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# SUSTAINABLE FISHERIES MANAGEMENT PROJECT (SFMP)

## Report on Meeting with the Parliamentary Select Committee on Food, Agriculture and Cocoa Affairs



August 2016

THE  
UNIVERSITY  
OF RHODE ISLAND  
GRADUATE SCHOOL  
OF OCEANOGRAPHY



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**Cover Photo:** Members of Parliamentary Select Committee on a boat ride at the Volta Estuary. (Photo Credit- Patricia Aba Mensah)

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SNV: <http://www.snvworld.org/en/countries/ghana>

## ACRONYMS

CCM	Centre for Coastal Management
CEWEFIA	Central and Western Fishmongers Improvement Association
CPR	Common Pool Resources
CPUE	Catch Per Unit Effort
CRC	Coastal Resources Centre
DFAS	Department of Fisheries and Aquatic Sciences
EJF	Environmental Justice Foundation
FC	Fisheries Commission
FCWC	Fisheries Committee for West and Central Gulf of Guinea
FON	Friends of the Nation
GIFA	Ghana Inshore Fishermen Association
GITA	Ghana Industrial Trawlers Association
GMT	Greenwich Mean Time
GNCFC	Ghana National Canoe Fishermen Council
GRT	Gross Tonnage
ICCAT	International Committee for the Conservation of Atlantic Tunas
IEZ	Inshore Exclusion Zone
IUU	Illegal, Unreported and Unregulated
MoFAD	Ministry of Fisheries and Aquaculture Development
MP	Member of Parliament
MPAs	Marine Protected Areas
NAPFTA	National Fish Processors and Traders Association
NFMP	National Marine Fisheries Management Plan
NGOs	Non-Governmental Organizations
SFMP	Sustainable Fisheries Management Project
TCPD	Town and Country Planning Department
UCC	University of Cape Coast
URI	University of Rhode Island
USD	United States Dollars
VMS	Vessel Monitoring System

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## **INTRODUCTION**

A meeting was held between the Parliamentary Select Committee on Food, Agriculture and Cocoa Affairs, USAID/Sustainable Fisheries Management Project (SFMP) and Fisheries Commission and on 30-31 July, 2016 at Aqua Safari Resort in Ada.

The meeting begun on Saturday 30 July 2016 at 10.00 GMT and presided over by Honourable Gabriel Essilfie, the Chairman of the Food, Agriculture and Cocoa Affairs Committee of Parliament. Thirteen out of the 22 members of the Committee were present (see participants list)

USAID/SFMP was represented by 4 persons (Dr. Brian Crawford, Chief of Party, Mr. Najih Lazar, (Senior Fisheries Advisor) Mr. Kofi Agbogah (Director Hen Mpoano and National Activities Managers) and Patricia Aba Mensah (Communications Specialist), while MoFAD/Fisheries Commission was represented by Mr Thomas Insaadoo (Deputy Director, in charge of Projects). Also present was a representative of the Ada Clam Miners Association – Mr. Amartey Kofi Korley. The meeting was supported by the Parliamentary Service Corps.



## 1. WELCOME STATEMENTS

### Statement by Kofi Agbogah, National Activities Manager, SFMP

Mr Agbogah welcomed participants to the retreat and explained that the purpose of the meeting was to brief the Parliamentary Select Committee on fisheries sector issues particularly the state of Ghana's marine fisheries and current challenges. His expectation was that by the end of the two days the Parliamentarians would understand in greater detail the challenges of the fisheries sector particularly the state of the small pelagic fisheries resources.



Figure 1. Mr. Kofi Agbogah

### Statement by Hon. Gabriel Essilfie - Chairman, Parliamentary Select Committee on Food, Agriculture and Cocoa Affairs.

In a short remark explained why some members were unable to participate as they were engaged in other parliamentary assignments. He encouraged members to fully participate in the discussions on the fisheries sector issues to be presented so that much could be achieved within the 2 days. He underscored:

- the important role of fish plays in the lives of Ghanaians
- the role SFMP is playing to ensure the rebuilding of fish stocks for the future
- his expectation that the work of the SFMP would lead to behaviour change of fisher folk particularly improved sanitation on the beaches.



Figure 2. Hon. Gabriel Essilfie

### Statement by Dr. Brian Crawford, Chief of Party, USAID/SFMP

On behalf on the American people, USAID and the Coastal Resources Centre (CRC) of the University of Rhode Island, welcomed the parliamentarians to the retreat. He explained that USAID works to support the government of Ghana within an apolitical framework and was happy of the bi-partisan presence of legislators. He said the forum was an opportunity for the legislators to pick on the expertise available at SFMP and also to provide them with pointers to global best practices in fisheries management to aid their decision making, noting that SFMP was there to advice, support, facilitate and



Figure 3. Dr. Brian Crawford

build capacity of organizations and individuals in the fisheries sector.

He expected that by the end of the retreat, the legislator will have learned more about the key challenges in the fisheries and how they can help improve on fisheries management in Ghana through improved legislation.

**Statement by Thomas Insaidoo - Ministry of Fisheries and Aquaculture Development (MoFAD) / Fisheries Commission**

On behalf of Ministry of Fisheries and Aquaculture Development and the Fisheries Commission also welcomed the Select Committee and thanked them for participating in the retreat. He underscored the challenges facing the fisheries sector noting that the Ministry and the Fisheries Commission (FC) were doing their best to make fish available to the people. He recalled the huge investments in the fisheries sector by developing partners including the USAID and World Bank and was positive these investments would be harnessed to turn things around and together rebuild the fish stocks of Ghana.



**Figure 4. Thomas Insaidoo**

## 2. PRESENTATIONS

There were seven (7) presentation sessions. Each presentation was followed by discussions.

### Presentation 1: Brian Crawford - Overview of USAID Ghana Sustainable Fisheries Management Project (SFMP)

#### Highlights:

- The SFMP is a product of President Obama's Feed the Future initiative and it is focused on the fish that feeds ordinary people, i.e. small pelagic fish (Sardinella, Mackerel and Anchovy related fishes)

### OUTCOMES EXPECTED

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- Improved profitability in the post-harvest value chain benefiting thousands of women
- Significant declines in IUU fishing from strengthened law enforcement
- Improved voluntary compliance with rules through participatory decision making
- A new Fisheries Act that allows co-management & use rights
- Recoup tens of thousands of MTs of food protein supply annually
- Improved profitability of the sector overall


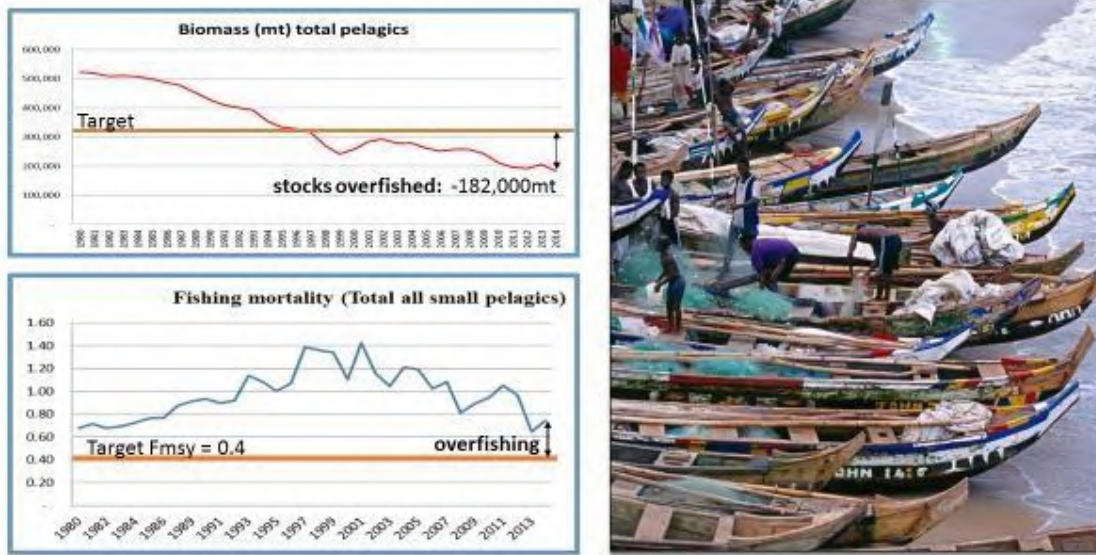


Figure 5. SFMP Expected outcomes

- The goal of the SFMP is to rebuild the small pelagic stock which is important for food security.
- The SFMP support covers activities of Ministry of Fisheries and Aquaculture Development (MOFAD), Fisheries Commission (FC), Town and Country Planning Department (TCPD) and a parallel arrangement to support capacity development of University of Cape Coast (UCC) Department of Fisheries and Aquatic Sciences and Centre for Coastal Management
- The University of Rhode Island (URI) is the main implementer of the project and sub recipients are some Ghanaian NGOs (Hen Mpoano, Central and Western Fishmongers Improvement Association (CEWEFIA) and Friends of the Nation (FON). The others are international NGOs (SNV and SSG Advisors)
- The cost of the project is USD 24 Million and the Project spans the period 2014-2019

**Small Pelagics:**  
 Not enough fish in the sea (stocks) to produce high yields and  
 too much fishing pressure prevents stocks from rebuilding



**Figure 6. Small pelagics**

**Project focus:**

- Engage of fisheries stakeholders on pertinent issues related to the small pelagics
- Improve compliance with the fisheries laws
- Support revision of the fisheries laws
- Support the development of collaborative fisheries management.

