over the following three years, through bilateral engagements and the national dialogue forums, we were able to build this buy-in for the NAP development process. This included facilitating forums for the Ghana Government’s lead ministry on the VPI, the MLNR, to consult with all three pillars to refine their NAP and set realistic parameters for implementation. One of the key successes of the national dialogue series was helping the MLNR to re-focus their draft NAP around the four key policy priority areas that had been collectively identified during the February 2017 forum. By re-orienting the NAP towards more focused policy areas that had been agreed

upon by Government ministries, international partners, civil society and companies, this increased buy-in from all three pillars, which is vital for effective implementation.

Established a Sustainable National VPI Working Group

As part of the sustainability objectives for this program, we sought to foster a sustainable platform which would bring together key civil society, company and government representatives to identify and troubleshoot security and human rights issues in the Ghana natural resource sector. Many stakeholders who had been involved in the VPSHR process in Ghana since the country joined the initiative, welcomed the formalization of a working group model that would support a core group of committed representatives. This was complemented by efforts at the international level of the VPI, where it was proposed to pilot country-level working group processes, including in Ghana, Myanmar, Nigeria, and Peru. Leveraging momentum from the national dialogue series, we worked with the U.S. Embassy and the MLNR to set up a core group of key representatives from each of the VPI pillars, which met on the sidelines of the larger dialogue activities. With a draft Terms of Reference provided by the VPI, this served as a basis for the group to build a structure with co-chairs and governance rules. The first of these meetings was held at the Embassy of the Netherlands in June 2017, with a total of five working group meetings held through to March 2018.²⁷

The meetings flowed directly on from each of the national dialogues, with a smaller group from the three pillars operationalizing the broader discussions into concrete action items. For example, following feedback from the national dialogue participants, the MLNR hosted the working group meeting for the first time at their offices in November 2017 to unveil their revised VPSHR NAP and budget. The smaller working group format enabled more frank and open discussions to occur, and make more granular progress on reviewing the individual proposed activities and costs within the NAP. The agenda for working group meetings and action items continues to be framed around the four security and human rights priority areas identified by the national dialogues; public security training, private security reform; oil/gas sector coordination and *ASMI/galamsey*. As the Ghana Government finalizes the revised NAP, the working group will play a role in supporting its implementation efforts and monitoring progress.



National Dialogue, March 2018

Image: Albert Yelyang/WANEP

2. BUILD CAPACITY OF LOCAL CIVIL SOCIETY GROUPS

At the core of our program has been an emphasis on building the knowledge and skills of local civil society actors and communities to address security and human rights concerns in the extractives sector. Objective 2 of our program focused on building the capacity of local stakeholders in the six pilot areas through training and a series of local dialogue sessions. The trainings focused on raising awareness about the VPSHR guidelines, as well as topics of revenue transparency, conflict early warning and mediation, and evidence-based advocacy and engagement. Equipped with this knowledge base, stakeholders were then able to come to the table in a multi-stakeholder environment to articulate key challenges affecting their communities, and discuss constructive solutions with their government and company counterparts. Sensitization trainings were conducted in each of the regions, followed by two local dialogue sessions, in parallel with local media activities (See Objective 3 below).²⁸

Talensi-Nabdam District, Upper East Region

In Bolgatanga, the December 2015 training session marked the first time a Chinese mining company had attended a VPSHR-related event in Ghana alongside the community members and small-scale miners who lived near their gold mine. Local media, government representatives, women's leaders and CSOs also attended the session. As many participants were unable to speak English, presentations were given in both English and the local dialect, Grune. The training focused on security and human rights, grievance mechanisms, revenue transparency, and conflict early warning and mediation.



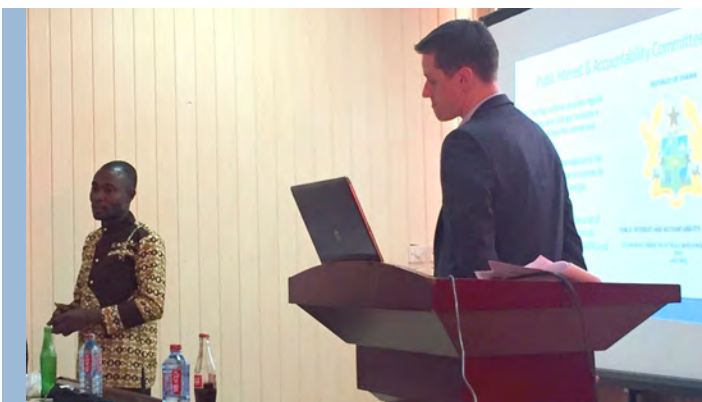
Bolgatanga Training, December 2015

Image: WANEPE-Ghana

This was followed by the first local dialogue held in February 2016, led by WANEPE-Ghana. It was attended by stakeholders involved in the training, including the Ghana Police Service, CHRAJ, traditional leadership, the Shaanxii Mining Company, small scale mining groups, the Talensi and Nabdam District Assemblies, the local media (Ghana News Agency) and the Lands Commission. The dialogue focused on sensitizing the participants on the need to adopt and use Alternative Dispute Resolution (ADR) mechanisms to address threats to security and peace in their mining-affected communities. This was important in the context of past incidents where community grievances over company investment in community projects had led to site attacks, protests and escalated police responses.

The second dialogue, held in May 2016 by FFP and WANEPE-Ghana, helped to apply the knowledge from the first two activities to focus on identifying and mitigating underlying issues raised that have the potential to escalate into violence. This included grievances over a chemical spill by the mining company, which was one of a number of health and safety concerns raised by local communities. The Minerals Commission representative was able to provide an explanation to concerned stakeholders about the action that has been taken by the government to investigate the spill and protect the health and safety of the nearby communities. Other concerns raised were ongoing trust and communication concerns between communities and a mining company over unmet expectations in their signed MoU. Following the first dialogue, community leaders intervened to de-escalate the potential for violent protest after local youth sought to rally in response to the MoU. The second dialogue supported further constructive engagement between community leadership and the company to find a peaceful path forward for resolving the grievances.

The third dialogue was held by WANEPE-Ghana in December 2017. This dialogue was crucial to continue to promote constructive



Bolgatanga Training, December 2015

Image: Hannah Blyth/FFP



Bolgatanga Training, May 2016

Image: Hannah Blyth/FFP

engagement following the May 2017 incident involving the death of seven small scale miners and subsequent suspension of mine operations by the MLNR. Demonstrating the value in continuing ongoing multi-stakeholder meetings, the forum helped to talk through persisting environmental, health and safety concerns that had led to community tensions, and provided the government an opportunity to share information about steps they were taking to investigate incidents.

Asutifi North District, Brong-Ahafo Region

In Brong-Ahafo, the February 2016 training provided a new platform for dialogue between local NGOs, company representatives, private security and public security. During scoping activities in the region, local NGOs had expressed concerns about perceived lack of access/trust to grievance reporting centers, and several legacy issues related to land compensation and alleged public security abuses. This training provided a new environment not only for shared learning by the company and NGOs, but also a chance to air issues and talk through different ways to resolve them. The training component that related to revenue transparency and available grievance mechanisms provided new information and established common ground between the stakeholder groups. For example, the NGOs raised concerns about their lack of faith in the grievance mechanisms available for community members to communicate issues to the company. This provided the company's grievance response mechanism representative an opportunity to explain to participants the transparent process available for the lodging of complaints.

