

Ghana: National Policy Workshop

Report, 6-7 December 2022, Erata Hotel, Accra-Ghana



TECHNICAL SERVICES
FOR COMMUNITY DEVELOPMENT



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ABBREVIATIONS & ACRONYMS

ADR	Alternate Dispute Resolution
CAFGoAG	Canoe & Fishing Gears Owners Association of Ghana

CBO	Community-Based Organisation
CCMAP	Climate Change Mitigation and Adaptation Plan
CEWEFIA	Central and Western Fishmongers Association
CLaT	Child Labour and Trafficking
CSO	Civil Society Organisation
DAA	Development Action Association
EPA	Environmental Protection Agency
FAO	Food and Agricultural Organisation
FAORAF	FAO Regional Office for Africa
FC	Fisheries Commission of Ghana
FIA	Fisheries Impact Assessment
FoN	Friends of the Nation Ghana
FPIC	Free Prior, Informed, Consent
FWO	Fish Worker Organisation
GMA	Ghana Meteorological Agency
GNCFC	Ghana National Canoe Fishermen Council
HRBA	Human-Rights Based Approach
ICSF	International Collective in Support of Fishworkers
IEZ	Inshore Exclusive Zone
IUU	Illegal Unreported and Unregulated Fishing
KNUST	Kwame Nkrumah University of Science and Technology
MDA	Ministries, Department and Agencies
MMDA	Metropolitan, Municipal District Assemblies
MoFAD	Ministry of Fisheries and Aquaculture Development
NADMO	National Disaster Management Organisation
NAFPTA	National Fish Processors and Traders Association
NFLP	National Functional Literacy Programme
NHIS	National Health Insurance Scheme

NICFC	National Inland Canoe Fishermen Council
PWD	People With Disability
RSIM	Research, Statistics and Information Management
SGBV	Sexual and Gender-Based Violence
SSFDF	Small-scale Fisheries Development Fund
TESCOD	Technical Services for Community Development
WASH	Water and Sanitation Hygiene

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EXECUTIVE SUMMARY

The national policy workshop came off on 6-7 December 2022 at Erata Hotel, Accra within the context of developing a national small-scale fisheries policy with a human rights-based approach (HRBA). The central objective of the policy workshop was to subject the feedback from the consultative meetings to further discussions, review and validation by the major small-scale fisheries stakeholders.

Participants and delegates were drawn from Ministry of Fisheries & Aquaculture Development (MoFAD), Fisheries Commission of Ghana (FC), Food and Agricultural Organisation (FAO), National Fish Processors and Traders Association (NAFPTA), Development Action Association (DAA); Central and Western Fishmongers Association (CEWEFIA); Ghana National Canoe Fishermen Council (GNCFC); National Inland Canoe Fishermen Council (NICFC); Canoe and Fishing Gears Owners Association of Ghana (CaFGOAG), Friends of the Nation Ghana (FoN) and Kwame Nkrumah University of Science & Technology (KNUST) among others.

Prof. Benjamin Campion, a member of ICSF, welcomed the workshop participants and provided a general background to the consultative process; and the rationale for the bottom-up participatory process. This was followed by solidarity messages from fish worker organisations (FWOs), FC, FAO, expressing unanimous support for the proposed HRBA policy and willingness to work together for the realisation of the policy.

Mr. Ishmael Adjei Browne, MoFAD Director of Research, Statistics and Information Management (RSIM) who represented the Honourable Minister underscored the importance of the SSF sector to employment opportunities, gross domestic product (GDP) and nutritional food security. He expressed strong support for the proposed draft policy as well as satisfaction for the human rights-based approach and the involvement of MoFAD and FC in the consultative process. He also drew attention that recent policy intervention in the SSF sector was stemming the tide of IUU and called for the stakeholders to critique the proposed draft policy and offer constructive inputs.

Next, Peter Adjei of TESCOD/ICSF presented an overview of the proposed draft policy; noting that it was not a replacement for existing legislative and policy instruments on the SSF sector but complementary; and to offer specific, targeted interventions to respond to the needs and aspirations of fishers and fish workers in line with human rights standards.

In the ensuing discussion session, participants were provided with the detailed actions needed to accomplish the strategic objectives of the draft policy. During the discussion session, the facilitators (Mr. Adjei Browne, Prof. Ben Campion and Peter Adjei) provided further details, answered questions and clarified issues. They also noted comments and new proposals/adjustments made by the small-scale fisheries stakeholders. Throughout the discussion session, there was an excellent level of participation and support for the proposed policy objectives and interventions.

A key recommendation by the SSF stakeholders, representatives of MoFAD and FC was incorporating all the comments and proposals to the draft text document including; adjustments and additions to the policy strategies as well as suggested wording and terminology. In its entirety, the FWOs expressed strong support for the proposed SSF policy as it aims to transform the current paradigm from an economic and legislative based approach to a more social and fisher-centred approach to addressing challenges in the SSF sector.

Finally, all the stakeholders fully endorsed the recommendation by Mr. Ishmael Adjei Browne (representative of the Minister of MoFAD) to subject the post-workshop adjusted draft to a final validation process before adoption by MoFAD, FC and FWOs.

BACKGROUND

The fortunes of Ghana's small-scale fisheries as reflected in such parameters as fish landings and quality of living and working conditions of fishing communities have declined over the years; evidenced by both empirical and anecdotal sources. While remedial measures have focused on economic, legislative and to

a lesser extent; ecological interventions, the issue of human-rights based (HRBA) approach in small-scale fisheries has not been given a detailed attention by policymakers and technocrats.

During the first phase of the SSF Guidelines implementation in Ghana (2018/2019), the lack of HRBA to policymaking was identified as a major setback to sustainable and responsible management of the SSF sector. For sustainable development, such a policy must not only recognize that small-scale fishworkers have legally mandated rights to use and manage fisheries resources but also seek to promote and protect human rights – with focus on marginalized and vulnerable groups. For this reason, an important component of the second phase implementation involved consultative engagements with SSF stakeholders to develop a draft national policy on SSF through a bottom-up, participatory process.

