



USAID
FROM THE AMERICAN PEOPLE

HenMpoano

Our Coast, Our Future

Western Region of Ghana



September 2013

A Fresh Approach to the Governance
of the Western Region's Coastal Zone

Integrated Coastal and Fisheries Governance (ICFG) Initiative

Hen Mpoano

THE
UNIVERSITY
OF RHODE ISLAND
GRADUATE SCHOOL
OF OCEANOGRAPHY



This publication is available electronically on the Coastal Resources Center's website at <http://www.crc.uri.edu>

For additional information on partner activities:

WorldFish: <http://www.worldfishcenter.org>

Friends of the Nation: <http://www.fonghana.org>

Hen Mpoano: <http://www.henmpoano.org>

Sustainamatrix: <http://www.sustainamatrix.com>

For more information on the Integrated Coastal and Fisheries Governance project, contact: Coastal Resources Center, University of Rhode Island, Narragansett Bay Campus, 220 South Ferry Road, Narragansett, Rhode Island 02882, USA. Brian Crawford, Director International Programs at brian@crc.uri.edu; Tel: 401-874-6224; Fax: 401-874-6920.

Citation: Coastal Resources Center (2013) A Proposal for a Fresh Approach to Coastal Governance in Ghana's Western Region. Contributors: Stephen B. Olsen, Kofi Agbogah, Stephen Kankam, Kofie Agama, Donald Robadue, Christopher Cripps and Glenn Page. USAID Integrated Coastal and Fisheries Governance Program for the Western Region of Ghana. Narragansett, RI: Coastal Resources Center, Graduate School of Oceanography, University of Rhode Island. 18 pp.

Disclaimer: This publication is made possible by the generous support of the American people through the United States Agency for International Development (USAID)/Ghana. The contents of this report are the responsibility of the Integrated Coastal and Fisheries Governance (ICFG) Program and do not necessarily reflect the views of the United States Government. Associate Cooperative Agreement No. 641-A-00-09-00036-00 for "Integrated Coastal and Fisheries Governance (ICFG) Program for the Western Region of Ghana," under the Leader with Associates Award No. EPP-A-00-04-00014-00.

Cover photo: A fish landing site in the Western Region, Ghana.

Cover credit: Brian Crawford

Contents

- 1. Introduction 1
 - The Unfolding Petroleum Boom 1
 - Social and Environmental Impacts 1
 - The Implications for Governance 2
- 2. The Current Coastal Governance System 3
 - Decentralization Remains a Work In Progress 3
 - The National Interest in the Coastal Zone 3
 - The Hen Mpoano Initiative 4
 - The Emerging Nested Coastal Governance System 6
 - The Joint Development Planning Area Provision of the 1994 Decentralization Law 6
- 3. A Joint Coastal Area Management Program (J-CAMP) for the Western Region 7
 - The Legislative Instrument for Joint Development Planning 7
 - Definition of the Western Region’s Coastal Zone 7
 - The Fundamental Purpose and Scope of the J-CAMP 8
 - The J-CAMP Structure 9
 - Powers and Duties of the J-CAMP Board 10
 - Funding Mechanisms 11
- 4. The Priority Coastal Issues to be Addressed by a Joint Coastal Area Management Plan. 12
- 5. The Path to a Nested Coastal Governance System 14
- 6. The Cost of Business As Usual 15

1. Introduction

This proposal puts forward a joint planning and management program for the six coastal districts of the Western Region. It builds upon a series of policy briefs and the four-year “learning by doing” process of the Hen Mpoano initiative which has brought together communities, districts, governmental agencies and other stakeholders to formulate practical responses to the problems and opportunities brought by accelerating social and environmental change. In the Western Region the joint planning and management process is urgently needed to meet the challenges resulting from the massive surge of development produced primarily by the oil and gas industry. It would be established in response to a request made by the districts to the National Development Planning Commission and authorized through the Joint Development Planning provisions of the Decentralization Law of 1994. The resulting Joint Coastal Area Management Program in the Western Region would be the first element of an emerging nested coastal and marine governance system that would eventually feature a Western Corridor Development Commission, other joint coastal district management programs and a national coastal and marine commission. The Transformation of the Western Region’s Coastal Zone

The Unfolding Petroleum Boom

The Western Region has vaulted to the forefront of economic growth, development and ecosystem change in Ghana. This is being driven principally by the production of oil and gas from offshore reserves that are anticipated to generate US\$ 1 billion a year for decades to come. Yet oil and gas is only the dominant driver of the social and environmental change in the coastal districts of the Western Region. Oil palm and rubber plantations are expanding - often at the cost of the small farms that produce inexpensive food for local consumption. The record high price of gold has produced a surge in galamsey (illegal small scale gold mining). Bauxite exports are booming and a coastal tourism industry is taking hold. As the surge in development accelerates and as skilled foreign and domestic workers migrate into the coastal districts the infrastructure - the roads, schools, health and security services and water supply systems - becomes increasingly inadequate. Prices for land, housing and food are spiraling upwards. The petroleum boom is occurring at a time when the two traditional mainstays of local economies and the livelihoods of the poor are in decline - fishing and small-scale agriculture. Catches by the canoe fleet are down 60% compared to ten years ago. St Paul’s Wilt has destroyed most coconut plantations. As the benefits of a healthy fishery and subsistence farming are lost, the poorest segments of society pay the highest price and often are forced to further degrade what is left. This trend is all too clear in the fishery where explosives, poisons and destructive fishing methods have become endemic. In several shorefront communities people previously engaged in fishing are turning to illegal gold mining, logging and wildlife hunting.