The first local dialogue in May 2016, led by FFP and WANEP-Ghana, included representatives from Newmont Mining, local NGOs, youth association members, community leadership, government and the

media. One of the ongoing challenges was the high levels of youth unemployment in the region, and the expectations from communities around jobs in the mine site. Also highlighted was the perceived communication gaps between some local stakeholders and the company. This issue was also discussed in other regions, where it was highlighted that although some of the traditional leadership may be engaging on behalf of their communities with company representatives, community members themselves do not always feel they have the same level of access to information. As part of an ongoing commitment to follow up on local issues as they arise on security and human rights, the group elected leads from Newmont, CHRAJ, the Traditional authority, a women's committee, religious group, and youth association to facilitate future engagements.

The second dialogue in December 2017 convened by WANEP-Ghana, brought together many of the same stakeholders as well as the Regional Peace Council and Ghana Police Service. Discussion focused on a recent widespread protest of youth from across the Ahafo area staged in August 2017, which sought to highlight grievances related to unemployment and the perceived lack of company transparency. It was reported by community members that a large police and military detachment was deployed during the protests, and violent scuffles occurred when demonstrators strayed from the route that had been approved by police. Dialogue discussion also centered around the breakdown in communication both within communities and between the company and communities. Some participants highlighted the mistrust for traditional leadership held by some youth, who perceived local chiefs to have been compromised by company incentives. This has been compounded by local chieftaincy disputes and competition for land and resources. These intra-communal issues can have a significant impact on community-company interactions, with a large youth population feeling disenfranchised by their own leadership and holding grievances with the company's operations. This can lead to security concerns, such as the youth protest in August. The inclusion of mediators that are perceived as trusted and neutral within the community, such as religious leaders, was suggested to help peacefully resolve grievances between youth, community leadership and the company.

One success story noted during discussions was that after the first dialogue, Newmont along with the chiefs, youth and local assembly members staged a consultation session at the Asutifi North District Assembly that focused on transparency and resource governance. This included a rare chance for the youth to ask chiefs directly about

revenue distribution, typically a taboo subject. This was highlighted as a positive example of the need for multi-stakeholder information sharing to maintain peace and security in the area.

Obuasi Municipal District, Ashanti Region

In Ashanti region, the training delivered by FFP and WANEP-Ghana in February 2016 provided a useful platform for key stakeholders to learn more about constructive means of engagement, following security issues in the area between companies and small-scale miners. One of the key points raised during proceedings, was the legacy of mistrust between some community members and company operations. As the area has been home to mining operations for over a century, there are many tensions and past grievances over government land concessions, compensation and employment. This training not only introduced constructive tools for resolving conflict and grievances peacefully, but also provided a new forum for engagement between diverse stakeholder groups. Notably, the training involved local private security providers who supply unarmed guards for mine security. The manager of one of the companies shared how grateful he was to learn more about the VPs and how elements can be better incorporated into his own staff trainings.

The first local dialogue, held in May 2016, featured participants from AngloGold Ashanti Mining (AGA), CHRAJ, private security, police, and traditional community leaders and associations. One of the pervasive issues for the Obuasi communities and mining operations in the Adansi West District has been small scale mining activities (*'galamsey'*). The *'galamsey'* operators, who continue to attempt to work on the AGA mining concession, are sometimes armed and pose security risks not only to the company but also to themselves. Discussions were particularly pertinent in the context of an incident



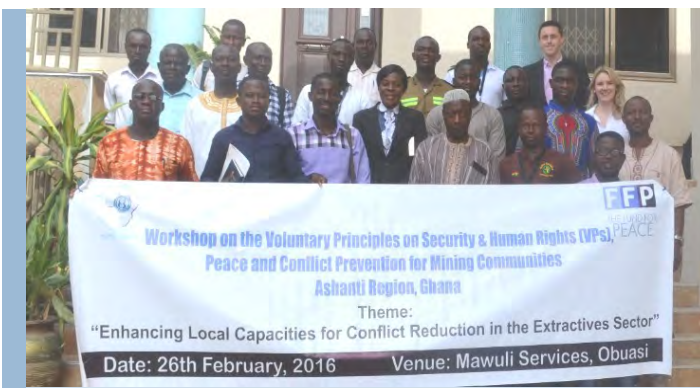
Obuasi Dialogue, 2016

Image: WANEP-Ghana

that had occurred in February 2016 when miners overran the mine site and a company representative was killed. Participants collectively voiced concerns about the issue, and identified the licensing arrangements with the government as a key driver of the ongoing insecurity. Also raised were potential drivers of conflict and violence including youth unemployment, low socio-economic conditions, land disputes and criminality.

In December 2017, WANEP-Ghana convened the second local dialogue in Obuasi, representing the same cross-section between government, company and community participants, private security providers G4S and Megaforce Security and civil society groups Kaleo Area Women Development Association (KAWDA), Better Life, and the Mine Workers Wives Association. One of the key issues discussed was community grievances related to benefits-sharing. With a gold mine that has been in operation since the 1890s, local communities have felt the impacts of mining activities for generations but have not always seen corresponding benefits. Dialogue participants noted that while large royalties are paid by the company to the Ghana Government, that money does not always flow back the districts in the form of investments in development or services. This has been a source of agitation among communities, often manifesting in protests or violent political rallies, as seen during the lead-up to the 2016 Presidential election. In an attempt to address these concerns, participants highlighted the new approach being taken by the Minerals Commission, which has begun undertaking risk assessments with the District Assemblies to understand possible negative impacts on communities and how Assembly budgets should be reallocated to better address some of these issues.

The ongoing challenges around *'galamsey'* was also revisited. With additional military deployments now in place in the area through the Ghana Army and Police Joint Task Force (JTF) *Operation Vanguard*,



Obuasi Training, February 2016

Image: WANEP-Ghana



Takoradi Training, February 2016

Image: WANEP-Ghana

which is headquartered in the region, there has been a reported drop in the informal mining activities in the concession area. However, the increased public security presence has also had impacts on communities, who assert that they were not consulted before the JTF deployment. Community participants reported feeling intimidated by the deployment, and that their everyday lives have been affected by new traffic restrictions and regular searches. This has complicated the position of AGA, which the community perceives as being responsible for the deployment. This issue highlights the importance of multi-stakeholder communication between companies, communities and the government to ensure all parties are aware of public security arrangements, and possible risks to communities.

Coastal Districts, Western Region

In the December 2015 training in Takoradi, participants included local government, media, and representatives from a number of CSO advocacy groups active in the region, including members of the Coastal Platform for Peace Building (COPP) and Friends of the Nation. There were also representatives from VPs member company Tullow Oil and, for the first time, naval police involved in patrolling the fishing waters around the offshore oil operations. The diverse participant mix provided not only a shared learning environment on the VPSHR which was a new concept for many, but also a valuable exchange of experiences, grievances and ideas.

The first Western region dialogue took place in May 2016 in Takoradi, with participant's representing communities from the six coastal Districts affected by activities of oil/gas operations, along with companies and local government. Ghana's expansion of oil/gas operations both off-shore and on-shore in the Western Region, heralds an important opportunity for ensuring community engagement and security and human rights considerations are at the forefront of new business operations. With the Cape Three Points oil/gas program

already underway led by Eni S.p.a. and Vitol Energy, this dialogue provided a timely platform for Tullow, who is the current Jubilee oil field operator and has been involved in the region since 2006, to share best practices. It was also a pertinent opportunity for community members and local leadership to ask questions about the new project and raise concerns about livelihoods of local fishing communities, and ongoing security challenges surrounding the demarcation of fishing exclusion zones. Eni and Vitol were able to provide further information about their planned Restorative Livelihood program, which is proposed to address some of the community's sustainable development concerns.

In January 2018 at the second dialogue convened by WANEP-Ghana, participants discussed the need for operators to work more closely together on common concerns and community engagement. Indeed, our May 2016 dialogue represented the first time both operators had actually formally met to discuss common security and human rights issues. Since then, coordination has improved with bilateral meetings between the companies; as well as engagement through our national level VPSHR dialogue activities. Common challenges such as local fishing boats entering exclusion zones, resulting in the Marine Police or Navy intervening, can be better addressed through sector-wide coordination.