From July 2021 to December 2021, a series of thirteen consultative meetings were held with SSF leaders and FWOs. In February 2022, the inputs from the consultative meetings were developed into a draft for a national stakeholders' policy workshop. On 6-7 December 2022, after extensive consultation with the major SSF stakeholders, a national policy workshop was held to review, validate and adopt the draft policy.

Participants and delegates were drawn from Ministry of Fisheries & Aquaculture Development (MoFAD), Fisheries Commission of Ghana (FC), Food and Agricultural Organisation (FAO), National Fish Processors and Traders Association (NAFPTA), Development Action Association (DAA); Central and Western Fishmongers Association (CEWEFIA); Ghana National Canoe Fishermen Council (GNCF); National Inland Canoe Fishermen Council (NICFC); Canoe and Fishing Gears Owners Association of Ghana (CaFGOAG), Friends of the Nation Ghana (FoN) and Kwame Nkrumah University of Science & Technology (KNUST) among others. This report documents the proceedings and outcomes of the national SSF policy workshop.

OPENING SESSION

Welcome Address

Prof. Benjamin Champion, a member of ICSF, welcomed the workshop participants and provided a general background to the consultative process; and the rationale for the bottom-up participatory process. He pointed out that the need for small-scale fishery policy was long overdue as historically, fisheries management plans have followed a top-bottom approach.

He observed that important traditional actors such as the chief fisherman and queen fisher and fishmonger are not recognised by legislation and it is vital that right policies are put in place to recognise these actors, document their roles and empower them to play useful roles in the small-scale fisheries sector. He also stressed the need to clearly define through policy benefit for women in fishing communities and ways of improving the fisheries value chain as well as the total well-being of fishing communities; especially in the face of deteriorating environmental pollution and rising poverty.

Prof. Benjamin Champion expressed optimism that the small-scale fisheries policy will lay the foundation for a break from the past where government focused on large-scale fisheries to a new beginning of empowering fishing communities. He thanked all the stakeholders for honouring the invitation and asked them to make significant contributions to the draft as its proper implementation will depend on united, visionary and informed fishing communities and fishers and fish workers.

Solidarity Messages from FWOs, FC & FAO

Nana Jojo Solomon, President of the Ghana National Canoe Fishermen Council (GNCFC) on behalf of FWOs offered unanimous support for the proposed HRBA policy and willingness to work together for the realisation of the policy. He also expressed sincere gratitude to TESCOD/ICSF noting that “the policy workshop was clearly transforming the SSF sector from one level to another level”. He emphasised that no matter how small the SSF sector; it cannot be ignored in the economy of fisheries in the country – looking at its numerical strength, role in food security, job security and national security. He called for full support and cooperation for the policy draft.

The Fisheries Commission of Ghana (FC), the main implementation agency of the Ministry of Fisheries and Aquaculture Development (MoFAD) expressed their support for the policy workshop and presented official delegation comprising Mr. Hayford Agberkporu, Monitoring & Evaluation Unit (MEU); Mr. Daniel Amaning, Marine Fisheries Management Division (MFMD); and Mr. Kwaku Ofosuhene-Apenteng, Post-Harvest Unit (PHU). Mr. Ndiaga Gueye of FAO Regional Office for Africa (FAORAF) who could not personally attend the programme due to official engagements delegated Ms. Abigail Kanyi (FAORAF) and Ms. Yaa Danso (FAORAF) to support the process.

SESSION II: KEYNOTE & SPECIAL GUEST OF HONOUR’S ADDRESS

Special Guest of Honour’s Address

Mr. Ishmael Adjei Browne, Director of Research, Statistics and Information Management (RSIM) at MoFAD who represented the Honourable Minister underscored the importance of the small-scale fisheries sector to employment opportunities, gross domestic product (GDP) and nutritional food security. He expressed strong support for the proposed draft policy as well as satisfaction for the human rights-based approach and the involvement of MoFAD and FC in the consultative process.

The RSIM Director stated that “the Ministry is working assiduously on policies and strategies for effective management of fisheries resources for sustainable growth of the sector”. He cited examples of such policy interventions as enhancing monitoring and enforcement of laws resulting in fewer trawlers at sea; recognition of the contribution of fishers with the 2022 National Fish Festival; and ongoing development of a new National Fisheries and Aquaculture Policy with the overall goal of improving small-scale fisheries to enhance its net returns through cost reduction approaches and improvement in the quality of landings.

He also drew attention that recent policy interventions in the small-scale fisheries sector had stemmed the tide of Illegal Unreported and Unregulated (IUU) fishing and called for the stakeholders to cooperate with MoFAD and FC to sanitise the SSF sector. He concluded by commending the organisers and urged all the workshop participants to critique the proposed SSF draft policy and offer constructive inputs.

SESSION III: OVERVIEW OF PROPOSED SSF POLICY DRAFT

Peter Adjei of TESCOD/ICSF presented an overview of the proposed draft policy; noting that it was not a replacement for existing legislative and policy instruments on the SSF sector but complementary: and to

offer specific, targeted interventions to respond to the needs and aspirations of fishers and fish workers in line with human rights standards. He outlined the key issues the proposed policy seeks to address, the proposed policy objectives and strategies.

Key Issues to be Addressed

He identified eight (8) key issues to be addressed by the proposed draft policy as follows:

- **Lack of secure tenure rights to fishery resources:** Although customary fishing rights are generally acknowledged, the lack of recognition in formal legislative instruments makes fishing communities and fish workers susceptible to arbitrary eviction and restrictions, land grabbing and other forms of abuse by more powerful public and private sector interests
- **Universal social development focus:** The lack of social development policy framework that prioritizes the needs of small-scale fisheries, with a focus on vulnerable and marginalized groups is a contributory factor to the high incidence of poverty, deprivation and deplorable social infrastructure prevalent in fishing communities.
- **Lack of well-defined policy on employment and decent work standards:** Employment and decent work standards remain a major challenge as there is no overarching policy that outlines a concerted approach to addressing hazardous work, child labour and trafficking, occupational safety and health, social protection and high-income volatility in small-scale fisheries.
- **Inadequate support for women:** While the invaluable contribution of women in the fish value chain is well-documented; there is very limited support for women and their households to enhance their role and contribution. As a result, underlying factors contributing to the inefficiencies in the post-harvest value chain are not effectively addressed
- **Disconnect between law and practice on gender equality and equity:** Whereas the legal framework for gender-just and equitable society exist, there is a disconnect between law and practice; and between national gender mainstreaming policies and their implementation at the community level
- **Inadequate focus on climate change monitoring and disaster preparedness:** Current approach to disaster risks and climate change tend to respond to crisis: after disaster has occurred; with a limited focus on disaster preparedness, and coordinated efforts for post-disaster rehabilitation and development.
- **Lack of accurate and timely disaggregated data:** Accurate and timely information on small-scale fisheries is lacking, and conventional data typically do not capture socio-economic aspects such as post-harvest and value chain actors, gender, youth, migration, vulnerable and marginalized groups.
- **Inadequate funding:** Budgetary allocation to the sector ministry (MoFAD) for small-scale fisheries directly related programmes is inadequate and this hampers its capacity to fulfil its mandate.