Social and Environmental Impacts

Some of the Western Region’s farmers and fisher folk are in search of in the new industries. Others are struggling to maintain their traditional way of life and are being displaced to other rural settlements or urban centers. In recent years school attendance in many coastal communities has declined and teen-age pregnancy is increasing. Competition for inadequate water supplies affects the poor disproportionately. More than forty percent of both rural and urban populations live with inadequate access to potable water. The poor often have to walk

long distances for a bucket of water and they pay far more for water sold by a vendor with a truck than wealthier people pay for piped water. As businesses associated with oil and gas and the associated residential and recreational businesses seek out sites on or near the waterfront people who live at a subsistence level will be forced to move. Fishers and fish processors will be pressured to move where they beach their canoes and smoke the catches. Competition for space in sheltered harbors, like Dix Cove, will intensify. These pressures, if unattended, will accentuate the perception and reality of being increasingly poor in a context of affluence. This will generate in marginalized communities increasing frustration, anger, and eventually could lead to social unrest.

The Implications for Governance

Today the coastal districts of the Western Region are at a tipping point. Decisions made over the next few years will determine whether the unfolding oil boom will prove to be a bonanza or a source of seemingly intractable problems. If land use planning and decisions on siting major new facilities engage stakeholders appropriately and are technically appropriate, the costs of unnecessary environmental losses and expensive remediation due to sea level rise and coastal erosion will be avoided. The returns could be tremendous if the revenues generated by oil and gas were invested to restore degraded environments, sustain renewable natural resources, bolster food security and promote livelihood diversification. If fishing effort is reduced and the natural processes of reproduction and growth are allowed to recover the fishing grounds off the Western Region have the potential to produce abundant harvests for many future generations. Critical to the wellbeing of the coastal population is that investments in infrastructure meet the needs of a larger population as well as new industries. If the recent rate of population growth is sustained, the population of the coastal districts will double in the next thirty-five years. The critical infrastructure needed for this increase includes schools, clinics, sanitation facilities, solid waste disposal and upgraded roads. An ad hoc and unplanned process of rapid development could produce the social disruptions and unrest that have been seen, for example, in the nearby Niger delta and yet another example of “the curse of oil”.

Box 1 Coastal Governance Challenges in the Western Region

- How can oil and gas development be managed to generate long term benefits to the region as a whole, thereby avoiding the curse of oil that has brought conflict and misery to many and great wealth to a few in other oil producing regions of sub-Saharan Africa?
- How can an often unpredictable and inefficient system of land use planning and decision-making be transformed into a predictable, transparent and equitable system that plans for the long term?
- How can the scores of small harbors and beaches where canoes land their catches and smoked fish is processed be improved and maintained as competition for shorefront sites intensifies?
- How can human activity along the shoreline be managed to minimize the impacts and costs of coastal erosion and the anticipated increases in sea level?
- How can the Western Region’s extraordinary biodiversity assets be conserved, where feasible restored, and made into a source of livelihood and pride?
- How can the necessary policies and actions be knitted together as expressions of a stewardship ethic that builds on traditions of responsible use and is supported by an informed and motivated public?

2. The Current Coastal Governance System

Decentralization Remains a Work In Progress

Governmental decentralization, initiated in the late 1980s and early 1990s, has centered upon the establishment of Metropolitan, Municipal and District Assemblies with the authority to direct development, resolve conflicts and provide social services. However, it is widely recognized today that the districts have been unable to make full use of their responsibilities and authorities. They have neither the necessary technical capacity nor adequate financial resources to effectively regulate and direct the development process. Decision making on major facilities remain with the sectoral agencies in Accra. Although the four "devolved ministries" (Environment, Agriculture, Health and Education) maintain a small staff in each district these representatives of central government have not been fully integrated into the district level system and take their lead from their home ministries.

Each District's development objectives and budgets are set forth in four year Medium Term Development Plans (MTDPs) following National Development Planning Commission (NDPC) guidelines. The 2014 district MTD Plans will for the first time integrate the budget allocation received by the technical offices into a composite district budget. However, the Districts receive only a portion of the budget listed in their approved MTD plans and often they receive them at the end of a budget period. The social services provided through this process typically do not meet minimum standards or needs. Revenues to the coastal districts of the Western Region from local taxes and fees are currently small.

As the Western Region's economic boom takes hold governmental power and governmental resources circumvent the districts and flow directly to activities under the purview of a given agency of central government with little or no consultation with the District. The current system is made further complicated by lack of clarity on how the traditional chieftaincy system connects and contributes to governance at the region and district scales. The Chiefs retain ownership of 80 to 90% of the land and, by negotiating the lease or sale of such land with developers, contribute to ad hoc patterns of land use.

The result is that oil and gas development and the other drivers of change brought by mining and plantation agriculture have thus far proceeded without the benefit of a spatial plan and often with little or no input or consultation with the coastal district governments or the people most directly affected. The cumulative impacts on both people and the environment are rarely considered. The result is an often chaotic development process that will result in the proliferation of poor infrastructure siting decisions with potentially major long-term negative social and environmental impacts. When development is largely unplanned and poorly regulated, lagoons, estuaries and are degraded, used as dumps and filled. This eliminates the many services they provide as a nursery ground for fish, as habitat for wildlife and as green spaces in an increasingly urbanized landscape. Another result is increased flooding in the wet season.

