



REPUBLIC OF GHANA

**MINISTRY OF FISHERIES AND AQUACULTURE  
DEVELOPMENT**

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**POLICY FRAMEWORK ON  
FISHERIES CO-MANAGEMENT**

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February 2019

## PREFACE

Co-management, also known as collaborative management, is a strategy for managing fisheries resources where responsibility for decision making on how the resources will be managed sustainably is shared between government, resource users and other stakeholders. It is globally viewed as an accepted best practice in fisheries management and considered more effective than conventional top down command and control management systems, if carefully implemented.

The reasons why co-management is often effective are several. First, the resource users have practical day to day local knowledge of the fishery and can come up with practical ways in which it can be managed based on their unique understanding of the fishery. Second, if resource users are developing the regulations then they will be viewed as more legitimate rather than being imposed, and the likelihood of high compliance with the rules is improved. Thirdly, co-management can provide opportunities for management that are precautionary, adaptive and flexible.

Co-management takes many forms from country to country and runs a range of approaches from very little power sharing where government generally just consults with resource users on proposed rules, to systems where decisions on how to fish and how much fish to take are made primarily by user groups. In the later approach government plays more of a facilitative, technical, and audit role over the resource users who become the main resource managers.

In Ghana, the approach to-date has been mainly a consultative form of co-management which has failed to prevent overfishing of the majority of fish stocks in the marine and freshwater areas of national jurisdiction. Hence, a fresh approach to management is needed that can contribute to reversing these trends by devolving some fishery management responsibilities and authority to resource users and other stakeholders.

The Ministry of Fisheries and Aquaculture Development and the Fisheries Commission are committed to a bottom-up approach to managing Ghana's fisheries resources to achieve the objectives set forth in the Fisheries and Aquaculture Sector Plan as well as in other existing national policies and plans that note co-management as a key element for the nation's fisheries development.

The purpose of this policy is to lay out a road map for Ghana's fisheries management that transitions from a more top-down consultative management framework to an approach that some or full delegation of authority to resource users and other stakeholders in the decision making processes.

There is no one right way for implementing co-management and the approach taken in Ghana must consider the unique ecological, socio-economic and cultural characteristics of the fishery resources. This policy framework provides an overview of Ghana's experience to date and lessons learned concerning co-management including assessment of the current legal regime and its weaknesses. It lays out definitions for co-management, its relationship to additional management approaches and provides a detailed flexible framework that can adapt co-management systems to the unique nature of the various fisheries under the nation's jurisdiction.

The Ministry of Fisheries and Aquaculture Development (MOFAD) under its authority to develop policies, has developed this co-management framework for implementation by the Fisheries Commission. This policy framework is hereby approved and the Fisheries Commission is hereby

directed to give full effect to this policy and it will remain in effect until revised or revoked by the Honorable Minister of Fisheries and Aquaculture Development.

Approved:

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Mrs. Elizabeth Naa Afoley Quaye

The Honorable Minister for Fisheries and Aquaculture Development

Date: \_\_\_\_\_

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**Private Sector:** Fisheries Consultants, ENI Ghana, Tullow Oil and Global Marine

## LIST OF ACRONYMS

ANCORS	Australian National Centre for Ocean Resources and Security
CBFM	Community Based Fisheries Management
CBFMC	Community Based Fisheries Management Committees
CEDECOM	Central Region Development Commission
CMSAP	Coastal and Marine Sector Action Plan
CRC	Coastal Resources Center
CSIR	Council for Scientific and Industrial Research
CSOs	Civil Society Organizations
DAA	Development Action Association
DI	The Development Institute
EBM	Ecosystem-based management
EEZ	Exclusive Economic Zone
EJF	Environmental Justice Foundation
EPA	Environmental Protection Agency
FAO	Food and Agriculture Organization of the United Nations
FASDEP	Food and Agriculture Sector Development Policy
FASDP	Fisheries and Aquaculture Sector Development Plan
FC	Fisheries Commission
FCWC	Fisheries Committee for the West Central Gulf of Guinea
FDF	Fisheries Development Fund
FEU	Fisheries Enforcement Unit
FMP	Fisheries Management Plan
FoN	Friends of the Nation
FWG	Fisheries Working Group
GDP	Gross Domestic Product
GIFA	Ghana Inshore Fishermen Association
GIMPA	Ghana Institute of Management and Public Administration
GITA	Ghana Industrial Trawlers Association
GNCFC	Ghana National Canoe Fishermens Council
GNICFC	Ghana National Inland Canoe Fishermens Council
GDP	Gross Domestic Product
GWD	Ghana Wildlife Division
GWS	Ghana Wildlife Society
IGF	Internally Generated Funds
IUU	Illegal, Unreported and Unregulated
KNUST	Kwame Nkrumah University of Science and Technology
LI	Legislative Instrument
LUSPA	Land Use and Spatial Planning Authority
MFAC	Marine Fishery Advisory Committee
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Authorities
MoFA	Ministry of Food and Agriculture
MOFAD	Ministry of Fisheries and Aquaculture Development

NAFAG	National Fisheries Association of Ghana
NAFPTA	National Fish Processors and Traders Association
NCCE	National Commission for Civic Education
NFAP	National Fisheries and Aquaculture Policy
NGOs	Non-Governmental Organizations
NM	Nautical Miles
RCC	Regional Coordinating Council
SFMP	Sustainable Fisheries Management Project
SMTDP	Sector Medium Term Development Plan
STWG	Science and Technical Working Group
TURF	Territorial Use Rights in Fisheries
UCC	University of Cape Coast
UG	University of Ghana
UN	United Nations
URI	University of Rhode Island
USAID	United States Agency for International Development
WARFP	West Africa Regional Fisheries Project
WRI	Water Research Institute

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## EXECUTIVE SUMMARY

Ghana has been practicing co-management in various forms (formal and informal) for several decades. Over the years there have been experiences in terms of traditional management and government supported community-based groups and other collaborative management arrangements between government and stakeholders with varying degrees of success.

The integration of the institution of chief fishermen into such a resource management framework - Community-Based Fisheries Management Committee (CBFMC) was promoted by the Fisheries Commission and supported by the World Bank in the late 1990s/early 2000s where a number of CBFMCs were formed, with the chief fishermen as chairpersons. The challenges that plagued the CBFMCs included: absence of enabling legislation for their creation, lack of administrative clarity to draw the interest of the district assemblies in coastal and inland (around the Volta Lake) areas, lack of sustainable financing, insufficient capacity development and lack of technical and logistical support for the committees.

There are many fisheries policy documents that have articulated Ghana's desire to implement a co-management framework. For example, the National Marine Fisheries Management Plan (2015-2019) lists several key objectives including among others "*to strengthen participatory decision making in fisheries management (co-management).*" The Fisheries and Aquaculture Sector Development Plan also supports co-management and acknowledges the need for stakeholder participation, community based institutions and the role of women in co-management. The Sector Medium Term Development Plan for 2014-2017 (SMTDP, 2014) also calls for the "*establishment of co-management mechanisms*" as a key strategic intervention.

The Government of Ghana also committed to pilot community-based approaches to fisheries management in its agreement with the World Bank under the West Africa Regional Fisheries Management Project (WARFP) while in recent years, the Ministry of Fisheries and Aquaculture Development and Fisheries Commission are working to establish fisheries watch volunteer committees composed of local fisher folk, to assist in surveillance and enforcement efforts.

Fisheries is not a fully decentralized sector under Ghana law and a decentralization policy to grant authority to region or district assemblies for fisheries management is not considered as a policy direction at this time. However, as noted in the Fisheries Act 2002, Act 625, local government authorities can assist and play an important role in implementing fisheries policies such as representation on local committees and assisting with enforcement (Act 625, Section 2 (2) (o)), resource mobilization and vessel registration (Act 625, Sections 52, 53 and 55). Local Government Act 936 of 2016, Section 12(5), provides for districts to cooperate in the implementation of approved development plans of Ministries and Departments. This is interpreted as including assistance with implementation of approved fishery management plans. The current legal framework and policy statements provide little guidance of how co-management should be carried out. A recent legal review notes that the Fisheries Act of 2002 (Act 625), the Local Government Act of 1993 (Act 462), the District Assemblies Commencement Instrument of 2009 (LI1961) and the Local Governance Act of 2016, Act 936 are not capable of supporting a co-management framework without amendment or supplementation.

This policy framework provides guidance for the implementation of co-management. It is designed to provide a road map for the next phase of evolution of co-management in Ghana. The policy seeks to:

- Promote local community involvement in fisheries management planning and decision making.
- Provide for improved control of and managed access to fisheries resources by local fisheries stakeholders for various management units.
- Deter Illegal Unreported and Unregulated (IUU) fishing activities at the local level with the involvement of community and supported by the Fisheries Enforcement Unit (FEU).
- Provide support for community level implementation of management interventions by the Fisheries Commission.

The Ministry of Fisheries and Aquaculture Development has taken cognizance of the socio-economic importance of the fisheries sector, especially the contribution of the sector to GDP, national food security and nutrition, employment and foreign exchange earnings. This fisheries co-management policy therefore is designed to:

1. Provide the framework for consultative stakeholder engagement and decision making with respect to defining strategic measures for rejuvenating the fisheries sector with active participation and defined roles for all stakeholders.
2. Promote voluntary compliance with management regulations, standards and interventions by fishers.
3. Establish and empower stakeholder led institutions that facilitate sustainable fisheries management for clearly defined management units.
4. Facilitate mobilization of resources for co-management interventions.

This policy will help to achieve various fisheries development and management objectives and guide the development of fisheries co-management institutions, with the aim to rejuvenate and sustain the fisheries resources of Ghana through the devolution of some management decision making from central to local management authorities. The goals and objectives set out in this policy are in consonance with existing legal instruments; policies, laws, regulations, and standards. The document has been reviewed through a series of stakeholder workshops held between March 2016 and November 2017 where stakeholders provided the necessary inputs and consensus on the way forward.

# CHAPTER ONE: BACKGROUND AND SITUATIONAL ANALYSIS

## 1.0 Introduction

Ghana has been practicing co-management in various forms (both formal and informal) for several decades, having experienced the inadequacy of government regulated fisheries management. At the national level, the authority for fisheries management was vested in the 1992 Republic of Ghana Constitution to a Fisheries Commission. The Fisheries Commission, consists of a body of individuals that represent government agencies and fishing industry stakeholders. Its mandate, makeup and functioning is described in the Fisheries Act of 2002 (Act 625). While not always recognized as such, this Commission can be considered a form of national co-management institution as it has the power and authority to make decisions on fisheries access and use, as well as determine management measures necessary to achieve national fisheries policy objectives. It includes both government agency representatives and private sector stakeholders that share the decision making by virtue of representation on the Commission. In many cases, decisions by the Commission must be approved by the Minister and Cabinet so they are not fully autonomous.

Over the years there have been additional experiences in terms of traditional management and government supported community-based groups and other collaborative arrangements for management between government and the industrial, semi-industrial and canoe fishing sectors. All these experiences have had varying degrees of success. There has been a longstanding desire and government policy emphasis to learn from these approaches and evolve processes and arrangements into a new generation of co-management for Ghana that devolves more decision-making to industry and communities. These experiences and lessons are described below followed by a new policy framework in co-management for Ghana.

## 1.1 Initial Experiences in Community-Based Fisheries Management

Community-based fisheries management is a form of co-management, and integrating the institution of chief fishermen into such a resource management framework, was promoted by the then Department of Fisheries and financially supported by the World Bank in the late 1990s and early 2000s. There were a number of community-based fisheries management committees formed, with the chief fishermen as their chairpersons. Some of the results of this initiative included:

- Sensitization and awareness creation on community-based management.
- 165 community based fisheries management committees (CBFMC) were formed out of a target of 193 communities.
- Constitutions of some CBFMCs were drafted.
- Bye laws were formulated and some were passed by respective district assemblies and a few were gazetted by the Attorney General's Department.
- Three sub-committees were formed under each CBFMC;
  - Resource management
  - Community development
  - Conflict resolution

- These committees were inaugurated in many communities.
- Key performance indicators were set,

These initial attempts were not fully harnessed in Ghana because of a number of challenges including:

- absence of explicit enabling legislation for their establishment, definition of their authority or jurisdiction.
- lack of administrative clarity to draw the interest of the district assemblies in coastal areas.
- lack of sustainable financing.
- insufficient capacity development.
- lack of resources (e.g. technical and logistical) to support the committees.