Proposed Policy Strategies

A total of six policy objectives was proposed as follows:

- Ensure that small-scale fishers, fish workers and their communities have legitimate tenure rights to aquatic resources and land to effectively protect them from arbitrary restriction and eviction, land grabbing and other forms of abuse.
- Design a social development framework that prioritizes the needs of small-scale fisheries to ensure that all aspects of their human development needs are effectively addressed.
- Provide adequate support for women and other actors in the fish value chain; improve their living and working conditions and enhance their roles and contribution to food security and poverty reduction.
- Ensure that SSF communities play effective roles in climate change monitoring and disaster preparedness; in order to reduce their vulnerability to the negative impact of climate change and disasters.
- Provide a framework for accurate and timely disaggregated data on small-scale fisheries.
- Ensure availability of adequate funds for small-scale fisheries programmes, projects and activities.

Highlights of specific strategies to achieve the proposed policy objectives; and ultimately address the key policy issues, problems and concerns include:

Small-scale Fisheries Development Secretariat: - Establish a small-scale fisheries development secretariat to effectively oversee, coordinate and implement the social development objectives outlined in the draft policy.

Small-scale Fisheries Development Fund: - Establish a small-scale fisheries development fund to cater explicitly for the implementation of the proposed draft policy; or amend Section 36 of the Fisheries Act of 2002 (Act 625) to make explicit provision to fund direct small-scale fisheries programmes, projects and activities.

Legislation: - Enact legislation to:

- (a) recognise customary tenure rights;
- (b) rights of women fishers/fish workers to secure tenure;
- (c) protect fishers from arbitrary eviction and/or denial of access to fishing grounds and
- (d) to require mandatory social, economic and environmental assessments of risks and impacts of large-scale projects in fishing communities before they are undertaken

Enforceable regulation: - Develop enforceable regulations on large-scale project implementation in fishing communities

Guidelines: - Develop guidelines on:

- (a) customary tenure rights in consultation with fishing communities to harmonize existing practices with human rights standards paying attention to women rights, migrant fishers, and support services along the fish value chain;
- (b) guideline on decent work in the SSF sector to improve conditions of work safety, health and sanitation;

Educational campaign: - Provide educational campaigns and training to encourage participatory co-management

Monitoring and enforcement of laws/regulations: - Strengthen the institutional capacity of the Fisheries Commission among others to monitor and enforce greater compliance with fisheries laws and regulations.

Grievance and redress mechanism on tenure rights: - Establish a grievance and redress mechanism on tenure rights to:

- (a) effectively address all tenure related complaints and issues raised by fishing communities;
- (b) function in a way that is accessible and transparent; and in a format and local language/s understandable to persons with limited or no formal education;
- (c) afford persons or communities whose tenure rights are affected or likely to be affected to air their grievances without external interference, intimidation, discrimination or threat;
- (d) take specific measures/s for remedial action, (where violation has occurred, consistent with human rights standards) including but not limited to: restoration, appropriate and gender-equitable compensation or reparation.

Intervention Plans:

- (a) a *Health Intervention Plan* for the SSF sector will be developed to translate the benefits of the national health policy to fishing communities;
- (b) an *Education Intervention Plan* will be developed to further increase access to basic education, improve the quality of teaching and learning and make non-formal education more accessible to majority of adults in fishing communities;
- (c) a *Housing Intervention Plan* will be developed to address the peculiar needs of fishing communities by fostering institutional dialogue between central/local government and intersectoral MDAs on housing with fishing communities to examine priorities and options in social housing including; community-led and government-supported schemes;
- (d) a *Water and Sanitation Hygiene (WASH) Intervention Plan* will be developed in order to translate national policies on sanitation and potable water to effectively address the needs of fishing communities, including improving access and delivery and prioritize the needs of women and children who suffer disproportionately;
- (e) a *Clean, Affordable and Reliable Energy Intervention Plan* will be developed to improve upon existing interventions and ensure among others that; CAREIP safeguards the nutritional quality of fish and health of both processors and consumers, and reduce the cost of processing and post-harvest losses through cost-efficient technologies, education and training;
- (f) a *Climate Change Mitigation and Adaptation Plan* for the SSF sector will be developed with clearcut roles for fishing communities in the process and outcome of climate change remedial measures including: planning, development, implementation, monitoring and reporting.

Policy Review of Sexual and Gender-Based Violence (SGBV):- To effectively address sexual and gender-based violence, MoFAD will review and update its Gender Mainstreaming document in the light of this proposed policy. The review will spell out specific provisions to support victims of SGBV including, but not limited to:

- (a) support with safe shelters, medical bills and legal fees to encourage reporting of SGBV and prevent cases from being discontinued;
- (b) intensify efforts at SGBV education, training and public awareness within fishing communities.

SESSION IV: PLENARY DISCUSSION & ADOPTION

Prof. Benjamin Campion introduced the discussion session on the policy draft. It was originally structured to follow a breakout session; however, the stakeholders agreed on a full plenary session. Prof. Campion stated that the objective of the discussion was to refine the draft with direct inputs from stakeholders. He then introduced the proposed policy objectives and strategies for further discussion.

Proposed Policy Objective 1:

To ensure that small-scale fishers, fish workers and their communities have legitimate tenure rights to aquatic resources and land to effectively protect them from arbitrary restriction and eviction, land grabbing and other forms of abuse.