The National Interest in the Coastal Zone

There are major national interests in the nation's coastal zone and in the outcomes produced by the massive changes now underway in the Western Region's coastal districts. One is the need to effectively manage the unique attributes of the nation's 550km coastline. Beginning in the early 1990s, a sequence of proposals and studies have recommended establishing a national coastal management program. These have highlighted that the coastal zone, variously defined but

roughly coinciding with the 26 coastal districts in the five regions with an ocean shore make up only 6% of the land area but contain over 60% of the nation's infrastructure and a quarter of the population. An "indicative" coastal zone management plan was prepared by the Environmental Protection Agency in 1991. An Integrated Coastal Zone Management Strategy for Ghana, funded by the World Bank, was put forward in 1997. In 2011, the Ghana National Action Plan prepared by the Guinea Current Large Marine Ecosystem Program proposed an inter-ministerial Coastal Resources Commission that would bring together institutions with responsibilities for marine and coastal resources. These initiatives have identified the issues that should be addressed by a national coastal management program but made only general recommendations on how to move forward.

In particular, there is also a strong national interest in appropriately siting major facilities built by the oil and gas industries and the public infrastructure (roads, schools, clinics, ports) required to service a larger population and a diversified industrial and commercial economy. The risks of inappropriate designs and siting along the shorefront are particularly critical since the impacts of coastal erosion and flooding in an era of climate change could be greater than anything experienced before.

A third national interest is food security. Fisheries account for at least 4.5% percent of Ghana's gross domestic product (World Bank, 2009). Fisheries employ an estimated 2.2 million people and contribute, directly and indirectly, to the employment of 20% of the population (Atta-Mills, 2004). From a food security perspective the nation's fisheries are of extreme importance since more than 60% of the animal protein in the Ghanaian diet is from fish. By far the largest share of the employment comes from the artisanal canoe fleet and this is also the major source of the small pelagic fish that are the major species consumed. The canoe fishery, in turn, is disbursed along the coastline and dependent upon over 300 landing sites and small harbors. Both the landing sites and the activity of the canoes at sea are especially vulnerable to the activities of the oil and gas industry. As discussed in the companion proposal for fisheries co-management, the pelagic stocks are severely overfished and close to collapse. The effective management of fisheries and their interactions with the petroleum industry is therefore in the national interest and should be a major theme in the drive to reduce poverty and safeguard food security.

The Hen Mpoano Initiative

Beginning in 2009, and with the support of the US Agency for International Development, a four-year initiative was undertaken in the Western Region designed to address the linked challenges of coastal and fisheries governance. The design called for engaging with a wide diversity of stakeholders drawn from government, civil society, and the business sector and to apply a learning-by-doing approach.

This has emphasized pilot scale activities that reinforce the value of involving stakeholders and the public in framing responses to such common problems as overfishing, vulnerability to coastal hazards and impacts of climate change, degradation of critical coastal habitats, declining coastal livelihoods, and inappropriate siting of coastal infrastructure. Over a three-year period, the initiative that became known as Hen Mpoano (Our Coast), has made major investments in issue and trend analysis and provided various forms of technical assistance, training and technology. Hen Mpoano's core purpose has been to assemble the enabling conditions for fresh approaches that would be constructed around clear goals that resonate and win the support of a diverse constituency and commitment within the relevant agencies of government.

Box 2 The Hen Mpoano Initiative

The Hen Mpoano (Our Coast) initiative was designed as an expression of the ecosystem approach to governance. The ecosystem approach recognizes that both the environment and the associated human population must be addressed simultaneously. It requires combining bottom-up with top-down actions, and engaging stakeholders in every phase of its activities. Hen Mpoano has therefore worked to catalyze a sustained dialogue that draws together civil society, government and market leaders to address the many issues that are shaping current and future conditions in the Western region. The emphasis is upon learning-by-doing. As the initiative has matured it has been nourished by a variety of tangible actions that have suggested what courses of action are most effective and what adjustments to the current government system are necessary and viable.

All activities undertaken have a central theme of capacity building. In essence, the design called for integrating bottom-up calls for responses to important issues with the top-down provision of a necessary mandate and the authority to implement a course of action. In its final year, Hen Mpoano circulated series of Policy Briefs and held workshops that drew together the key parties with concerns and responsibilities for fisheries and coastal development. This proposal draws on these lessons and also incorporates diverse stakeholder concerns suggesting adjustments to the current coastal governance system. A companion proposal details a co-management approach to fisheries. As in fisheries co-management, the proposed nested coastal governance system calls for active involvement of stakeholders drawn from civil society, the business sector and traditional authorities in all phases of management and distribution of authority and responsibility across agencies at the different “layers” in the governance system. The remaining sections of this paper detail the features of the proposed nested coastal governance system.

Concurrent Initiatives to Strengthen Governance in the Western Region’s Coastal Districts

The Government of Ghana, several international organizations, local non-governmental organizations and business leaders are working to strengthen the processes of governance in the Western Region. The National Development Planning Commission has called for the sustainable management of coastal and marine resources and has incorporated a call for coastal management actions in its latest guidance to all coastal districts as they prepare their Medium Term District Development Plans for 2014 to 2018. There has been discussion of a Western Corridor Development Plan and Commission that would orchestrate development and investments in infrastructure in an area that includes portions of both the Western and Central Regions. The Norwegian Oil for Development initiative has supported the preparation of a Western Region Spatial Development Framework (WRSDF). The USAID-funded LOGODEP project is working to develop a cadastral system based on detailed maps that identify individual plots and properties in urban areas. Such maps are essential to an effective internally generated revenue system to support provision of necessary social services by district governments. The British foreign assistance program is designing a Coastal Foundation that would bring together corporate responsibility funds and further investments to provide for another source of funds to encourage equitable development in the coastal districts. The District Development Facility, with funding from the World Bank and the Danish International Development Agency (DANIDA) provides districts with additional funding for the implementation of their MTDPs based upon standards of performance.