Grievances around rising costs of living, dwindling fish stocks, increased military presence over the Cote d'Ivoire-Ghana maritime border, and lack of perceived benefit sharing from Government oil revenues were all discussed by community and CSO stakeholders during the January forum. This highlights the need for ongoing multi-stakeholder engagement between Western Region coastal communities (many of whom are affected by multiple operators), the Ghana Government and the oil/gas sector.



Takoradi Training, December 2015

Image: WANEP-Ghana



Tarkwa Training, June 2017

Image: WANEP-Ghana

Tarkwa-Nsuaem Municipal District, Western Region

This dialogue and training in Tarkwa, Western Region took place on June 1-2, 2017. It brought together mining companies AGA and Golden Star Resources, with local government, police, and community representatives to learn and discuss tools for the promotion of sustainable security in the area. Mining in the Western region has been a centuries-old practice, and participating stakeholders were keenly aware of both the impacts and opportunities the sector can bring and of the legacy of grievances that can be left behind.

Companies' resettlement programs for communities that reside on mining concession areas, can often result in perceived winners and losers. Communities that reside just outside the mining concessions, or may be practicing small scale informal mining or farming on concession areas not previously being used, can feel as if they are being denied compensation that other communities are receiving. During the dialogue it was identified that these grievances, along with employment opportunities, have the potential to escalate into inter- or intra-communal conflict, and can increase risks of violence against the company. The dialogue platform created a new space for the company to hear concerns and articulate their policies and programs that sought to mitigate some of these tensions.

Discussion included the highly publicized event of that had occurred in May 2017, when a Military Commander, who was deployed as part of the 'galamsey' campaign to a community in the Eastern region, was lynched by an angry mob of community members. Strong multi-stakeholder engagement, peace messaging in communities, and training for security personnel are critical to avoid escalation and violence in Tarkwa and other areas.

During the second dialogue held by WANEP-Ghana in January 2018, key issues that remained included compensation and lack of clear land

boundaries, which can cause disputes between host communities and companies. Also discussed was small scale illegal mining (known as 'galamsey'), which was identified as a major security risk for company operations, as well as a source of environmental degradation for communities. Since July 2017, the new joint task force, *Operation Vanguard*, has been deployed to the Western Region to clamp down on small scale mining, which has been met with mixed feelings by local stakeholders. Some dialogue participants noted that there had been alleged incidents of extortion instigated by *Operation Vanguard* personnel. Participants used the dialogue forum to discuss the structural measures that needed to address the 'galamsey' issue over the longer term, including providing alternative livelihoods for miners and strengthening the court system to hold persecutors to account. Rarely are stakeholders from company, community and government backgrounds given the opportunity to discuss key issues and share best practices around security and human rights at the local level in a constructive forum. Underscoring the value of information sharing in this dialogue series, one company representative reported that after discussing the effectiveness of the grievance mechanisms used by other companies during the first dialogue, they are now seeking to strengthen their own processes.

Ketu South Municipal, Volta Region

This training and dialogue took place in June 2017 amidst the backdrop of two incidents that were reported around the Kensington salt mine site in February 2017. The first involved an angry mob storming the site, during which a staff member was injured and the police were called. During a confrontation between the mob and the police, a community youth was shot and killed. The second incident that came several weeks later was a major protest against the site.

The training and dialogue held by FFP and WANEP-Ghana in Denu,



Tarkwa Training, June 2017

Image: WANEP-Ghana



Denu Training & Dialogue, June 2017

Image: Hannah Blyth/FFP

Volta Region on June 29–30, 2017, sought to provide community members, local government, and the salt mine company a constructive platform to identify and begin to resolve the underlying grievances that led to the violence. It also provided an opportunity for police, community members, and company representatives alike to understand more about the need for company risk assessments to determine appropriate site security arrangements, and training of security forces to mitigate the risk of community protests sparking increased security responses and potential human rights abuses.

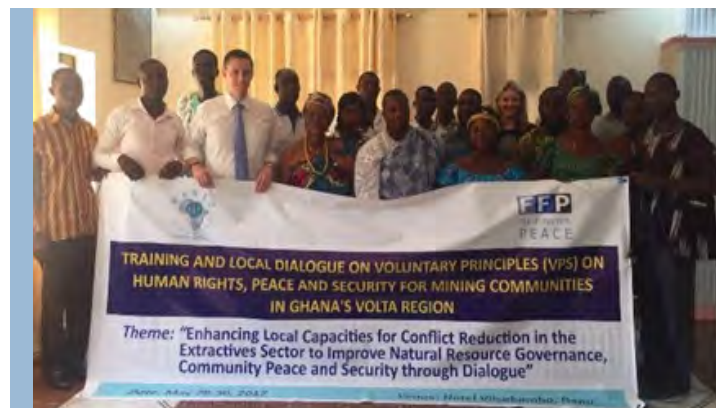
One of the key issues expressed during the dialogue was community livelihoods, centered around land access. As the salt mine borders several communities, there were grievances expressed that some communities had more access to salt mine concession areas than others. This was also complicated by an ongoing chieftaincy dispute in the area. The company and community agreed to continue to engage in dialogue to resolve this issue peacefully.

A major communication breakdown over the environmental impacts was also identified between the community members and the company. Community members, including some traditional leadership, were of the opinion that recent changes in environmental patterns – notably drought – had been caused by the company. Specifically, they believed that the company possessed equipment and/or ritualists which prevented rainfall, and that it had caused the coconut trees to die and wells where they draw their water supply to dry up. The company disputed these claims, explaining that this was part of broader climate change impacts. It was identified that an impartial environmental expert, such as one from the EPA, could be engaged to investigate the matter, and clear up any misconceptions. The company also proposed that community access to their onsite weather station may help provide more detailed information on weather and rainfall patterns. It was also suggested that a government review of water

sources for the mine (salt water versus bore water), and the impacts that they may have on the community’s access to drinking water, should be clarified .

In light of the February 2017 incidents, it was identified that the company needed to undertake more regular and thorough risk assessments to determine the appropriate security arrangements for their site. In the case of the incident where a community member was killed, some dialogue participants detailed that the police who were called to the site were overrun by the crowd and felt threatened and therefore discharged their weapons. Risk assessments by the company to determine the right levels of private and public security, will better ensure in future that guards and public security personnel are deployed appropriately. Engagement and joint planning with the police to discuss security arrangements and training on the use of force are also crucial to mitigating the future issues.

When WANEP-Ghana led the second dialogue in January 2018, many of the environmental issues remained active concerns, underscoring the importance of forums that enable all the key stakeholders to come together and discuss grievances on an ongoing basis. One of the main concerns for community members remains a lack of access to water, with concerns that the company is using bore hole water reserved for local families and their farms. One of the positive developments was the involvement of the local assembly and the Ghana Government who have engaged the Centre for Scientific and Industrial Research (CSIR), an independent body, to assess the situation. This represents a positive outcome from our training and dialogue process, which underscores the importance of using evidence-based advocacy to engage and resolve issues between companies and communities.