**Importance of Small Pelagic fish**

- Over a quarter of fish landed worldwide are small pelagics.
- The small pelagic fish constitute over 70% of the fish landed in Ghana and it is important for the Ghana canoe sector.
- Small Pelagics are also important in terms of nutritional.
- Dependence and fish contributes to food security. They have high quality and important nutrients for mothers and infants.
- Small pelagic stocks are in steep decline.
- The heartbeat of the small pelagic fisheries can be compared with a dying patient.
- If the small pelagic fisheries collapses, communities will collapse.

**Issues that threaten the fishery**

- Open access - anybody can build a canoe and go for fishing. When there are too many boats, open access becomes a problem and this reduces profitability of the sector.
- When there is too much fishing effort stocks begin to decline.
- More boats mean user conflicts.
- Subsidies in the fisheries can be dangerous but it is done everywhere.
- Ghana's small pelagic fisheries are in a bad shape.



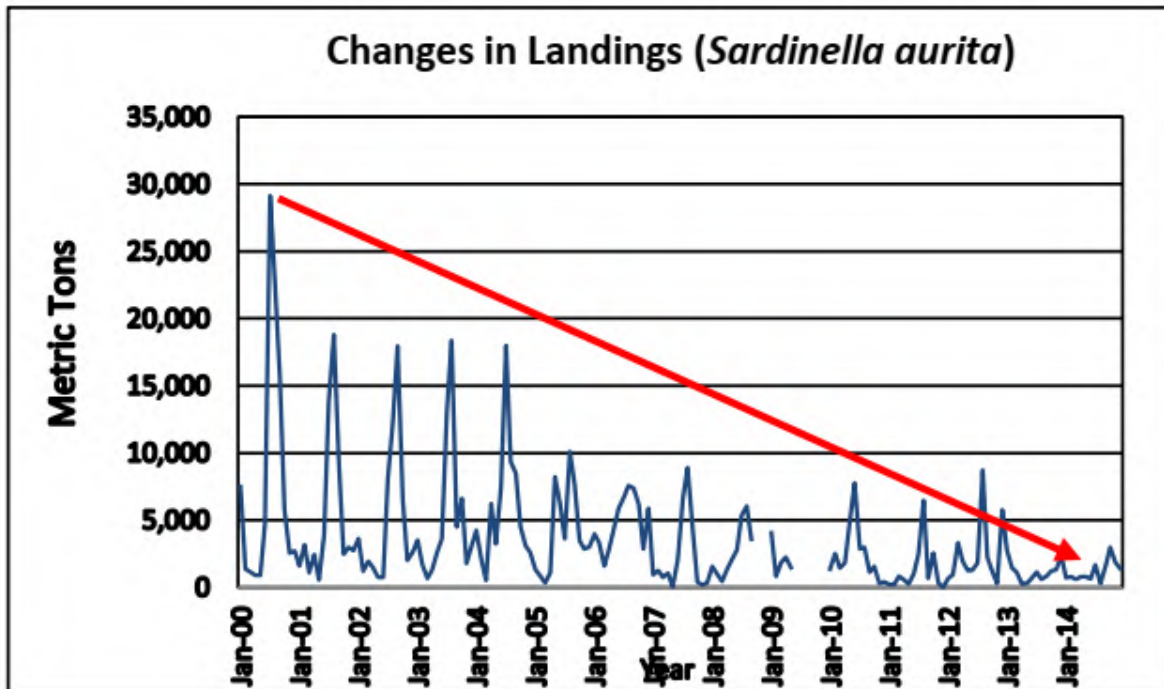


Figure 7. Changes in landings

**Best practices**

- Need to move from open access to managed access.
- Canoe registration and licensing.
- Reduce fishing effort (Reduce the number of canoes and nets on the water).
- Manage the fisheries at the various scales (at the community - eg.clams), nationwide (demersals/pelagics). Also needs regional cooperation, eg. at the FCWC level).
- Collaborative Management and Stakeholder participation.
- Involve stakeholders in decision making.
- Greater engagement with stakeholders for effective decision making.
- Develop policies that can be implemented.

**Global Challenges in Sustaining Wild caught fish food supply**

- Open Access
- Overfishing and Over Capacity
- Poor Governance
- Subsidies
- IUU Fishing

Figure 8. Global challenges

## Challenges for Fisheries Management: Balancing Objectives

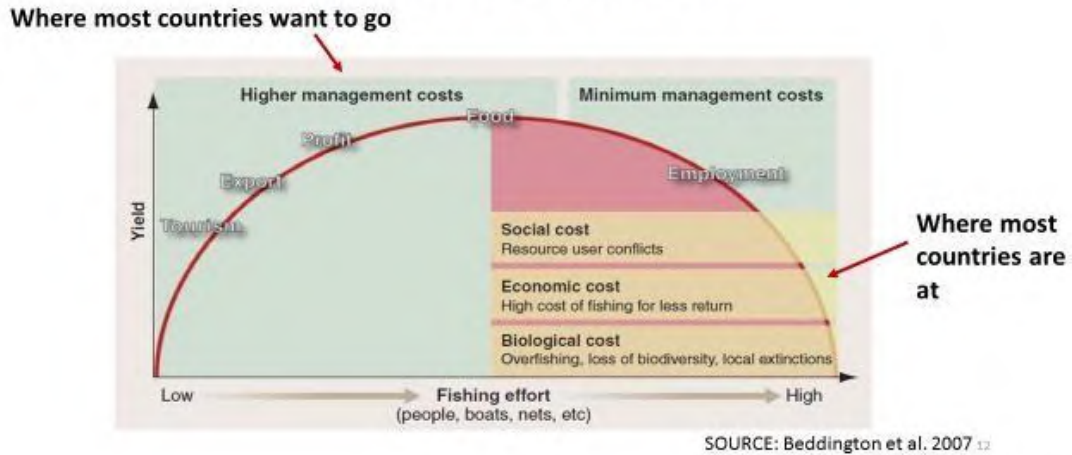


Figure 9. Challenges for fisheries management

### Other Important Highlights.

- Ghana was recently listed as a Tier - 2 country on US Department of State watch list concerning child labor and trafficking.

### Ghana listed by US Dept. of State as a Tier 2 Watch List Country for Trafficking in Persons

- If the government does not fully meet the minimum standards for the elimination of trafficking in persons and fails to provide evidence of increasing efforts to combat severe forms of trafficking in the next year, under U.S. law, Ghana could be subject to an automatic downgrade to Tier 3 in 2017, and become subject to restrictions on U.S. development aid.
- The United States currently provides more than \$140 million per year in development aid to Ghana.
- A downgrade would also jeopardize the Millennium Challenge Compact: \$500 million/year from the USG and \$500 million in additional investment from the private sector to transform Ghana's power sector.
- Downgrade to Tier 3 would not only indicate that the trafficking problem in Ghana is a dire emergency, but it would also be extremely harmful to US-Ghana bilateral development efforts.
- US is encouraging the government of Ghana to focus on increasing its anti-trafficking efforts, for the immediate benefit of Ghanaian trafficking victims and the long-term benefit of all Ghanaians.

Figure 10. Ghana listed as a Tier 2 Watch List country for trafficking in persons

## What is at Risk in Ghana?

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### Contribution to the economy

- 4.5 % of GDP from Fisheries
- Annual yield around 750,000 metric tons
- 84% from the “small-scale” canoe sector

### Livelihoods

- 210,000 direct jobs
- 2.2 million indirect (20 % of workforce)

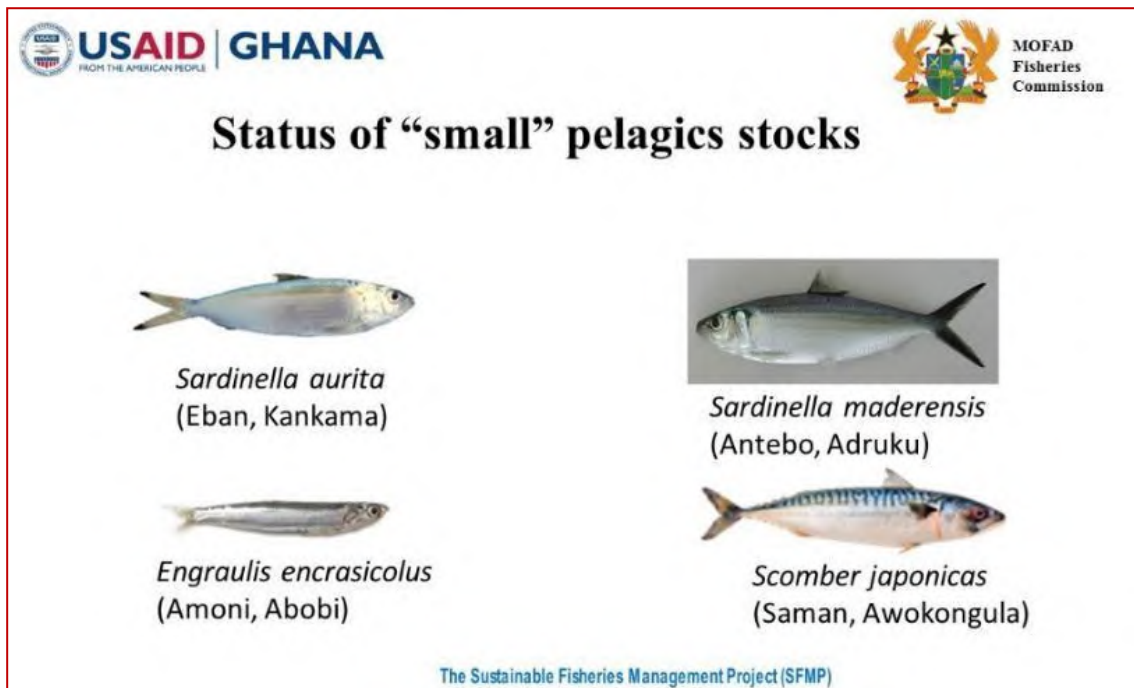
### Food security and nutrition

- Low cost high value food protein supply (small pelagics)
- Fish consumption: 23kg/Person/Year
- 60% animal protein in the Ghana diet is from fish
- High essential micronutrients good for child development

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Figure 11. What is at risk

## Presentation 2: Najih Lazar - State of Ghana's Fisheries



**Figure 12. The status of small pelagic stocks**

Mr Lazar discussed the state of Ghana's fisheries with focus on the following areas.

