

# Summary of the Integrated Coastal and Fisheries Governance Initiative (ICFG), Training #1

Busua, Ghana, February, 2010

Coastal Resources Center, University of Rhode Island



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# ICFG Training #1 Summary

*Report of the Integrated Coastal and Fisheries Governance Initiative, Training #1, Busua, Ghana, February 1-3, 2010*



## INTRODUCTION TO THE ICFG INITIATIVE APPROACH

This three day program in early February was designed to discuss and apply the methods being introduced by the Integrated Coastal and Fisheries Governance Initiative. These include the ecosystem approach, examination of long term trends, analysis of the existing governance system, techniques for assembling a baseline as a reference point for future change and framing strategies for achieving a desirable future in a specific place. A total of 26 participants came from the Coastal Resources Center/ ICFG team, Friends of the Nation, Government of Ghana, SustainaMetrix, the Universities of Cape Coast and Ghana, Environmental Protection Agency, SEMA and several District Planners from the Western Region.

## Training Modules

- **Module 1:** Introduction to the ICFG Initiative & The Unique Identity of Coastlines
- **Module 2:** Identifying Issues
- **Module 3:** How Issues Change Over Time
- **Module 4:** The Learning Cycle
- **Module 5:** Issues & Challenges of Fisheries in the Western Region
- **Module 6:** Assessing Outcomes in Governance with Graduated Progress Markers
- **Module 7:** Features of the Existing Governance System
- **Module 8:** Field Trip to Dixcove
- **Module 9:** Integration and Analysis of Issues in a Specific Place (Dixcove)
- **Module 10:** Scaling up from Dixcove to the Western Region
- **Module 11:** Priority Issues for the ICFG Initiative; Discussion of Institutional Options and Key Partners. Next Steps





### MODULE #1 : INTRODUCTION TO THE ICFG INITIATIVE & THE UNIQUE IDENTITY OF COASTLINES

#### URI COASTAL RESOURCES CENTER

- 1972: Established to support the policy development, planning and analysis required by a powerful Coastal Council created by state legislation in 1971
- 1976 and 1983: Formulated one of first state CZM programs approved by the federal government
- 1985: Selected to lead first USAID global program on coastal management
- Today: Continues to implement cutting-edge programs in the US and worldwide

#### FEATURES OF THE ICFG PROGRAM

- A four year program sponsored by USAID, structured in 3 phases
- To address both coastal and fisheries issues in the Western Region all as a potential basis for a future national program.
- The Initiative will contribute to the sustainable management of Ghana’s coastal and marine ecosystems to safeguard their ability to provide goods and services that generate socio-economic benefits to communities while sustaining biodiversity
- Partners include: The Government of Ghana, Friends of the Nation, SustainaMetrix, The World Fish Center
- Trainings and “State of the Coast” Integration is initiated with this training and is designed to build a shared understanding of the key concepts and tools of the ecosystem approach.
- In April, we will review and integrate initial activities/products, n August, we will meet to complete the “State of the Coast” document and baseline

#### LEARNING GOALS

- ★ Explain the basic concepts of the ecosystem approach to planning and decision making and how it differs from the sector-by-sector approach; describe the sources and mechanisms of governance as they apply to responses to change in the coastal ecosystems of the Western Region
- ★ Apply techniques for assembling a baseline through a participatory process that: 1) integrates available primary and secondary information on the condition of the coastal zone and fisheries with traditional knowledge, and 2) identifies differences in stakeholder perceptions of the key issues and their causes.
- ★ Document a reference point against which to gauge future change in the condition of coastal ecosystems and the governance system, reconstruct long term trends for key variables, & analyze the authority, influence, objectives and strategies of the principle governance mechanisms.

#### TRAINERS for the event:

- ★ **Stephen Olsen:** University of Rhode Island, Coastal Resources Center
- ★ **Glenn Page:** SustainaMetrix
- ★ **Brian Crawford:** University of Rhode Island, Coastal Resources Center





**DEFINITIONS**

- ★ **ISSUES:** is a problem or an opportunity to be addressed by an program/project
- ★ **Policy Agenda:** is the short list of issues that decision makers in government are acting upon at a given time.
- ★ **Management:** Management is the process by which human and material resources are harnessed to achieve a known goal within a known institutional structure.
- ★ **Governance:** Governance addresses the policies, laws and institutions by which a set of issues are addressed. Governance questions the fundamental goals, the institutional processes and the structures that are the basis for planning and decision-making. Governance sets the stage within which management occurs. Governance includes formal and informal arrangements, institutions, and mores that structure and influence:
  - How resources or an environment are utilized
  - How problems, opportunities are evaluated, analyzed
  - What behavior is acceptable or forbidden
  - What rules & sanctions are applied to guide how natural resources are distributed and used
- ★ **ICM as an expression of the ecosystem approach:**
  - Recognizes that both the environment and associated human population must be addressed simultaneously.
  - Is concerned primarily with instigating changes in human behavior required to restore and sustain the required qualities of ecosystems
  - Is driven by explicit goals, and is made adaptable by monitoring and research
- ★ **Goal:** defines in specific, (ideally quantitative and time limited terms) the desired long term human and environmental conditions.
- ★ **Objective:** define the near term processes and outcomes that contribute to attaining a goal (i.e. what the program does).
- ★ **Strategy:**the means by which goals and objectives are achieved (i.e. how the program addresses the objective).