The strategies for achieving this objective include:

- 1.1 Enact legislation to:
 - 1.1.1 Recognize the customary practices and rights of fishing communities to safeguarding and managing the fishery resources
 - 1.1.2 Recognize that women fishers and fish workers have rights to secure tenure including habitation, and areas for pre- and post-harvest activities
 - 1.1.3 Protect small-scale fishing grounds and adjacent land
 - 1.1.4 Protect fishers and fish workers from compulsory eviction; denial of access to fishing grounds and areas for pre- and post-harvest activities.
 - 1.1.5 Require mandatory social, economic and environmental assessment of risks and impacts of large-scale projects on fishing communities before they are undertaken
- 1.2 Develop enforceable regulations on large-scale project implementation in fishing communities to:
 - 1.2.1 Anticipate and avoid any adverse impact project activities may have on the rights of fishing communities, their livelihoods and well-being
 - 1.2.2 Engage fishing communities in consultations (through free prior, informed, consent-FPIC) and subsequent project planning and documentation processes that will address potential risks and impacts.
 - 1.2.3 Establish proof of social, economic and environmental impacts assessment undertaken, disseminated and discussed with communities in appropriate format and language.

- 1.2.4 Minimize, mitigate, and/or compensate appropriately and gender-equitably for physical displacement, loss of income or other means of livelihood caused by project related restrictions on aquatic resources, land or eviction.
- 1.3 Develop guidelines on customary tenure rights in consultation with fishing communities to harmonize existing practices with human rights standards paying attention to women rights, migrant fishers, and support services along the fish value chain.
- 1.4 Provide educational campaigns and training to encourage participatory co-management; with due attention to equitable participation of women, vulnerable and marginalized groups with shared responsibility in designing and implementing and monitoring management measures.
- 1.5 Strengthen the institutional capacity of Fisheries Commission among others to monitor and enforce greater compliance with fisheries laws and regulations including: incursions into the Inshore Exclusive Zone (IEZ) by vessels above 50 GRT, illegal transshipment of fish (saiko) and canoe-industrial/oil vessels coalitions.
- 1.6 Establish a grievance and redress mechanism on tenure rights to:
 - 1.6.1 Effectively address all tenure related complaints and issues raised by fishing communities.
 - 1.6.2 Function in a way that is accessible and transparent; and in a format and local language/s understandable to persons with limited or no formal education
 - 1.6.3 Afford persons or communities whose tenure rights are affected or likely to be affected to air their grievances without external interference, intimidation, discrimination or threat.
 - 1.6.4 Take specific measures/s for remedial action, (where violation has occurred, consistent with 1.2 above) including but not limited to: restoration, appropriate and gender-equitable compensation or reparation.
- 1.7 Involve fishing communities (through their duly appointed representatives) in participatory monitoring and evaluation of tenure rights and governance on an ongoing basis with laid-down indicators of progress.

The participants unanimously agreed that the strategies for addressing tenure rights and governance were quite comprehensive.

Mr. Mike Abakah-Edu of Ghana National Canoe Fishermen Council observed that; under Section 93 of the Fisheries Act, the Fisheries Commission has the power to request for Fisheries Impact Assessment when the activities of an organisation were likely to affect the local fishery sector but most companies whose activities are affecting SSF have not being okayed by any FIA. He also queried whether impact assessment mentioned at 1.2.3 is the same as FIA in the Fisheries Act.

In response Prof. Benjamin Champion stated that the focus on 1.2.3 was specific to social in addition to environmental and economic impact assessment and within a Free Prior Informed Consent (FPIC) before any activity was undertaken. Besides, 1.2.3 is proposed to be mandatory; the FIA by the FC is discretionary.

Mr. Eric Atsiatorme, Policy Analyst at Friends of the Nation Ghana stated that abuse of tenure rights of small-scale fishers and their communities was very worrying. He cited instances where landing beaches and processing sites have been taken over by developers of hotels and resorts; impacting on access to the fishery resources and tenure rights. He drew attention to a WACCA study document that offered some practical recommendations for addressing access to tenure rights and loss of coastal habitats. He

suggested the need to incorporate some of the relevant recommendations from the WACCA study into the policy draft.

Proposed Policy Objective 2:

To design a social development framework that prioritizes the needs of small-scale fisheries to ensure that all aspects of their human development needs are effectively addressed.

The strategies for achieving this objective include:

- 2.1 Develop and use of appropriate social development indicators for fishing communities: Addressing the unique social development needs of fishing communities requires multidimensional indicators that are human-rights based, gender-equitable and inclusive; tailored specifically to the SSF sector. The draft policy proposes 12 indicators namely:
 - a. Poverty reduction and eradication
 - b. Employment and skills development
 - c. Decent work focusing on working conditions across the fish value chain
 - d. Social inclusion targeting all groups in fishing communities
 - e. Health including occupational health and safety, sexual and reproductive health
 - f. Literacy and education
 - g. Adequate, safe and affordable housing
 - h. Sanitation and potable drinking water
 - i. Clean, affordable and reliable energy
 - j. Small-scale fisheries allied institutions
 - k. Sexual and gender based-violence awareness and protection
 - l. Safe and timely access to justice

- 2.2 Link all aspects of social development needs of fishing communities with human rights standard and consistent with the multidimensional indicators outlined in 2.1.
 - 2.2.1 Poverty reduction and eradication:

To address the high incidence of poverty, interventions on poverty will be backed by disaggregated data; target specific groupings in fishing communities; and prioritize the needs of vulnerable groups including women and children, the aged and people with disability (PWD).

 - 2.2.2 Employment and skills development:

To address the high unemployment and underemployment in fishing communities, interventions will be specific to the small-scale fisheries sector with a wider focus to address the causal factors; stem the high urban migration, check the overexploitation of fishery resources and child labour and trafficking.

 - 2.2.3 Decent work focusing on working conditions across the fish value chain:

To effectively address decent work deficits, a guideline on decent work in the SSF sector will be developed to improve conditions of work safety, health and sanitation. It will also bring together public, private, and community social protection schemes with their modalities that will enable fishing communities to enjoy better access to social security, social assistance and social insurance.