- Status of stocks (especially Small Pelagics).
- Need to rebuild the stocks and management options available to Ghana.



**Figure 13. Crowded landing site**



### ***Profile of Marine Fisheries of Ghana***

- The marine fisheries sector is the most important source of local fish.
- production, delivering more than 80% of the total supply.
- Over 300 different species of commercially important fish are caught from marine sources in Ghana.
- Most marine fish supply is from artisanal fishery and the most important marine resources are small pelagics (sardinella, anchovy and mackerel).
- Gross value is over \$300 million/year and the total revenues over \$ 0.5 billion.
- Export value over \$100 million/year.
- Direct jobs >200,000 and indirect jobs over 2 million.
- Average consumption 23-26 kg/capita.
- A way of life for coastal communities.

### ***Some facts on Biology, Stock Distribution and Landings***

The biology and distribution of the species were explained.

- **Strong seasonal migratory species**
- **Move in schools of fish from inshore to edge of shelf.**
- **Prefers clear saline water with a minimum temperature below 24°C.**
- **Age and size at maturity (2 years / 15 cm )**
- **Maximum age 5-6 years**
- **One fish can lay more than +50,000 eggs**
- **Feeds mainly on zooplankton, especially copepods**

**Figure 14. Some facts on biology, stock distribution, landings**

- The Small Pelagics occur from Morocco to Namibia.
- The species are migratory and prefer cool waters.
- The size at maturity is 15cm and each matured fish can lay up to 50,000 eggs.
- Canoe that harvest the small pelagics are increasing in numbers while the landing are decreasing.
- There is a deficit of 182,000 mT.
- There is the need for stock rebuilding to make up for the deficit.

- By 1980 stocks were safe and fishing was good and by 2000 Ghana fish was in the buffer zone.

As of 2014 there was both fleet and stock overfishing.

- If current trend continues, the small pelagic stocks will soon collapse and attributed the causes largely to manmade as well as environmental factors. **Consequences of a fishery collapse include:**
  - Loss of revenues.
  - Loss of jobs.
  - Increased Poverty.
  - Loss of food security.
  - Loss of healthy ecosystem.

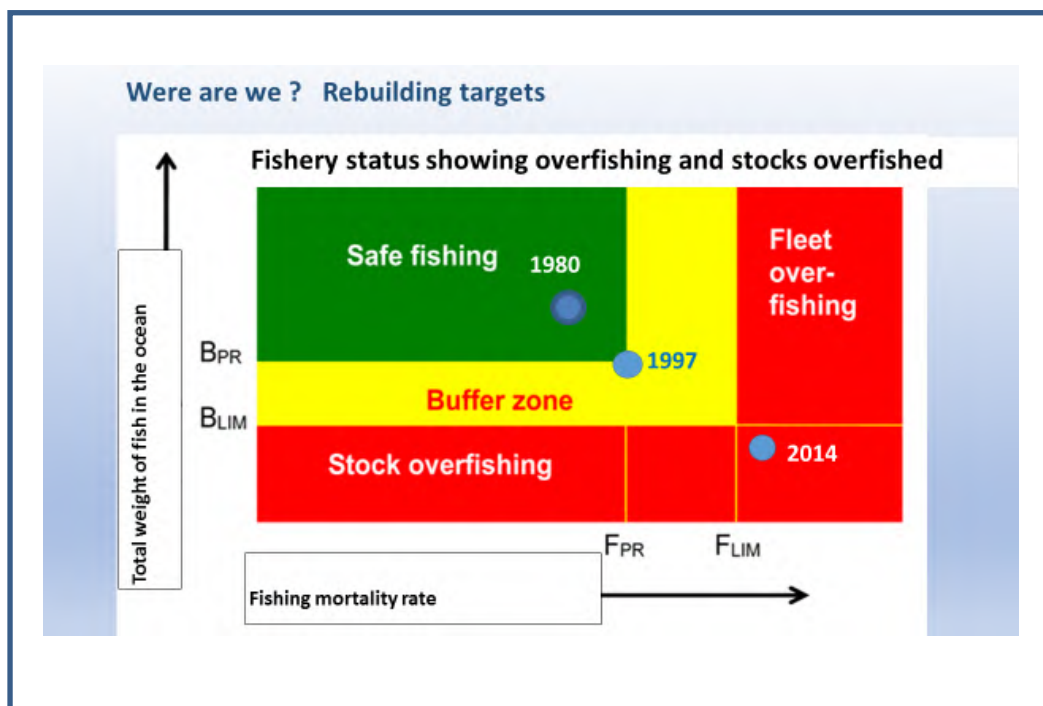


Figure 15. Fishery status

### Reversing the trend

- Ghana must place premium in the implementation of the Ghana National Fisheries Management Plan (2015-2019) and the implementation must be guided by:
  - Maximum Sustainable Yield.
  - Effort control.
  - Legislation.
  - Improved fisheries information.
  - Improved law enforcement.
  - Reducing Ghana's fishing fleet to sustainable levels.

## Biomass trends (tons)

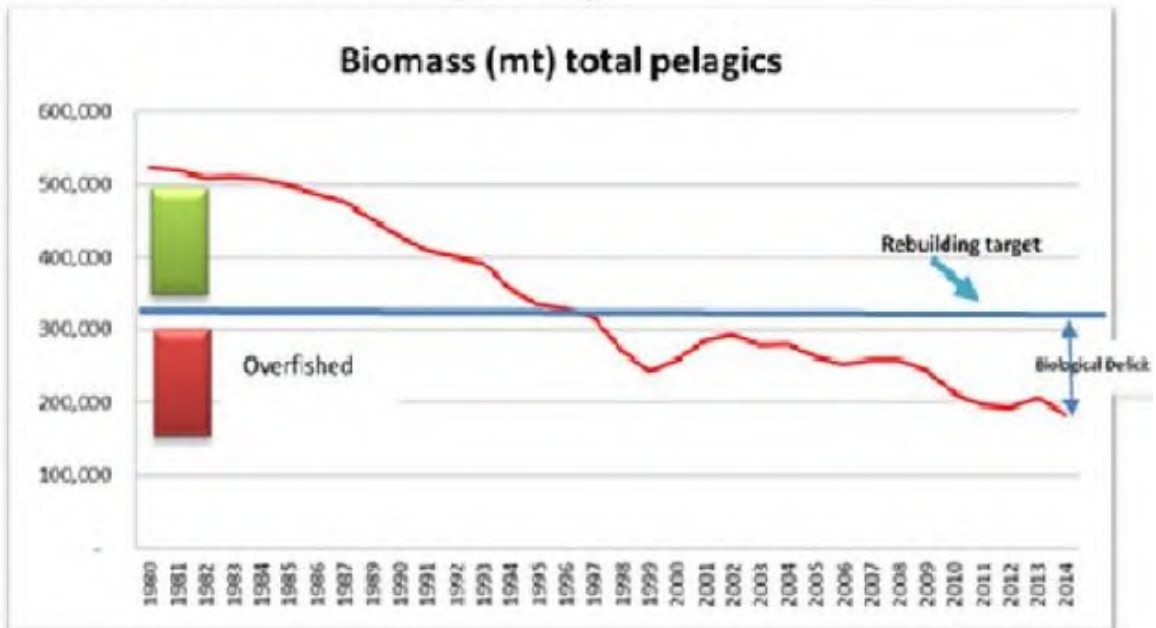


Figure 16. Biomass trends

	No of units in 2014	MSY mt	Units required to sustain fishery	Percent Reduction
Artisanal	> 12,000	239,913	9,095	24%
Inshore	403	13,713	272	32%
Industrial	107	30,637	48	55%

Figure 17. Maximum sustainable yield

### **Presentation 3: Thomas Insaïdoo - The National Marine Fisheries Management Plan.**

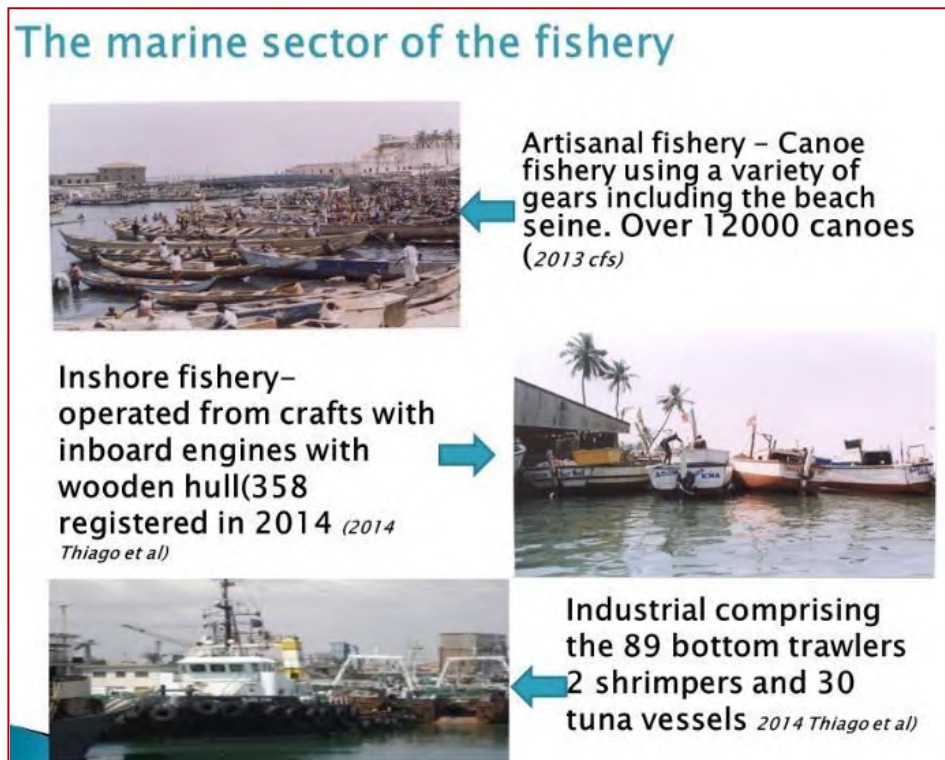
## **OBJECTIVES OF MANAGEMENT PLAN**

- ✓ Ensure a responsible and sustainable use of fish resources
- ✓ Promote methodologies for a minimal impact on the ecosystem;
- ✓ Promotion of economic efficiency of the fishery operation;
- ✓ Broaden the base of the fishery direct and indirect beneficiaries; and
- ✓ Allow for the implementation of efficient and cost effective management plans