**MODULE 2: IDENTIFYING ISSUES**

Issues are both problems and opportunities, and have both environmental and societal dimensions. Issues that make it onto the policy agenda must be seen as significant and framed around a path of action. Identifying and analyzing issues is the first step in an application of the ecosystem approach.

**GROUP EXERCISE:** Four small groups formed:  
Group 1: Fisheries issues  
Group 2: Rural districts/land use issues,  
Group 3: Issues related to oil and gas for the Twin Cities  
Group 4: Issues related to tourism.

**GROUP CHARGE:** What are the current issues posed by each of the four issues in the Western Region. List issues for both the environment and list issues for the people. Issues are BOTH problems and opportunities.





## EXAMPLE OF SMALL GROUP OUTPUTS

### GROUP 1: Fisheries PEOPLE

#### Issue: Low Quality of life

- Unemployment, low income level
- High poverty levels, poor health care, people living in slums
- Rapid population growth
- High illiteracy

#### Issue: Poor Governance

- Communities neglected by central government
- Unregulated fishing
- Eroding traditional governance
- Resource use conflicts
- Poor landing site infrastructure

### ENVIRONMENT

#### Issue: Habitat Loss

- Bottom degraded by trawling
- loss of fishing grounds
- degraded wetlands and mangroves and lagoons
- coastal/soil erosion

#### Issue: Dwindling Stocks

- Overfishing
- Smaller fish size
- Declining catch, more fishermen

#### Issue: Pollution of marine waters/coasts

- Oil spills
- Industrial pollution

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### MODULE 3: HOW ISSUES CHANGE OVERTIME

#### DEVELOPING A TIMELINE

The trainers introduced the importance of a long-term timeline as the basis for an analysis of the origin (local/regional/global) of pressures and the responses to the governance system to changes in the condition of the people and the environment. The identification of eras adds another dimension to the analysis by asking:

- Does the timeline suggest distinct eras in the condition of the system?
- What were the formal and informal rules that affected natural resource use during each era?
- What pressures or events triggered the transition from one era to another?

**GROUP EXERCISE:** Construct a timeline for how the topic you have analyzed has evolved since 1950 (entries pre-1950 are also encouraged). Can you identify the origins of the priority issues you identified in the morning or are they recent developments?

#### DEFINITIONS

- ★ **PRESSURE:** internal or external events or forces that have contributed to changes in the State of the ecosystem (change in the market demand, political change, enhanced access to resources)
- ★ **STATE:** the magnitude/condition of social and environmental variables (human population, fish catch, habitat).
- ★ **RESPONSE:** actions by the governance system related to a pressure or changes in the State (a new law/regulation, creation/change in the structure or behavior of an institution, provision/removal of subsidies, new/intensified resource exploitation).
- ★ **ERA:** typically decades or centuries when patterns of human activity and ecosystem condition are relatively stable, and the rules governing natural resources use follow an established pattern.

A synthesis timeline for the Western Region was prepared at the end of Day 1.