Reasons associated with the failure of this initial attempt at Community-Based Fisheries Management (CBFM) were documented by Braimah, (2012). However, there were some examples in the Volta lake area (e.g. Pru (Yeji) and Kpando districts) where the districts became involved and even ceded revenue from the fish markets to support CBFMCs. In addition, management activities deviated from core principles of community resource management and began to address social and sanitation issues within communities. Notwithstanding the failure of this initial experience, it is a policy of MOFAD that community-based management is a desired approach for appropriate contexts and ecosystems.

## 1.2 Structure of the Document

This policy document is structured into the following components.

**Chapter 1** provides a summary of past experiences and lessons in co-management and the current situation in Ghana. It lays out key issues the policy will help to address.

**Chapter 2** covers the policy framework, including guiding principles, goal and objectives of the policy and the processes used to develop the contents of the policy document and an overview of the legal requirements needed to implement this policy.

**Chapter 3** lays out key objectives and the strategic actions to achieve each of the objectives and provides the details for the implementation arrangements of the policy, governance structures and roles and responsibilities of co-management committees and supporting agencies.

**Chapter 4** discusses the public consultation process.

## 1.3 Situational Analysis (National Policy and Donor Contributions)

The decline in fish landed in Ghana leading to widening of the gap between demand and supply is mainly attributable to excess capacity especially in the industrial, semi-industrial and artisanal segments of the sector as a result of the open access to the resource. Many contemporary approaches to addressing the challenges of open access to natural resources in an effort to attaining sustainable management of resources prescribe partnership with and entrusting, decision making

and regulatory activities to local communities and stakeholders who depend directly on the exploitation of those resources for their livelihoods.

At the international level, goal 17 of the United Nations sustainable development framework seeks to revitalize global partnerships for sustainable development. It states that:

*“A successful sustainable development agenda requires partnerships between governments, the private sector and civil society. These inclusive partnerships built upon principles and values, a shared vision, and shared goals that place people and the planet at the centre, are needed at the global, regional, national and local level.”*

At the national level, there are many fisheries policy documents that have articulated Ghana’s desire to implement a co-management framework. For instance, the Fisheries Management Plan of Ghana (Marine Fisheries Sector) adopted in October 2015 (FMP, 2015) list several key objectives including among others *“to strengthen participatory decision making in fisheries management (co-management)”*.

The plan is also part of Ghana’s commitments to implement The FAO Code of Conduct for Responsible Fisheries of 1995 (FAO, 1995) and the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (FAO, 2015), which also supports stakeholder participation. The plan calls for appointment of an operational committee but is silent on its membership. However, in a recent national stakeholder dialogue held in November 2015 concerning the plan, and inclusion of non-government stakeholders on the operational committee was recommended.

Other examples of where co-management has been expressed as a desired approach to fisheries management are contained in National Fisheries and Aquaculture Policy (NFAP, 2008) that states, *“The Ministry of Fisheries is to promote sustainable fisheries and aquaculture through research, technical support services, regulations, institutional building for co-management and stakeholder participation.”* The Fisheries and Aquaculture Sector Development Plan also supports co-management in several statements made as part of its policy principles (FASDP, 2010). It acknowledges the need for stakeholder participation, community based institutions and the role of women in co-management. The Sector Medium Term Development Plan (SMTDP, 2014) includes as one of the areas for strategic intervention, *“establishing co-management mechanisms with fishing communities to promote sustainable fisheries resources management.”*

The Government of Ghana also committed to pilot community-based approaches to fisheries management in its agreement with the World Bank under the West Africa Regional Fisheries Management Project (WARFP) signed in 2012 (Agyare, et al., 2014).

The Ministry of Fisheries and Aquaculture Development and Fisheries Commission are also working on the establishment of fisheries watch volunteer committees composed of fishers, to assist in surveillance and enforcement efforts. This can be considered another potential form of co-management at the community-based level.

The USAID supported Sustainable Fisheries Management Project (SFMP) has established ad hoc committees with widespread stakeholder membership, including regional level fisheries working groups (FWG) and a national Science and Technical Working Group (STWG) (CRC, 2015). While these informal and project-supported ad hoc groups provide avenues for stakeholder engagement

and enhanced communication with the Fisheries Commission, they do not represent any true co-management group with resource management decision making authority or any explicit formal basis in law.

Fisheries is not a decentralized sector under Ghana law and a decentralization policy to grant authority to region or district assemblies for fisheries management is not considered as a policy direction at this time. However, as noted in the Fisheries Act, local government authorities can assist and play an important role in implementing co-management policy such as representation on local committees and assisting with enforcement, resource mobilization and vessel registration.

A recent legal review (Tsamenyi, M. 2013) stated that:

*“The existing legal framework in Ghana (Fisheries Act 2002 (Act 625) and relevant local government legislation, Local Government Act 1993 (Act 462), Local Government (Departments of District Assemblies) (Commencement Instrument) 2009 (LI1961), is not capable of supporting a co-management framework without amendment or supplementation”.*

Another legal review also provided a number of recommendations and explicit language for amending the Fisheries Act to make co management provisions more explicit (Cacaud and Sekor, 2015).

Past experience as well as previous legal and policy reviews provide some insights on a co-management approach (Cacaud and Sekor, 2015; Agyare et al. 2014; Mutimukuru-Maravanyika et al. 2013; Mills et al. 2012). However, the current legal framework and the policy statements provide little guidance of how co-management should be carried out and how it can be applied to all types of fisheries ecosystems found in Ghana, both marine and inland. A new framework is needed that builds on past lessons and policy statements affirming the need for co-management as an essential ingredient for more sustainable management of fisheries. The policy framework provided in this document provides such guidance. It is designed to provide a road map for the next phase of evolution of co-management in Ghana.

## 1.4 Key Issues

The key issues that this policy seeks to address include the following:

1. **Inadequate involvement of local communities in fisheries management planning and decision making.** The Policy recognizes that there is the need to transition from the current top-down management approach where fishers are brought in late to the planning and of decision-making process to an approach that involves fisheries stakeholders and local communities at the beginning of these processes. The current top-down approach has not resulted in or enhanced sustainable fisheries management in Ghana.
2. **Open access to the fisheries resources.** The policy strives to entrust control and access to the fisheries resources to local communities and associations for various management units



3. **Illegal, Unreported and Unregulated (IUU) fishing.** This policy has taken cognizance of the fact that IUU fishing activities can be better regulated at the local level with the involvement of trained community committees in collaboration with the Fisheries Enforcement Unit (FEU) rather than the unilateral operations of the FEU
4. **Inadequate institutional capacity at the central level of management.** The Fisheries Commission mandated by the constitution of Ghana to manage the fisheries resources of Ghana does not have adequate staff and logistics to implement management interventions at various fish landing sites in the country. By delegating responsibilities to communities and fisher folk associations, the capacities for management and achieving the Fisheries Commission mandates are expanded
5. **Low level of awareness and education on the implications of using unauthorized methods and unapproved gears in fishing.** Most fishers consider the sea and rivers as reservoirs for inexhaustible fisheries resources and therefore there is need for minimal or no management interventions. By empowering fisheries resource users with mandates for management and managed access, they become more aware of and interested in how their actions affect their catches and income.
6. **Failure of existing central management.** Following the poor performance of existing central management arrangements to ensure the sustainable management of fisheries resources, there has been growing concern to devolve some fishery management responsibilities to resource users and other stakeholders

## 1.5 Risks and Challenges

The implementation of any new policy will have risks and challenges associated with it and may affect the success of implementation. The risks and challenges can be mitigated however with prudent foresight and planning. Potential risks and challenges and how they can be mitigated are described below.

### **Risks:**

- Co-management committees may make poor decisions on actions or regulations to sustainably manage the fisheries under their jurisdiction and could exacerbate overfishing. For instance, setting a total annual allowable catch or overall fishing fleet capacity level that is higher than what is required to rebuild fish stocks or attain maximum sustainable yields. However, this risk can be mitigated as the policy requires the Fisheries Commission to review and approve any plan, ensuring technical soundness to achieve national policy objectives.
- Co-management committees may propose actions that are inconsistent with national laws and policies. As noted above, this risk is mitigated through Fisheries Commission review and who retains final approval authority. The Fisheries Commission can require the co-management committee to revise a plan before it is approved and put into practice.

### **Challenges:**

- This policy will require the Fisheries Commission to schedule and plan regular meetings with co-management groups and provide secretariat and technical advisory services. This will have some budget implications and will require the Fisheries Commission staff and operating units to develop technical and management capacities to service these groups. For national scale committees, headquarters-based staff It will require staff to develop good negotiating and facilitating skills to deal with what can often be competing views and factions among stakeholders. The Fisheries Statistical Survey Division will need to produce reports on status of key stocks of national concern with support of the local scientific community via a scientific advisory committee. For the community-based initiatives, more responsibility will be delegated to the regional office staff and zonal officers to be the key link to the community committees. Capacity development of regional staff will be needed with regards to these processes including planning skills, facilitation skills, increased knowledge in the application of fisheries management tools and resource assessment, among others. However, capacity development through in-house training and learning by doing is feasible and could be supported with University partners such as University of Cape Coast (UCC) or University of Ghana (UG) and Kwame Nkrumah University of Science and Technology (KNUST) as well as supported by donors.
- The co-management implementation approach in the policy is to be demand driven, and if demand is initially high, it could outstrip the Fisheries Commission ability to meet this demand. Too rapid a scale up should be avoided as this was one of the failures of the previous World Bank supported initiative where over 100 committees were formed in a short period of time without the ability of the Commission or districts to provide technical or financial support.

## **CHAPTER TWO: THE COMANAGEMENT POLICY FRAMEWORK**

### **2.1 Introduction**

This policy has been developed taking cognizance of a number of core principles, existing legal and policy frameworks and institutional arrangements. This chapter highlights the rationale for the policy and its associated guiding principles.

### **2.2 Rationale**

The Ministry of Fisheries and Aquaculture Development has taken note of the socioeconomic importance of the fisheries sector, especially the contribution of the sector to; Gross Domestic Product (GDP), national food security and nutrition, employment and foreign exchange earnings. This Fisheries Co-management Policy therefore is designed to:

- Provide the framework for consultative stakeholder engagement and decision making with respect to defining strategic measures for rejuvenating the fisheries sector with active participation and defined roles for all stakeholders, i.e. shared roles and responsibilities for management and enforcement.
- Promote voluntary compliance with management regulations, standards and interventions by fishers.
- Establish and empower stakeholder led institutions that facilitate sustainable fisheries management for clearly defined management units.
- Facilitate mobilization of resources for co-management interventions.
- Develop effective local rules by combining local knowledge with the scientific and technical knowledge of government agencies.

This policy document gives greater substance to many statements made in existing fisheries policies and plans concerning the desire to implement co-management in Ghana's fisheries sector. The policy helps achieve various fisheries development and management objectives, including but not limited to:

- Controlling fishing access in all sectors to ensure sustainable fisheries;
- Applying input and output (harvest) control strategies to ensure sustainable fishing;
- Preventing overfishing, and rebuilding overfished stocks;
- Restoring and maintaining improved profitability in the fisheries sector, and;
- Sustaining an abundant and important source of local food protein supply, employment and export earnings.

### **2.3 Guiding Principles**

The implementation of this policy will be underpinned by the following guiding principles:

- **Scale:** Co-management institutions need to be designed to fit the scale at which various fisheries need to be managed. The design and make-up of co-management committees will be based on the determination of the appropriate fisheries management areas and associated stocks, taking into consideration principles of ecosystems-based management, and the stock range and other practicable considerations for determining manageable fish stock units. Co-management institutions are then tailored to each of these management units and ecosystem context, taking into consideration socio-economic and cultural factors in determining their make-up and functions.
- **Simplicity and flexibility:** In the design of co-management structures, there is a need for simplicity and flexibility in composition of management committees, and for delegated decision making systems that allow for regulations to be implemented quickly – for instance between seasons – to have effective adaptive management, systems that can be easily integrated into the traditional contexts of Ghana and that can be affordable for stakeholders to sustain past donor projects. Rules are not necessarily meant to be static but can change based on changing circumstances.
- **Best practices in fisheries management approaches:** As already described in Ghana law and fisheries policies, application of the precautionary principle, adaptive management and ecosystem-based management approaches will guide the development of management plans by co-management fisheries institutions.
- **Delegated Authorities:** De-concentration and delegation of management authority will be based on the scale of the management units. Some species will require international cooperation and national level management (i.e. large or small pelagics) and for other species they can be managed at the community or regional level (i.e. shellfish, some demersal species). For fisheries requiring management at the national scale due to the extent of the fish stocks and range of the species, while such management will be retained at the national level, the principle of regional equivalency can also allow for some delegated regional decision making within a national framework. For small scale management units (mainly fresh and brackish water species and shell fisheries), especially those involving a single or handful of communities, authority for designating management units and co-management committees will be delegated to the Regional Directors of the Fishery Commission. In practice, authority for designating management areas and committees for all inland, fresh water and brackish water areas of the country, including lakes, rivers, lagoons and estuaries, will be delegated to Regional Directors of the Fisheries Commission. Consistent with Section 42 (3) of the Fisheries Act No. 625 of 2002 the Commission will collaborate with such State agencies as the Commission considers appropriate for the implementation of each fishery plan including consultations with local government authorities, traditional authorities and other national agencies as deemed appropriate for each management unit. Local government units will also work with the Fisheries Commission and other authorities to coordinate and harmonize implementation of approved plans as per Section 12(5) of the Local Government Act 936 of 2016.
- **Decentralization:** The Fisheries Act 625 of 2002 and Local Government Act 936 of 2016 do not devolve fisheries resource management to the districts. Decentralization to local government units, such as district assemblies, is not considered feasible given the current challenges of implementing decentralized authorities already granted to the districts and due to

a lack of technical capacity for fisheries management among district assembly personnel. For marine fisheries and the marine coastline, migrating fish stocks and migrating fishers is another factor against decentralization to local government units. In addition, District waters or local areas of maritime and aquatic jurisdiction would need to be delineated for each local government authority, and therefore not considered practical. While decentralization is not a policy choice at this time, local government authorities are to participate and play a role as appropriate in fisheries management and as noted above in mandates in the Fisheries Act, and the Decentralization Act. Therefore, it is not the intent of this policy to manage fisheries resources by District Assemblies, Metropolitan Authorities or Regional Coordinating Councils.