Denu Training & Dialogue June 2017, June 2017

Image: WANEP-Ghana

3. INCREASE PUBLIC EDUCATION AND UNDERSTANDING OF HUMAN RIGHTS, SECURITY, CORRUPTION, GENDER, AND VIOLENCE ISSUES

When this program first began in 2015, it became apparent that despite the Ghana Government signing onto the VPI in 2014, there were significant gaps in awareness at the local and national level about the VPSHR guidelines and related security and human concepts. We set out to change that through the development of innovative tools which could be accessed easily online to a range of audiences, particularly geared towards CSOs and youth. With majority of the Ghanaian population accessing the internet through mobile devices,²⁹ it was imperative that we developed content that could be accessed through mobile site browsers and social media. This was achieved through the development of an online knowledge hub at www.ghanavps.org, which not only provides information about the VPSHR guidelines, but also how they apply to different stakeholder groups in the Ghanaian context, whether one is a community member or CSO, from a company, or is a government representative. It also showcases key VPSHR activities within Ghana, along with media coverage and training materials. As a way to sustain the conflict early warning component sensitized during the local training and dialogue activities, there is also an online form for people to submit incident reports, which feed into WANEP-Ghana's existing conflict early warning system, for follow up and mitigation.

As part of this platform, we launched a series of cartoons which sensitize key security and human rights VPSHR within the context of Ghanaian mining and oil/gas sectors. The cartoon was developed in partnership with Creative Frontiers, a Washington, D.C.-based organization that works on innovative tools to combat messages related to issues such as gender-based violence and violent extremism. The videos followed a series of key characters that reflected situations that were raised during the local and national dialogue activities. This included themes such as the story of a woman in a market who is harassed by private security officers, a young man who is frustrated with lack of employment from the company, a fisherman whose livelihood is affected by oil/gas operations, a female company employee whose job is jeopardized because of security incidents, and a public security officer whose life is put in danger as community protests escalate. By converging the many different perspectives faced by companies, communities and government personnel, and underscoring the importance of constructive dialogue



to resolve issues rather than resort to violence, these cartoons represent valuable awareness raising tools and training resources. The cartoon series was developed in consultation with the Ghana VPI Working Group, and rolled out with a national social media campaign and through JoyFM, a leading national media source. Youth Bridge, a local Ghanaian CSO, also supported roll-out efforts, including workshops with youth organization and schools and undertaking the development and distribution of bumper stickers.

4. CONTRIBUTE TO THE OVERALL LEARNING AND DEVELOPMENT OF BEST PRACTICE IN CREATING AN INCLUSIVE, MULTI-STAKEHOLDER VPSHR IN-COUNTRY PROCESS

The VPSHR are widely implemented by companies the oil and mining sectors in nearly 100 countries around the world. However, the number of countries in which a formal national-level process has been established is comparatively low. At the beginning of our Ghana VPSHR program, comparable national-level VPSHR implementation programs had only been undertaken in Colombia, Indonesia, Nigeria, and Peru. The Ghana VPSHR program was therefore launched with very few similar examples from which to learn or take guidance. This has provided a unique opportunity, as the Ghana VPSHR program became a focal point for broader learning, not only within the Ghana context, but globally across the entire VPSHR Initiative.

The Ghana VPSHR program built a curriculum of training materials – both in the form of classroom workshop and training modules as well as printed materials for distribution – that filled a gap on guidance for

GHANA VPS COMMUNICATIONS



Media campaign to launch the #GhanaVPS series: clockwise from the top left; Samuel Asamoah from CSO Youth Bridge distributing bumper stickers; Youth Bridge educating schools and youth about the VPSHR using the cartoon; snapshots from the social media campaign for #GhanaVPS; bumper sticker.

Images: Youth Bridge, WANEP-Ghana, Creative Frontiers

developing the groundwork for VPSHR in-country processes. The success of any multi-stakeholder initiative is highly dependent on having an informed stakeholder group. As such, the Ghana VPSHR program has provided a model of providing in-person training on the VPSHR, conflict resolution, and oil/mining sector security issues to key stakeholders prior to the beginning of multi-stakeholder discussions. These trainings were backed up by printed materials that illustrated the key tenets of the VPSHR and outlined the roles for key stakeholders in implementing the initiative. The knowledge materials and training proved an important precursor for both the local and national dialogue activities, as well as providing a helpful information source for new members to the dialogue platforms.

The very approach of the Ghana VPSHR program has also informed best practice in terms of a methodology to pursue in developing an inclusive, multi-stakeholder process. In developing the National Working Group, the Ghana VPSHR program also pursued a “bottom-up” process. Prior to even embarking on multi-stakeholder dialogue, a

scoping was carried out to better understand the key communities to involve and the unique driving issues to explore with each of those communities. After identifying the key communities – and providing training and capacity building to those participants – the dialogue process began at the regional level, building trust and capacity within local contexts. Once that relationship had been developed, only then was the multi-stakeholder process elevated to the national level. This allowed the National Working Group to build on a strong foundation of trust, respect, and substantive understanding. The method of the approach will provide a useful model for other similar processes.

Further, from the Ghana VPSHR program has emerged an approach to communications that will hopefully assist similar programs elsewhere. The Ghana VPSHR program is the first to have employed animated cartoons, deployed on social media, to spread awareness of the VPSHR and to better inform the general public about the role of VPSHR implementation in Ghana. This campaign can provide a model for communicating the VPSHR both in Ghana and abroad.

MONITORING AND EVALUATION SNAPSHOT

I. LOCAL CAPACITY BUILDING

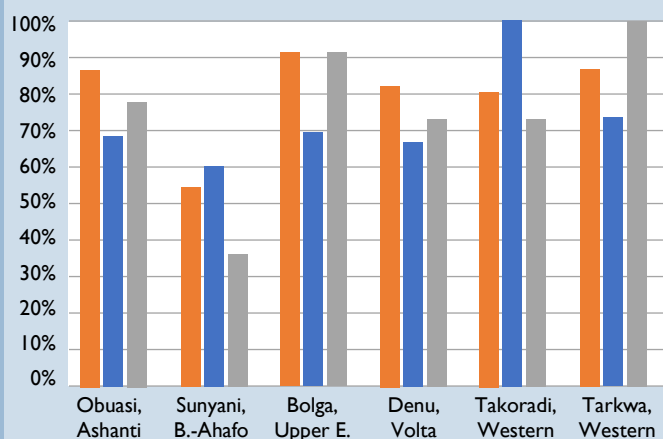
Local Dialogues

Participants in the local level dialogues reported through surveys that the process was helpful across a number of dimensions. Majorities in every region (over 80% of respondents in five out of six regions) believe that discussions on the VPSHR are useful for resolving issues and minimizing conflicts surrounding the extractives industry in their area. More specifically, on average nearly three-quarters of respondents (including every respondent in the Takoradi dialogues) reported that the local dialogues helped build connections for the future between companies, local government, and community members. Furthermore, an average of over 80 per cent of respondents (including every respondent in the Tarkwa dialogues) reported that learning about the VPs and associated best practices helped develop better approaches between companies, government, and communities.

These results suggest that the local level dialogues will have persistent positive effects, not only through increasing awareness of the VPSHR themselves, but also by establishing and strengthening new and existing relationships between the various stakeholders in the Ghana natural resource sector. These relationships will not only be helpful in managing issues that arise in the future, but also in informing the daily practices and approaches of stakeholders in such a way that hopefully will reduce the risks of grievances escalating in the first place.

PERCENT REPORTING THAT...

- ... discussion on the VPSHR is useful in resolving issues and minimizing conflicts
- ... the dialogue has helped build connections for the future
- ... learning about the VPSHR and best practices has helped develop better approaches in your area



Many participants in the local dialogues also reported that learning about the VPSHR was useful because of their role in helping advocate for community grievances about security and human rights to be addressed by companies and government. This sentiment was endorsed by over eighty percent of participants in four of the dialogues and by over seventy percent in a fifth. The success of the VPSHR in creating a space for dialogue was endorsed by a majority of participants in five of the six dialogues, including over ninety percent in Bolgatanga. Over sixty percent of participants in the local dialogues

I learnt [about the importance of] documentation on Human Rights related issues, and follow-up. And, monitoring of equipment transfers to ensure they are not abused.