**Figure 18. Objectives of management plan**

- Act 625 provides for the preparation of a Fisheries Management Plan. The plan seeks to ensure fish and food security, sustainability, exports and revenue.
- In 1995, the Fisheries Commission attempted to prepare a management plan under the Fisheries Subsector Capacity Building Project as there was the need for a well-managed fishery to avoid overexploitation.
- It is the mandate of the Ministry of Fisheries and Aquaculture Development to formulate policies in consultation with other agencies, and manage and regulate the fisheries.
- Although there are laws and policies, enforcement has been weak and some level of voluntary compliance is required from fishers.
- In collaboration with international partners, Ghana is well placed and have rich resources that needs better management.
- There is boom and bust in the sector and the fisheries appears to be on autopilot due to the open access regime.

## The Fleet and Fisheries



**Figure 19. The marine sector of the fishery**

- All the fleet numbers are going up while catches are going down. The catch of fishermen CPUE (Catch Per Unit Effort) is going down. It is only the Tuna resources, managed by ICCAT which is in good shape.
- The fleet have great capacity to overexploit the resources.
- Three types of fisheries are exploited.
- The small pelagics - mainly exploited by the canoe fishers and it is food for fish for the masses.
- The demersals – including the snappers, groupers, cuttlefish and shrimps. These exploited by the trawlers and are high value fish for export and local consumption.
- The Tuna are targeted by industrial tuna vessels and are mainly for export.

### Key Issues identified

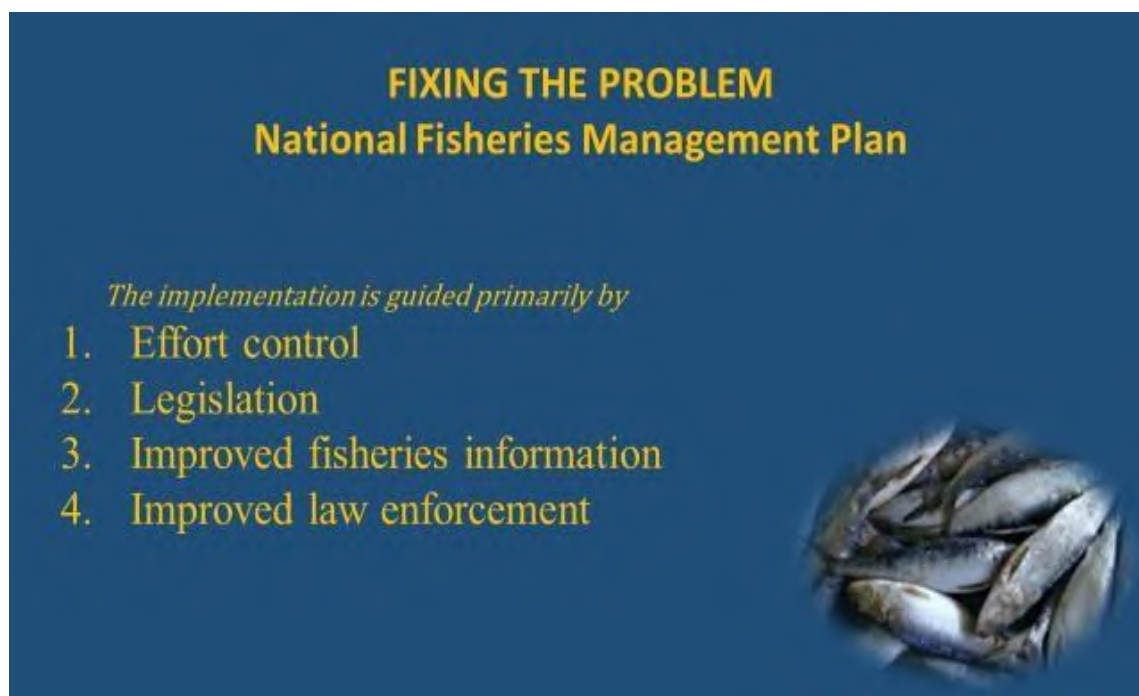
- Inadequate information on Fisheries Biology and Stocks.
- Excessive fishing effort exerted in all fisheries.
- Low levels of protection of marine biodiversity.
- Weak enforcement of fisheries regulations.
- Inappropriate procedures in certifying fish for export.

#### ***What is legal may not be legitimate***

*There are too many illegalities in the fisheries and often times in an attempt to enforce the laws officers have come under attack from fishermen or receive orders from highly placed persons not to arrest or prosecute offenders*



## ***Fixing the Problem***



**Figure 20. Fixing the problem**

- Go back to the science for decision making if not nature will address the problem its own way.
- The causal issues identified include: poor data, overcapacity and over exploitation, and illegal fishing, weak enforcement of policies.

### ***The Plan***

- Five (5) year plan implemented from 2015-2019.
- The plan directs the control of effort, legislation, improved fisheries information and improved enforcement
- Reduce fishing effort through strict implementation of the sanctions framework under the Fisheries (Amendment) Act 2014.
- The plan calls for the setting up of an implementation committee to oversee its implementation.
- Need to reduce fleet numbers through canoe registration and licensing.
- Reduce fishing days by 50% for trawlers over the 5 year period.
- Additional holidays for canoe fishermen.
- Implement closed seasons according to oceanographic data between two upwelling period when fish adults come close to shore to spawn. Closed season for all fleet (up to 4 months).
- Capacity of vessels to be reduced (eg. From 600 to 300 GRT).
- Collaborative or comanagement of the fisheries.
- Establishment of Marine Protected Areas (MPAs).
- Improved social intervention through the implementation of an insurance and pension scheme for fishermen.
- Promoting community group involvement in post- harvest and facilitating business opportunities.

- Active public awareness program through various media to sensitize fishermen to the regulations, including traditional communication mechanisms.

***Demersals (bottom dwelling species) are mainly caught and are of high value and some exported***

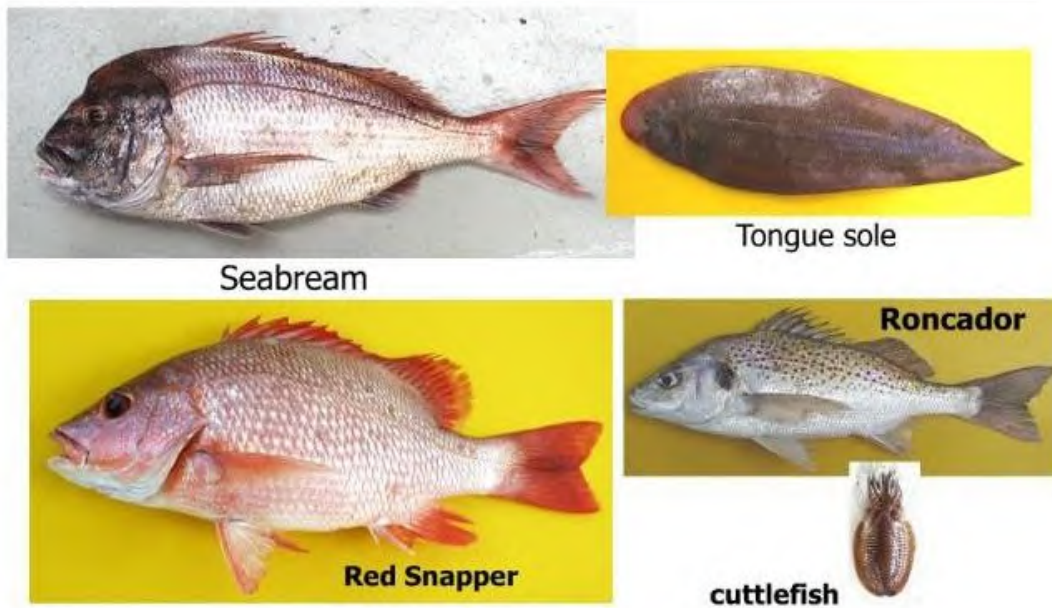


Figure 21. Key bottom dwelling species



Figure 22. Another crowded fishing port

## Presentation 4: Kofi Agbogah - Illegal, Unreported and Unregulated (IUU) Fishing in Ghana.

### Parliamentary oversight of the Laws

- Parliament passed the Fisheries Act 625 in 2002 and has oversight of the law. For example, section 52 of the Act requires that all sea going vessels including canoes must be registered and licensed but this clause has not been invoked since 2002. Thus all canoes on Ghanaian waters are operating illegally.