- **Role of Traditional Authorities:** Traditional authorities must play a role given their degree of respect and influence in the fishing community. This process of empowerment of traditional authorities must be accompanied by a careful integration of conventional co-management approaches with traditional beliefs and practices.
- **Linkages with Existing Institutions, National and International Initiatives:** Co-management processes and institutions should build onto existing forms of functional or traditional management where they exist and have some degree of efficacy (e.g. the Volta river clam fisheries in Ada) rather than creating new or competing institutions. In many cases informal traditional systems can be strengthened by granting legitimacy to traditional practices through their codification and endorsement by the Fisheries Commission. Co-management must also link upwards to regional cooperation and bodies for fisheries management including The Fishery Committee for the West Central Gulf of Guinea (FCWC), the FAO Code of Conduct for Responsible Fisheries, and the FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication.
- **Subsidiary Approach** to co-management rules and fines – Rules established by co-management groups cannot contravene national laws or change penalties established by law but can establish additional rules and fines to be applied in the fishery management area and collected by the committee as long as it does not contravene national laws and established penalties. It is the Fisheries Commission's responsibility to audit local plans to ensure national legislative consistency.
- **Additional principles** to be applied in co-management include promotion of Transparency, Participatory Approaches, Accountability, Trust and Respect, Voluntary Concepts, Polluter Pays, Self-sustaining and affordable systems.

## 2.4 Goal

The Goal of the Fisheries Co-Management Policy is to guide the development of fisheries co-management institutions, with the aim to rejuvenate and sustain the fisheries resources of Ghana through the devolution of some management decision making from central to local management authorities consisting primarily of resource users.

## 2.5 Key Objectives

It is envisaged that the pursuit of the following key objectives will lead to the achievement of the overall goal of the policy:

Objective 1: Develop the legal and institutional framework to devolve governance and management authority and responsibility to resource users.

Objective 2: Create and develop capacities of co-management units to empower them to develop and implement management plans and enforce national fisheries laws.

Objective 3: Develop linkages among local stakeholders for enhanced co-management and learning at all levels.

## 2.6 Policy and Legal Context

The goals and objectives as set out in this policy are in consonance with existing legal instruments; policies, laws, regulations, and standards. The key relevant national policies reviewed include:

- National Environment Policy
- Ghana National Climate Change Policy
- Food and Agriculture Sector Development Policy (FASDEP II)
- The Fisheries and Aquaculture Plan
- The Fisheries and Aquaculture Sector Development Policy
- The National Marine Fisheries Management Plan
- The Sector Medium-Term Development Plan (2014-2017)
- The Fisheries Act, 2002 (Act 625) as amended by the Fisheries (Amendment) Act 2014 (Act 880) and supplemented by the Fisheries Regulations, 2010 (L.I. 1968) and the Fisheries (Amendment) Regulations 2015 (L.I. 2217)
- Local Governance Act 1993 (Act 462) and Local Government Act 936 of 2016

Although the terminology has not been explicitly stated, there are provisions in the Fisheries Act that support co-management in Ghana. The Act establishes a Fisheries Commission which provides for some level of co-management through the composition of members of the Commission involving non-governmental and industry representatives (Fisheries Act 2002, Act 625). The Commission has a mandate to prepare management plans and manage licensing arrangements over the fisheries and therefore has a strong role to play in resource management. The Commission membership is listed in the Fisheries Act 2002 (Act 625) and is mainly made up of representatives of government institutions. Resource users and non-governmental representatives have a minority membership and therefore limited capacity to influence decisions of the Commission.

The Commission can also appoint committees or any person as an advisor which can allow wider participation of stakeholders (Act 625). These committees or advisors serve only in an advisory capacity and have no shared authority for decision making on management of the resources. In developing management plans, the Commission is also allowed to consult with stakeholders on the contents of the plan (Act 625).

A recent example of the use of advisory committees was the Marine Fishery Advisory Committee (MFAC) created and tasked to ensure coexistence and harmonious utilization of the marine environment. The Committee has developed the Coastal and Marine Sector Action Plan formally launched in 2015 (CMSAP, 2015). The charter of this committee sets membership criteria including individuals with experience in managing, harvesting and processing marine resources.

## **2.7 Legislative Review and Framework for Comanagement**

As the Ministry is in the process of revising the Fisheries Act 625 and other subsidiary regulations to address emerging issues in the fisheries sector. The revised law will make co-management effective and supported by law. The following will be considered as part of the provisions in the revised Act:

- Provide the framework for a transparent and participatory management of the fisheries and aquaculture resources in accordance with principles of equity, good governance and co-management
- Direct the establishment of institutional arrangements and co-management committees for participation of fisheries industry representatives and other stakeholders in partnership with government in the co-management of the fisheries.
- Provide for the delegation of functions and authority of the Director to Deputy, Regional Director or other officers of the Commission to declare a designated fishery for small scale fisheries management areas in lakes, rivers, lagoons and estuarine ecosystems.
- Provide for allocation of use rights, where appropriate, to designated Ghanaian associations, corporations or individuals.
- Direct how funds are allocated for the operation of co-management committees and support services provided by the Fisheries Commission.

## **2.8 The Policy Development Process**

The development of this policy was precipitated by the continuous decline in the fish landed in Ghana mainly as a result of fisheries habitat degradation and persistent Illegal, Unreported and Unregulated (IUU) fishing activities. The process acknowledges the need to involve local communities more in the management of the resources in line with contemporary fisheries management practices and international good practices, protocols and conventions, including but not limited to the FAO Code of Conduct for Responsible Fisheries, and Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication. This policy was also developed considering previous national dialogues held by MOFAD and the Fisheries Commission in 2012 and 2013 and supported by USAID.

The process was initiated by the formation of a core technical team consisting of MOFAD, USAID Sustainable Fisheries Management Project (USAID/SFMP) staff and a WARFP consultant. The team created a draft policy framework document that was reviewed and edited through a series of stakeholder workshops held between March 2016 and November 2017. These national stakeholder

dialogues provided the necessary inputs and consensus on the way forward. Support for technical group meetings and consultations were provided by the West Africa Regional Fisheries Program (WARFP) supported by the World Bank and the USAID Sustainable Fisheries Management Project (USAID/SFMP).

The stakeholders included a wide range of representatives from academia, fishing industry associations, environmental NGOs, Traditional Authorities, MOFAD and the Fisheries Commission, as well as other government agencies notably, the Ministry of Local Government and Rural Development (MLGRD), District Assemblies and the National Commission for Civic Education (NCCE). The final document has incorporated to the extent practicable, the comments and recommendations of this diverse array of stakeholders from the fisheries sector.

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## CHAPTER THREE: STRATEGIC ACTIONS TO ACHIEVE THE KEY OBJECTIVES AND IMPLEMENTATION ARRANGEMENTS

### 3.1 Introduction

This chapter outlines the strategic actions to be pursued with respect to achieving the key objectives stipulated. Cognizance should be taken of the interrelatedness of these objectives and the strategic actions to achieve them. It also provides the institutional framework envisaged for the implementation of the policy with proposition of a governance structure and identification of various institutions and their respective roles.

Objective 1: Develop the legal and institutional framework to devolve governance and management authority and responsibility to resource users.

#### **Strategic Actions**

Identify key stakeholders including but not limited to Fisheries Commission, producers and processor associations as well as CSOs, NGOs, Traditional Authorities.

Develop agreements with the resource users.

Identify and develop sustainable funding mechanisms.

Establish committees with roles and responsibilities, rights, levels of devolved authority etc.

Review and amend the law and regulations as necessary.

Objective 2: Develop capacities of co-management units which empower them to manage fisheries resources

#### **Strategic Actions**

Organize animation programs at all levels to create awareness.

Hold consultative meetings.

Facilitate formation and inauguration of co-management committees.

Conduct trainings for the committees.

Provide some logistics/equipment support.

Engage co-management groups to develop participatory management plans as well as committee and user group constitutions and bye-laws, and incorporation where appropriate of plan actions in district bye-laws.

Secure local legal backing for local co-management units i.e. (including fisheries management bye-laws).

Empower co-management groups to enforce fisheries laws.

Conduct periodic monitoring and evaluation and share learning.

Develop the capacities of the Fisheries Commission, CSOs, NGOs and fisheries associations to facilitate the establishment of co-management initiatives among resource users.

Document and share lessons.

Scale up local co-management units coast-wide and inland.

Objective 3: Develop linkages among local stakeholders for enhanced co-management and learning at all levels.

### **Strategic Actions:**

Identify existing Natural Resources Management initiatives related to fisheries co-management, such as mangrove management or watershed management groups.

Identify and codify existing traditional management practices through formalized co-management plans.

Facilitate coordination among fisheries and natural resources management co-management groups and other stakeholders to coordinate their activities towards comprehensive ecosystem-based approaches.

Create opportunities to share experiences, lessons and best practices between various management groups.

## **3.2 Implementation Plan**

The Fisheries Commission has the primary responsibility for the implementation of this policy. The policy envisages the development of an implementation plan with active involvement of all stakeholders. The plan will translate the strategic actions under the various objectives into specific activities with measurable targets and implemented within several pilot management units. The lessons learned will then inform review of the implementation plan for development of a scaling up strategy across all sub-sectors of the industry. The implementation of the policy within the pilot areas will start with awareness creation, capacity building and formation of management committees and community watch volunteer committees. The Fisheries Commission will implement the plan through annual and budgeted work plans of the Marine and Inland Fisheries Management Divisions and the Monitoring and Evaluation Unit.

## **3.3 Monitoring and Evaluation**

The Fisheries Commission will set up a comprehensive monitoring and evaluation plan to determine the baseline conditions and data and capture specific indicators that will inform review of the policy and the scaling up strategy.

### **3.4 Review of the Policy**

The Fisheries Co-Management Policy shall be reviewed periodically in the light of emerging information and challenges from implementation. The policy review will be informed by both the pilot initiatives and monitoring activities beyond the pilot period. In addition, the stakeholders involved and their roles and responsibilities will be very context dependent and may need to change over time.

### **3.5 Financing the Policy**

The Fisheries Commission shall allocate annually a budget line to support the implementation of this policy through an annual work plan and action plans of the Marine and Inland Fisheries Management Divisions and the Monitoring and Evaluation Unit of the Fisheries Commission. This will include support for capacity development of co-management committees as well as facilitation of the development of management plans and their review with the co-management committees. The Fisheries Commission will also allocate resources to support the establishment and implementation of a Science and Technical Working Group (STWG) to support the work of the Commission including independent data analyses and assessment of the stock levels of some important fish species in Ghana's waters.

In addition to the above, co-management committees may be financially supported through one or more of the following means:

- Allocations from the Fisheries Development Fund (FDF),
- Allocations from a portion of canoe or other vessel license fees
- Support from stakeholders such as CSOs, international donors, etc.
- Premix fuel proceeds.
- District Assembly Internally Generated Funds, (IGFs) or establishment of a special local fisheries development account supported from fisheries sector generated revenues
- Private sector donations.
- Landings fees paid to the co-management committee and established as part of an approved co-management plan.
- Local fines imposed on offenders

There is a need for high level political and community support to ensure the effective implementation of this policy.