- Police Representative, Tarkwa, Western Region



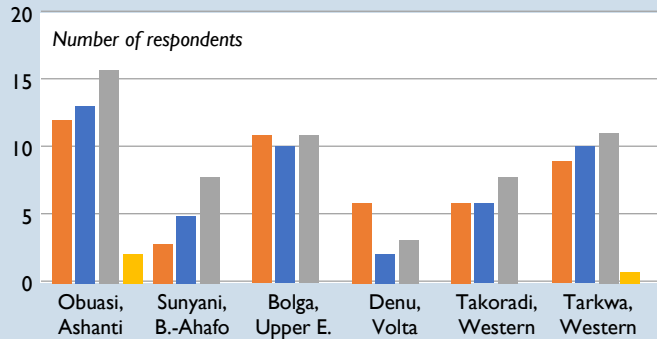
The VPs helped me on how to balance between public and private [security]. We need to do a risk assessment, then inform them about it.

- Company Representative, Tarkwa, Western Region

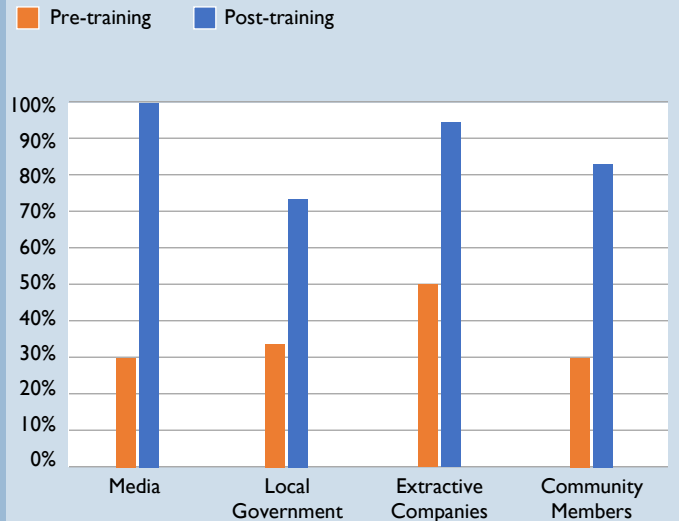


HOW HAS LEARNING ABOUT THE VPSHR HELPED ADDRESS SECURITY AND HUMAN RIGHTS ISSUES IN YOUR AREA?

- It has helped to create a space for dialogue
- It has helped to educate companies about risk assessments and appropriate security arrangements
- It has helped to advocate for community grievances about security and human rights to be addressed by companies and government
- None — learning about the VPSHR has not helped address security and human rights issues in my area



PERCENT AWARE OF THE VPSHR



also endorsed the success of learning about the VPSHR in helping to educate companies about risk assessments and appropriate security arrangements.

These results suggest that the local dialogue sessions were largely successful in accomplishing the multiple roles for which they were designed. Furthermore, in every dialogue session, a majority of participants felt that learning about the VPSHR had been successful in at least one of the dimensions that were discussed.

Local Trainings

Across every region and every participant group, the local level trainings increased familiarity with the VPSHR. The most dramatic increase was seen in the Volta Region, where the number of participants aware of the VPSHR prior to the trainings increased from zero to over 80 percent answering “yes” to the question “do you know what the VPSHR are?”. While not every group and region saw results that were quite so dramatic, they were still notable, with the

proportion of participants professing knowledge of the VPSHR increasing by 250 percent amongst members of the media and by almost 100 percent amongst members of extractive companies. As seen above, the greatest increases in knowledge of the VPSHR came among members of the media and community members, but there were large increases across all groups. These two groups also saw the largest increase in knowledge about specific processes, such as risk assessments, used in the extractives industry.

In addition to increasing familiarity with the industry and the VPSHR, the local level trainings also increased familiarity with specific details around the relationship between extractives companies and the communities in which they operate. Across all groups, a greater share of participants reported awareness of consultations between extractives companies and local communities about human rights and security issues. The same was true for the participants reporting a better understanding of how grievance mechanisms between extractive companies and community members operated, with the

This is my first time hearing about the VPSHR.

- Community Representative, Denu, Volta Region

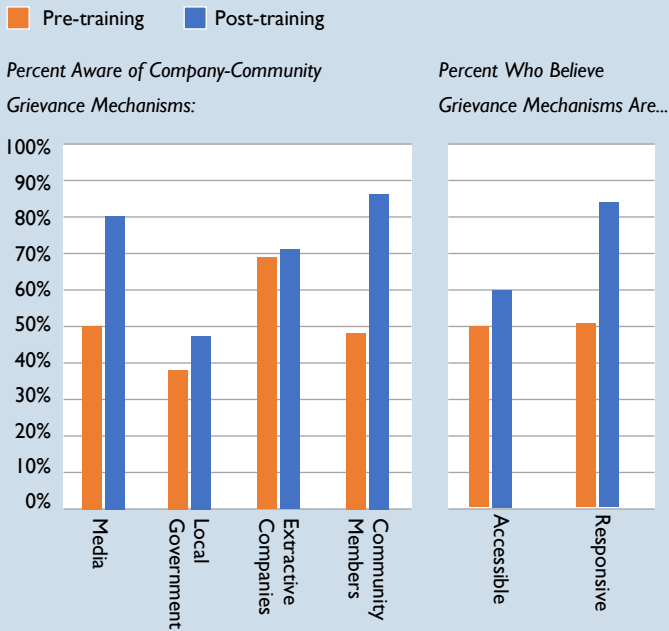


I will report more on conflict, and [be able to] explain more to my readers.

- Media Representative, Tarkwa, Western Region



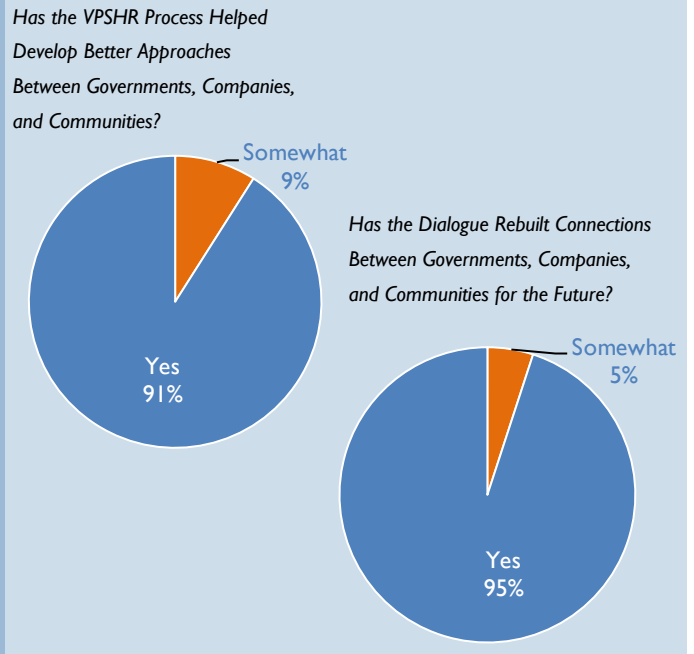
GRIEVANCE MECHANISMS



increases particularly strong among members of the media and community members, as seen in the charts above.