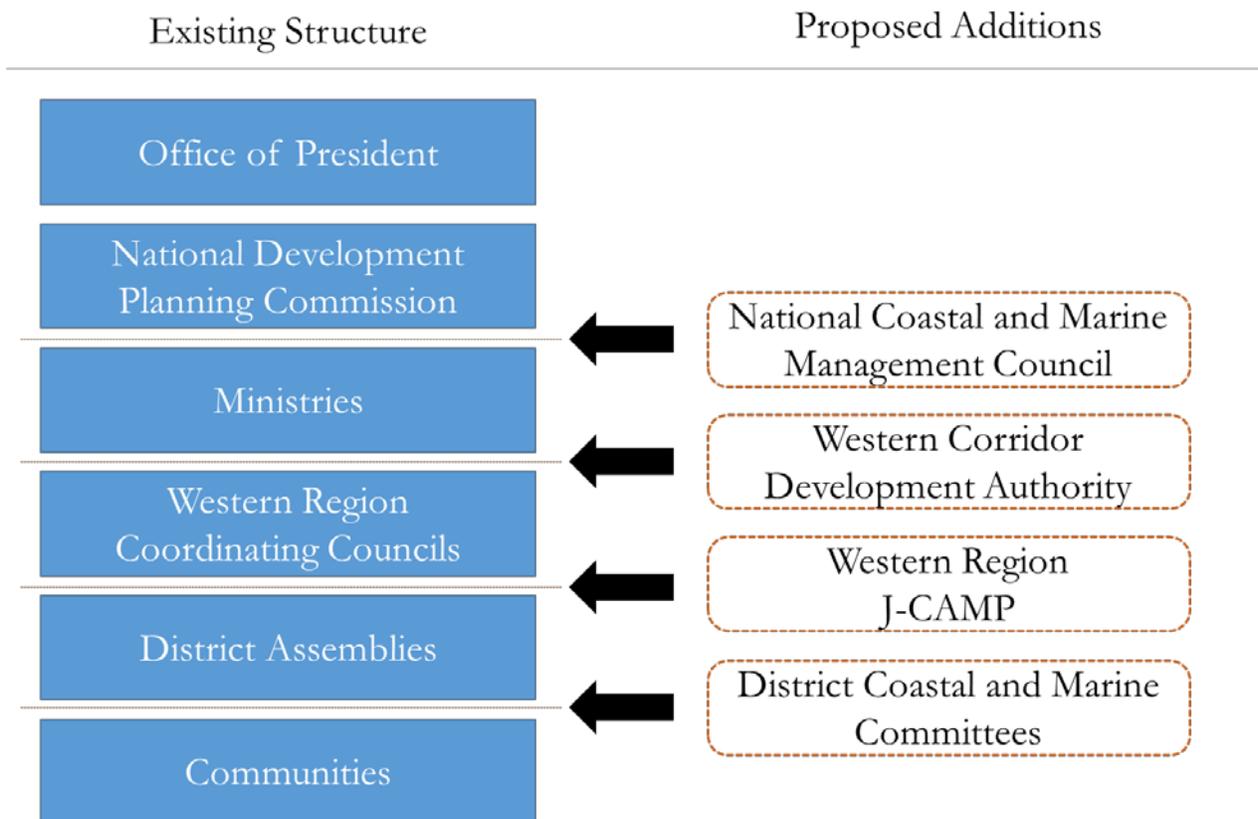


Figure 1 The Evolving Nested Coastal Governance System

The Emerging Nested Coastal Governance System

Taken together, these initiatives suggest that coastal problems and opportunities signal the evolution of a nested governance system in which power and responsibility is decentralized but planning and decision making is guided by a common set of principles and long-term goals. It is not feasible to expect that the individual coastal districts, acting in their individual capacities, can meet the challenges generated by a coastline undergoing massive change. A coastal management unit is needed that has a mandate to provide coherent responses to common problems and opportunities and assume responsibility for the planning, coordination and conflict mediation that affect the six coastal Districts as a whole. Such a coastal management unit for the Western Region could subsequently become incorporated into the structure of a future Western Corridor Development Authority. As a pilot for a national coastal management program it would need to take its direction from, and win the approval of, the National Development Planning Commission.

The Joint Development Planning Area Provision of the 1994 Decentralization Law

The Decentralization Law (#480) enacted in 1994 provides for Joint Development Area Plans designed specifically to address the special characteristics and development planning needs of contiguous areas composed of several districts within a single region. Such Joint Development Planning Areas may be established by the President in consultation with the Minister of Local

Government and the Chairperson of the National Development Planning Commission in response to a request from districts that see the need for a collaborative approach to common issues. To become operational, a Joint Development Planning Area (JDPA) Plan assembled under the direction of a Joint Planning Board must be approved by the National Development Planning Commission. The joint planning provision has not been utilized and the Legislative Instrument that will detail the rules and standards describing how this provision will be implemented was being prepared in mid-2013 as the Hen Mpoano initiative draws to a close. The remainder of this paper sets forth how the Joint Development Planning provision could be applied to meet the coastal management needs of the Western Region. Assuming that the necessary authorities and responsibilities can be provided through this mechanism the resulting program could be named the Joint Coastal Area Management Program (J-CAMP).

3. A Joint Coastal Area Management Program (J-CAMP) for the Western Region

The Legislative Instrument for Joint Development Planning

If the Joint Development Planning instrument is to become the basis for securing a high level mandate for coastal planning and management, the Legislative Instrument now being drafted should provide guidance for:

- Defining the special characteristics and issues in the planning area that will be the focal points of the joint planning effort;
- Selecting the membership of a Board that provides for the representation of the district governments involved and, as suggested by the nature of the issues to be addressed, representatives of the private sector, civil society and traditional authorities;
- The design of the consultative process with stakeholders and the public during plan formulation and plan implementation;
- Securing the collaborative arrangements with other institutions of government required for the successful implementation of the plan; and,
- Provisions for monitoring and evaluation mechanisms that will be the basis for a long-term adaptive governance process.