2.2.4 Social inclusion targeting all groups in fishing communities

To address all forms of social exclusion manifestations, all policies affecting small-scale fisheries will recognize the different forms of discrimination, gender norms and power imbalances in the sector to ensure that social interventions reach the most marginalized and/or disadvantaged.

In terms of decision making, MoFAD will strengthen its relationship with all groups/associations in the small-scale fisheries sector through their recognized and/or appointed representatives; and involve them in participatory consultation processes, validation, monitoring and reviews for necessary course correction.

2.2.5 Health including occupational health and safety, sexual and reproductive health

In order to address the barriers to quality, affordable and accessible healthcare by fishers and fishworkers many of whom are exposed to long hours of work under the sun, fatigue, smoke inhalation, and other hazardous conditions; a health intervention plan for the SSF sector will be developed to translate the benefits of the national health policy to fishing communities.

The health intervention plan for the small-scale fisheries sector will focus among others; preventive healthcare, maternal healthcare, equitable distribution of health facilities, education on health insurance schemes and improve quality of public health insurance (NHIS) healthcare delivery in fishing communities.

2.2.6 Literacy and education

To further increase access to basic education, improve the quality of teaching and learning and make non-formal education more accessible to majority of adults in fishing communities; an education intervention plan for the SSF sector will be developed.

The education intervention plan will seek among others; to foster partnership with fishing communities to improve enrollment and retention of pupils, and ensure gender parity at both lower and higher levels of education. It will also focus on non-formal education (NFLP); with the design of fishery-related occupational literacy.

2.2.7 Adequate, safe and affordable housing

In order for fishing communities to benefit from adequate, safe and affordable housing, a housing intervention plan for the SSF sector will be developed. The housing intervention plan will seek to address the peculiar needs of fishing communities by fostering institutional dialogue between central/local government and intersectoral MDAs on housing with fishing communities to examine priorities and options in social housing including; community-led and government-supported schemes.

2.2.8 Sanitation and potable drinking water

In order to translate national policies on sanitation and potable water to effectively address the needs of fishing communities, a water and sanitation hygiene (WASH) intervention plan for the SSF sector will be developed. The WASH intervention plan will focus among others; improving access and delivery and prioritize the needs of women and children who suffer disproportionately.

2.2.12 Safe and timely access to justice

In order to facilitate safe and timely access to justice, a guide on the justice delivery system will be developed for the small-scale fisheries sector. The guide will place emphasis on partnerships between MoFAD and FWOs, CSOs, CBOs and traditional authorities in educating communities on the judicial system and human rights abuses and violations as well as socio-cultural beliefs that are inimical to the delivery of justice. The Guide will also promote alternate dispute resolution (ADR) system (for civil disputes) in fishing communities and provide relevant information on legal aid for vulnerable and marginalized groups including women and children.

- 2.3 Establish a Small-scale Fisheries Development Secretariat to effectively oversee and implement the social development objectives outlined in 2.1 to 2.2 above.

The proposal to establish a small-scale fisheries development secretariat implement the social development objectives of the draft policy was endorsed by all the stakeholders. Mr. Jacob Tetteh Agekeh, President of the National Inland Canoe Fishermen Council pointed out the need to explicitly state that both marine and inland small-scale fishing communities are the target of the social development interventions to avoid further marginalisation of the inland SSF sector.

Policy Objective 3:

To provide adequate support for women and other actors in the fish value chain; improve their living and working conditions and enhance their roles and contribution to food security and poverty reduction.

The strategies for achieving this objective include:

- 3.1 Create a disaggregated database of pre- and post-harvest value-chain actors (including communities, households, associations and groups) in the small-scale fish value chain.
- 3.2 Establish dedicated funds for the small-scale fisheries sector to promote and facilitate better access to affordable capital.
- 3.2 Expand capacity development across the entire sector including education and training in improved processing, storage, packaging, transport and marketing with participation of fishing communities and fish worker organisations (FWOs) to reduce health risks associated with hazardous processing methods and ensure wholesome fish/fishery products.
- 3.3 Liaise with MMDAs to promote market infrastructure tailored to the needs of SSF through:
 - a. Modernization and proper maintenance of existing markets.
 - b. Developing new market facilities with a particular focus on the needs small-scale fisheries processors, and traders including day-care, clinic, storage facilities and auditorium with audio-visual equipment for training.

The strategies for policy objective 3 were unanimously accepted. However, Mr. Mike Abaka-Edu Ghana National Canoe Fishermen Council cautioned against using a wording that seems to favour women over men. He recommended that the policy objective 3 should read in part “adequate support to men and women” or value chain actors.

Policy Objective 4:

To ensure that SSF communities play effective roles in climate change monitoring and disaster preparedness; in order to reduce their vulnerability to the negative impact of climate change and disasters.

The strategies for achieving this objective include:

- 4.1 Develop a well-defined climate change mitigation and adaptation plan (CCMAP) for the SSF sector; with clearcut roles for fishing communities in the process and outcome of climate change remedial measures including: planning, development, implementation, monitoring and reporting.
- 4.2 Outline closer coordination of stakeholders including Ghana Meteorological Agency (GMA), Environmental Protection Agency (EPA), National Disaster Management Organisation (NADMO) with fishing communities for a more proactive disaster risk management and post-disaster rehabilitation to build back better.
- 4.3 In view of the frequency and severity of tidal waves and storms, the CCMAP will prescribe a programme of education for both marine and inland fishing communities on disaster preparedness and management.
- 4.4 The CCMAP will create an early warning mechanism with clear channels of communicating relevant weather forecasts and early warning reports with fishing communities.
- 4.5 The CCMAP will re-assess periodically existing approaches to plastic waste and pollution in small-scale fisheries with a view to building well-resourced and well-coordinated community-based approach.
- 4.6 The CCMAP will also address unsustainable practices (including sand mining and deforestation of mangroves) through education of communities on sustainable management of the fishery ecosystem to safeguard small-scale fisheries and food security.

Policy Objective 4 and strategies were unanimously agreed by all participants. Peter Adjei of TESCOD/ICSF suggested that in view of the pivotal role that will be played by MoFAD and FC in the proposed SSF Climate Change Mitigation and Adaptation Plan (CCMAP); and taking cognizance of the climate-sensitive communities along the coastline and inland communities, it is necessary to amend the National Disaster Management Organisation (NADMO) Act 927, 2016 to include MoFAD and other SSF stakeholders on the NADMO Council.