There were also significant increases in the share of participants in the local level trainings who believed that the grievance mechanisms were accessible and that companies were responsive to those mechanisms. The results from the surveys deployed before and after the local level trainings suggest that the trainings did have a significant effect across a wide range of areas. Those effects were particularly strong amongst members of the media and community members, intimating that it is civil society broadly defined that benefited the most from the

MULTISTAKEHOLDER ENGAGEMENT

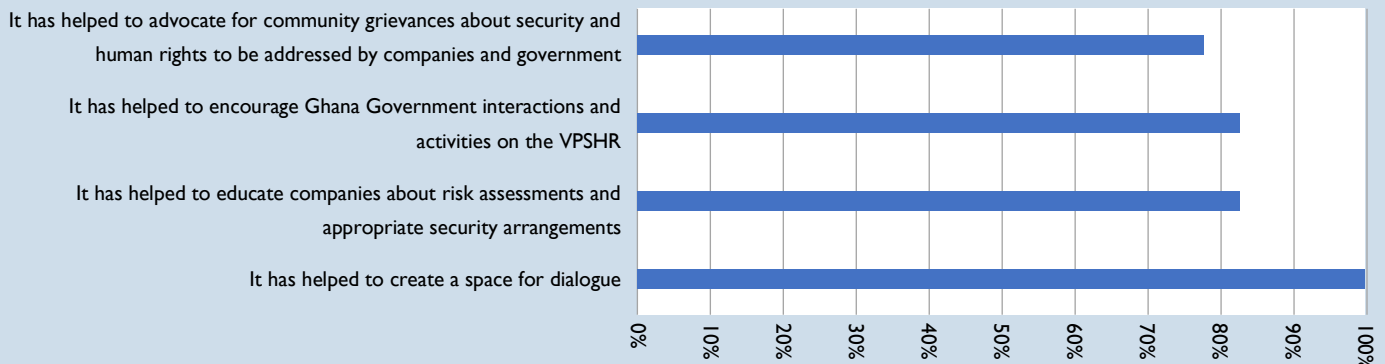


trainings. However, participants did report that the inclusive nature of the trainings — drawn from a diverse range of backgrounds — was also an important part of their success.

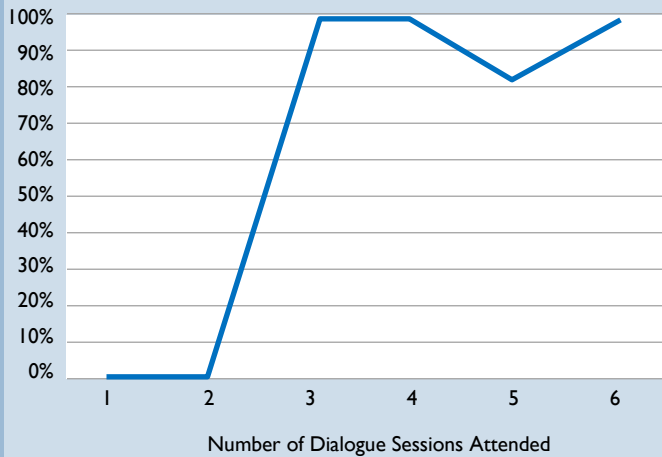
2. NATIONAL MULTI-STAKEHOLDER ENGAGEMENT

Participants in the six national level dialogues that took place between July 2016 and March 2018 overwhelmingly found them to be successful across several criteria. Over 90 per cent felt that learning about the VPSHR and best practices helped to develop better

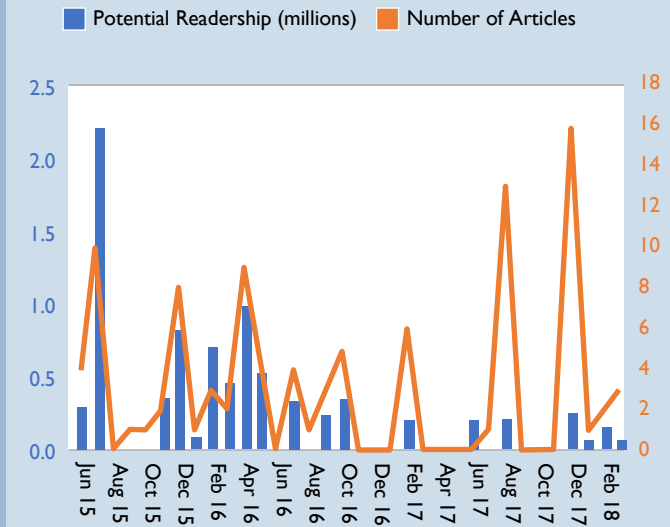
IN WHAT WAYS HAS LEARNING ABOUT THE VPSHR HELPED TO ADDRESS SECURITY AND HUMAN RIGHTS ISSUES?



PERCENT OF ORGANIZATIONS CORRECTLY IDENTIFYING VPSHR CORE COMPONENTS



GHANA VPSHR MEDIA COVERAGE



approaches between companies, government, and communities and 95 percent felt that the dialogues helped strengthen multi-stakeholder relationships for the future. These results are not correlated with the number of dialogues a participant attended, suggesting that every dialogue session successfully and forcefully articulated and achieved its main goals of strengthening multi-stakeholder relationships and spreading best practices. These findings are also aligned with those from the local level dialogues, which also found broad belief in the success of the dialogues. Participants also felt that the national level dialogues had several concrete and specific benefits, as detailed in the graph on the previous page. Every participant felt that these sessions helped create a space for dialogue, and over two-thirds felt that they were helpful in all four of the ways asked about in the post-activity survey.

The survey questions were designed to test the extent of participants' uptake of knowledge on the VPSHR core tenets, including their ability to differentiate between a company's oversight of private security versus engagement with public security. These questions yielded promising results. Participants who attended three or more of the six national dialogues were substantially more likely to identify the core components of the VPSHR. This result underscores the importance of sustained dialogues and learning over a period of time, rather than 'one-off' trainings or sessions where stakeholders are less likely to retain knowledge.

3. EDUCATION AND AWARENESS RAISING

The national and local dialogues and trainings were accompanied by efforts to reach out to the Ghanaian population through the national print media, social media, and radio. These efforts saw a great deal of success. Over the course of the project, between June 2015 and March 2018, there were one hundred articles specifically on the topic of the VPSHR in the national Ghanaian media, with a total combined potential readership of over 8.4 million. These figures compare with only three such articles with a combined potential readership of only 350,000 in the years prior to the beginning of the project.

This represents a more than eightfold increase on average in potential readership compared to the year before the beginning of the project. The bulk of the success occurred through the end of 2016, representing almost 87 per cent of the total combined potential readership. However, the potential readership in 2017 totaled nearly 850,000, representing nearly a 150 per cent increase compared to the year before the beginning of the project.

The outreach through print media was accompanied by local radio programming and social media campaigns. There were six local radio program series which were timed to coincide with each of the local dialogues in the six community areas in which the project was held. Social media outreach through Facebook reached just under 95,000



Traditional leadership, Eastern Region, Ghana

Image: J.J. Messner/FFP

people, 60 per cent of whom were based in Greater Accra. Of those, 26 per cent were aged between 13 and 17 and an additional 45 per cent were aged between 18 and 24. These figures suggest that the project has been quite successful in finding ways to reach out to Ghanaian youth, an extremely important audience in a country where the median age is just 21. Finally, the audience for the #GhanaVPs video that the project published was 42 percent women and 58 percent men, with the largest single audience categories being women aged 18-24 and men aged 25-34, indicating that the project is successful in reaching out to both male and female audiences.

4. SUSTAINABILITY

The value of the Ghana VPSHR program to its various stakeholder groups is demonstrated by the success of its sustainability. Though the Ghana VPSHR program itself ended in mid-2018, the Ghana VPSHR National Working Group has continued its work, fueled by continued interest and participation from its key stakeholder groups and by resources provided by a consortium of corporate and government funders. Though FFP itself remains involved in this continued work, the medium-term goal is to transfer the responsibility for the Working Group to a local Secretariat, thereby building a local vehicle to convene the group and pursue its activities and objectives. The first

“post-State Department grant” Ghana VPSHR Working Group meeting took place in May 2018 and saw strong continued participation and an action-oriented work plan developed by participants.