Approval of a JDPA plan by the NDPC would have to provide the Board with the authority to implement the plan effectively. Assuming that the necessary provisions can be made, this paper refers to the resulting coastal governance mechanism as the **Western Region's Joint Coastal Area Management Plan (J-CAMP)**.

Definition of the Western Region's Coastal Zone

The coastal zone of the Western Region is defined to extend from the inland boundary of the six coastal districts seaward to the outer limit of the adjoining Inshore Exclusion Zone reserved for artisanal fisheries. This area of inshore waters extends from the shore to the 30-meter depth contour or six miles, whichever is greater. By including this inshore area of marine waters within the coastal zone, the J-CAMP would be authorized to engage in the siting and construction of structures below mean high water that have a high potential to impact long-shore currents, coastal erosion, potential near-shore marine protected areas that need to be viewed from the perspective of an closely connected land-sea boundary. The J-CAMP could also contribute to

the designation of locally based fisheries management areas as described in the companion Proposal for Fisheries co-Management. As capacity and experience accumulates it may be appropriate to expand the practices of integrated coastal and marine planning and management seaward to include the Exclusive Economic Zone (EEZ) in its entirety. This would provide for the future marine spatial planning and management that will be anticipated to become necessary as oil and gas operations expand and interactions at sea among the petroleum industries, fishing, shipping and other activities intensifies.

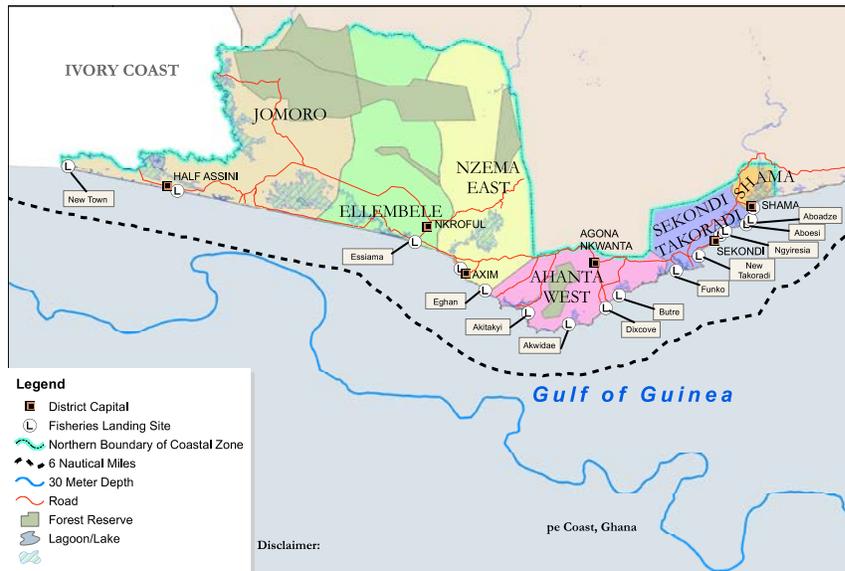


Figure 2: Map of the Six Coastal Districts of the Western Region showing Forest Reserves, Major Roads, Large Communities and Landing Beaches.

The Fundamental Purpose and Scope of the J-CAMP

The fundamental purpose of designating the six coastal districts of the Western Region as a Joint Coastal Management Area's is to provide for sustained planning and management that addresses the issues that affect the Western Region's coastal zone as a whole and cannot be effectively addressed by the coastal districts individually. It provides the districts with an explicit high-level mandate and an additional source of funding to work collaboratively on specified issues posed by development in the Western region's coastal zone. The fundamental purpose of the joint planning and management process is to preserve, protect, develop, and where possible restore, for this and succeeding generations, the resources of the coastal zone of the Western Region. This would be accomplished through comprehensive and coordinated long range planning and management designed to produce the maximum long-term benefit for society. The sustainable use of socio-ecological systems would be the primary guiding principle upon which alterations and new uses in the coastal zone would be measured, judged and regulated.

Box 3 Definitions of Key Terms

The term coastal planning, as used here, refers to the processes of information gathering and synthesis, issue definition, consultation with stakeholders and formulation of a course of action designed to address the special characteristics of a rapidly changing coastal zone.

The term coastal management, refers to the implementation of coastal development policies, and the designations of coastal lands and resources for specified uses. It makes operational the collaborative arrangements among different agencies and levels of government. Coastal management is expressed through decision making on proposals for specified new activities and alterations over which the districts and the J-CAMP Board has jurisdiction. The responsibilities and authorities of the Board become fully operational when the J-CAMP is approved by the National Development Planning Commission.

The term coastal governance refers to planning and management processes that defines the context for management by specifying the roles and responsibilities of civil society, the business sector and the traditional authorities in formulating development goals and the plan of action by which they will be achieved. Governance shapes the “rules of the game” by which a complex socio-ecological system functions. Governance is rooted in values and is an expression of culture.