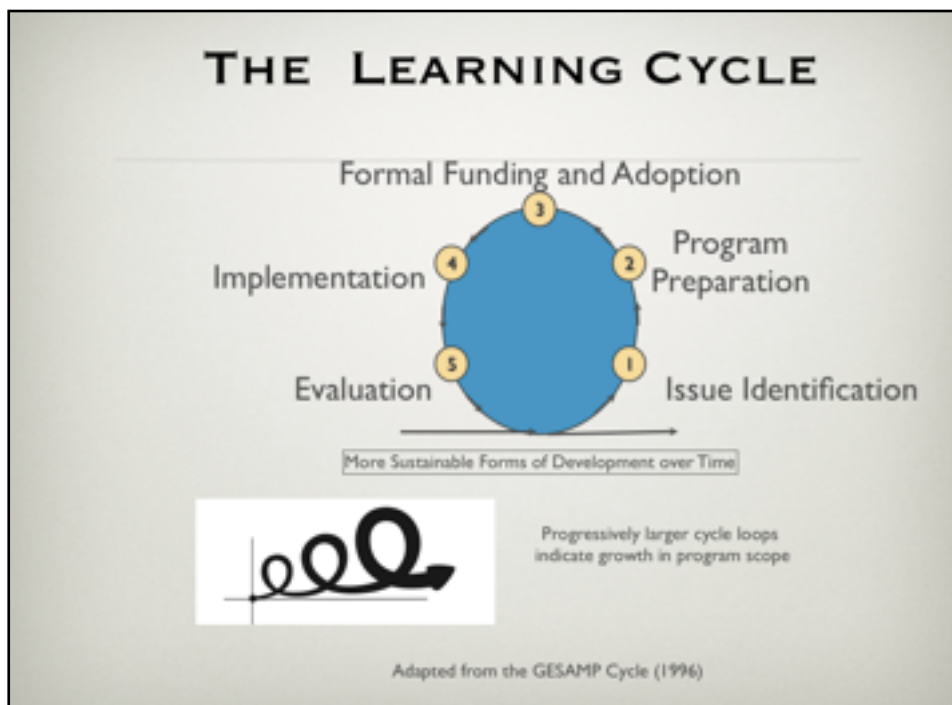
DATE	CHANGE IN STATE (HUMAN AND ENVIRONMENTAL)	RESPONSE OF THE GOVERNANCE SYSTEM
1400- 1850	<ul style="list-style-type: none"> <li>• Arrival of Europeans and construction of forts and castles</li> <li>• Depopulation and depletion of human capital (begins 1500 and ends 1800s)</li> </ul>	<ul style="list-style-type: none"> <li>• Trading posts for goods gold alcohol textiles, tobacco</li> <li>• Transatlantic slave trade,</li> </ul>
1850 - 1945	<ul style="list-style-type: none"> <li>• Completion of Western rail line Tarkwa to Sekundi</li> <li>• First wave of large scale exploitation of minerals, cacao and timber (1900)</li> <li>• End of WWII - second wave of European exploitation of timber resources</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment of Forestry Department (1909)</li> <li>• Rivers Ordinance, forest estate created (8.2 mil. ha)</li> <li>• Completion of Takoradi harbor (1928)</li> <li>• Survey of Ghana's resources by Guggisberg and Co.</li> <li>• Land based oil exploration in Western Region (1920)</li> <li>• Forest Policy (1945)</li> </ul>
1948 - 1966	<ul style="list-style-type: none"> <li>• Rapid industrialization and urbanization</li> <li>• Plantations of oil palm, rubber and agriculture</li> <li>• Enhanced road transportation</li> <li>• Migration linked to dam construction</li> <li>• Attraction of colonialists and africans in the diaspora to Ghana - the first wave of tourism</li> </ul>	<ul style="list-style-type: none"> <li>• Mass agitation for independence (1948) Independence and emergence of African's new personality (1957)</li> <li>• Central government displacement of traditional management (1960s)</li> <li>• Government and donors fund construction and completion of Tema Harbor and Akosombo Dam</li> <li>• State control of hotels, industries, parks and gardens (1962-1965)</li> <li>• Suppression of political dissent (1964-66)</li> <li>• Proliferation of schools, human resource development</li> </ul>
1966 - 1992	<ul style="list-style-type: none"> <li>• Economic down turn</li> <li>• Tourism decline</li> <li>• Breakdown of general infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Political instability</li> <li>• Culture of Silence</li> <li>• Retirement of workers, proliferation of small-scale commercial activities</li> </ul>



DATE	CHANGE IN STATE (HUMAN AND ENVIRONMENTAL)	RESPONSE OF THE GOVERNANCE SYSTEM
1992 - 2010	<ul style="list-style-type: none"> <li>• Improved communication, mobile phones, internet, radio and television and newspapers</li> <li>• General reconstruction and improvement of infrastructure (airports, ports, stadiums)</li> <li>• Improvement of tourism - trade fairs</li> <li>• Offshore oil discovery (2000)</li> </ul>	<ul style="list-style-type: none"> <li>• Democratic change in government</li> <li>• More aid and grants</li> <li>• Prospecting for oil and gas</li> <li>• 4th Republic Constitution (1992) - democratic governance and new freedoms</li> <li>• 1992 - Rio conference - awareness of environmental issues</li> <li>• Currency liberation</li> <li>• Obama Visit (2009) USAID ICFG (2010)</li> </ul>

**MODULE 4: THE LEARNING CYCLE**

The trainers introduced the learning cycle and how it applies to ecosystem management initiatives. Analysis of the essential actions associated with each of the five steps in the cycle reveals gaps between issue analysis and planning (Steps 1 through 3) and implementation of a plan or program of action (Step 4). Too often, subsequent initiatives do not build strategically on a careful assessment of what should be learned by earlier attempts to address the same or similar issues (Step 5).



**DEFINITIONS**

★ **A GENERATION OF GOVERNANCE:** the partial or full completion of the five steps of a management cycle in a time period when the issues and/or geographic scope of a project/program remain constant.







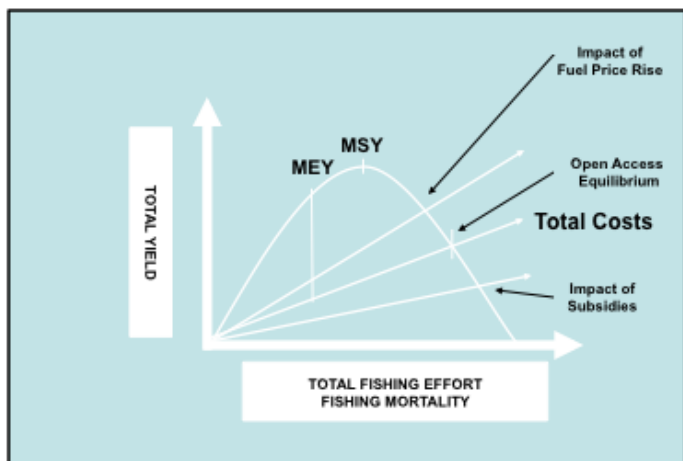
**MODULE 5: ISSUES & CHALLENGES OF FISHERIES IN THE WESTERN REGION**

The Facilitator introduced basic concepts fisheries including a simplifying economic model of the relationship between increased fishing effort and the effect on total yield. This included issues such as increases in fuel prices and subsidies such as pre-mix.