Certainly, the close alignment of the Working Group with the relevant Ghanaian government ministry, in providing a forum for feedback on the implementation of its policies, has provided a strong incentive for all stakeholders for the continuation of the group’s work. This is especially so in relation to the Ghanaian government’s VPSHR National Action Plan, which has become a core component of the Working Group’s activities and focus. The Working Group provided an important forum for the socialization, stakeholder feedback, revisions, and implementation of the NAP. This role has in many ways been reprised as the Working Group has taken a keen interest in the development and implementation of the Ghana Government’s MMIP and its security component, *Operation Vanguard*, even providing a platform for Working Group members to fund and deliver a human rights training for Ghana Army and Police deployed to the operation.

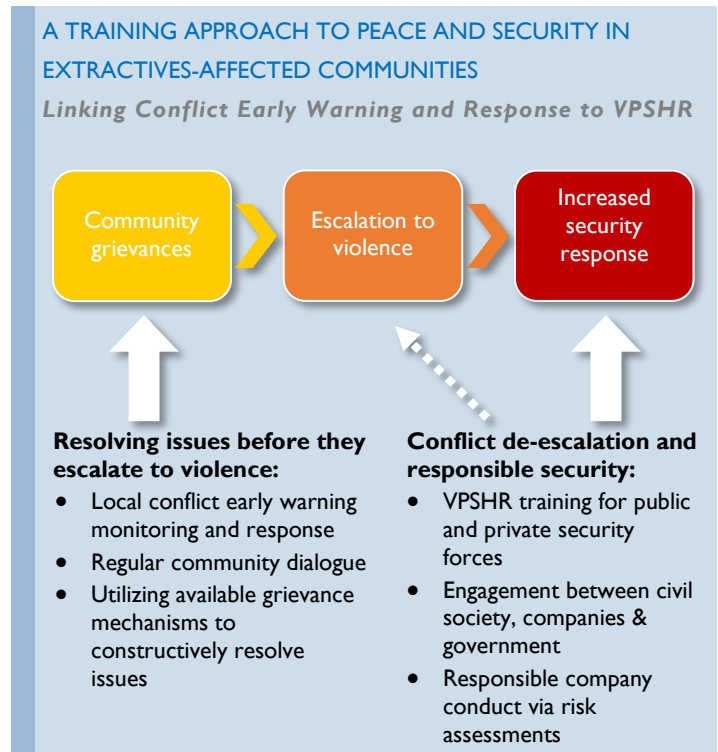
Beyond the work of the National VPSHR Working Group, the communications aspects of the Ghana VPSHR project have also provided an important source of sustainability. The materials developed by the program – including videos, reports, and training materials – are provided on the GhanaVPs.org website, which will continue to operate beyond the life of the project. Indeed, the website hosts a key actionable component of WANEP-Ghana’s conflict early warning framework, providing a place for crowd-sourced reports on security and human rights to feed into their existing early warning platform for follow up.

We are confident that the accessible knowledge platform along with the sustainable VPSHR national Working Group will positively contribute to the conversation on security and human rights in the natural resource sector in Ghana for years to come, and provide a roadmap for other practitioners and policy makers to learn from our experiences and approaches to replicate in other contexts worldwide.

LESSONS LEARNED

INTEGRATION OF CONFLICT EARLY WARNING AND VPSHR

A key lesson of the program has been the importance integrating conflict early warning into VPSHR implementation. Viewing the VPSHR in isolation, without a full appreciation of the existing conflict context, ignores the drivers and conditions underlying the grievances and potential for violence that spark situations where the VPSHR are required. When considering the conflict cycle, unaddressed community grievances can quickly escalate into violence; which can then provoke a security response and heighten risks of human rights abuses. It is therefore important to implement the prevention measures to minimize the risk of human rights abuses (such as training and vetting of security personnel); but also to address the underlying drivers of the violence. As such, conflict early warning, mitigation, and response – formed a key component of our local trainings and dialogues. These activities helped provide the knowledge, skills and platform for constructive engagement to discuss issues that have the potential to escalate into violence. It is hoped that this conflict-sensitive approach will be replicated in VPSHR trainings in Ghana and in other contexts around the world.



VPSHR-FOCUSED DISCUSSIONS AND REALISTIC EXPECTATIONS

Another lesson learned was the importance of keeping stakeholder discussions focused on the specific problem sets related to security and human rights. As the multi-stakeholder forums are often the first time companies, communities, CSOs and government have all been in the same room in this kind of open format, it can often be seen as an opportunity to air a range of grievances and concerns. This can sidetrack discussions away from the headline topic of the forum— security and human rights — and risk the VPSHR being conflated with an all-inclusive framework addressing all manner of natural resource sector issues, whether that be land, environment, employment or compensation. As outlined previously, this program helped us to



Bolgatanga Training, May 2016

Image: FFPI/WANEP-Ghana



Bolgatanga Training, December 2015

Image: FFP/WANEP-Ghana

learn the importance of incorporating the conflict lens into VPSHR training. This includes an understanding that in order to address security and human rights related risks (as identified in company risk assessments), there must be an awareness of the underlying drivers of tensions and violence. Building relationships and open channels of communication to discuss and mitigate those risks and drivers violence is at the core of what the VPSHR is all about. However, being clear from the outset of multi-stakeholder forums about what the VPSHR guidelines directly address (risk assessments, public and private security personnel conduct), and the broader issues that it may indirectly touch upon as part of identifying the underlying conflict dynamics, is an important distinction. As part of a precursor to our dialogue forums, we staged trainings in each of the local communities to ensure they were familiar with the VPSHR and its specific focus on security and human rights, within the context of broader discussions around the role of businesses and governments in protecting and respecting universal human rights. In practical terms for our dialogue forums, this meant we were able to make progress at operational and policy levels on the security and human rights issues (such as private security sector reform, public security training, and site specific issue follow ups), while building new channels of communications between communities, CSOs, companies and government on broader human rights challenges such as environmental concerns.

GENDER INCLUSIVITY

Gender inclusivity is a universal consideration in any stakeholder engagement program. However, another key lesson learned in the this program was that simply ensuring female participation in no way

guarantees female active participation. In some of the local dialogues in particular, the gender dynamics in the room were such that women may not have always felt comfortable to speak freely alongside male counterparts due to social structures and norms. One of the most common forms of human rights abuse committed by security forces is often sexual assault of harassment of women and girls. For many contexts around the world, a culture of silence often prevents discussions or reporting of incidents about gender based violence (GBV). While many of our dialogue and trainings actively sought to include diverse groups of representatives including women, men and youth, it was identified that during some of the local dialogues in particular, male participants tended to play more active roles in proceedings. It should be noted that this did not apply to all dialogue forums, and was dependent on cultural dynamics within the area. For example, Queen Mothers (traditional female leaders) may play more influential roles in some communities, as was the case in the Volta region activities. For other regions, including the Upper East whether there was less of a gender balance during proceedings, the team convened side meetings with female participants to provide a more comfortable space for discussion.

As part of a broader approach to mainstreaming gender in the VPSHR conversation in Ghana, our training and knowledge products emphasized the impacts of security and human rights risks on women and girls. In the #GhanaVPs cartoon series, several of the cartoon characters were women, including *Patience* whose story of facing harassment by security forces helped to bring light to the GBV issues.