Policy Objective 5:

To provide a framework for accurate and timely disaggregated data on small-scale fisheries.

The strategies for achieving this objective include:

- 5.1 Develop a clearcut system for collecting and testing disaggregated data on small scale fisheries in partnership with Ghana Statistical Services and other relevant MDAs, intergovernmental agencies, and development partners.

Participants were opined that Policy Objective 5 and its strategies were long overdue and were unanimously endorsed.

Policy Objective 6:

To ensure availability of adequate funds for small-scale fisheries programmes, projects and activities.

The strategies for achieving this objective include:

- 6.1 Establish a Small-scale Fisheries Development Fund to cater explicitly for the implementation of the proposed draft policy; or amend Section 36 of the Fisheries Act of 2002 (Act 625) to make explicit provision to fund direct small-scale fisheries programmes, projects and activities.

The funding mechanism through the establishment of a Small-scale Fisheries Development Fund; to fund direct small-scale fisheries programmes, projects and activities was endorsed by all stakeholders.

Mr. Adjei Brown of MoFAD recommended that a portion of the proceeds from sale of premix fuel at various landing beaches should be channelled to social intervention projects in fishing communities. He cited a case in point where a community in Tema New Town constructed a Senior High School from premix fuel proceeds. He suggested that a specific directive for premix fuel proceeds on social interventions be made in the policy draft.

Nana Jojo Solomon, President of the Ghana National Canoe Fishermen Council (GNCF) disagreed with the suggestion for a policy to be made on the use of premix fuel proceeds. He averred that whatever decision is taken with premix fuel proceeds is solely at the discretion of the managers of the premix fuel at the landing beaches and should not be interfered with by third parties.

Mr. Nicholas Smith, Programmes Manager of CEWEFIA asserted that the proposed draft policy should have dedicated funds prescribed by the draft. He stated that pre-mix fuel margins are not adequate to fund the proposed policy draft.

Responding to concerns of proceeds from premix fuel as a potential funding source, Mr. Ishmael Adjei Browne noted that; proceeds from premix fuel was only a suggestion and a bottom-up approach as such; as fishing community are in a better position to fund identified interventions or needs. This clarification was accepted by all participants.

Prof. Benjamin Campion then asked participants whether they agree by consensus to adopt the proposed draft policy on SSF subject to the adjustment of the text with participants' comments and suggestions; and all the participants unanimously adopted the proposed draft policy.

RECOMMENDATIONS

In its entirety, all stakeholders including FWOs and representatives from MoFAD and FC expressed strong support for the proposed draft policy as it aims to transform the current paradigm from an economic and legislative based approach to a more social and fisher-centred approach to addressing challenges in the small-scale fisheries sector. The participants made the underlisted key recommendations:

- Incorporate all comments and proposals made by the workshop participants into the draft text document including; adjustments and additions to the policy strategies as well as suggested wording and terminology.
- Cross-sectoral collaboration between MoFAD; the lead implementation ministry (LIM) of the proposed SSF policy draft and other relevant ministries, department and agencies with clear-cut roles in implementing the draft policy including but not limited to: Ministry of Lands and Natural Resources; Ministry of Employment and Labour Relations; Ministry of Education; Ministry of Energy; Ministry of Finance & Economic Planning; Ministry of Gender, Children and Social

Protection; Ministry of Health; Ministry of Works and Housing' Ministry of Science, Technology and Innovation; and Ministry of Justice and Attorney General's Department.

- Nomination of a focal person or interlocuter who will be in charge of the proposed policy draft in each ministry until the institutional arrangements/structures for implementing the finalised policy are completed.
- Subject the post-workshop adjusted SSF policy draft to a final validation process before adoption by MoFAD, FC and FWOs for implementation.

CONCLUSION

The workshop was officially closed by Mr. Ishmael Adjei Browne, MoFAD's Director of Research, Statistics, Information and Monitoring (RSIM); who represented the Minister of MoFAD, Hon Mavis Hawa Koompson. He congratulated the organisers and participants for the bottom-up approach; and thorough discussion and adoption of the proposed SSF policy draft; but urged further post workshop consultations, including inter-ministerial level discussions. He observed that the proposed policy draft is practical as it is being led by FWOs who are in the SSF business and understand the challenges and issues better. He encouraged the FWO and SSF leaders to disseminate widely the proposed policy draft to their constituents.

ANNEX 1: LIST OF INVITED PARTICIPANTS

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ANNEX 2: WORKSHOP PROGRAMME

TESCOD, ICSF, MoFAD, FC

In association with

FWOs and CSOs

Proposed Draft Policy on Small-Scale Fisheries

6-7 December 2022, Erata Hotel, Accra

PROGRAMME

OPENING SESSION: 6 DEC 2022	
9:00 - 9:30 AM	Arrival and Registration – <i>Ms. Patience Tetteh</i>
9:30 – 10:00AM	Introductory Remarks – <i>Mr. Benjamin Nyampong</i>
10:00 -10:30AM	Workshop Background & Objectives – <i>Peter Adjei</i>
10:30-11:00 AM	Snack/Coffee Break –
11:00-12:30 PM	Highlights of Consultative Meetings – <i>Peter Adjei</i>
12:30 - 1:00 PM	Lunch –
1: 00 - 2:00 PM	Finetuning Workshop Goals & Outcomes – <i>Moderator</i>
	Closure
DAY II	SESSION II
9:00 - 9:30 AM	Arrival and Housekeeping – <i>Ms. Patience Tetteh; Mr. Benjamin Nyampong</i>
9:30 - 9:40 AM	Welcome Address – <i>Prof. Benjamin Campion; Member, ICSF</i>
9:40 - 9:50 AM	Solidarity Messages from FWOs – <i>Moderator</i>

9:50-10:20 AM	Statement from MoFAD – <i>Representative from MoFAD</i> Statement from FC – <i>Representative from FC</i> Statement from FAO – <i>Representative from FAO</i>
SESSION III	
10:20-10:40AM	Keynote Address: The Role of Policy in Ensuring Food Security and Poverty Reduction Amidst Local and Global Economic Uncertainties – <i>Prof. F.K.E. Nunoo, Chairperson, FC Board</i>
10:40-11:00AM	Address by Special Guest of Honour – <i>Hon. Mavis Hawa Koompson, Minister, Ministry of Fisheries & Aquaculture Development</i>
11:00-11:30 AM	Snack Break & Group Photograph