**GLOBAL FISHERIES FACTS**

- Seventy-seven percent of world fisheries production is from developing countries.
- Net fisheries exports from developing countries in 2002 was worth U.S. \$17.4 billion.
- For 2.6 billion people, fish represents more than 20 percent of the animal protein in their diet.
- Fifty million men and women are directly employed in small-scale fisheries.
- Ninety-six percent of fishers worldwide are small-scale and provide 50 percent of global catch, and most reside in developing countries.

**Basic Concepts:  
The Bio-Economic Model of a Fishery**



Large-Scale and Small-Scale Fisheries Compared		
Key Features	Large-Scale	Small-Scale
Direct employment in fishing	500,000 people	50,000,000 people
Fishery-related occupations	-	150,000,000 people
Fishing household dependents	-	250,000,000 people
Capital cost per fishing job	US \$30,000 - 300,000	US \$20 - 300
Annual catch for food	15-40 million tons	20-30 million tons
Annual fish by-catch	5-20 million tons	< 1 million tons
Annual fuel oil consumption	14-19 million tons	1-2.5 million tons
Catch per metric ton of oil used	2-5 metric tons	10-20 tons

**DEFINITIONS**

- ★ **Subsistence Fisheries:** The catch is mainly eaten by the family.
- ★ **Co-management:** a partnership between fishers and government where each has specified responsibility and authority for managing the fishery.
- ★ **Decentralization:** shifting of responsibilities from central government to lower levels of government.
- ★ **Ecosystem-based management (EBM)** in fisheries focuses on conserving the health and resilience of the ecosystem, and maintaining the flow of goods and services. EBM can be viewed as a long-term, incremental process that over time builds increasing levels of integration for larger, spatial scales of management.
- ★ **Rights Based System:** provides individuals or groups entitled to access the fishery with a defined share of the benefits generated by a fishery.
- ★ **Use rights systems may include:**
  - Access rights to the fishery harvest.
  - Harvest rights for a specific amount of effort on a specific species through licensing and total allowable catch (TACs)
  - Territorial use rights in fisheries (TURFS)
- ★ **Marine protected area (MPA):** an area of sea especially dedicated to the protection and maintenance of biodiversity and of natural and associated cultural resources, and managed through legal or other effective means. MPAs range from small, locally managed and enforced fisheries or ecological reserves (no-take reserves) to large areas zoned for multiple uses.
- ★ **Fishing effort:** is a defined unit of total fishing gear in use for a specified period of time.
- ★ **Catch per unit of effort (CPUE):** is the catch of fish, in numbers or in weight, taken by a defined unit of effort.
- ★ **Maximum sustainable yield (MSY):** is the largest average catch or yield that can continuously be taken from a stock under existing environmental conditions. This also is often referred to as the maximum biological yield.
- ★ **Maximum economic yield (MEY):** is the point where the difference between total yield and total costs is the greatest. It occurs at lower total effort levels than maximum sustainable yield (MSY).

Berkes et al. 2001





### GROUP CHARGE

- What is the status of most Ghana marine fisheries stocks?
- What do you feel are the key management issues, given the status of the stocks?
- What should be the goals of management?
- What combination of management measures or tools do you think can be practically applied to achieve those goals?

- Uncertain effects of climate change
- Inadequate laws
- Weak enforcement
- Weak co-management and decentralization

#### Goals

- Get back to MSY
- Reduce effort based upon efficiency and livelihoods – artisanal supported, industrial reduced over time and phased out
- Negotiate a deal that can be accepted