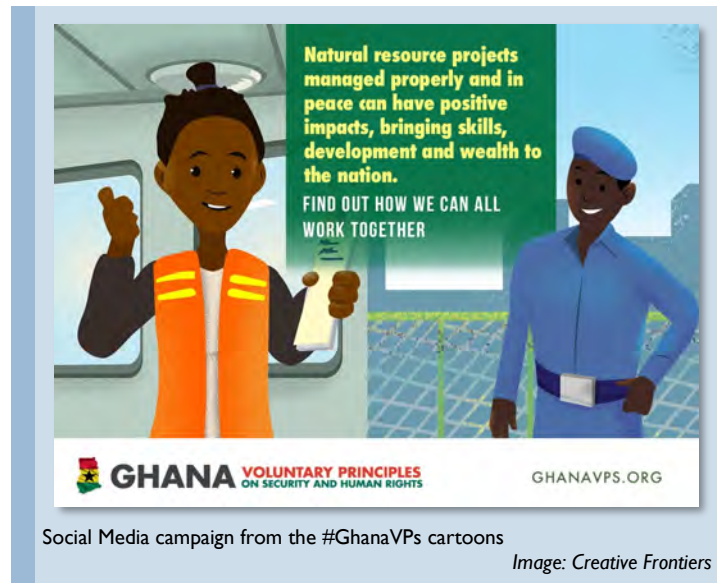
Social Media campaign depicting VPSHR impacts on women

Image: Creative Frontiers

CONCLUSION AND NEXT STEPS

In 2015 when we began this program, the Ghana Government had not long before become the first African nation to sign onto the VPI. To get to this stage, there had already been a swell of momentum by existing VPI member companies and the Ghana Chamber of Mines (CoM) to expand VPSHR usage within the extractives sector. Beyond that core group of company and government stakeholders however, awareness about the VPSHR and its multi-stakeholder approach to mitigating security and human rights risks was limited. Civil society lacked the resources and knowledge about the VPSHR to constructively engage in a coordinated way, companies outside the VPI members and CoM champions remained largely unaware or skeptical of their usefulness, and many Ghana Government ministries were unaware that the Government had signed onto the initiative at all.

Fast-forward to 2018, as we close out this program, and the Ghana Government is now taking the lead on a VPs National Action Plan (NAP) that has had extensive consultations from companies, civil society and other government stakeholders. We see a sustainable national Ghana VPI Working Group that is supported by a funding coalition, meeting quarterly to support the NAP implementation and share challenges, lessons learned and successes on security and human rights issues from around the country. We see a cohesive group of Ghana Government champions from multiple ministries, who are all committed to working together within their positions to further specific policy areas on the VPSHR. We see a group of empowered civil society organizations who now have a place at the table and can represent community concerns in a trusted dialogue space, equipped with a deeper knowledge of the VPSHR. We see local stakeholders in five regions of the country working through established local dialogue platforms to engage on security and human rights concerns, using dialogue to resolve grievances peacefully and reporting incidents of conflict risk. We see international governments more engaged in VPSHR implementation, working together through their Embassies to



support government and civil society activities and advocating for company engagement on the VPSHR. And finally, we see companies across regions and sectors sharing information, coordinating on common issues and proactively engaging with government, civil society and communities to address security and human rights risks.

Through the local- and national-level forums we have built through this program, companies, government, civil society and communities have formed stronger connections. This relationship building is a core tenant of the VPSHR and will continue to play a vital role in security and human rights risk mitigation efforts in Ghana for many years to come. Our trainings and knowledge products have created greater awareness about the VPSHR and can be accessed widely online as resources for government, civil society and companies in training and engagement in Ghana and in the international sphere. As part of these resources, we have sought to link to broader natural resource sector challenges that are pertinent to security and human rights discussions in Ghana. This includes disenfranchisement of youth in many communities over unemployment and resource benefit sharing, the

complexities associated with the small-scale mining sector and curbing ‘*galamsey*’, the grievances between fishing communities and the oil/gas sector over livelihoods, and the conduct of security forces and culture of silence around gender-based violence. The VPSHR can help companies in Ghana to work with government and civil society through these strengthened relationships and established dialogue forums to not only implement preventative measures for responsible security arrangements, but also to assess and mitigate the security and conflict risks that are driven by these underlying factors.

As our program comes to an end, we see the next phase of VSPHR implementation within the country just beginning. The Ghana Government can move now forward to implement its VPs NAP, supported by a sustainable national Working Group to help monitor and guide its progress over the coming years. This will provide opportunities for increased training and curriculum development for

Ghanaian public security forces, the reform of private security legislation to strengthen industry standards and oversight, greater oil/gas company coordination and engagement with communities and government within the growing sector, and a more security and human rights-centric approach to changes in the small-scale mining sector. At the international level, it is hoped that these program experiences and reflections on the progress of the VPSHR in Ghana will be able to foment other in-country processes. In particular, it is hoped that the successes of the Ghana Working Group can provide stakeholders within the VPI with a roadmap for VPSHR implementation and establishment of other VPI Working Groups. This program has served to demonstrate that the VPSHR is not just a set of guidelines; rather, the VPSHR can be a powerful convener for multi-stakeholder collaboration to address practical security and human rights concerns in the natural resource sector and promote sustainable security and development around the world.

ENDNOTES

SECTION I: BACKGROUND

1. Afrobarometer; R6 2014/2015 (Ghana) <http://afrobarometer.org/online-data-analysis/analyse-online>
2. Afrobarometer *ibid.*
3. VPRHR Guidelines; <http://www.voluntaryprinciples.org/what-are-the-voluntary-principles/>
4. “Galamsey” is used in Ghana as the term for illicit small-scale mining practices, where operators are unlicensed and therefore designated by the Ghana Government as illegal.

SECTION II: SCOPING STUDY

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17. Ghana Web: <https://www.ghanaweb.com/GhanaHomePage/business/Chaos-at-Newmont-Ahafo-Mine-356313>
18. Some reports suggest up to 10,000 small scale miners have been operating on the concession; <https://www.reuters.com/article/us-mining-illegal-ghana/miners-vs-multinationals-ghana-on-front-line-idUSL0240907320080715>
19. CitiFM: <http://citifmonline.com/2016/02/06/obuasi-one-dead-in-attack-on-aga-staff-by-galamsey-operators/>
20. Pulse Ghana <https://www.pulse.com.gh/news/in-obuasi-no-galamsey-no-votes-illegal-miners-chant-in-protest-id5629135.html>
21. AGA: <http://www.futureofobuasi.com/>

SECTION III: PROGRAM ACTIVITIES

22. National Dialogues were held in Accra 1) 28 July 2016; 2) 20 October 2016; 3) 22 February 2017; 4) 22 August 2017; 5) 28 November 2017; 6) 29 January 2018; 7) 27 March 2018.
23. For specific issue summaries of each national dialogue session, see quarterly project summaries at <http://ghanavps.org/category/reports/>
24. APSOG http://www.commonwealthofnations.org/organisations/association_of_private_security_organisations_of_ghana_apsog/
25. Private Security Organizations are currently governed under Section 38 of Ghana's Police Service Act (1970) <http://laws.ghanalegal.com/acts/id/92/police-service-act>
26. VPI <http://www.voluntaryprinciples.org/for-governments/>
27. Working Group Meetings were held in Accra 1) 7 June 2017 at the Embassy of the Netherlands; 2) 1 August 2017 at the U.S. Embassy; 3) 27 November 2017 at Ministry of Lands and Natural Resources; 4) 29 January 2018 at Movenpick Hotel; 5) 28 March 2018 at Movenpick Hotel.
28. One-day local trainings were staged in each region; Upper East (Bolgatanga) and Western (Takoradi) November 2015; Brong-Ahafo (Sunyani) and Ashanti (Obuasi), February 2016; Western (Tarkwa) and Volta (Denu), May 2017. These were followed by local dialogues in Bolgatanga (February 2016, June 2017, December 2017); Obuasi and Sunyani (May 2016, December 2016); Takoradi (May 2016, January 2018); Tarkwa and Denu (May 2017, January 2018).
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