### **3.6 Governance Structure**

Central to the implementation and success of this fisheries co-management policy is the devolution of authority and mandates and the assignment of responsibilities to various institutions and management units.

The structure dictates devolution of authority, assignment of responsibilities, rights and allocation of resources depending on the complexity and scale of a management unit in fisheries co-

management. This policy will require the modification of existing management structures that facilitate the strategic pursuit of the policy goals and objectives.

### **3.6.1 Apex Fisheries Co-Management Institution-MOFAD/Fisheries Commission**

It is the policy of MOFAD to promote broad-based stakeholder representation on the Fisheries Commission appointed by the President of Ghana. The Fisheries Commission, in its authority to establish advisory committees can also play an active role in establishing subsidiary co-management committees. As part of a legislative amendment process which is currently underway, improvements will be made for broader representation and engagement of stakeholders on the Fisheries Commission, the ability of the Commission or its designees, with the authority to establish smaller scale co-management committees that report to the national co-management committees. The legislative amendments should also allow explicit provision of use right for specific fish stocks in designated management areas to user groups. The Fisheries Commission will promote transparency by making meeting minutes available to the public and through other means, and establish open meeting policies for their deliberations.

### **3.7 Scientific and Technical Working Group (STWG)**

The Commission shall appoint a scientific and technical working group to act as an advisory panel to the Commission and its co-management committees and as allowed under the Fisheries Act. The STWG shall be chaired by the Head of the Fisheries Statistical Survey Division, or designee, and include membership from Academia, and the fishing industry. The Fisheries Statistical Survey Division will serve as the secretariat for the working group. The STWG shall assess the status of key stocks that are economically of national importance, including the large and small pelagics and demersal stocks. The STWG will make determinations as to the status of the stock, whether they are overfished or not, and whether overfishing is occurring or not. The STWG shall set target reference points for biomass and fishing mortality to end overfishing and ensure stocks do not become overfished. The STWG will make recommendations to the Commission and the large scale co-management committees concerning management measure needed to rebuild stocks that are overfished and prevent overfishing, and to sustain fisheries and prevent overfishing for those stocks that have been fully exploited or are underexploited.

### **3.8 Fishery Management Areas or Units**

The Fisheries Commission (FC) has the authority to establish management plans consistent with guidance provided in the Fisheries Act (section 42 of Act 625 of 2002). The plans will designate fisheries management units or areas for specified ecosystems and/or fish unit stocks within the jurisdiction of Ghana's water bodies and Exclusive Economic Zone (EEZ). These management areas will be determined to the extent practical using best available science, and consist of coherent ecosystem and fish stock units where management measures can reasonably be expected to show a fish stock response within that area.

The Fisheries Commission will establish co-management committees (under Section 9 of Fisheries Act 625 of 2002) for designated fisheries management units/areas and species. The Act states that; “Committees of the Council: (1) The Council may appoint the committees it considers necessary for the effective performance of its functions, and (2) A committee appointed under subsection (1) may consist of members of the Council s and non-members.

Under this authority, the Fisheries Commission may appoint co-management committees, consisting of a group of fishermen or industry groups to advise on rules for management of defined fisheries resources within the defined management area. The Fisheries Commission may delegate or devolve levels of authorities to the co-management committees. The Fisheries Commission, through licensing arrangements, can provide use rights to individual fishing license holders within these management areas. License holders can establish arrangements for collective management of use rights established in the individual licensing arrangements. Collective use rights via licensing, or through the approval of specific management plans, can also be granted to legally constituted Ghanaian groups or associations or corporations.

The Fisheries Commission Chairman via written memorandum can delegate authority to the Fisheries Director for designation of large scale fisheries units, and to the Fisheries Commission Regional Directors for designation of small scale fishery units and associated management committees for inland water bodies, lakes, rivers, lagoons and estuaries.

### **3.8.1 Large scale management units**

The designation of management units should be based on best available scientific information and expert local knowledge of fisheries user groups. Priority for establishing management units and associated co-management committees and plans should be given to the following large scale management units:

**Large pelagics;** including tunas, sharks, marlins – for an (Exclusive Economic Zone (EEZ) wide management area.

**Small pelagics;** including anchovies, herrings, sardines, mackerel and sardinella – an EEZ wide management area, although the management committee can establish sub management units and committees at regional, district or other scales, including beach management units, as deemed necessary and allow designation of territorial use rights (TURFS) to fisher groups for beach seines targeting these stocks.

**Marine demersals, shellfish and mollusks,** including finfish, shrimp, lobster, crabs, octopus and cuttlefish. - EEZ wide or regional management units.

Figure 1 illustrates types of committees for large scale fishery management units that may be established under the Fisheries Commission. They should evolve over time and not be created all at once. Co-management committees for the purposes of resource management of marine stocks are not envisioned to be established at each beach landing site as this would create a large number of committees where regulations would have to be coordinated or inputs received and negotiated with hundreds of committees and thousands of committee members. Rather, the co-management structures for large scale units are envisioned to be with representatives of associations

encompassing all resource users directly benefiting from use of the resource, such as the Ghana National Fishermen’s Canoe Council, the National Inshore Fishermen’s Association, the National Fish Processors and Traders Association.

The Canoe Council and Fish Processors by virtue of greater numbers may have more seats on a committee, representing each region for instance, and the Inshore Association may have a representative from each of the major landing sites for inshore operators such as Takoradi, Elmina and Tema. Alternatively, a national committee could have a representative of each association along with regional sub committees established with additional membership from associations and key fishing ports. The exact make up is not to be prescribed here in the policy and is to be determined at the time such committees are created after deliberations with stakeholder groups. However, for national scale management plans, fisheries watch volunteer groups could be established at the landing beach level. The existing landing beach or pre-mix committees are not envisioned to take on a resource management or enforcement role and their current functions are to be maintained independent of resource management or enforcement committees.

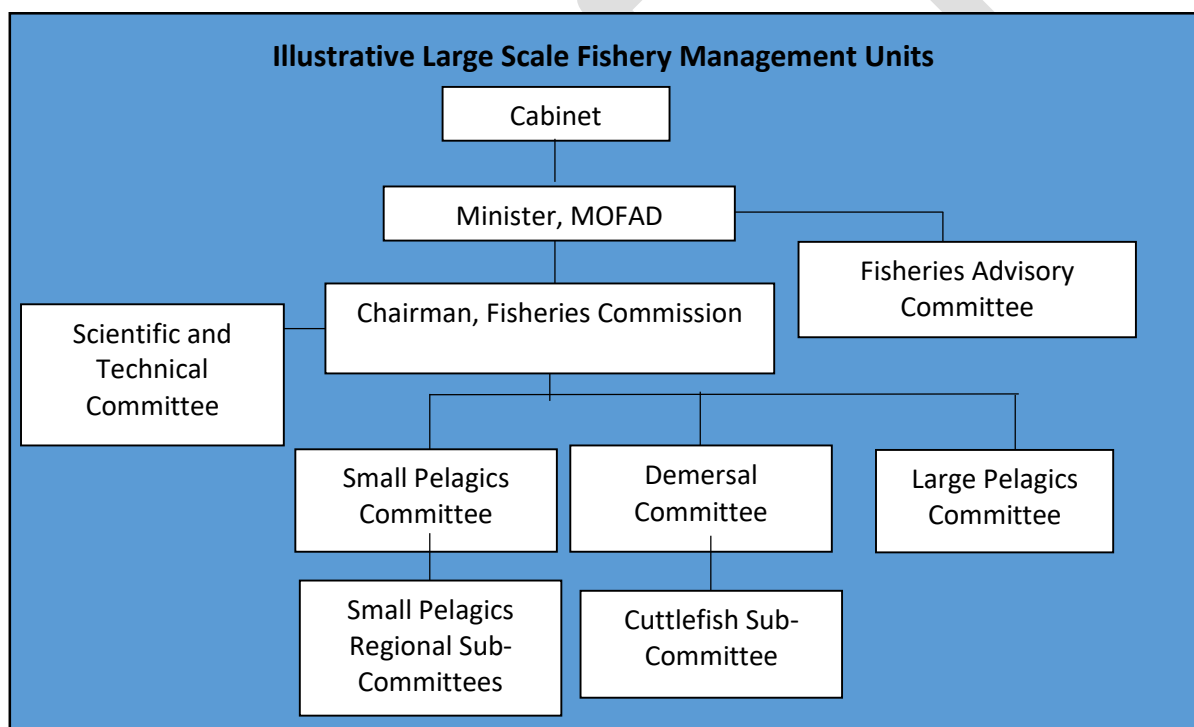


Figure 1: Illustrative examples of large scale fisheries management units and associated committees.

Decentralized structures for small scale fishery management units are described below. They are to be created on demand and over time. As there may be hundreds of community based management committees created over time throughout the nation, care must be taken to scale up at a rate consistent with resources available and capacity of the Fisheries Commission to ensure each group and associated plan is well crafted and capacitated to ensure sustainability. This was a lesson from the previous failed community-based initiative where almost 200 committees were targeted for establishment over a few years with little consideration given to ongoing support needs and resources to sustain these groups. The rapid creation of so many committees and lack of ability of

the Fisheries Commission or Districts to service these adequately was one of the reasons for the failure.

### 3.8.2 Small scale management units

For small scale management areas or units, co-management committees can also be established for the following fisheries resources based on needs for conservation and sustainable management of associated stocks and based on requests from fishing communities, fisheries associations or groups.

- Fisheries for small lakes (e.g. Lake Bosomtwe), lagoons (e.g. Keta, Princess, Abbey) or estuaries (e.g. Volta, Pra, Ankobra) are considered as the management unit but smaller management units may be considered based on sound scientific advice.
- For Volta Lake, management units may be established for each stratum, but can be further subdivided if deemed more practical and effective. Within each stratum, existing fisheries districts or traditional fishing areas and boundaries can also be considered as small-scale management units.
- Shellfish including estuarine and fresh water bivalves such as clams, oysters and cockles. These resources are limited in space to the Volta and other major river systems; their estuaries; and small bays and lagoons which can be left to the local resource users to manage with scientific advice. Allocation of TURFS (Territorial Use Rights in Fisheries)<sup>1</sup> for individuals or groups of fishermen is allowed with the possibility for TURFS for beach seines in certain stretches of coastline.

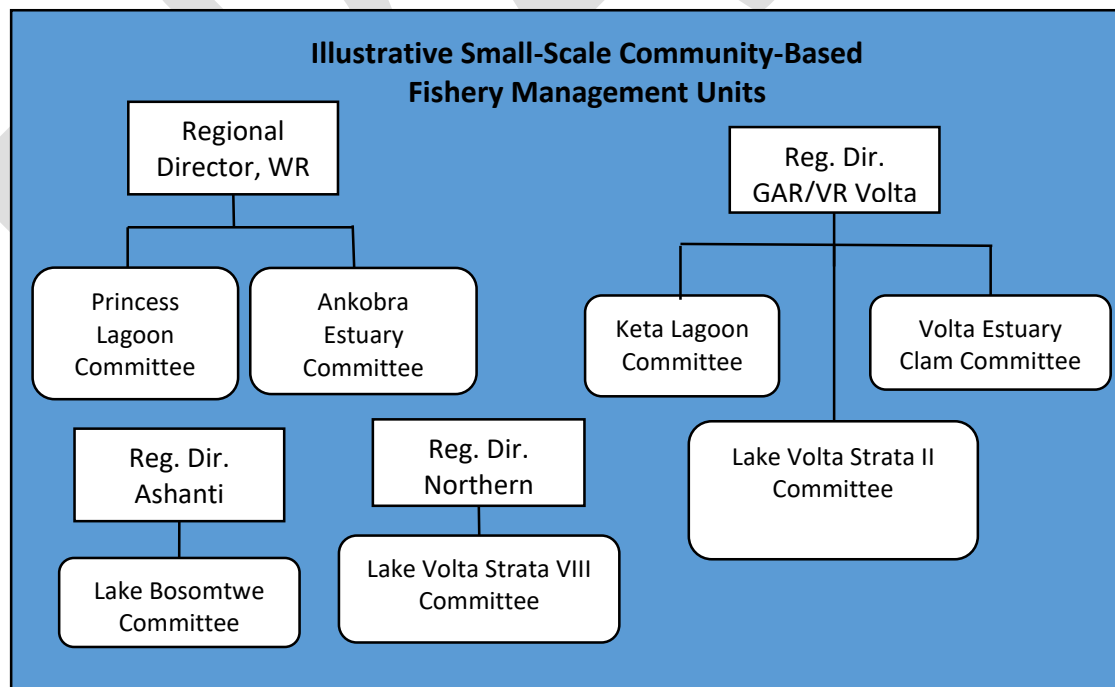


Figure 2: Examples of potential small-scale fishery management units and associated committees.