### Fishing activities

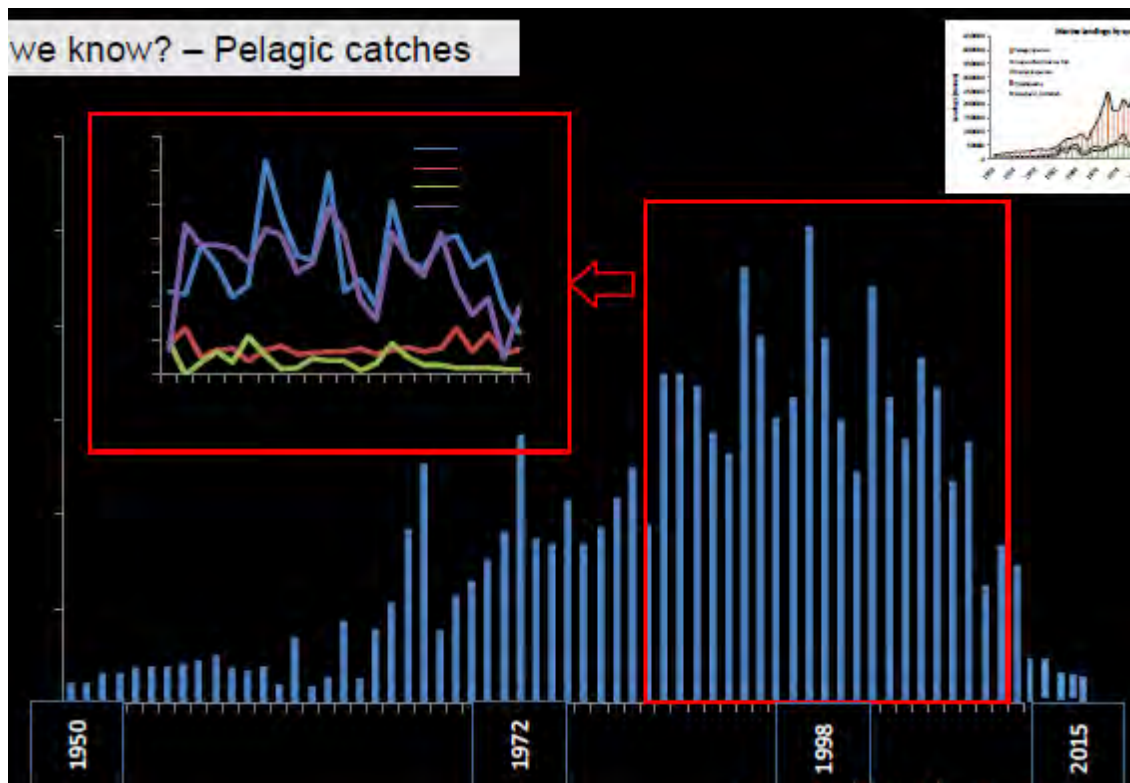


Figure 23. Pelagic catches

- Fishing provides revenues, nutrition, food security and employment.
- Fisheries provides 25% of jobs in Ghana and one fishing boats that lands provides jobs for 7 other persons.
- While population is increasing, fish landings are going down and the total volume of fish (small pelagics) landed in 2015 is about the same quantity landed in 1950 when the population was about 10 times less.

### Illegal Fishing

- Illegal fishing is a global phenomenon.
- It occurs in all oceans of the world, west Africa not an exception.
- Global fish losses to IUU fishing is between US\$10 -23 billion.
- 37% of IUU fishing occurs in West Africa.
- Ghana loses over US\$100 million to IUU Fishing.





Figure 24. Some IUU practices

### ***IUU Fishing***

- Illegal – this is when fishing conducted in contravention with the country’s laws.
- Unreported – Fishing.
- activities that has not been reported or misreported .
- Unregulated – Fishing conducted in the waters of a country without permit or fishing for stocks with no conservation management measures.

### ***Why IUU Fishing***

- Increase in population and the demand for more fish, Too many fishers chasing too few fish, Vessels are operating to realize profit so if there are no controls, they flout the laws, countries have no capacity to monitor the oceans.
- IUU fishing linked to organized crime:
  - Corruption, Drugs, Prostitution, People trafficking, Arms, Name Change on the high seas, Piracy, Bunkering, Human right abuses, murders

### ***IUU Fishing by Canoes***

By law, canoes must be registered and licenses. No canoe is licensed if:

- Use of unapproved nets.
- Use of Chemicals and dynamite.
- Chemicals in fishing are health a hazard to fish eaters.
- When Light Fishing is curtailed a number of associated illegalities will stop.

### ***Trawling versus Pair Trawling***

- Pair trawling was a political issues in 2008 and the activity has been curtailed.
- The Vessel Monitoring System (VMS) monitors activities of all trawlers in Ghana’s waters and can detect pair trawling.
- There is no pair trawling in Ghana currently and pair

- trawling is confused with trawling by a section of the society

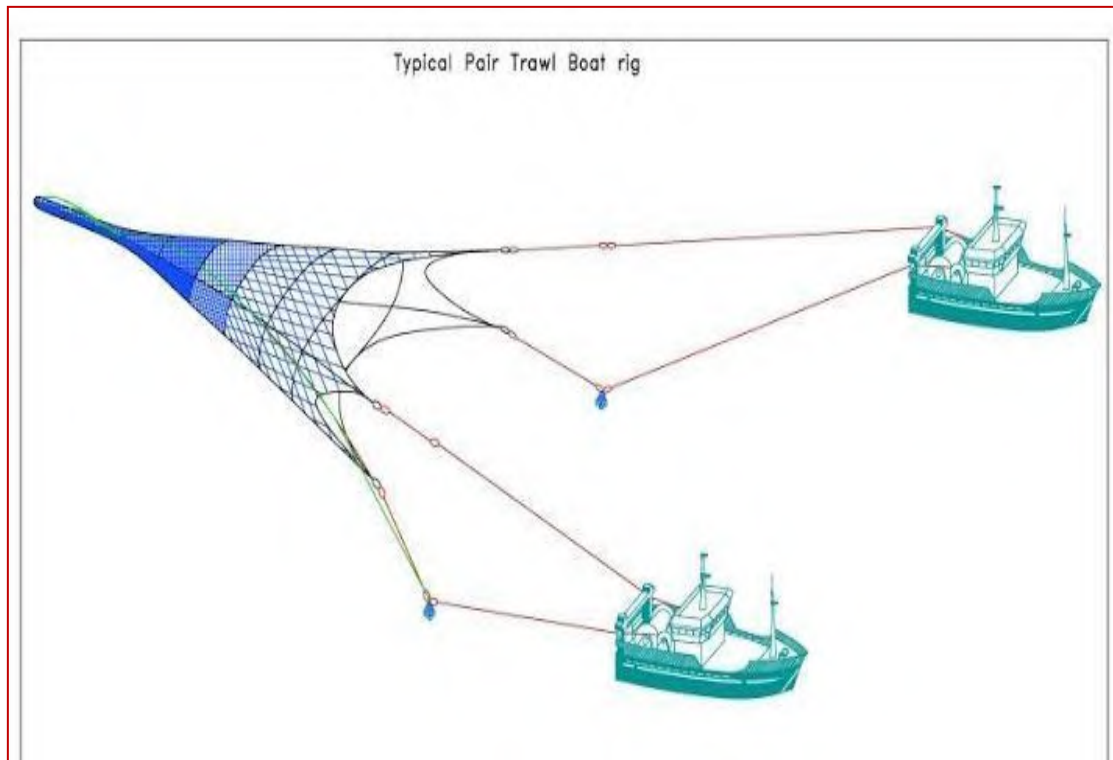


Figure 25. Typical pair trawl boat rig

### Ghana Marine Waters

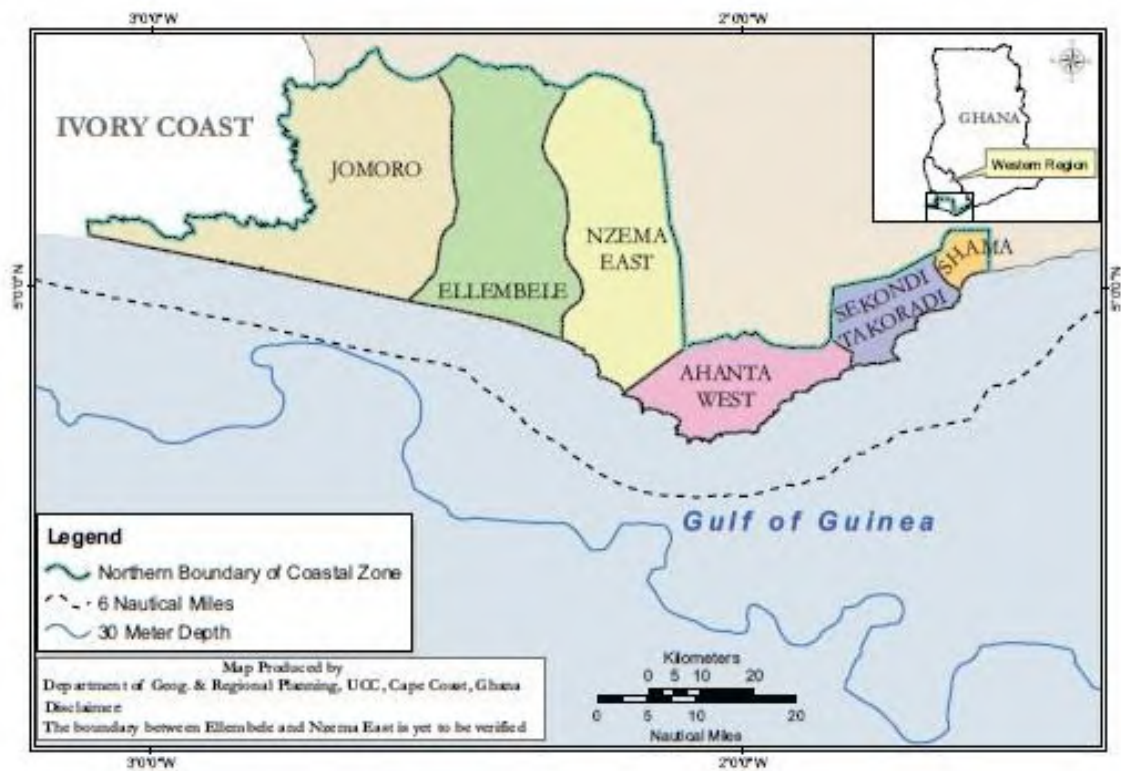


Figure 26. Ghana marine waters

- Inshore Exclusion Zone (IEZ) – is exclusive for canoes and inshore vessels that purse seine. Canoes can however
- fish beyond the IEZ
- The trawlers are licensed to fish beyond the 30m depth or 6 nautical miles
- Trawlers are not allowed in the IEZ
- All trawlers in Ghana are flagged to Ghana. The Asians
- on board are supposed to be working for Ghanaians. They are however the beneficial owners
- Almost all trawlers are involved in Saiko fishing