The J-CAMP Structure

The responsibility and authority to prepare the J-CAMP and to implement it once it has been approved by the NDPC would be vested in a J-CAMP Board. As shown by Figure 2, the Board would be supported by a Secretariat that would carry out the day-to-day operations of the program. The Board would coordinate its actions with the Regional Coordinating Council. A J-CAMP District Council, composed of the Chief Executives of the six coastal districts, would consult with and advise the Board on all matters concerning the development of the coastal zone, the preparation of the plan and its subsequent implementation. The deliberations of five J-CAMP Issue Working Groups, would work with the secretariat to develop issue papers and suggest the specific policies, plans and strategies to be considered by the Board. These working groups would draw together knowledgeable people from government, academia, non-governmental organizations and civil society to identify the specific problems and opportunities raised by each of the five priority issues to be addressed by the J-CAMP. The Coastal Foundation, at the time of preparing this proposal appears to be emerging as a separate and independent organization that would assemble corporate social responsibility funds from the oil and gas industry and other sources. It should be a major partner to the J-CAMP Board as it works to address the issues raised by the development of the region’s coastal zone.

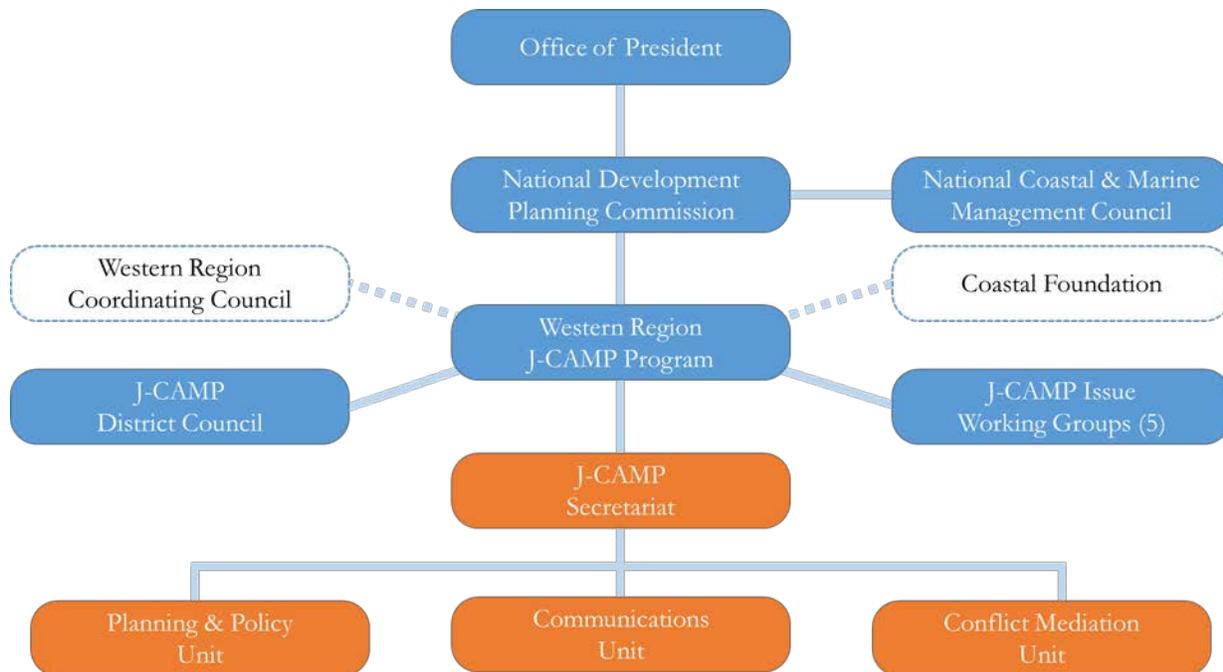


Figure 3: Proposed Structure for the Joint Coastal Management Area

Board Membership: The members of the Board would represent district government, civil society, the business sector and traditional authority. For reasons of efficiency the Board should not exceed ten members and should be authorized to operate with a quorum of five.

The Secretariat to the Board: The J-CAMP Secretariat would undertake the technical and coordinating responsibilities required for preparation of the joint plan and, once approved, for its implementation. As suggested by Figure 2, the Secretariat would be composed of a planning and policy unit, a unit responsible for information dissemination, and provide for one or more hearing officers responsible for mediating conflicts and negotiating compensation for damages incurred by development actions in the coastal zone. The planning and policy unit would be responsible for program self-assessment. The Secretariat would work with the district planning officers and the district Coastal and Marine Special Committees, or their equivalent, to assist them in the preparation of coastal management plans and implementing mechanisms in conformance with the guidelines provided by the J-CAMP Board.

Powers and Duties of the J-CAMP Board

Planning and Management. The primary responsibility of the Board would be the sustained joint planning and management of the Western Region’s coastal zone

Authority to Implement an Approved Joint Coastal Management Plan. The J-CAMP Board will be authorized to implement policies and plans and to adopt regulations necessary to make fully operational a coastal management plan approved by the NDPC. Any person, firm, or governmental agency proposing a development or operation under the Board’s jurisdiction would be required to demonstrate that its proposal would not:

- Conflict with any approved coastal management plan or program;

- Make any area unsuitable for any uses or activities to which it is allocated by the approved coastal management plan; and
- Significantly damage the environment of the coastal zone.

The Board would be authorized to approve, modify, set condition for or reject any such proposal.

Coordination. The Board would have the following coordinating powers and duties:

- Functioning as a binding arbitrator in disputes involving the areas and activities under the Board’s jurisdiction and the interest of two or more districts or governmental agencies;
- Consulting and coordinating actions with community, districts, regional and national agencies and private interest;
- Conducting or sponsoring research on relevant coastal resources and issues; and,
- Advising the districts assemblies, the regional coordinating council, the regional minister and the national development planning commission on coastal matters.