<sup>1</sup> TURFs are usually allocated to and managed by an organized group of fishermen called a Cooperative or association. Most TURF systems do not grant ownership of **fishing** areas. They allocate exclusive harvesting **rights** for one or more marine species in a specified area.

Examples of potential community-based small-scale co-management units and associated committees are provided in the Figure 2

Awareness should be created as part of implementation so that estuarine and inland communities are aware of this option. In some inland areas, co-management groups may include fishers, fish farmers and farmers using common space which in the dry season is used for farming or grazing, and in the wet season as fishing areas. It could include mangrove harvesters where mangrove protection as critical fish habitat is an important issue for management of targeted stocks. Migrant fishers that enter an area for fishing seasonally but do not reside in the area must be represented on the co-management committees. The principle here is that all incumbent stakeholders that directly use or benefit economically from the resource must be included on management committees. Use rights will be preserved for and granted to artisanal fisher folks for the stocks in the small scale management units.

### **3.9 Planning sub-committees**

Planning committees may be established for the purposes of developing fishery management plans for specific fishery management units and determining the makeup and structure of associated co-management committees. The planning committees should be composed of stakeholders for the fishery concerned, both those directly fishing or economically benefiting from the fishery or with authority or jurisdiction within the geographic area concerned. Planning committees are envisioned as ad hoc and temporary in nature. Their charge should end and the committee disbanded once a management plan is prepared and approved. Members of planning committees may become members of co-management committees or advisory committees that are established as part of a management plan.

### **3.10 Co-Management Committees**

#### **3.10.1 Small Scale Co-Management Committees**

These will be established for geographically defined and established fishery management units and associated stocks and species. The Fisheries Commission can establish co-management committees and designate membership consistent with the following guidelines. In the case of small scale fisheries units (inland, river, estuary or lagoon), the Fisheries Commission within the mandate of the Fisheries Act, the Director can delegate to Regional Directors authority to establish fishery management areas and associated community-based management committees. Establishment of local committees by the regional directors shall be reported to the Fisheries Commission Chairman and Director. Membership on the committees should follow the guidelines below and be nominated by the user groups themselves.

Community-based management committees are to consist of stakeholders directly engaged in and benefiting economically from the fishery concerned. Community-based management committees must have women representation. Co-management Committees should not be too large where



they become too cumbersome and should not include more than 10-15 members. Committees may include representatives of the following stakeholders.

- Fishermen from the subsectors involved in the fishery (including but not limited to fishing input owners e.g. canoe owner and/or boat owner, gear owner) and where applicable an elder from the canoe council)
- Fish processors traders and marketers

Other stakeholders with an interest in or with some level of jurisdiction or interest over the area are to be considered in an advisory capacity and can be included on an advisory committee to the community-based management committee. Advisory committees are optional and involvement may depend on the circumstances. These may include but not be limited to the following member:

- Fishers representatives of the fishery concerned.
- Traditional authorities with informal or traditional jurisdiction over the fishery such as the chief fisherman, and/or *konkohene*, fish mummy or chairman or headman in the case of inland fisheries, river priest or others with traditional jurisdiction over mangroves or wetland areas.
- A government representative, a member of the Fisheries Commission, a law enforcement representative if appropriate, or in the case of small scale management units and community-based committees it can be a Fisheries Commission zonal officer or in the absence of a fisheries officer, a local officer of a decentralized line Ministry such as MOFA.
- A civil society organization/ NGO with interest in natural resource management (in the case of small scale community-based committees, it must be a CSO/NGO that has permanent presence in the area concerned).
- The committee must include women representing stakeholders listed above.
- Where applicable, a representative of the canoe, industrial or semi-industrial fisheries sectors.
- Where applicable a representative of another government agency.
- If applicable, other stakeholders such as farmers, mangrove wood cutters or aquaculturists.

### **3.10.2 Large Scale Co-Management Committees**

These can be several and established at the national or regional levels. For example, the Fisheries Commission, a multi-stakeholder group (Act 625 Section 4) makes decisions on how Ghana's fisheries resources are managed. The board, although not a true co-management body can be considered as performing co-management functions. Also, section 9 of Act 625 empowers the board to appoint committees it considers necessary for effective performance of its functions and these committees can be so established as co-management committees. The following committees can be established with representation from stakeholder groups.

Small Pelagics Committee may be composed of the following groups: Ghana National Canoe Fishermen Council (GNCFC), Ghana Inshore Fishermen's Association (GIFA), National Fish Processors and Traders Association (NAPFTA), Fisheries Commission (FC), Cold Store operators,

Gear importers, Marine Police, Civil Society Organizations, and the Attorney-General's Department, etc.

Large Pelagics Committee may be composed of the follow groups: Fisheries Commission, Ghana Tuna Association, Ghana National Canoe Fishermen Association, Canneries, Cold Stores, Fisheries Enforcement Unit, Ghana Maritime Authority, Ghana Revenue Authority (Customs), Processors, the Ghana Ports and Harbours Authority, Ghana Inshore Fishermen Association, Canneries and Attorney-General's Department, etc.

Demersals Committee may be set up at the subnational or regional level. The committee may be composed of the follow groups: Fisheries Commission, Ghana Industrial Trawlers Association, Ghana Inshore Fishermen Association, Ghana National Canoe Fishermen Association, Fisheries, Processor associations such as the National Fish Processors and Traders Association, Central and Western Region Fishmongers Association, Development Action Association, the Fisheries Enforcement Unit, Ghana Maritime Authority, Canneries, Cold Stores, Ghana Revenue Authority (Customs), , Ghana Ports and Harbours Authority, Canneries and Attorney-General's Department, Academia, Civil Society, etc.

Other co-management Committees or sub-committees as the Fisheries Commission deems necessary for management of large scale fishery management units may be created.

### **3.11 Appointment and Tenure of Office**

- Appointment to a co-management committee will be for a term not exceeding three years. Selection of members should not coincide with a presidential election year to aide in depoliticizing such committees. Where the Committee's mandate expires during an election year, the Committee shall stay in office until after the general elections are held.
- No member can serve more than two consecutive terms on the committee. In the case where a chief fisherman is chair, he shall serve as an executive /advisory member to the committee.
- The government representative serves in ex-officio capacity (by nature of the position not the person).
- Eligibility for appointment as a member to the co-management committee, is solely for active fisher folk or retired fisher folk involved in the designated fishery for community based management committees, and for co-management committees for large scale units fisher folk as described above and other active stakeholders with an interest in the fishery.
- The make-up of the committee should be gender sensitive. Also a gender opposite co-chair or vice-chair should be considered.
- Chair of the committee and officers will be elected by majority vote of the committee members appointed.
- Stakeholder groups will make nominations to the Fisheries Commission Executive Director (or Regional Director) who will appoint the members within 30 days after the nominations
- For large scale co-management committees, the Fisheries Commission acts as the secretariat of the committee.

## **3.12 Institutional Roles and Responsibilities**

### **3.12.1 Co-Management Committees**

The co-management committee will be responsible for developing an operational co-management plan for the fishery management area and fish stocks under their jurisdiction and a suite of measures required to manage the fishery sustainably well as to prevent overfishing and rebuild any fish stocks considered as overfished. The plan must follow the guidance provided in the Fisheries Act 625 of 2002 for fishery management plans, based on the best available scientific information and local ecological knowledge of fisher folks.

The operational co-management plan shall be a living document, subject to performance review annually and amended at least every four years. The plan can include pilot schemes, be amended as needed to change or add new management measures, and include promotion of alternative and supplemental livelihood as a strategy where overfishing is occurring. Under the current law, Cabinet approves management plans and the co-management committee will submit the plan to the Chairman of the Fisheries Commission for review and approval and then for recommendation to the Minister and Cabinet for approval. Once the co-management plan is approved, the co-management committee has full authority to implement management measures such as closed seasons and areas, within the legal guidance of the plan and is given the mandate publicly and commissioned to commence work.

It is the policy of MOFAD to work towards revising the legal framework that allows the Fisheries Commission Chairman, with support of the majority approval of the Fisheries Commission members, to give direct and final approval authority of the plans for small scale fishery management units to Regional Directors of Fisheries to ensure that the plan is consistent with all applicable laws, policies, the Fisheries Act, and subsidiary regulations. For smaller co-management units, local co-management committees shall be empowered to propose and approve implementation of management measures in order to achieve plan objectives and goal. This will allow for quicker decision making and better adaptive management as regulations may need to be changed annually based on changes in status of fish stocks. Any changes in management measures made by the small scale co-management committee must be transmitted to the Regional Director for review and if no objections provided in 60 days, the new rules can go into effect.

The co-management committee will implement and review effectiveness of plan implementation annually and determine if new regulatory or non –regulatory measures need to be put in place. The committee will coordinate dissemination of the approved plan and any revisions to all stakeholders involved and concerned in the fishery with the support of the Fisheries Commission. Other roles and responsibilities can be authorized as can be legally delegated and as deemed appropriate by the Fisheries Commission or Regional Director of the Fisheries Commission.

### **3.12.2 MOFAD and the Fisheries Commission**

The MOFAD and Fisheries Commission shall designate budgetary line items for the purposes of supporting the functions and meetings of any co-management committee established. The Fishery

Development Fund consistent with the Fisheries Act, should dedicate a budget line to operationalize activities of the co-management committees. If the co-management committee is established at the community level, local government authorities will be encouraged to provide budgetary and financial support as well to the committee and for implementation of the management plan actions. Co-management Committees shall be vested with authorities to make and enforce rules, and be allowed to exclude or revoke fishing rights of repeat violators of rules and fisheries regulations. Community-based committees shall be authorized to fine violators up to a maximum not to exceed GHS 1,000 for any one offence and use these fines for operations of the committee. Officers of the Fisheries Commission or other facilitating bodies can facilitate the process of group formation, capacity development, management planning and periodic plan review. It is the policy of MOFAD to work towards amended legislation that allows the development of local enforcement mechanisms that can be carried out by the co-management committees in cooperation with appropriate law enforcement and local government units and can also allow for the codification of traditional practices for management and enforcement.

### **3.12.3 Local Government Units**

Local government units for the purposes of this policy are defined as Regional Coordinating Councils (RCCs) and Metropolitan, Municipal and District Authorities (MMDAs). Local government may support co-management in many ways:

- Coordinate fisheries co-management activities and incorporate needs of fisher folk into medium term development plans such as development of landing sites, fish markets, sanitary facilities and other fisheries related local infrastructure and services
- Where fisheries are a main driver of economic activity in a district, then district governance arrangements should support inclusion of fisher folk voice in decision making and planning processes
- Incorporate into district spatial plans the needs of fisher folk to have guaranteed access to the shoreline to engage in their livelihoods and support the delineation of management areas and make them part of their Medium Term Development Plans arrangements
- Support enforcement of the fisheries regulations and rules in co-management plans by authorized officers of the Fisheries Commission
- Provide funding to support the co-management committees or implementation of the management plans and consider use of district revenues generated from fish markets into fisheries development.
- Assist in the establishment of communication channels for awareness creation and educating the fisher folk on efficient fisheries management
- Provide space for meetings or offices and other logistics for co-management committees
- Encourage the education of the children of fisher folk and advocate against child labor and trafficking practices in fishing communities

### **3.12.4 Academia and Civil Society and Non-Governmental Organizations**

Universities, civil society and non-governmental groups can play important roles in fisheries co-management. In areas where they are active or have expertise, they could serve on co-

management committees or act in an advisory capacity to the groups. It is the Policy of MOFAD to encourage their involvement in co-management processes and participation on planning, advisory and co-management committees. Their role can vary, such as in a scientific advisory capacity for a university or in facilitating processes for group formation, capacity development, and plan preparation in coordination with the Fisheries Commission.

### **3.12.5 Traditional Institutions and Women**

The earliest forms of fisheries management have depended on traditional community norms and taboos. These include the longstanding traditional institutions of the chief fisherman, headman and their councils which plays a role in fishing communities in marine and inland waters. Their primary role historically has been to look after the social welfare of fishermen and their families, manage conflict among fishermen, and liaise between fishing communities, traditional chieftaincies and government. However, they have had a limited role in resource management. For example, Chief Fishermen promote a fishing holiday once a week which serves as a fisheries conservation measure limiting effort. The Chief Fishermen are well respected individuals within fishing communities, are often strong advocates against illegal practices, and promoters of responsible fishing. The Chief Fishermen often ask fishermen to swear oaths to the sea gods to practice responsible fishing which are reinforced through prayers and offering of libations.