SESSION IV	
11:30-12:00PM	Overview of the Proposed Draft Policy on Small-Scale Fisheries – <i>Peter Linford Adjei; Member, ICSF</i>
12:00-1:00PM	Group Discussion
1:00-1:30 PM	Lunch Break
SESSION V	
1:30- 2:30 PM	Presentation of Reports, Plenary Discussions and Adoption – <i>Prof. Benjamin Campion; Member, ICSF</i>
2:30-2:40 PM	Workshop Statement and Presentation of Draft to MoFAD – <i>Representatives from FWOs; MoFAD;FC; FAO</i>
2:40-2:50 PM	Concluding Remarks – MoFAD/FC
2:55 PM	Vote of Thanks

ANNEX 3: GUIDING FRAMEWORK

The Guiding Framework of the Consultative Process

1	Defining clear objectives of the consultative meetings/fora	<p>Consultative meetings are being undertaken to:</p> <ul style="list-style-type: none"> ▪ Ensure buy-in by primary stakeholders ▪ Catalogue accurate and evidence-based issues - concerns, problems, and grievances by fishers and fishworkers ▪ Facilitate, foster, encourage participation especially views of women and the socially and economically marginalized in SSF ▪ Provide the platform/network for engagements or follow-up on the process
2	Recognizing the key stakeholders	<p>Two categories of stakeholders have been identified:</p> <ul style="list-style-type: none"> ▪ Primary stakeholders FWOs, Konkohemaas, Chief fishermen, Fisheries Commission and allied regulatory agencies (Food and Drugs Authority, etc.) ▪ Other important stakeholders: NGOs, CSOs, media organisations, academic/research institutions, Members of Parliament, Intergovernmental organisations and agencies (FAO, etc.)
3	Identifying the key/common issues	<p>The SSF draft policy is being formulated with inputs from:</p> <ul style="list-style-type: none"> ▪ Representatives of fishworker organisations (FWOs) and fishing communities ▪ Fisheries Commission (MoFAD) ▪ Recommendations from VG-SSF Ghana phase I (2018/2019) project ▪ Previous demonstrations and petitions to government by fishers and fishworkers and responses/interventions ▪ Others: publications, reports
4	Ensuring inclusiveness/participation	<p>To ensure inclusiveness the process is targeting:</p> <ul style="list-style-type: none"> ▪ Geographic (location) marine and inland SSF ▪ Sub-sectors along the SSF value chain – fishers, fish processors/traders, input (net, ice etc) dealers, transport (aboboyaa etc) operators, boat builders/owners ▪ Groups traditionally marginalized/missing in SSF decision-

		<ul style="list-style-type: none"> making <ul style="list-style-type: none"> Potential contributions from fishers/fishworkers irrespective of gender, social class, ethnic, or political affiliation
5	Expected outcomes	<p>At the end of the consultative process, the collated inputs, responses and feedback should lead to the following clear outcomes:</p> <ul style="list-style-type: none"> Consensus on list of issues/concerns the draft SSF policy must address Harmony of views on priorities/actions for addressing challenges, concerns and aspirations of fishers/fishworkers Identify (urgent) needs of the SSF sector (comparing what have been done, what still needs to be done or improved) Presentation of final draft document to the government through MoFAD.

ANNEX 4: STAKEHOLDERS' COMMENTS & SUGGESTIONS

Stakeholder	Comment	Adjustments to be Made
Mr. Mike Abakah-Edu, W/R Secretary, Ghana National Canoe Fishermen Council, Axim-W/R	Mr. Mike Abaka-Edu expressed satisfaction that section 1.1.5 requires “mandatory social, economic and environmental assessment of risks and impacts of large-scale projects on fishing communities before they are undertaken and section 1.2.2 requires “establish proof of social, economic and environmental impacts assessment undertaken, disseminated and discussed with communities in appropriate format and language” By making the impact assessment mandatory, he noted, will ensure companies can be held to account.	None required
Mr. Eric Atsiatorme, Policy Analyst, Friends of the Nation Ghana, Sekondi W/R	Mr. Eric Atsiatorme drew attention to a WACCA study document on tenure rights and loss of coastal habitats in Ghana and raised the need to incorporate some of the relevant recommendations from the WACCA study into the policy draft. This, he observed will help check the spate of landing beaches and processing sites being taken over by developers of hotels and resorts; adversely affecting access to the fishery resources and tenure rights of fishers and fish processors in particular.	References to WACCA study document to be included in draft
Mr. Jacob Tetteh Agekeh, National President National Inland Canoe Fishermen Council, Accra	Mr. Jacob Tetteh Agekeh, President of the National Inland Canoe Fishermen Council raised the need to explicitly state that both marine and inland small-scale fishing communities are the target of the social development interventions of the proposed establishment of the Small-scale Fisheries Development Secretariat -SSFDS (section 2.3) to avoid further marginalisation of the Inland SSF sector.	Ensure draft explicitly states both Marine and Inland SSF are the intended beneficiaries of SSFDS
Mr. Mike Abakah-Edu,	Mr. Mike Abaka-Edu argued that using the wording “to	Ensure policy

W/R Secretary, Ghana National Canoe Fishermen Council, Axim- W/R	provide adequate support to women and other actors in the fish value chain” can be interpreted as discriminatory against men. He cautioned against using a wording that seems to favour women over men and vice versa. He recommended that the policy objective 3 should read in part “adequate support to men and women” or “value chain actors”. This opinion was largely shared by several other participants.	objective 3 reads “adequate support to men and women”
Peter Adjei TESCOD/ICSF Tantra Hill- Accra	Peter Adjei speaking on Climate Change Mitigation and Adaptation Plan (CCMAP) 4.1; expressed the need to amend the National Disaster Management Organisation (NADMO) Act 927, 2016 to include MoFAD and other SSF stakeholders on the NADMO Council.	Ensure that draft states amendment of NADMO Act for MoFAD and SSF reps on the Council