### **Saiko Fishing**



**Figure 27. Saiko fishing**

- It is organised business and occurs at Apam, Elmina, Sekondi and Axim. It is beginning to show up in other landing ports in the country.
- Saiko is transshipment of fish from one fishing vessel to the other at sea.
- Ghana laws (Act 625, Sect. 132 and LI 1968, Reg. 33) prohibits transshipment.
- Saiko boats go to sea without nets and land fish.
- Saiko landings at Elmina port only in 2014 was estimated to be 5 times more than small pelagics recorded in the national statistics.
- Saiko fish are mainly juveniles and has a very high percentage of small pelagics.
- Trawlers harvest Saiko fish using unauthorized nets against their licensing conditions.

- With Saiko fishing, profits is always assured. This throws genuine fishers out of business.

***Consequences of IUU***

- Short Term: Unsustainable harvest, Loss of fisheries resources, Loss of Income, Distorts the market.
- Long Term: Compromised labor standards, Poor people and communities will be the hardest hit, increased poverty, collapsed communities and damage to marine Ecosystems.



**Figure 28. Fish catch**



## Presentation 5: Amartey Kofi Korley - Traditional Management of the Volta Clams

The representative of the Ada Clam Harvesters Association made a presentation on community/traditional clam management in the Volta river estuary.



Figure 29. The Volta clam

### Highlight

- The Volta clam (*Galatea paradoxa*) abounds in the lower Volta river and estuary.
- It provides livelihood for over 100 clam miners.
- Women dominate the downstream processing and trade.
- Clams are harvested directly from the wild or farmed under water until they are matured.
- There are no government involvement, interventions or rules.
- Clams are traditionally managed through local rules and taboos and self-regulated.
- Non-fishing days and closed season is observed by clam miners.
- Closed season is from December to March.
- The clam farms under water are individually owned.
- No person is allowed to harvest clams from another person's farm.
- There are occasional conflicts between clam miners or between communities.

## THE CLAM FISHERY

- Clam distribution determined by salinity gradient
- Men and Women, Women dominate the downstream
- Traditional fishery and self regulated
- One clam per dive
- Non fishing Days, Closed season, Seasonal fishing
- Conflict mediation
- No Government rules or intervention




Figure 30. The clam fishery



Figure 31. Data collection

## Support from NGO

- Two NGOs, Hen Mpoano and Environmental Justice Foundation (EJF) are supporting the Clam work at the estuary by mapping and plotting of the underwater clam farms and negotiating for the rights and tenure of the clam miners and women processors and traders.

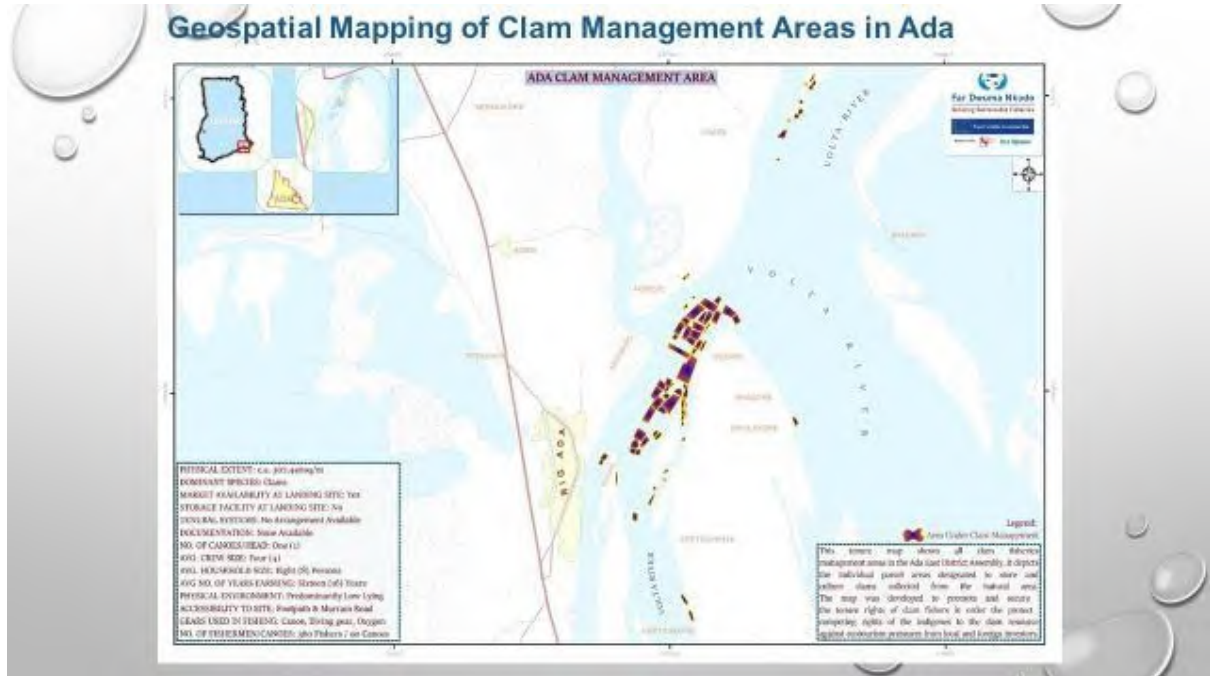


Figure 32. Clam management areas in Ada

## Field Trip (Boat ride)

The session was a boat ride from Big Ada to the Volta Estuary at Azzizanya. The Select Committee was taken on a boat ride to observe clam farms and the harvesting process as well as coastal planning and management. The Members of Parliament received briefing the issues related to calm management and coastal works at the estuary. The MPs observed traditional fisheries management practices. Knowledge about clam growth and how they are caught was explained by the trip by the local clam harvesters.

At Azzizanya they observed coastal works (sea defence structures) and climate changes issues



**Figure 33. Field trip to Ada**



## Presentation 6: Kofi Agbogah - A fisheries Co-management Policy for Ghana

This presentation focused on the development of a co-management policy for Ghana.

### **Background**

#### **Fisheries Comanagement**

- It is a strategy for managing CPR (fisheries) where authority for decision making is shared between government and resource users.
- more effective than top down command and control management systems
- help address some key issues that have emerged in the fisheries sector

**Figure 34. Fisheries co-management**

- Ghana is desirous of implementing a fisheries co-management regime in Ghana
- This desire has been expressed in many government policy documents and international agreements.
- Many of the policies call for stakeholder participation in decision making
- Ghana has practiced co-management in many forms although low key.
- Under the World Bank supported Fisheries Subsector Capacity Building Project, a total of 133 Community Based Fisheries Management Committees were established between 1997 and 2002 in 300 landing sites with various degrees of success and failures.
- Lessons have been learned in the past attempts at implementing co-management.

### **The process**

- From 2012 to date, a number of public dialogues, workshops and discussions have been held to consider how fisheries comanagement should be implemented and stakeholders have been involved in the drafting of the policy.
- The Fisheries Act is not explicit on how comanagement should be implemented.
- A fresh approach to fisheries management: Creating Legal Space for Co-Management.