The role of traditional authorities varies from place to place and do not always promote good fishing practices. However, overall they represent a positive force for good management even though their influence in some circumstances has been compromised over time.

The Chief Fishermen is an informal institution and their positions and roles and processes for succession are not formalized in Ghana's Constitution or any legislation at this time. However, due to their widespread respect and social influence in fishing communities, it is the Policy of MOFAD that any form of fisheries co-management at the community level must involve the traditional institutions such as the chief fishermen and *konkohenes* in marine areas, river priests, or for the inland sector, the fisher folk headman, or other traditional authorities, especially, where they exist.

Another form of traditional institution in fisheries amongst women in Ghana is the fish market queen (e.g. *konkohene*) and her elders. These women play a role in managing the marketing and pricing of fish. Like the chief fishermen, they play a traditional and informal role in the fishery and this traditional institution is not present in all areas of the country or implemented uniformly across landing sites where they do exist. While they tend not to be adequately represented in fisheries management, in most communities they are respected individuals and are influential in providing moral authority concerning fishing practices.

Additionally, women play a number of other influential roles in the fishing sector. Some women own fishing vessels and often finance fishing trips. In the post-harvest sector, it is dominated by women who make up a large majority of the fish processors and fish marketers. Their businesses and families are adversely affected if the fishery is not well managed, and they have the option not to purchase illegally caught fish. Hence, it is the policy of MOFAD that any co-management system must acknowledge the role of women in fisheries and their traditional institutions such as the *konkohene*. They must be represented on co-management committees and their voices heard in the management decision-making process.

### **3.12.6 Industrial and semi-industrial fishing sectors in co-management**

Previously, there were no co-management institutions specifically governing the industrial or semi-industrial fishing fleets or the main stocks they fish. There are associations of these sub-sectors including GIFA and GITA. However, they have played roles in co-management such as representation on the Fisheries Commission and inclusion in some locations on the community-based management committees. These fleets are particularly important as national stakeholder bodies and need to have individual representation on the Fisheries Commission. In addition, these associations, such as the GITA, and GIFA should be represented on co-management institutions representing the large pelagic and small pelagic fisheries in particular.

### **3.13 Landings Beach Management Committees**

Landing Beach Committees, consisting of representatives of fisher associations at landing sites have also been established coast-wide and inland. The inland sector has special “fishery districts” formed by the National Inland Canoe Fishermen’s Council of which currently there are 32 that can play a role in co-management systems such as financing community-based enforcement and planning meetings of co-management committees. Their mandate is to manage distribution of the subsidized pre-mix fuel input supply and proceeds from sales and have no mandate for fisheries resource management. This policy document does not intend to convert landing beach committees into co-management committees. The current functions of the landing beach committees are to be maintained as is and new co-management structures for resources management established as needed. This separation of committees and functions draws on past lessons where the community-based management committees failed in part as their mandates often extended beyond a primary focus on resource management.

## CHAPTER FOUR: PUBLIC CONSULTATIONS

### 4.1 Public Consultation Process for Inputs into the Policy

In the development of this policy document, a series of public consultation processes were held at the sub-regional and national level stakeholders to receive inputs, discuss, review and refine the draft text as well as validate and share the contents of the draft final document with industry players, fisheries officers, individuals, District Assemblies and other government institutions; and traditional Authorities along the coast and inland areas (Volta Lake).

A total of Eleven (11) consultation meetings were held at the national and sub-regional level and about 350 stakeholders participated.



## GLOSSARY OF TERMS AND CONCEPTS

### Terms

**Adaptive management:** is a structured, iterative process of decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and, either passively or actively, accrues information needed to improve future management. Because adaptive management is based on a learning process, it improves long-run management outcomes. The challenge in using the adaptive management approach lies in finding the correct balance between gaining knowledge to improve management in the future and achieving the best short-term outcome based on current knowledge. It usually requires stating explicit hypothesis about impacts of management options on the resource and then monitoring to see if action had the intended result. Adaptive management presumes that action is needed as a basis of learning

**Bivalves:** Species of clams, oysters, mussels and other members of the phylum Mollusca characterized by a shell that is divided from front to back into left and right valves. The valves are connected to one another at a hinge.

**Brackish Water Fisheries:** Fisheries that occur in water bodies that are partially saline and at times could be almost purely freshwater or marine salinity, but varies over time and space. Generally, these refer to estuaries and coastal lagoons and are a sub-system of inland waters and fisheries.

**Co-management:** Co-management refers to the management of fishery resources where authority and decision making are shared among government and other stakeholders, especially fisheries resource users and others who depend on the resource for their livelihoods.

**Community:** Community refers to a small geographic area that may consist of one or more landing sites or settlement areas that has distinct boundaries and socio-economic characteristics. Community is sometimes used to define a group of people with common interests but not necessarily all within a small and well defined geographic area, such as a community of fisheries stakeholders, or the NGO community.

**Community based management:** Refers to locally based management of a fishery or small scale ecosystem within a small geographically defined area and may include one or several fishing settlements or areas of landings sites.

**Ecosystem-based management (EBM):** An environmental management approach that recognizes the full array of interactions within an ecosystem, including humans, rather than considering single issues, species, or ecosystem services in isolation. Ecosystem-based management for marine environments moves away from the traditional strategies in which single species and single sectors are managed individually; rather it is an integrated approach which considers all key activities, particularly anthropogenic, that affect marine environments. The objective is to ensure sustainable ecosystems, thus protecting the resources and services they provide.

**Exclusive Economic Zone (EEZ):** A Marine zone adjacent to the general shoreline and extending out 200 NM to sea, and as defined in the UN Law of the Sea Treaty. Coastal States have



certain rights and responsibilities in this zone including the right to fish and exclude others from fishing in these areas, and the responsibility to manage those resources sustainably.

**Fisheries Commission:** The Fisheries Commission consists of government and non-government members with a Chairperson who is appointed by the President and an Executive Director that acts as the secretariat of the commission and manages a civil service support staff of fisheries specialists.

**Inland Fisheries:** Defined as fishing in water bodies that include lakes and reservoirs, rivers, lagoons and estuaries. These are freshwater aquatic ecosystems.

**Konkohene:** This is a traditional position held by a female member of the community involved in the buying and selling of fish in some coastal communities. They set the buying price of fish that comes off the canoes.

**Marine Fisheries:** Fisheries that occur in the marine and oceanic zone of Ghana's EEZ and generally extending from the southern coastline out to 200 NM, although marine fisheries can take place in marine waters beyond national jurisdiction as well.

**MOFAD:** Ghana Ministry of Fisheries and Aquaculture Development

**Precautionary principle:** Also known as the precautionary approach, is a risk management term which states that if an action or policy has a suspected risk of causing harm to the public, or to the environment and in the absence of a scientific consensus that the action or policy is not harmful, the burden of proof that it is *not* harmful falls on those taking an action that may or may not be a risk. In fisheries, the precautionary approach or principle should be applied when "ecosystem resilience and human impact (including reversibility) are difficult to forecast and hard to distinguish from natural changes. The precautionary approach suggests that when an action risks harm, it should not be proceeded with until it can be scientifically proven to be safe. Historically fishery managers have wrongly applied this principle the other way round; fishing activities have not been curtailed until it has been proven that the activities have already damaged existing ecosystems.

**Shellfish:** Shellfish is a term used for a number of types of marine and aquatic organisms that have an exoskeleton or shell covering their exterior bodies. These include prawns (freshwater and marine), crabs, clams, oysters, cuttlefish, squid and octopus to name a few. Shellfish are not really fish that have back bones but a marine or aquatic creature with a shell and that is harvested for food consumption. In some cases, they refer exclusively to bivalves such as clams and oysters.

**Stratum:** Demarcations or divisions of the Volta Lake based on ecological parameters within the lake.

**Use rights:** Refers to the specific individual or collective right and granted with legal backing or through licensing to harvest a certain type or amount of fish. It does not confer ownership of the fisheries resource, just an exclusive harvesting privilege.

## Concepts

To guide the implementation process, the key concepts underpinning this policy should be construed as follows:

- **Co-management** is an approach to managing the harvest of defined fishery ecosystems and associated fish stocks in defined management areas through management groups where authority for how fish can be harvested, who can fish, and how much fish is harvested annually is vested in the management groups, and whereby decision making is shared among government authorities, primarily represented by Fisheries Commission Department staff, and representative members of fisheries stakeholders for the fishery concerned, including women and men, representatives of traditional fisheries institutions, harvesters from all fleets exploiting said resource, processors, marketers and other concerned civil society organizations with an interest in the fishery. Concerned non-governmental stakeholders are to make up the majority of membership in such co-management groups and whereby the decision making approach considers community consensus building instead of voting so that there is a buy in by stakeholders to promote voluntary compliance) on management measures adopted to sustainably manage the said fishery. The government, under its national responsibilities, ensures management measures conform to national laws and are consistent with national policy objectives and goals for management of Ghana's fisheries resources. The government plays primarily an advisory, facilitative and technical support role, along with the audit functions to ensure national legal and policy consistency of plans. The stakeholders and committees are then mandated to negotiate rules and equitable, sharing of benefits, functions and responsibilities among themselves.
- **Community:** Fishing community is defined as a group of fishery resource users and their households that exploit a common resource and are found in one or several geographic settlement areas found in proximity to the resources exploited. Fishing communities can be small consisting of only a small number of canoes or households, or large consisting of many individuals and households utilizing a large number of vessels.
- **Community-based management** is a special form of co-management where the defined fishery ecosystem and associated fish stocks, is the management unit (See below for description of management unit), and the collective of individuals utilizing those resources is small scale, consisting of one or several landing sites or communities, but not encompassing an entire district or region. Community-based management systems are intended to be applied primarily to lake, riverine, estuary and lagoon ecosystems or segments thereof, and in some cases to specific small scale or sedentary marine species or stocks. The marine areas can have fishery watch volunteer committees formed at the fishing village or landing site level, mainly for purposes of fisheries surveillance and enforcement of national laws or rules established by the fisheries resources co-management committees formed at larger scales. These fisheries volunteer watch committees are a form of community-based management.
- **Decentralization** in fisheries refers to an approach whereby lower levels of government such as a regional or district council has authority and jurisdiction for managing a geographically

defined marine or aquatic area. Typically, decentralization is used for managing fisheries within countries with large maritime jurisdictions and where lower level government units typically manage only enclosed, semi enclosed or nearshore marine areas or inland water bodies. Fisheries are not a decentralized sector under Ghana law and a decentralization policy for fisheries is not considered as a policy direction at this time. However, deconcentrated authorities to regional fisheries offices and their directors are provided for in this policy for those ecosystems and fisheries stocks considered appropriate for community-based management. It is considered too large a burden for numerous management committees to be constituted and numerous plans to be reviewed and approved by national level bodies where the priority needs to be on those fisheries of national level significance economically and for food security, such as the small pelagics, large pelagics including tuna and commercial demersal trawl fisheries.

- **Use rights** is often associated with co-management approaches in fisheries but not always considered as part of co-management approaches. Use rights in fisheries is defined as a right to harvest certain types of fish and/or amount of fish (e.g. total, individual or cooperative fishable quota), or use of specific types of fishing gears, that is provided to an individual, corporation or legally constituted group of fisher folk for a given area or fishery management unit (e.g. Territorial Use Right-TURF). The right refers only to the permission to harvest the fish and not ownership of the resource itself. Use rights can be provided for as part of the provisions of a legally adopted fishery management plan and any associated licensing system. The use right can be broadly granted to a co-management group, or provided under the individual, corporate or group licensing restrictions authorized in the plan and approved by the Fisheries Commission. Use rights, through the management plans, can be for a limited duration or permanent, they can be non-transferable or transferable, or they can be saleable or non-saleable based on rules provided by the Fisheries Commission for said rights.

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## Notes

Braimah, L. (2012). In *Ghana Coastal Fisheries Governance Dialogue: Presentations, discussions and outcomes from a stakeholder forum on issues for reforming governance of Ghana's coastal fisheries*.