### EXAMPLE GROUP OUTPUTS

#### GROUP 3

##### Stock Status

- Fish stocks declining
- Less large fish
- More smaller fish

##### Management Issues

- Increased effort
- Subsidies
- Open access
- Perceived effects of oil rigs

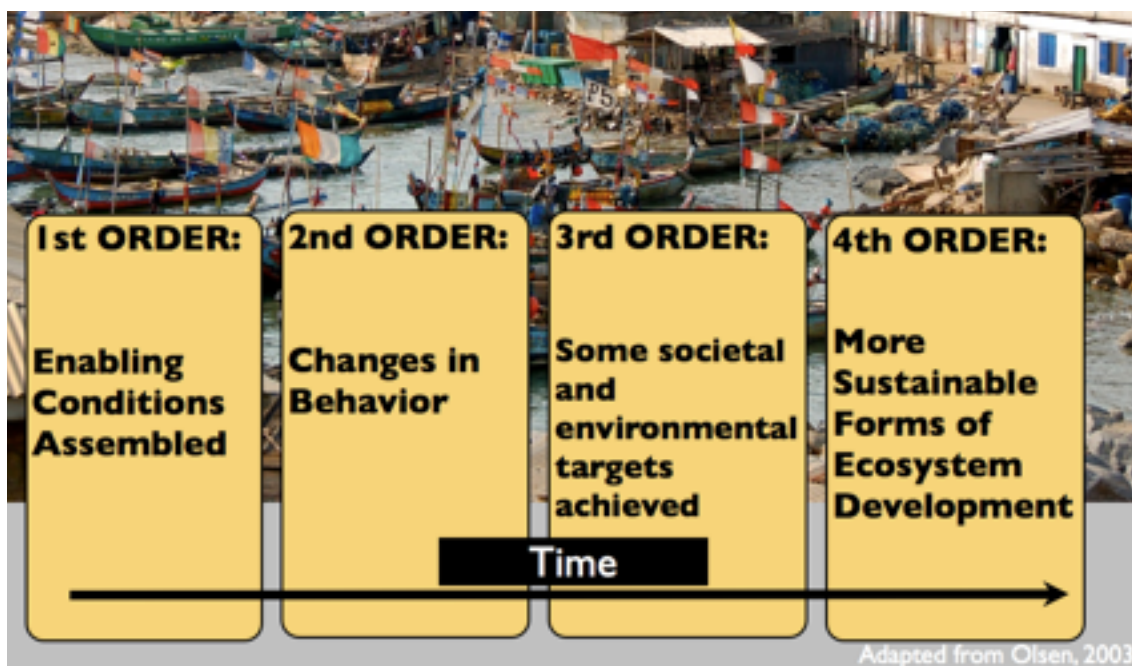
#### Objectives

- Registration
- Enforced norms, legitimate and legally adopted (light fishing, dynamite, net size, etc.)
- Institutional capacity strengthened at various levels
- Promote stewardship ethic to change our mentality

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## MODULE 6: ASSESSING OUTCOMES IN GOVERNANCE WITH GRADUATED PROGRESS MARKERS

### THE ORDERS OF OUTCOME





The Orders of Outcomes framework is designed to compliment the learning cycle by focusing on the sequence of outcomes that are must be achieved when working to realize a long term advance to sustainable forms of development and conservation. The 1st Order Outcomes define the four enabling conditions for the sustained practice of ecosystem-based management. The 2nd Order defines the changes in behavior necessary to achieve 3rd Order social and environmental goals.

**FIRST ORDER ENABLING CONDITIONS**

- ★ Specific **GOALS** for target environmental and societal outcomes defined
- ★ Supportive and informed **CONSTITUENCIES** present in the community and responsible governmental agencies
- ★ Required implementation **CAPACITY** present within implementing institutions
- ★ **COMMITMENTS** to provide necessary authorities and resources for implementation of a plan of action

The outcomes that mark the full scale implementation of a formally approved and sustainably funded plan of action are addressed in the 2nd Order, as changes in the behavior of governmental institutions, the behavior of the relevant groups exploiting or otherwise affecting ecosystem conditions and the behavior of those making financial investments in the system. An important feature of this third category of 2nd Order change is success in generating the funds required to sustain the program over the long term. The 3rd Order marks the achievement of the specific societal and environmental quality

goals that prompted the entire effort. In ecosystems that are much altered by human activities the achievement of a sequence of 3rd Order goals marks the path to more sustainable forms of development as defined by the 4th Order. The Orders of Outcome framework calls for:

- A focus upon the transition between the 1st and 2nd Orders
- The engagement of the three governance mechanisms
- Simplifying monitoring and making it strategic
- A culture of self assessment, peer review and adaptive management
- Long-term funding for implementation of effective ecosystem governance initiative
- Integration across spatial scales through nested systems of governance.

**A GOVERNANCE BASELINE**

A governance baseline has two parts. Part One is a documentation and analysis of how the governance system in a specific place has responded – or failed to respond – to the trajectory of ecosystem change. It examines the long-term trends in both human well-being and the environmental conditions through case studies that examine the processes and outcomes of responses to the issues raised by past and current expressions of societal and environmental change. Part Two outlines a strategic approach to designing a new program, or adapting an on- going program, to address the ecosystem

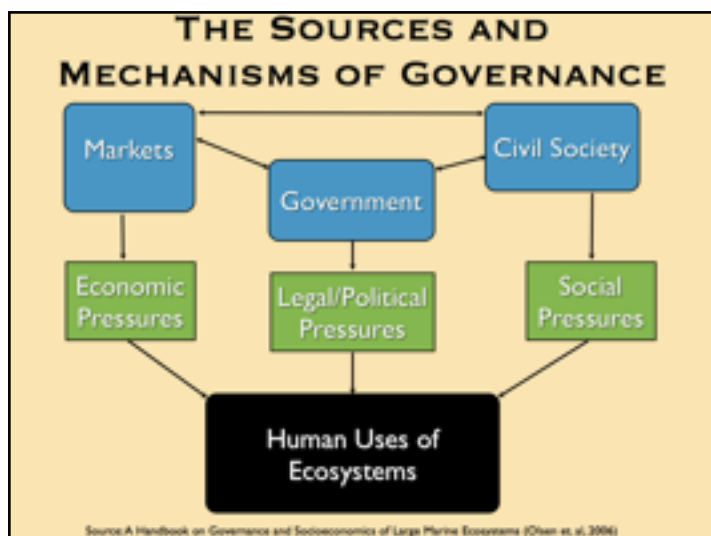




management issues of the place.