Goal of Co-management: Rejuvenate and sustain the fisheries resources through the devolution of management decision making from the Centre to local management

### **Fisheries Management in Ghana**

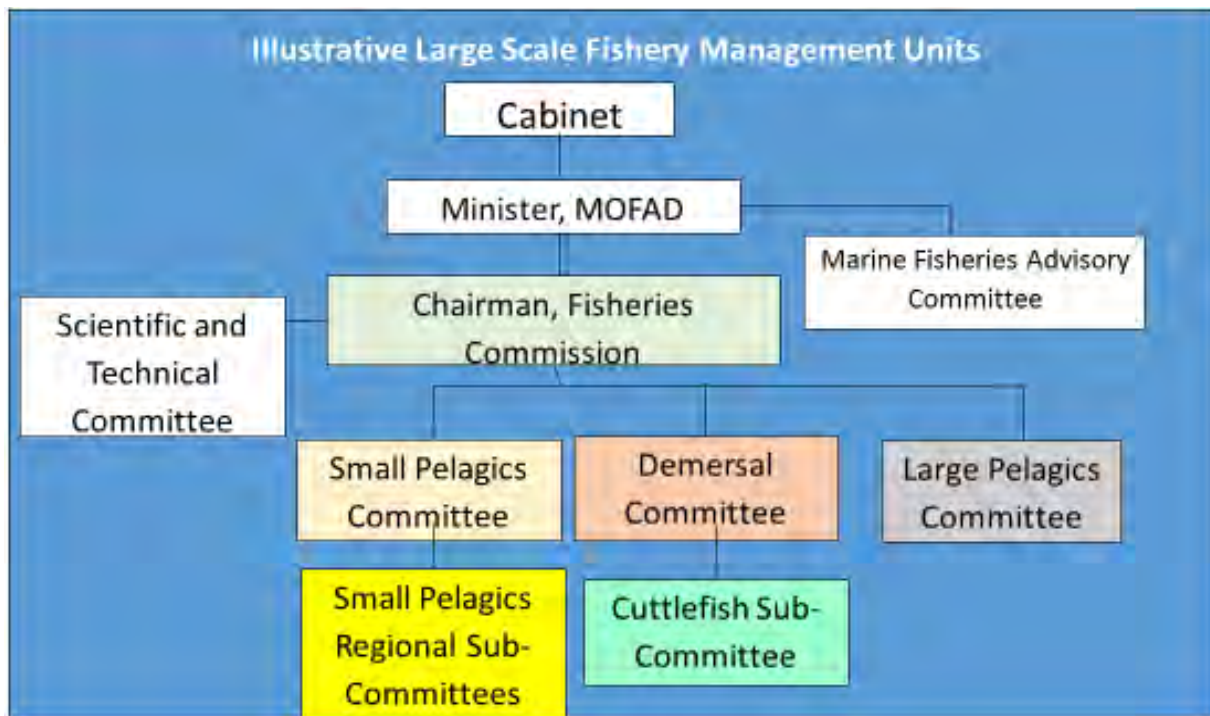
- Central Management.
- Little management by the resource users.
- Collaborative Management or **Co-Management** as a way forward.

### **Fisheries Co-management**

- It is a strategy for managing Common Pool Resources (CPR) including fisheries.
- The current laws and policies provide little guidance of how co-management implemented.
- Need for a new framework that allows for co-management in fisheries management.

The benefits of Co-management include:

- Fishers have day to day local knowledge of the fishery and can
- provide practical solutions to complex problems
- They can develop rules viewed as legitimate with high likelihood of compliance.
- It is a mechanism for community development and participation in solving /addressing community needs.



**Figure 35. Illustrative large scale fishery management units**

### **Strategic Actions**

Policy will seek to devolve some authority to fisheries stakeholders, however, implementation is the responsibility of the Fisheries Commission

### **Comanagement Units**

There shall be two management units:

- Large Scale Units - for the management of small pelagics, large pelagics and demersals
- Small Scale Units – for the management of estuaries, lagoons and lakes

### **Legal Requirements**

To make co-management effective the revised Act should:

- Provide the framework for participatory management
- Direct the establishment of institutional arrangements for co-management
- Provide for the delegation of functions and authority
- Direct how funds are allocated for the operation of co-management committees

## **Ostrom's 8 Design Principles for CPR**

- Defined Group Boundaries
- Rules must match local needs and conditions
- Those Affected by the rules must be involved in the rule making
- Rules made by community must be respected by outsider authorities
- Community people must monitor members behaviours
- There must be graduated sanctions for rule violators
- Easy means for dispute resolution
- Responsibility for governing the CPR must be nested (subsidiarity)



**Figure 36. Ostrom's 8 design principles for CPR**

## **Presentation 7: Patricia Aba Mensah - Building Political Will and Public Support for Fisheries Management**

Ms Mensah, the SFMP Communications Specialist discussed cross cutting communications (the use of various communication tools) as a strategy by the project to reach out to a wide range of stakeholders from the grassroots to the national and international levels.

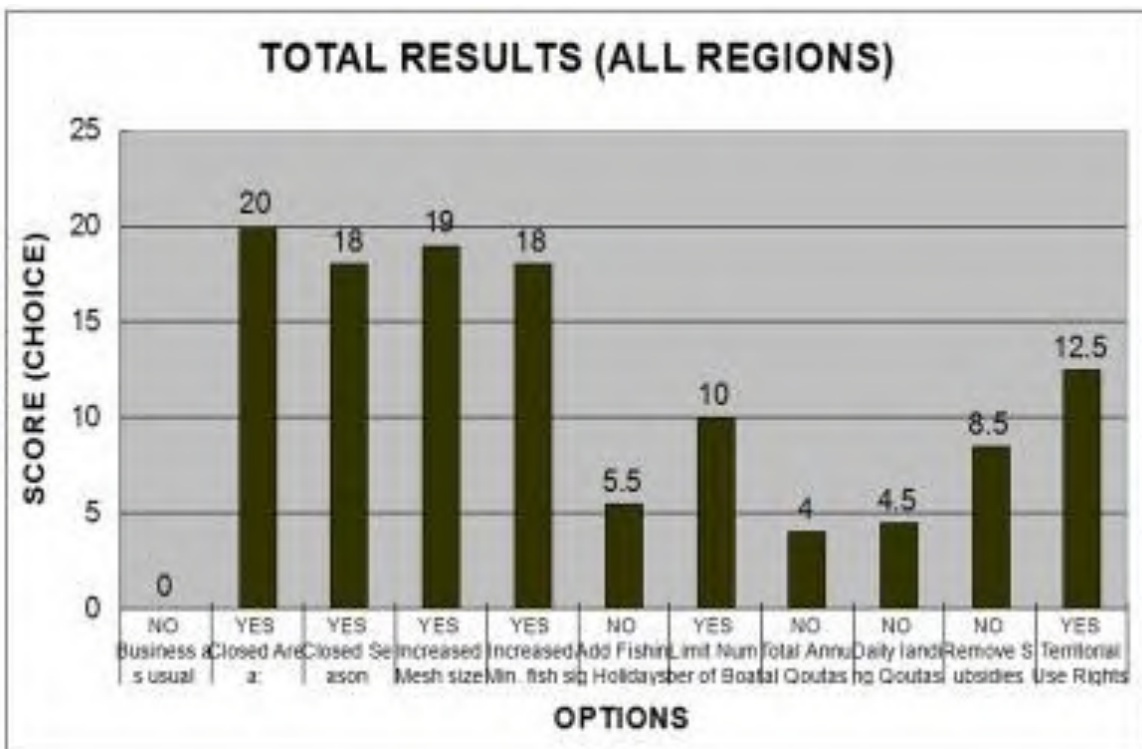


**Figure 37. Communications objectives**

### ***Milestones from 2014-2016***

#### *Small Pelagics Communications Campaign*

- A number of campaigns were promoted in the four coastal regions targeting the Ghana National Canoe Fishermen Council (GNCFC) and the National Fish Processors and Traders Association (NAPFTA) on the various management options for sustainable management of the small pelagic fisheries. Among the various options presented, fishermen noted that 'Business as usual' was not an option.
- Closed Areas and closed season ranked the highest.



**Figure 38. Fisher preferences for management options**

- As part of the communications campaign, some fishers from GNCFC, NAPFTA, GIFA and GITA joined staff of the Fisheries Commission and SFMP on a study tour to the Philippines to observe, among others, the impact of the implementation of closed season on the fisheries of that country
- The closed season from 2011-2013 in the Philippines increased fish yield by 30%.



**Figure 39. Bringing fish ashore**



### *Outreach on National Marine Fisheries Management Plan and IUU Fishing*

The following communications strategies were adopted for to disseminate information on the NFMP and IUU fishing

- T-shirts and posters.
- Rural Drama.
- Audio-visuals.
- Support for fish related festivals and international events.



**Figure 40. Outreach event**

#### *Behavior Change Communications*

- Anti-Child Labor communications campaign.
- Healthy fish campaign.
- Voluntary compliance against light fishing.
- Stakeholder Consultations on legislative reforms.
- Media Engagements and Monitoring of Media Reportage on Fisheries.

Other Activities that have been supported under communications include:

- Fisheries Watch Committees.
- Insurance for Fishers.
- Fisherman to fisherman communications.
- Vodafone Fishers Club.



Figure 41. Anti-child labor campaign

## Media Engagements

### TREND OF FISHERIES REPORTAGE

2014					2015				
Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total
N/A	N/A	9	7	16	33	26	45	7	111

Sustainable F

Figure 42. Media engagements

### 3. QUESTIONS AND ANSWERS, COMMENTS AND CONTRIBUTIONS

The session was led by Honourable Gabriel Essilfie, Chair of the Select Committee.

#### Questions and Answers

##### **Role of trawlers**

**Q:** It appears the activities of the trawlers is contributing greatly to the dwindling of Ghana fish stocks. In addressing the many problems in the fisheries, the fishing communities must be at the centre of the solutions as their numbers are too big to be ignored. It is evident that canoe operators are also not complying with the laws of the fishing sector.

If the big operators could be controlled and made to create jobs in the communities, such as packaging, canning, they will be serving the interest of the country. It thus appears that Ghanaians fronting for foreign interest is a big problem and this needs to be further interrogated.

**A:** *In the last decade there was a feasibility studies by the Japanese to set up factories that will can fish (small pelagics landed by the fishermen at the beaches). The report suggested that it was not viable, so the investors did not commit to it.*

##### **Tuna Stocks**

**Q:** If Tuna stocks are stable and pelagics are going down, is the cause overexploitation or climate factors.

**A:** *Poor landings resulting from overexploitation by fishermen could be controlled with good management measures however climate stressors are difficult to control.*

##### **Role of Fisheries Commission**

**Q:** Why is the Fisheries Commission not able to come up with policies that are implementable and how effective is the licensing regime.

**A:** *There are a number of policies good policies and laws for the fisheries sector however, implementation has been problematic due to lack of the will to enforce and in certain cases due to political interference and pressure on the enforcers. There is the need for greater commitment, courage and political will to address some of the challenges of the fisheries sector. The regulator and the security agencies should enforce the law without the involvement of the politicians*

**Q:** What is the capability of the FC or government to operate a licensing regime in the fisheries? Historically how has licensing been operated.