*L. Braimah, Project Coordinator of the West African Regional Fisheries Programme in Sierra Leone presented lessons learned from past co-management initiatives in Ghana including (a) the Fisheries Sub-Sector Capacity-Building Project (1997) implemented in 133 coastal communities; (b) Integrated Development of Artisanal Fisheries (1999) implemented in 15 communities along the north of Volta Lake; and (c) the Sustainable Fisheries Livelihoods Project (2005) implemented in 90 communities along the south of Volta Lake. This presentation was made at the 2012 National Dialogue and summarized in: Mills, D.J., Mutimukuru-Maravanyika, T., Ameyaw, G., and Asare, C. (2012). Ghana Coastal Fisheries Governance Dialogue: Presentations, discussions and outcomes from a stakeholder forum on issues for reforming governance of Ghana's coastal fisheries. USAID ICFG Project. University of Rhode Island.*

### The Coastal and Marine Sector Action Plan:

*The plan states among others, "The following national development priorities and general principles, which are subjected to periodic reviews, will inform and guide the National Fisheries and Aquaculture Policy and the implementation of this Plan: Decentralization: in line with current practice, decentralized and community-based institutions play a key role in co-management and development;" "Stakeholder participation: the Policy supports stakeholder participation at community and industry level as regard to fisheries management and sector development" and "Gender-related equity is sought in participatory and co-management processes."*

### The FAO Code of Conduct (1995)

*Under General Principles to Code states: "6.16 States, recognizing the paramount importance to fishers and fish farmers of understanding the conservation and management of the fishery resources on which they depend, should promote awareness of responsible fisheries through education and training. They should ensure that fishers and fish farmers are involved in the policy formulation and implementation process, also with a view to facilitating the implementation of the Code." And "6.18 Recognizing the important contributions of artisanal and small-scale fisheries to employment, income and food security, States should appropriately protect the rights of fishers and fish workers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction."*

### Fisheries Act 625 states;

*"The object of the Commission is to regulate and manage the utilization of the fishery resources of Ghana and co-ordinate the policies in relation to them." "The Commission shall be composed of the following members" including: "two representatives of the National Fisheries Association of Ghana, one representing artisanal fishermen and the other representing industrial fishing vessel owners" and "one other person with requisite knowledge of the fishing industry or natural resource renewal management"*

*"Committees of the Commission 9. (1) The Commission may appoint committees it considers necessary for the effective implementation of its functions. (2) A Committee appointed under subsection (1) may consist of members of the Commission or members and non-members."*

*"Consultations and approval of fishery plan.44. (1) The Commission shall during the preparation of each fishery plan, carry out such consultations as it considers appropriate with organizations, authorities and persons affected by the fishery plan."*

### Local Government Act 936 states:

*"Functions of District Assembly: 12. (5) A District Assembly shall co-ordinate, integrate and harmonise the execution of programmes and projects under approved development plans for the district and other development programmes promoted or carried out by Ministries, Departments, public corporations and other statutory bodies and non-governmental organisations in the district."*

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## ANNEX I

### List of Stakeholders Participating in the Comanagement Policy Development

	Name of Participant	Organisation
1	Cornelia Dei	Ada
2	Helen Agbofu	Ada
3	Samuel Darko	Ada
4	Moses Sowu	Ada
5	Daniel Amewokpor	Ada Clam Miners Association
6	Eric Osah Kabutey	Ada Clam Miners Association
7	Kofi Korley Amartey	Ada Clam Miners Association
8	Shadrach Ofoe	Ada Clam Miners Association
9	Shallot Ohaa	Ada Clam Miners Association
10	John Asiedu	Adelekazo
11	Margaret Kwofie	Adelekazo
12	Nana Kwesi Amichire II	Adelekazo
13	Daniel Nufiawor	Ahanta West District Assembly
14	Enoch Sofedah	Ankobra
15	Isaac Asare	Ankobra
16	Nana Alima Ngromah	Ankobra
17	Ndefo Ewreko	Ankobra
18	Rose Bily	Ankobra
19	John MacCarthy	Ankobra
20	Kobina Fatobinedeho	Axim
21	Nana Kojo Panyin	Axim
22	Kobina Ankomah	Canoe Owner
23	Kweku Suapem	Canoe Owner
24	MacDonald Kwofie	Canoe Owner
25	Nana Egya Afful	Canoe Owner
26	Nana Kwame Eтуру	Canoe Owner
27	Kobina Fynn	Canoe Owner- Moree
28	Kobina Out	Canoe Owner- Moree
29	Kofi Esoun	Canoe Owner- Moree
30	Nana Kofi Egyir	Canoe Owner- Moree
31	Isaiah Avenu	Canoe Owner, Ghana National Canoe Fish. Council
32	Anang Tetteh	Canoe Owner, Ghana National Canoe Fish. Council
33	Edward Tetteh	Canoe Owner, Ghana National Canoe Fish. Council
34	Emmanuel Tetteh	Canoe Owner, Ghana National Canoe Fish. Council
35	Enoch Kwame Narh	Canoe Owner, Ghana National Canoe Fish. Council



	<b>Name of Participant</b>	<b>Organisation</b>
36	Nene Quarshie Sorsey	Canoe Owner, Ghana National Canoe Fish. Council
37	Samuel Nuetey Tetteh	Canoe Owner, Ghana National Canoe Fish. Council
38	David Quarshie Quarcopoom	Canoe Owner, Ghana National Canoe Fish. Council
39	Eric Tsrpah	Canoe Owner, Ghana National Canoe Fish. Council
40	Joseph Asmah	Canoe Owners Association Secretary
41	Kwame Mensah	Care International Ghana
42	Nicholas Smith	Central & Western Fishmongers Improvement Assoc.
43	Josephine Opere Addo	Central & Western Fishmongers Improvement Assoc.
44	Diana Otuteye	Central & Western Fishmongers Improvement Assoc.
45	Hannah Antwi	Central & Western Fishmongers Improvement Assoc.
46	Jane Armah	Central Reg. Development Commission (CEDECOM)
47	Nana Bedu	Chairman, Canoe Owners Association
48	Ernest Whalah	Chief
49	David Matsiador	Chief Fisherman
50	Doe Nkekeshie	Chief Fisherman
51	John Atoabo	Chief Fisherman
52	Kofi Susu	Chief Fisherman - Elmina
53	Nene Joseph Agama	Chief Fisherman, Ghana National Canoe Fish. Council
54	Nana Benyin Asem	Chief Fisherman, Kommenda
55	Torgbui Tekple Garikor I	Chief, Anlo Beach, Shama
56	Torgbui Sape Agbo	Chief, Some Traditional Council
57	Raphael Davis	Concerned Citizen
58	Queronica Quartey (Dr)	Consultant - NAFPTA
59	Kusi Boateng	CRC/Sustainable Fisheries Management Project
60	Emmanuel Attramah	CRC/Sustainable Fisheries Management Project
61	Socrates Apetorgbor	CRC/Sustainable Fisheries Management Project
62	Mary Asare	CRC/Sustainable Fisheries Management Project
63	Maurice Knight	CRC/Sustainable Fisheries Management Project
64	Sitty Hilary Komla	CRC/Sustainable Fisheries Management Project
65	Najih Lazar	CRC/Sustainable Fisheries Management Project
66	Patricia Aba Mensah	CRC/Sustainable Fisheries Management Project
67	Emmanuel Doku Mensah	CSIR-Water Research Institute
68	Ruby Asmah (Dr)	CSIR-Water Research Institute
69	Phidelia Soglo	Densu Oyster Pickers Association
70	Daniel Boadu	Department of Agriculture, Tema
71	Abraham Asare	Development Action Association
72	Emmanuel Aggrey	District Assembly Ahanta West
73	Ofori Teiko	Dixcove

	<b>Name of Participant</b>	<b>Organisation</b>
74	Abraham B. Koomson	Dzemeni
75	Emmanuel Tsadey	Dzemeni
76	Robert Loli	Eastern Region
77	Robert Azumah	Efutu Municipal Assembly
78	Anthony Buchner	Ekumfi District Assembly
79	Emmanuel Kungi	Elembelle District Assembly
80	Rose Amihene	Ellembelle District Assembly
81	Enoch Cudjoe	ENI Ghana
82	Francis Akumfi	ENI Ghana
83	Douglas Baidoo	Environmental Justice Foundation/Ghana
84	Antoine Rougier	Environmental Justice Foundation/Ghana
85	Peter Kuusaana	Environmental Justice Foundation/Ghana
86	Victoria Mundy	Environmental Protection Agency
87	Ebenezer Pinkrah	Fish Processor
88	Evelyn Tetteh	Fisheries Commission
89	Abednego Pappoe	Fisheries Commission
90	Anthony Asmah	Fisheries Commission
91	Arafat Salifu	Fisheries Commission
92	Doris Abena Yeboah	Fisheries Commission
93	Emmanuel Aryee	Fisheries Commission
94	Emmanuel Asare	Fisheries Commission
95	Emmanuel Ohene Marfo	Fisheries Commission
96	Francis Agbewu	Fisheries Commission
97	Francis Akorlor	Fisheries Commission
98	Gifty Dorkenu-Oeku	Fisheries Commission
99	Godfred Hann	Fisheries Commission
100	Grace Tei	Fisheries Commission
101	Ivy Clottey	Fisheries Commission
102	Jennifer Elorm Viglo	Fisheries Commission
103	Joana Twumasi	Fisheries Commission
104	Kwame Nettesheim Damoah	Fisheries Commission
105	Mary Nkansa	Fisheries Commission
106	Mathew Cofie Oyih	Fisheries Commission
107	Matilda Ajakameh	Fisheries Commission
108	Matilda Quist	Fisheries Commission
109	Noah Aziabu	Fisheries Commission
110	Patrick Tawiah	Fisheries Commission
111	Paul Bannerman	Fisheries Commission

	<b>Name of Participant</b>	<b>Organisation</b>
112	Philothea Osei-Bonsu	Fisheries Commission
113	Promise Gavor	Fisheries Commission
114	Richner Odonkor	Fisheries Commission
115	Salahudeen A. Mustapha	Fisheries Commission
116	Olivia Horvey	Fisheries Commission
117	Rhoda Obeng	Fisheries Commission
118	Theodore Kwadjosse	Fisheries Commission
119	Francis Barnes	Fisheries Commission
120	Muna Naa Amoo	Fisheries Commission
121	Thomas Insaidoo	Fisheries Commission
122	Samuel Duodu Manu	Fisheries Commission
123	Josephine Laryea Asare	Fisheries Commission
124	Richard Yeboah	Fisheries Commission
125	Hawa Bint Yaqub	Fisheries Commission
126	Godfrey Baidoo-Tsibu	Fisheries Commission
127	Hannah Ansah	Fisheries Commission
128	Eric Tetteh	Fisheries Commission, Board
129	Francis Amevenku (Dr)	Fisheries Commission, Board
130	James Amarah Amartey	Fisheries Commission, Board
131	Ralph Quaye	Fisheries Commission, Board
132	Steve Amissah (Prof.)	Fisheries Commission, Board
133	John Farmer	Fisheries Commission, Board
134	Emmanuel Mantey Mensah	Fisheries Commission, Board Chairman
135	Michael Arthur-Dadzie	Fisheries Commission, Director
136	Hannah Agyei-Boakye	Fisheries Commission, Regional Director - Ashanti
137	Gideon Boakye	Fisheries Commission, Regional Director - Eastern
138	John Scott Apawudza	Fisheries Commission, Regional Director- Gt. Accra
139	Kofi Amador	Fisheries Commission, Regional Director- North/U. East
140	Jescitan Tetteh Sanakey	Fisheries Commission, Regional Director- U,West
141	Christian Nii-Aponsah	Fisheries Commission, Regional Director - Volta
142	Alex Sarbah	Fisheries Commission, Regional Director- Western
143	Patricia Markwei	Fisheries Consultant
144	John Kennedy Attipoe	Fisherman
145	Joseph Kwanenah	Fisherman
146	Kwabla Moyibor	Fisherman
147	Kwamena Bentum	Fisherman
148	Odoi Pekoh	Fisherman
149	Evelyn Osei Bonsu	Fishmonger