Adaptive Management. An initial set of resources management policies and plans would be formulated and made operational when the J-CAMP is approved by the NDPC. The Plan will subsequently be adapted as necessary in response to the program’s experience and learning. Significant adaptations to the J-CAMP would be subject to the approval of the NDPC and over time would likely constitute distinct generations of the J-CAMP process. The program should periodically engage with its partners in self-assessments to review its progress and learning. It will also be subjected to external evaluations. Such assessments would address progress towards the following long-term (ten or more year) anticipated outcomes:

- Sustained, informed dialogue with a diversity of stakeholders is shaping the coastal development process;
- Conflict mediation is effective and, in particular is reducing tensions between the poor in coastal communities and new developments that affect their livelihoods and settlements;
- Large-scale facility siting decisions are effectively guided by formally endorsed spatial plans and a meaningful consultative process;
- Coastal management practices are operational (setbacks, flood and erosion responses, prohibition of sand winning along the shore) and are demonstrating good practices in shoreline management; and,
- Significant environmental, scenic and cultural assets have been identified and are being conserved.

Funding Mechanisms

Meeting the financing needs of coastal management cannot be met by placing an additional and unfunded demand on the coastal districts. Additional sources of funding must be secured to provide for up to two years of planning before submitting the J-CAMP to the National Development Planning Commission for review and approval according to the standards detailed in the associated Legislative Instrument.

Once the J-CAMP is approved long term funding would be required for its implementation. One potential source of financial support is a Coastal Foundation that is being designed by the British foreign assistance program (DFID) that would assemble corporate social responsibility funds provided by major oil and gas development firms. These funds would be dispersed to activities in the coastal districts of the Western Region that are consistent with the J-CAMP and designed

to improve economic opportunity and mitigate the impacts and conflicts associated with oil and gas development. Close coordination between the Coastal Foundation and the J-CAMP will be essential during both their planning and implementation phases.

4. The Priority Coastal Issues to be Addressed by a Joint Coastal Area Management Plan.

The J-CAMP would be designed to address only the most critical issues brought by the processes of coastal development in the coastal districts of the Western Region. It would support the planning and management activities that are the purview of the District Assemblies and specified in their four year Medium Term Development Plans (MTDPs). The five issues that require cross district planning and management and would be the focal points of the J-CAMP are:

- Provision of mechanisms for sustained dialogue with parties affected by development decisions and an effective conflict resolution process;
- Provision of mechanisms for cross agency collaboration;
- The siting of large scale facilities in the coastal districts; these include major facilities related to the oil and gas industry and other major industrial and residential developments;
- Management of alterations and uses within a shorefront strip defined as extending inland a set distance from mean high water - for example 300 meters; and,
- Conservation of significant natural and cultural coastal features in the coastal districts.

Cross Cutting Themes. All planning and management undertaken by the program would be conducted in recognition of two important attributes of the coastal zone of the Western Region that provide a unique dynamic. The first is that many of the Western Region's poorest of the poor live in its shorefront settlements. The policies and actions taken through the J-CAMP must therefore recognize that they must be appropriate for communities living in poverty. This context of poverty is made more complex by climate change. This is anticipated to produce in this century a rise in sea level currently estimated to be in the range of 0.5 to 2 meters. This could dramatically increase coastal erosion and flooding, threaten shorefront structures of all kinds, put additional pressures on coastal communities and generate demand for expensive remediation measures. In addition, changes in wind patterns may affect the seasonal up-wellings that produce the small surface feeding sardines and herring-like fish that are the mainstay of the canoe fishery and the associated smoked fish enterprises that make essential contributions to the protein intake and nutrition of all Ghanaians.

Sustained Dialogue and Effective Conflict Resolution. Analysis of places where petroleum development has produced major societal and environmental change has demonstrated that conflict and social unrest can be avoided or reduced when there are effective mechanisms for maintaining a sustained and well-informed dialogue among those affected. Dialogue, however, is not enough; it must result in meaningful action. Effective conflict resolution mechanisms are also essential. This requires skilled mediators with the authority to enforce settlements. Hen Mpoano has demonstrated how a public dialogue can be structured to address the issues posed by the decline in fish stocks and the failures to implement fishery regulations. It has illustrated how local people can be meaningfully engaged in identifying the issues posed by development and the formulation of a preferred development path - as in Shama - and assist in implementing

existing regulations as illustrated by illegal logging in the Cape Three Points Forest Reserve. The J-CAMP will need to build upon this experience in making sustained dialogue and conflict mediation a feature of its coastal management process. This will require that prescribed time periods for public notice on development proposals are respected and events where views are solicited are well organized and held in appropriate places. Well-trained hearing officers with the authority to mediate disputes should be a feature of the J-CAMP. Intractable disputes will have to be settled by the courts, but an effective conflict mediation process conducted by well-trained officers can do much to lessen tensions.

Cross Agency Collaboration. For the Joint J-CAMP to be effectively implemented it will be necessary to secure collaborative relationships between those administering the Plan and governmental agencies with important roles to play in the coastal management process. Key partners will be the Environmental Protection Agency and the Town and Country Planning Office, both of which are within the Ministry of the Environment, Natural Resources and Technology, the Ministry of Water Resources, Works and Housing, and its Hydrological Services Department. One mechanism is to negotiate a Memorandum of Understanding with each that recognizes the missions and responsibilities of each party and sets forth the procedures by which their actions will be conducted in an efficient and practical manner. In the case of the EPA, for example, coordinating mechanisms will be needed that address how public notice and hearings will be administered on assessments of the environmental impacts of major development proposals in the coastal zone of the Western Region.