The use of case studies allows for a detailed analysis of the power, objectives and strategies of each governance mechanism for a given issue. The benefits of a governance baseline includes the following:

- Assesses degree to which enabling conditions are present
- Identifies priorities for capacity building
- Suggests behavior changes that are likely to be possible and not possible
- Provides a reference point against which to gauge future change
- Serves as basis for “tailoring” good practices to the place



### CASE STUDY: THE PRE-MIX FUEL SUBSIDY

The participants used the case example of the pre-mix fuel subsidy to illustrate the interactions of government, the market and civil society over a program that has become politically charged and controversial. 1st, 2nd and 3rd Order outcomes attributable in part to the pre-mix program were identified.

While the trainers did not have the original goal for the program, they reconstituted one purely for the case study exercise:



*For reasons of equity with similar fuel subsidies for crop farmers, the Ministry of Food and Agriculture has established a subsidized fuel program administered by Chief Fishermen to maintain the viability of the canoe artisanal fleet as the primary source of fish and animal protein that the Ghanaian population wants and needs.*



The ensuing exercise and followup discussion generated the following:

- Some at senior levels in government and at the community level are concluding that the program should be phased out due to political interference and other problems with its implementation
- Subsidies in open access regimes such as Ghana’s ultimately and do not reduce the price of fish or increase fish supply - indeed it does the exact opposite.
  - The program was reactivated in 1999 and currently requires an annual government investment of \$10 million US.
  - At several sites canoe fishermen report that they are not going to sea because pre-mix was not available to them.



- When the prices of petroleum spiked in the late 90's the differential between the pre-mix price and the market price widened and this increased the temptation to divert pre-mix to other uses allegedly including mixing with fuels sold at petrol stations.

### MODULE 7: FEATURES OF THE EXISTING GOVERNANCE SYSTEM

#### ECOSYSTEM BASED GOVERNANCE IN THE WESTERN REGION

The trainers introduced the need to summarize the features of the existing governance system in order to orient the priorities and strategies of the ICFG Initiative. The participants noted the following:

The government in Ghana operates primarily as a top down system with policy making and major decisions reserved to Accra. It is interesting that the role of regional governments is primarily is one of coordination. The autonomy of the District Assemblies is constrained by the guidance they receive on the priorities and contents of their four year medium term development plans. Similarly, all policies and actions affecting fisheries come from the center and this did not change when community based fisheries management was attempted several years ago. Thus decentralization of governmental power and responsibility appears to be more of a concept rather than a reality.

In the Western Region, it is obvious that ecosystem change and the processes of development are driven primarily from *market* forces. It would appear that government and civil society currently have a limited influence on modulating or directing these market forces. Nonetheless we are seeing a strengthening of the role and influence of *civil society* through NGO's and a variety of civil associations.

We have all seen that there is a well developed traditional governance system that has in the past been effective in regulating the use of natural resources and controlling overexploitation of fisheries and forests. This system however is eroding, and while important, now has a limited influence on the over-use and mis-use of natural resources.

#### THE QUESTION OF OUR TIME

The question that faces us today is whether we are on the threshold of a new era in which government, civil society and markets and the traditional Chieftancy system will all come together to negotiate a new form of governance that is effective in promoting a stewardship ethic in directing the massive forces of ecosystem change in this region towards a desirable future in which the stewardship ethic is the centerpiece.

In this workshop, we have focused our attention until now on trying to understand how the many social and



environmental issues that face us in the Western Region have developed over time and how they relate to each other. As the trainer said, "it is now time to cross the bridge and look to the future." We must work together to define the features of a desirable and equitable future that we builds on current strengths in the existing governance system while recognizing its weaknesses. There are major limitations on what is possible. Any strategic path forward must be directed by a shared vision that inspires hope, while being practical and achievable. We must set near-term goals that are specific and where possible expressed in quantified and time limited terms. Such goal setting is essential even though it is difficult for there are a diversity of interests and forces at work.





### MODULE 8: FIELD TRIP TO DIXCOVE

#### ASSEMBLING INGREDIENTS FOR A VISION

This introduces Part 2 of a baseline. This module featured a field trip to the adjacent community of Dixcove, a 20 minute walk from Busua, a compact coastal settlement and the site of a European Fort. The town serves as an ideal location to explore each of the four topics of fisheries, rural development, tourism and potential impacts of oil and gas development in the Western Region. The teams were asked to conduct interviews with local residents and return with a plausible vision that relates to each group’s topics.



**DEFINITION of a Vision:**

- ★ Represents the ideal conditions that the program wants to achieve; it should be sufficiently broad and inspirational to remain relevant over time;
- ★ Describes economic, political, social and/or environmental changes the program hopes to bring about; and,
- ★ The ultimate achievement of the vision lies beyond the program’s capability; however, the program should contribute to and facilitate that end.