	<b>Name of Participant</b>	<b>Organisation</b>
150	Ama Alazoah	Fishmonger
151	Josephine Thomson	Fishmonger
152	Gifty Agbeti	Fishmonger Kpando
153	Tekpor Mavis	Fishmonger Kpando
154	Elizabeth Nortey	Fishmonger, Kpone
155	Grace Charway	Food and Agriculture Organisation (FAO)
156	Kyei Yamoah	Friends of the Nation
157	Theophilus Boakye Yiadom	Friends of the Nation
158	Kojo Sortoh-Mensah	Ghana Industrial Trawlers Association
159	Jerome Deamesi	Ghana Industrial Trawlers Association
160	Richster Amarfio	Ghana Industrial Trawlers Association
161	Sammy Nii Okai Quaye	Ghana Industrial Trawlers Association
162	Emmanuel Nii Botchway	Ghana Inshore Fishermen Association
163	William Victor Woode	Ghana Inshore Fishermen Association
164	Tuinese Amuzu	Ghana Institute of Management & Public Admin.
165	Andrew Kyei Agyare	Ghana Institute of Management & Public Admin.
166	Ashai Mensah	Ghana National Canoe Fishermen Council
167	Charles Ansah-Okyere	Ghana National Canoe Fishermen Council
168	Edwin Antwi	Ghana National Canoe Fishermen Council
169	Emmanuel Dogbey	Ghana National Canoe Fishermen Council
170	Evans Dadzie	Ghana National Canoe Fishermen Council
171	John Donkor	Ghana National Canoe Fishermen Council
172	John Mensah	Ghana National Canoe Fishermen Council
173	Jojo Solomon	Ghana National Canoe Fishermen Council
174	Joseph Aggrey Cudjoe	Ghana National Canoe Fishermen Council
175	Kojo Akomany	Ghana National Canoe Fishermen Council
176	Kojo Essel	Ghana National Canoe Fishermen Council
177	Kojo Imbeah	Ghana National Canoe Fishermen Council
178	Kow Abrado	Ghana National Canoe Fishermen Council
179	Kow Gharthey	Ghana National Canoe Fishermen Council
180	Kwame Osabaako	Ghana National Canoe Fishermen Council
181	Kwame Quartey	Ghana National Canoe Fishermen Council
182	Kweku Bondzie	Ghana National Canoe Fishermen Council
183	Kweku Efissah	Ghana National Canoe Fishermen Council
184	Kwesi Nyasemahe	Ghana National Canoe Fishermen Council
185	Maxwell Pratt	Ghana National Canoe Fishermen Council
186	Mike Abaka Edu	Ghana National Canoe Fishermen Council
187	Nana Ansah Mesi	Ghana National Canoe Fishermen Council

	<b>Name of Participant</b>	<b>Organisation</b>
188	Nana Asamoah Entsie	Ghana National Canoe Fishermen Council
189	Nana Ato Quainoo	Ghana National Canoe Fishermen Council
190	Nana Bobo Ewusi	Ghana National Canoe Fishermen Council
191	Nana Caiquo	Ghana National Canoe Fishermen Council
192	Nana Duncan Williams	Ghana National Canoe Fishermen Council
193	Nana Efrimu IV	Ghana National Canoe Fishermen Council
194	Nana Kow	Ghana National Canoe Fishermen Council
195	Nana Kwame Yaw Ababio III	Ghana National Canoe Fishermen Council
196	Nana Kwamena Asaidu	Ghana National Canoe Fishermen Council
197	Nana Kwamena Kaya	Ghana National Canoe Fishermen Council
198	Nana Kwesi Abaka	Ghana National Canoe Fishermen Council
199	Nana Kwesi Ackon	Ghana National Canoe Fishermen Council
200	Nana Kwesi Opakoh	Ghana National Canoe Fishermen Council
201	Nana Ofori Otchie	Ghana National Canoe Fishermen Council
202	Nene Amedarlor George	Ghana National Canoe Fishermen Council
203	Nene Divine Obubuafo	Ghana National Canoe Fishermen Council
204	Nene Raymond Woliatse	Ghana National Canoe Fishermen Council
205	Nii Ashitey Odametey	Ghana National Canoe Fishermen Council
206	Nii Djamlodja VI	Ghana National Canoe Fishermen Council
207	Obeng Sakyi	Ghana National Canoe Fishermen Council
208	Paul Amoh	Ghana National Canoe Fishermen Council
209	Peter Ebambey	Ghana National Canoe Fishermen Council
210	Sagoe Ezekele	Ghana National Canoe Fishermen Council
211	Samuel Nawobie Gbambey	Ghana National Canoe Fishermen Council
212	Samuel Wilson	Ghana National Canoe Fishermen Council
213	Seth Kedey	Ghana National Canoe Fishermen Council
214	Stephen Dabukah	Ghana National Canoe Fishermen Council
215	Stephen Mensah	Ghana National Canoe Fishermen Council
216	Torgbui Tigie	Ghana National Canoe Fishermen Council
217	Nana Mensah-Bonsu	Ghana National Canoe Fishermen Council
218	Nana Prah	Ghana National Canoe Fishermen Council, Sekondi
219	Jerry Adjetej Adjei	Ghana National Canoe Fishermen Council, Tema
220	John Dickson Eshun	Ghana National Canoe Fishermen Council, Tema
221	Joseph Ebambey	Ghana National Canoe Fishermen Council, Tema
222	Kwadwo Kwansa	Ghana National Canoe Fishermen Council, Tema
223	Nana Ibrahim Quansah	Ghana National Canoe Fishermen Council, Tema
224	Nii Tetteh Mator	Ghana National Canoe Fishermen Council, Tema
225	Torgbui Emmanuel Tettey	Ghana National Canoe Fishermen Council, VR

	<b>Name of Participant</b>	<b>Organisation</b>
226	Nana Obrenu Dabum III	Ghana National Canoe Fishermen Council/CR
227	Nana Konduah Kojo	Ghana National Canoe Fishermen Council/WR
228	Ebenezer Kwame Yirenkyi	Ghana Navy/Fisheries Enforcement Unit
229	Andrews Agyekumhene	Ghana Wildlife Division
230	Moses Sam	Ghana Wildlife Division
231	Bernard Azane	Ghana Wildlife Society
232	Eric Moore	Global Marine
233	Peter Kyei	God Is Good, Sekondi
234	Irene Azaratu Karimu	Gomoa East District Assembly
235	Vida Awuku	Gomoa West District Assembly
236	Cephas Asare	Hen Mpoano
237	Stephen Kankam	Hen Mpoano
238	Kofi Agbogah	Hen Mpoano/SFMP
239	Raymond Ashiaquaye	Hook And Line Association, Sekondi
240	Kodjoe Dekpo	Keta Municipal Assembly
241	Prince Tagbor	Keta Municipal Assembly
242	Williams Ayitevi	Ketu South Municipal Assembly
243	Mavis Tekpor	Kpando Torkor
244	Lugman Sulyman	Kpone Katamanso District Assembly
245	Nii Tetteh Ashong	KTG
246	Frank Korli	Land Use and Spatial Planning Authority
247	Raphael Fiove	Land Use and Spatial Planning Authority
248	Sandra Asiamah	Marine Police
249	Supt. Antwi Ababio	Marine Police
250	Enock Boadu Amo	Min. of Fisheries & Aquaculture Devevelopment
251	Raymond Babanawo	Min. of Fisheries & Aquaculture Dev.
252	Alfred Tetebo	Min. of Fisheries & Aquaculture Dev. - Advisor
253	Francis Nunoo (Prof)	Min. of Fisheries & Aquaculture Dev. - Chief Director
254	Francis Ato Codjoe (Hon)	Min. of Fisheries & Aquaculture Dev. - Dep. Minister
255	Elizabeth Afoley Quaye (Hon)	Min. of Fisheries & Aquaculture Dev. - Minister
256	Ebenezer Walker	Ministry of Food & Agriculture
257	Nana Benyin Apetempe	Ministry of Food & Agriculture, Kommenda
258	Alphonsus Arthur	National Commission for Civic Education
259	Danabsin Naandam	National Commission for Civic Education
260	Francis Arloo	National Commission for Civic Education
261	Gladys Osman	National Commission for Civic Education
262	John Michael Aggrey	National Commission for Civic Education

	<b>Name of Participant</b>	<b>Organisation</b>
263	Sophia Arthur	National Commission for Civic Education
264	Ama Mbreyeh	National Fish Processors & Traders Association
265	Beatrice Markwei	National Fish Processors & Traders Association
266	Cecilia Amedey	National Fish Processors & Traders Association
267	Comfort Yamekye	National Fish Processors & Traders Association
268	Cynthia Commey	National Fish Processors & Traders Association
269	Delashie Agboka	National Fish Processors & Traders Association
270	Diana Nortey	National Fish Processors & Traders Association
271	Doris Ahadzie	National Fish Processors & Traders Association
272	Edith Osabutey-Okumo	National Fish Processors & Traders Association
273	Efua Badu	National Fish Processors & Traders Association
274	Ekua Korkor	National Fish Processors & Traders Association
275	Emelia Abaka-Edu	National Fish Processors & Traders Association
276	Eva Atitsogbey	National Fish Processors & Traders Association
277	Getrude Cromwell	National Fish Processors & Traders Association
278	Grace Bondzie	National Fish Processors & Traders Association
279	Helen Afi Agbedefu	National Fish Processors & Traders Association
280	Irene Hagan	National Fish Processors & Traders Association
281	Judith Ayitey	National Fish Processors & Traders Association
282	Leticia Dampson	National Fish Processors & Traders Association
283	Margaret Ankamah	National Fish Processors & Traders Association
284	Margaret Petiafo	National Fish Processors & Traders Association
285	Mary Adzageli	National Fish Processors & Traders Association
286	Mary Kai Duah	National Fish Processors & Traders Association
287	Mary Otoo	National Fish Processors & Traders Association
288	Nana Apentsin III	National Fish Processors & Traders Association
289	Nana Kwameba Tiase	National Fish Processors & Traders Association
290	Philomena Aidoo	National Fish Processors & Traders Association
291	Regina Solomon	National Fish Processors & Traders Association
292	Rejoyce Darko	National Fish Processors & Traders Association
293	Rose Mensah	National Fish Processors & Traders Association
294	Rosemary Adziglo	National Fish Processors & Traders Association
295	Stella Quianoo	National Fish Processors & Traders Association
296	Sussana Bissue	National Fish Processors & Traders Association
297	Theresa Freeman	National Fish Processors & Traders Association
298	Thomas Suapim	National Fish Processors & Traders Association
299	Daniel Owusu	National Fisheries Association of Ghana (NAFAG)
300	Gideon Abotsi	National Inland Canoe Fishermen Association

	<b>Name of Participant</b>	<b>Organisation</b>
301	Richard Adamali Kpodo	National Inland Canoe Fishermen Association
302	Christopher Tsifodze	National Inland Canoe Fishermen Association
303	Jacob Tetteh Ageke	National Inland Canoe Fishermen Association
304	Justina Amandeh	New Bakanta
305	Ben Armah	Ningo Prampram District Assembly
306	Awulae Annor Adjaye III	Param. Chief/President, Western Nzema Trad. Council
307	Nana Kwesi Agyeman IX	Paramount Chief, Dixcove
308	Nana Kobina Nketsia V	Paramount Chief, Essikado
309	George Arthur	Pra Co-management Committee
310	Elizabeth Koomson	Pra Co-management Committee.
311	Ernestina Martey	Prampram Fishmongers Cooperative
312	Francis Mensah	Registrar Lower Dixcove Traditional Area
313	John Jingo Amenakpor	Rep. of Togbui Dzelu, Dzelukope
314	Nana Nyarko Ansah II	Safohene - Amoanda, Elmina
315	Napoleon Otoo	Secretary to Chief Fisherman
316	Sixtus Awortwe Baidoo	Secretary to Kommenda Chief Fisherman
317	Andrew Nyameke	Secretary, Asanda
318	Daniel Essel	Sekondi Takoradi Metropolitan Assembly
319	Helena Ampiah	Sekondi Takoradi Metropolitan Assembly
320	Yirenskyi Appiah	Sekondi Takoradi Metropolitan Assembly
321	John Awortwe	Sekondi Takoradi Metropolitan Assembly
322	Sampson Baafi	Shama Agriculture Department
323	Nathaniel Adzotor	South Dayi District Assembly
324	Owusu Okutu	South Tongu District Assembly
325	Jonathan Gokah	The Development Institute
326	Cosmos Appiah-Amponsah	Town and Country Planning Department
327	Nana Abor Yamoah II	Traditional Chief
328	Degraff Turkson	Traditional Council
329	K.D. Tetteh III	Traditional Council
330	Edmund Fiifi Enchill	Tullow Oil
331	Juliet Amoh	Tullow Oil
332	Josephine Ackah	United Civil Soc. Organisations for National Dev.
333	Prof. Kobina Yankson	University of Cape Coast
334	Delali Gamor	University of Cape Coast
335	Divine Hotor	University of Cape Coast
336	Godfred Ameyaw	University of Cape Coast
337	Jemima Kassah	University of Cape Coast



	<b>Name of Participant</b>	<b>Organisation</b>
338	Jennifer Eshilley	University of Cape Coast
339	Michelle Clottey	University of Cape Coast
340	Donald Berces	University of Florida
341	Prof. Patrick Ofori-Danson	University of Ghana
342	Dorcas Asaah Peprah	University of Ghana
343	Abusadiq Yakubu	Western Nzema Traditional Council
344	Isaac Abaidoo	Western Nzema Traditional Council
345	Philip Prah	Western Nzema Traditional Council
346	Joseph Coppson	Western Regional Coordinating Council
347	Nyaneba Nkrumah	World Bank/Accra

DRAFT