Siting of Large Scale Facilities in the Coastal Zone. Siting major new oil and gas facilities, their associated support industries and the necessary infrastructure have already become the major driver of social and environmental change in the coastal zone of the Western Region. Once the J-CAMP has been approved by the National Development Planning Commission, the siting of such facilities should be subject to the approval of the J-CAMP Board. If permitting authority is not deemed appropriate, the Board could be authorized to inform the relevant permitting agency or agencies as to whether the site selected for a new facility conforms to the J-CAMP plan and policies and recommend mitigating measures. Whatever the degree of J-CAMP authority, it will be critical to provide the Board with an adequate time period for the review of such proposals. The facilities subject to J-CAMP Board review and/or approval could include:

- Transportation infrastructure including airports, roads, railway lines and port facilities;
- Facilities for the production, processing and storage of oil and gas including oil and gas pipelines;
- Tourism related facilities above a specified number of units;
- Residential developments above a specified number of units;
- Electrical power generating, transfer and distribution infrastructure;
- Expansion of plantation agriculture and mines above specified sizes; and,
- Modification of wetlands, flood plains and scenic areas designated as Areas of Particular Concern in the J-CAMP.

Planning and Management of Shorefront Alterations and Uses. One of the focal points of the cross district planning and management undertaken through the J-CAMP would be the mapping and definition of use zones within the 300m shorefront strip that would allocate this critical area to different types and intensities of use. This shoreline management zoning should give preference to water dependent and water enhanced activities. Such planning has been pioneered

in the Shama District and features the definition of construction setbacks for different categories of construction, identification of flood and erosion prone areas where development will not be permitted or where construction must be designed to withstand the anticipated forces of flooding and erosion. Such shorefront zoning gives preference to water dependent uses and reserves an area for the beaching of fishing canoes. Shorefront zoning and regulation of alterations to the shoreline must accommodate the need for new shorefront facilities and that may not conform to a zoning plan. The J-CAMP should develop the standards for granting special exceptions for such uses. Exceptions might stipulate, for example, that there is no viable alternative site, that the alterations to the shorefront will be minimized and that a public good shall be served.

Conservation of Significant Natural and Cultural Coastal Features. Another issue requiring cross-district planning and management is the conservation, and where feasible, the restoration of significant natural and cultural features in the coastal zone. These include historic sites and natural areas, such as the Cape Three Points Forest Reserve, that have already been given formal recognition and protection. The J-CAMP would work to assure that existing policies and regulations for these sites are fully implemented. Wetlands, that in several cases span more than one district and are as yet unprotected, provide critically important services as flooding abatement, nurseries for fisheries and scenic green spaces. Lagoons and estuaries are especially important to the life cycle of many fish and shellfish. Many of these important coastal features are being used as refuse dumps and others have been reduced or eliminated by unregulated filling. These important coastal assets should be protected. Hen Mpoano pilot activities in Shama and Ahanta West have demonstrated how mapping and protecting these features can be accomplished.

5. The Path to a Nested Coastal Governance System

The Hen Mpoano initiative has envisioned a time when fresh approaches to the governance of the nation's coast and its marine fisheries have become fully operational. The path to such national coastal and fisheries management programs will most probably unfold through a sequence of actions that would signal progress towards increasingly sustainable uses of coastal and fisheries resources. Progress will be most effective and efficient if the Hen Mpoano strategy of learning-by-doing is maintained and reduces the risk of de-linking planning from implementation as the construction of the necessary nested governance system proceeds. The following phases could signal a critical path to increasingly effective and efficient coastal planning and management in Ghana.

Phase 1: The assembly of an initial threshold of enabling conditions in the coastal districts of the Western Region is demonstrated by the inclusion of actions that address coastal management issues in their 2014-2018 District Medium Term Development Plans. The six District Assemblies integrate coastal management elements into their framework plans, structural plans and byelaws. They come together to petition the NDPC for designation as a Joint Development Planning Area.

Phase 2: The NDPC promulgates as a legislative instrument the standards that define the Joint Development Area Planning process and the criteria by which approval to implement a joint plan will be granted. The six coastal Districts of the Western Region prepare the J-CAMP and submit it to the NDPC for approval.

Phase 3: The NDPC approves the J-CAMP and funding is secured for its implementation. The J-CAMP demonstrates its capacity to provide for effective, long-term coastal management and its ability to mediate conflicts generated by the development process in the coastal zone of the Western Region.

Phase 4: A Western Corridor Development Authority is established. The J-CAMP Board becomes a unit within this authority and becomes a valuable source of practical experience in managing spatial development in this large and complex area.

Phase 5: A national Coastal and Marine Management Council is established within the National Development Planning Commission (NDPC). Incentives are offered to the other coastal regions to prepare Joint Coastal Area Management Plans. The Council provides guidance to the formulation and approval of additional J-CAMPs that meet national standards and address the development needs of each coastal region. The Council may extend the issue driven, collaborative approach to spatial planning into the marine waters over which Ghana has authority.

6. The Cost of Business As Usual

Without a specific and high-level governmental mandate for coordinated planning and management the accelerating development process in the coastal districts of the Western Region will continue to proceed in an ad-hoc and undirected manner. This can be expected to produce siting decisions for major new facilities that in retrospect will be recognized as unwise and that will likely require expensive remedial actions in an era of climate change with its attendant flooding and coastal erosion. More important, the social impacts of unplanned development may be anticipated to produce frustration, anger and potentially, social unrest. If proactive action is not taken to steer the development process and mediate the inevitable conflicts the coastal zone of the Western will risk becoming another example of “the curse of oil”. This has been the result in many other oil producing regions. World experience demonstrates that locally based mechanisms designed to foster an informed and sustained dialogue among all those affected, complemented by effective conflict mediation mechanisms, must be put in place at the early stages of a development process. In such situations timing is critical. An appropriately empowered joint coastal planning and management program in the Western Region is central to a positive future and Ghana’s status as a regional leader.