#### CHARGE FOR THE FIELD TRIP

Present a plausible vision in Dixcove by 2015. Address both the environmental and human dimensions. Identify the key barriers to achieving the vision and three strategies to overcoming them. Address both the environmental and human dimensions of your topic.

### MODULE 9: INTEGRATION AND ANALYSIS OF ISSUES IN A SPECIFIC PLACE (DIXCOVE)

#### PRESENTATION OF A PLAUSIBLE VISION

Each of the four groups were asked to present short 10-minute summaries of their findings reflecting on what they saw in Dixcove, the issues, and what could be done to address the issues.

#### EXAMPLE GROUP OUTPUT

##### GROUP 1 Fisheries

##### Vision

A small town with a sustainable, modern and profitable fishing industry, combined with a thriving tourism industry, in a clean coastal environment where the citizens have a good quality of life.

##### Who We Talked To

- The Technical Fisheries Officer
- The Chief Fisherman Upper Dixcove





- Some Fishermen Young & Old
- Some Fishmongers & Processors.

### Key Barriers

- Inadequate government commitment for detailed operational plan or financing for landing site development with community participation.
- Crowding, poor community planning, poor sanitation and solid waste management practices by the people.
- Rapid increase in fishing effort and decline in catches.
- Inadequate law enforcement on fisheries.

### Strategies to Achieve the Vision

- Enforcement of laws, fast track the passing and gazetting of District bye-laws; adoption of the fisheries regulation.
- Reduce fishing efforts through diversification of livelihoods.
- Education and awareness campaigns and improved capacity on sanitation and community-based solid waste mgt.
- Develop an area management plan for land use
- Link tourism development in Busua to Dixcove.

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## MODULE 10: SCALING UP FROM DIXCOVE TO THE WESTERN REGION

### FOCUS ON ENABLING CONDITIONS

The trainers described how the previous exercise has shown participants how important it is to set long term goals that can inspire and specify what actions can contribute to a desired future and which do not. In this exercise, scaling up from Dixcove to the Western Region, the trainers asked the participants to assume that long term goal for any issue and any topic will be in the direction of more sustainable forms of development and conservation. In this module, the focus was to address the more immediate objectives and strategies that the ICFG can set for itself for the next 18 months.

### CHARGE FOR THE GROUP

The exercise is to define (for each of the topics we have been addressing) the objectives and the outcomes that will contribute to assembling the 1st Order enabling conditions by September 2011. Differentiate what will be done (the objectives) from how they will be done (the strategies). The next layer down from the strategies is the specific tasks (the actions) that activate the strategy and contribute to accomplishing the objective. Once again, carefully defining key terms and thinking through how to affect a complex system, benefits from a disciplined and thoughtful approach. For participants educated in the natural sciences, such a disciplined and careful breaking down of an endeavor into a sequence of logical steps should be familiar.



### EXAMPLE GROUP OUTPUTS

#### GROUP 1 Fisheries





**1. Objective - Build Capacity for Collaborative Management at the district and community scale in the Western Region**

**Strategies**

- Reactivate - strengthen CB Fisheries Management Committee
- Raise awareness for general stakeholder campaigns
- Get CB PAC bye-laws gazetted

**Action**

First conduct a needs assessment then based on results:

- Identify where community based management has worked
- Training of CB-CMCs
- Community meetings
- Radio Programs

**2. Objective - Reduce fishing effort - (Drilling down: Identify livelihood alternatives that would be attractive to fisherman and draw them away from the fishing industry)**

- Arrest decline in fisheries stocks
- Encourage semi-industrial fishing

**Strategies**

- Effective co-management
- More effective regulations and institutions
- Put in place regulations to back fisheries act of 2002

**Action**

- Assist with registration of canoes

**3. Objective - Protect Critical fish habitats and spawning sites**

**Strategies**

- ID Critical habitats/spawning areas and potential MPA sites

**Action**

- Replanting mangroves
- Seasonal closures



**MODULE II: PRIORITY ISSUES FOR THE ICFG INITIATIVE**

**EARLY ACTIONS AND CAPACITY BUILDING IN THE WESTERN REGION**

The trainers led the full group in a summary of the learning presented in the previous 10 Modules. The participants were asked to brainstorm to identify priority early actions and capacity building needs in the Western Region to be acted upon by the ICFG Initiative.