Stakeholder	Comment	Adjustments to be Made
Mr. Ishmael Adjei Brown Director of RSIM MoFAD, Accra	Mr. Ishmael Adjei Brown strongly expressed the need for a portion of the proceeds from sale of premix fuel at various landing beaches be channelled to social intervention projects in fishing communities. He cited a case in point where a community in Tema New Town constructed a Senior High School from premix fuel proceeds. He called for a specific directive with premix fuel proceeds on social interventions be made in the policy draft.	Ensure policy draft states diversified sources of funding social interventions
Nana Jojo Solomon, President, GNCF Accra	Nana Jojo Solomon, President of the Ghana National Canoe Fishermen Council disagreed with the suggestion for a directive be made on the use of premix fuel proceeds. He averred that whatever decision is taken with premix proceeds is solely at the discretion of the managers of the premix fuel at the landing beaches and should not be interfered with by third parties. Responding to this concern, Mr. Ishmael Adjei Browne noted that; proceeds from premix fuel was only a suggestion and a bottom-up approach as such; as fishing community are in a better position to fund identified interventions or needs.	None required
Mr. Nicholas Smith, Programmes Manager CEWEFIA, Elmina C/R	Mr. Nicholas Smith, Programmes Manager of CEWEFIA asserted that the proposed draft poly should have dedicated funds directly prescribed by the draft. He stated that pre-mix fuel margins are not adequate to fund the wide range of social interventions proposed in the policy draft.	Previously addressed
Ms. Doris Ahadzi, National Executive, NAFPTA, Tema	On section 3.1; “create a disaggregated database of pre- and post-harvest value-chain actors (including communities, households, associations and groups) in the small-scale fish value chain” Ms. Doris Ahadzi expressed satisfaction and	None required

	noted that this will help identify those who need the most help for assistance.	
Mr. Jacob Tetteh Agekeh, National Inland Canoe Fishermen Council, Accra	Mr. Jacob Tetteh Agekeh expressed concern that inland fishers' perspectives on child labour and trafficking (CLaT) have not been captured in the policy draft; and many of the cases reported by NGOs as child labour are often exaggerated, over-dramatized or taken out of the family context. In response, Mr. Nicholas Smith pointed out that CLaT is real and deprives children of their right to basic education, healthcare, nutrition and their childhood. Should the authorities ignore CLaT reportage and offenders, they will be condoning in a serious human rights violation. Prof. Champion emphasised that the policy draft captures the problem of CLaT generally under 2.2.2 since there is a detailed national action plan on CLaT.	None required

Stakeholder	Comment	Adjustments to be Made
Prof. Benjamin Champion ICSF/KNUST Kumasi, A/R	On the subject of CLaT, Prof Champion expressed the need for small-scale fishery stakeholders to clearly differentiate genuine cases of CLaT and unscrupulous persons or NGOs pushing proposals to tackle CLaT without real facts on the ground. He stated the policy draft see CLaT as part of the bigger picture of human rights violation and which must be addressed in every SSF regardless of severity, form or socio-cultural belief system.	None required
Nana Kweigyah President, Canoe & Fishing Gears Owners Association of Ghana (CAFGoAG) Abandze, C/R	Nana Kweigyah, President of Canoe and Fishing Gears Owners Association of Ghana raised the need to include fishery youth-based and youth participation; and local participation and social responsibility in the section 1.4 of the policy draft. He observed this will give the youth a sense of recognition and responsibility in the policy draft	Adjustment in wording to be made in relation to specific comment
Nana Kwamena Sankah II Executive, GNCFC C/R	Nana Kwamena Sankah II; an executive of the Central Regional branch of the Ghana National Canoe Fishermen Council expressed full support for the 12 multidimensional indicators identified in section 2.1. Commenting on the Water and Sanitation Hygiene (WASH) Intervention Plan in 2.2.8; he noted that before the WASH Intervention Plan is rolled out; premix fuel proceeds can be potential source of funding basic toilet facilities in fishing communities. This opinion was shared by several other participants including Mr. Mike Abaka-Edu who suggested that sanitation in beachfront communities in particular should be prioritised.	None required

Mr. Dominic Ignatius Dadzie Executive, GNCFC W/R	Mr. Dominic Ignatius Dadzie; an executive of the Western Regional branch of the Ghana National Canoe Fishermen Council suggested that alternative energy sources such as solar-powered energy should be included in the Clean Affordable and Reliable Energy Intervention Plan (2.2.9). He noted that this will ensure sustainability energy needs of the SSF sector in the long-term.	Ensure policy draft mentions 'solar-powered energy' as an example of sustainable energy source.
Mr. Ishmael Adjei Brown Director of RSIM MoFAD, Accra	Commenting on sustainable energy, Mr Ishmael Adjei Brown observed the need for fishers to start thinking about alternatives to the dug-out canoe as widespread deforestation has made lumber very scarce and expensive. He stated that MoFAD has started trials on fibre-glass prototype of the wooden canoe and they have proven excellent alternatives, fuel efficient and durable. The only downside, he noted was the higher cost but many participants agreed fibre-glass boats should be captured in the policy draft as alternative to the dug-out canoe.	Ensure policy draft mentions fibre-glass canoe as alternative to dug-out canoe

Stakeholder	Comment	Adjustments to be Made
Mr. Jacob Tetteh Agekeh, National President NICFC; Accra	On the subject of proposed Guidelines on Customary Tenure Rights, (section 1.3) Mr. Jacob Agekeh raised the need to distinguish between the hierarchical structure of the coastal SSF community headed by 'Chief Fisherman' and the inland SSF community headed by 'Headman' or 'Chairman'. Should legislation recognise the Chief Fisherman but ignore the Headman, it will lead to crisis, he noted.	Adjustment to be made in relation to specific comment
Mr. Ebenezer Kattah Development Action Association (DAA) Winneba, C/R	Mr. Ebenezer Kattah, an Executive of Development Action Association noted that; under "modernization and proper maintenance of existing markets" (3.3a) and "developing new market facilities with a particular focus on the needs small-scale fisheries processors, and traders including day-care, clinic, storage facilities and auditorium with audio-visual equipment for training" (3.3b) could lead to economic transformation of fishing communities if intervention plan is well implemented.	None required