**A:** *Canoes have not been licensed in the past. Introducing licensing to canoes has been in the law since 2002 and over 12000 boats has to be registered and licensed. The management plan suggests to cap the fleet. That could be the initial approach and figure out what is to be done later. Licensing of vessels is in the law. If that needs to be revised or expunged, then parliament has a role to play.*

*The fish in the sea is a public resource and it is a privilege given to fishers and that privilege can be revoked. License granted to any fisher is a privilege. The privilege could be transferred to other fishers at a cost. So license owners can sell their license in future. In Senegal, revenues from licensing comes back to the communities or districts and not central government. In Philippines there are over 1 million boats and the districts are involved in their registration. However, only boats that are considered commercial are licensed*



*All trawlers are licensed to Ghanaians as required by law. However, it appears that the Ghanaian license holders are only fronting for foreigners (beneficial owners of the vessels and this has huge implications for revenue mobilization, capital flight and Ghana's economy.*

### **Single versus pair trawling**

**Q:** If pair trawling is illegal, why is single trawl not illegal?

**A:** *Small area trawl by a single trawl cause small damage and can easily recover sweeping large areas by pair trawling can cause irreparable damage to the ocean floor.*

### **Role of shrimp culture**

**Q:** Has shrimp culture a potential to provide alternative livelihood for fishers so that the other species such pelagics can recover.

**A:** *Aquaculture is new to Ghana. The issue of shrimp culture coming up, Ghana needs something to get it right*

### **The Yellow Card and Ghana Fisheries**

**Q:** What does dark clouds hanging around Ghana's fisheries mean; is it about child labor or trafficking associated with fisheries?

**A:** *Ghana has just come out of a Yellow Card issued by the EU and Ghana fish was not allowed to be exported to the EU leading to significant revenue loss to Ghana and fishers. Ghana was issued the warning because it was deemed to be a non-cooperating third country (involved in a lot of illegalities in the fisheries). Though the country is out of the yellow card regime, the illegalities were coming up again. If the situation continues Ghana risks receiving a new set of sanctions.*

### **The situation with Saiko**

**Q:** If Saiko was unreported, how were figures arrived at as those of Saiko

**A:** *The Fisheries Commission does not recognize Saiko activities as legal and therefore does not monitor or take records of landings. However, NGO and researchers have monitored these landings at the ports and have estimated the quantities landed to show how significant they are and implications for fisheries management in Ghana*

### **Compensation during the closed season**

**Q:** If season closed, is there for compensation for fishers?

**A:** *On the closed season, fishers indicated that if they are informed well ahead of time, they can adjust and there would be no need for compensation. The issue of alternative livelihood has been overblown. For fishers to go on a one month recess, it is not possible to provide all fishers with any compensation or train them in new livelihood for the one month period. If there is enough public education on the issues of livelihood for fishers they will begin to diversify in the long term especially when the closed season is to become a permanent feature of the fisheries.*

### **Child labor and trafficking**

**Q:** Does the child labor and trafficking in persons issue and the interest of the US government relate only to the fisheries sector?

**A:** *Government must look at the big picture and address the issues on all fronts otherwise Ghana risk receiving foreign development assistance particularly from the US. Child labor and trafficking in person goes beyond what prevails in the fisheries in Ghana.*

## **Sustainable Fisheries**

**Q:** From the presentation and discussions, it is clear that there are many issues with the fisheries sector of Ghana. In your experience, how can these be addressed to ensure sustainable fisheries.

**A:** *With the current state of the fisheries, there is the need for radical approaches to fisheries management in the country. Some of the prescriptions may be painful but they have to be effected to save the fisheries. Politicians may seem to have an apprehension such hard decisions but must introduce policies that has helped fisheries recovery in many countries. Currently, revenues from the fisheries are around US\$ 0.5 billion. These revenues can be increase by 5 folds which will in turn create new jobs. The industrial sector needs a new look while as a first step, there has to be a closed season for all fleet during the spawning season as a first management measure, which should be followed by other measures. There is the need for pragmatic ways to manage the fisheries to avoid a total collapse of the artisanal fisheries. To manage the fisheries, focus must also be on the communities to get the needed results for livelihood security.*

## **Comments**

What is the essence of having a law and not enforcing it? The FC was set up and mandated to regulate and manage the fisheries. If it cannot manage it, then it becomes irrelevant

Parliament is part of making policies and laws and if there are issues with the law it must be brought to the attention of Parliament so it can be discussed with the ministry.

It is important to state here that the 5-year fisheries management plan did not pass through parliament. There are serious issues in them that needs to be addressed. The document says there shall be a closed season for all fleet. In another breadth, it says allow the canoes to fish all year round. Parliament would have to engage the Ministry, the FC and other technocrats on these conflicting issues. I would urge the Clerks to bring it up.

#### **4. CLOSING REMARKS**

In closing, Hon. Gabriel Essilfie summed up the two days of intensive interaction while commending the USAID, the American People and SFMP for their financial support and assistance to the Fisheries sector of Ghana. He thanked the presenters for their insights on the challenges that face the sector.

He noted that as law makers they were ready to support the development of laws and policies that will help rebuild the fish stocks which has been shown in the presentations to have serious challenges that needs addressing by the government and all who are concerned with improvement in the sector. He challenge the Ministry of Fisheries and Aquaculture development and the Fisheries Commission to continue to work closely with USAID SFMP to address the precarious situation of the small pelagic fisheries. He was hopeful that by the end of the 5-year SFMP activities, significant progress would have been made in the stock rebuilding process.

He thanks all members of the Select Committee for their time and contribution to the success of the retreat and called for more of such interactions to enable the Select Committee to address fisheries issues that come before them. He again thanked USAID for the support to Ghana.

The meeting adjourned at 7:30 pm.

## ANNEX 1: LIST OF PARTICIPANTS

Table 1. List of participants

<b>Parliamentary Select Committee</b>		<b>USAID/SFMP</b>	
	Hon. Gabriel Essilfie		Dr. Brian Crawford
	Hon. Bright Edward Kodzo Demordzi		Najir Lazir
	Hon. William Agyapong Quaittoo		Kofi Agbogah
	Hon. Dr Owusu Afriyie Akoto		Patricia Aba Mensah
	Hon. Michael Coffie Boampong		
	Hon. Francis Kojo Arthur	<b>MoFAD/Fisheries Commission</b>	
	Hon. Alex Adomako-Mensah		Thomas Insaidoo
	Hon. Dr Sagre Bambangi		
	Hon. Yaw Frimpong Addo	<b>Ada Clam Harvesters Association</b>	
	Hon. Kwame Asafu-Adjei		Amartey Korley Kofi
	Hon. Matthew Nyindam		
	Hon. Kwaku Agyenim –Boateng	<b>Parliamentary Service Staff</b>	
	Hon. Robert Kwasi Amoah		Camilo Pwamang
			Kofi Menkah
<b>Parliamentary Select Committee (Absent with Apologies)</b>			Dr. Abraham Ibn Zackaria
	Hon. John Kwabena Oti Bless		Mrs. Priscilla Dwamena
	Hon. Dela Sowah		Ms. Maud Ameyibor
	Hon. Mary Salifu Boforo (Hajia)		Ms. Grace-field Okaijah
	Hon. Anthony Osei Boakye		Ms. Emefa Dzomeku
	Hon. Moses Amadu Yahaya		
	Hon. Paul Derigubaa		

## ANNEX 2: AGENDA

Table 2. Meeting agenda

<b>Meeting with the Parliamentary Select Committee on Food, Agriculture and Cocoa Affairs</b> <b>Venue: Aqua Safari Resort, Ada</b> <b>30 July – 1 August 2016</b>		
Saturday	Arrivals	Dinner
<b>SUNDAY</b>	<b>DAY 1</b>	
9:00 AM	Welcome and Introductions	Kofi Agbogah
9:15 AM	Opening Remarks Remarks By MoFAD Remarks by Select Committee	Brian Crawford MoFAD Chair. Select Comm.
9.45 AM	Overview of SFMP Project goal, objectives, expected results and accomplishments to date	Brian Crawford
10:15AM	Ghana Fisheries Status of stocks (small pelagics) Need to rebuild the stocks and management options	Najih Lazar
10:45 AM	Open Discussion	Chairman
11.15 AM	SNACK Break	All
11.30 PM	Implementation of the National Marine Fisheries Management Plan	Fisheries Commission
12.30 PM	Open Discussion	
12.45 PM	Illegal Unregulated and Unreported (IUU) Fishing in Ghana	Kofi Agbogah
1.15PM	Open Discussion	
1:30 PM	<b>Lunch</b>	
2:45 PM	Traditional Management of Volta Clams and Coastal Planning and Management for Improved Fisheries	Ada Clam Harvesters Association
	Discussion	Chairman
3:30PM	Boat Trip on the Volta (Big Ada) to observe Fisheries Practices on Volta meets the Atlantic: Trip to Azzizanya to observe coastal works	All
5.00 PM	Summary of Day 1 and Adjournment	Facilitator
6.30 PM	Dinner	All



<b>MONDAY</b>	<b>DAY 2</b>	
10.00 AM	Opening of Day 2	
10.30 AM	A Fisheries Co-management Policy for Ghana	Kofi Agbogah
	the Revision of the Fisheries Act, Act 625	
11.45 AM	Some Strategies to support the fisheries Sector Fisheries Watchdog Committees Insurance for Fishers and Fishers Clubs, Communications, etc	Kofi Agbogah Nii Tackie Otoo Pat Aba Mensah
	Open Discussions	