**EARLY ACTIONS**

- Build commitment and buy-in for ICFG from District Assemblies, Members of Parliament, Regional Coordinating Councils. It would be ideal if people returned with the message that there is something good going on here and it needs our support.
- Strong and functional website
- Motivate people with some early projects and ideas such as beach cleanups, award schemes, identify exemplars in the community







- State of the Coast report is essential
- Build awareness through a strategic communications plan and implement to increase visibility of the program
- Build and ICFG stakeholder group - an informal group of people serve as advisors to the ICGF team
- Build set of case examples from the Western Region where these methods can be applied and shared - use examples from other places around the world with similar issues
- Conduct Study Tours
- Engage school teachers

### CAPACITY BUILDING

- Short term training on fisheries for planners and land use with ways of integrating technologies such as GIS
- Create advanced education programs for people to expand technical training
- Build capacity for the development of baseline summaries and reports that can be used by teachers at schools - train teachers in the use of the tools

### MOST IMPORTANT LEARNING FROM THIS WORKSHOP

- The learning cycle
- Thinking through issues as elements of simple, complicated and complex systems
- Building skills and how they are linked
- New ways of implementing Orders of Outcome
- How to understand the magnitude of a problem
- New presentation styles - ways of reporting
- Two-way learning



### SUMMARY REFLECTIONS ON THE TRAINING

From the perspectives of the trainers, the three day session was a positive kickoff to the ICFG Initiative and based on the formal and informal feedback from many participants was well received. Upon further reflection, we draw the following conclusions regarding what we need to improve:

- Looking at the outputs from the small group sessions it seems that the “charge” to the groups may have been confusing or not emphasized sufficiently. Either way, we need to do make sure the definitions of the key terms that are referenced have clear definitions and we develop methods to ensure groups follow the specific charges.
- In addition to definitions, we need to give more examples of how to apply the terms we use. For example it is important to clearly define the difference between a topic and an issue as well as the



difference between goals, objectives, strategies and actions. To underscore the importance of a shared language, we need to be clearer on why such differences are important.

- While there was a positive response to the policy/learning cycle (Module #4) from our perspective it seemed that we did not sufficiently underscore the importance of the Orders of Outcome framework (Module #6) as equally important organizing framework that we will be applying to this initiative.

In future training sessions we will return to these concepts and make them as explicit as possible in the trainings as well as in the process of drafting the State of the Coast report. For example, in regard to fisheries, we will likely organize the treatment of the various major topics around issues, goals, objectives and strategies. Issues related to fisheries could be described in the following manner:

- Excessive fishing effort in all but the industrial tuna fishery that drives catches below their maximum sustainable yield. For this issue, an objective might be to reduce each fleet to the levels in the mid 1990s or some other similar target.
- High population growth coupled with high unemployment in fishing communities fuels increasing fishing effort.
- The greater fishing effort, the demand for the subsidized pre-mix fuel program increases and results in reduced catches by the canoe fishery
- Few opportunities for alternative livelihoods exist within fishing communities.
- The high rate of post harvest losses that exist in the canoe fishery means less revenue
- if modern profit-driven fish marketing and fish processing practices are adopted at the canoe landing sites
- The limited opportunities for distribution of catches landed by the canoes within fishing communities. For this issue, an objective may be to build modern profit-driven fish marketing and fish processing practices adopted at the canoe landing sites
- High by-catch and damage to benthic habitats by bottom trawlers
- Increasing competition among the canoe fleet, the inshore trawler fleet and the industrial trawler fleets for the same target fish species in shared fishing grounds.
- Increasing conflicts over space and increased damage to canoes and their gear as offshore oil operations intensify.

Multiple issues like the ones provided above can be grouped in clusters as a basis for considering objectives and strategies for each cluster of issues. For example, an issue cluster might be high levels of poverty in fishing communities, excessive fishing pressure in an open access fishery, competition among the three major fleets, degradation of fish habitats. A similar approach can be taken with the topics of land use in the coastal districts, human activities and construction on the shoreline, the current governance system etc.

In summary, the facilitators strongly encourage all participants to review the definitions carefully. It is important to become comfortable with the development of a shared language to increase our ability as a team to understand each other when we speak about the challenges in the Western Region. The next training in April will build upon this shared language and be applied to a set of case examples. We look forward to seeing everyone at that time and being back in the beautiful country of Ghana.



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### Training #1 Evaluation Results:

**1. What aspect of the first training did you find most useful?**

The most votes went to:

- Module 4: The Learning Cycle (6 responses)
- Module 8: Field trip to Dixcove - visioning exercise (5 responses)
- Module 6: Assessing Outcomes in Governance with Graduated Progress Markers (3 responses)
- Module 5: Fisheries in the Western Region (3 responses)
- Getting to know the way of thinking and planning for the ICFG, Getting to know people, learning about the project, working together, excellent facilitation (3 responses)

**2. What aspect of this training was least useful? Identification of specific modules is welcome.**

The most votes went to:

- Module 10: Scaling up from Dixcove to the Western Region - too complicated (2 responses)
- Module 3: How issues change over time (2 responses)

**3. How would you rate the small group sessions (poor fair good excellent). Of 21 responses:**

43% = Good, 57% = Excellent

**4. How do you rate the plenary sessions (poor fair good excellent). Of 21 responses:**

76% = Good, 24% = Excellent

**5. How do you rate the field trip to Dixcove? (poor fair good excellent). Of 21 responses:**

10% = Fair, 47% = Good, 43% = Excellent

**6. How do you rate the accommodations and food (poor fair good excellent). Of 21 responses:**

5% = Fair, 52% = Good, 43% = Excellent

Suggestions for future events included: more training like this; more training events in the evening; engage fishermen and fishmongers; invite more Town and Country planners; include more community groups; and provide more definitions.

