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SUSTAINABLE FISHERIES MANAGEMENT PROJECT (SFMP) International Technical Assistance Trip Report Glenn Ricci

**IR 1 Strengthened Enabling Environment for Marine
Resources Governance; and**

**IR2 Science and Research Applied to Policy and
Management**

May June, 2015

Cooperative Agreement: AID-641-A-15-00001



Friends of the Nation



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

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SNV:	http://www.snvworld.org/en/countries/ghana
SSG Advisors:	http://ssg-advisors.com/
Spatial Solutions:	http://www.spatialsolutions.co/id1.html

ACRONYMS

CCM	Country Coordinating Mechanism
CEDECOM	Central Region Development Commission
CEWEFIA	Central and Western Region Fishmongers Improvement Association
CLaT	Child Labour and Trafficking
CRC	Coastal Resources Center of the University of Rhode Island
DAA	Development Action Association
DFAS	Department of Fisheries and Aquatic Sciences
DSW	Department of Social Welfare
FC	Fisheries Commission
FEU	Fisheries Enforcement Unit
FoN	Friends of Nation
HR	Human Resources
ICFG	Integrated Coastal and Fisheries Governance
MPU	Marine Police Unit
MSC	Monitoring, Control and Surveillance
SFMP	Sustainable Fisheries Management Program
SNV	Netherlands Development Organization
UCC	University of Cape Coast
URI	University of Rhode Island
USAID	United States Agency for International Development
WFCL	Worst Forms of Child Labour

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INTERNATIONAL TECHNICAL ASSISTANCE TRIP REPORT

Glenn Ricci

TRAVEL DATES:

May 26 – June 4, 2015

TRIP PURPOSES(S):

IR1 Strengthened enabling environment for marine resources governance

1.3 Strengthened Law Enforcement: Output Marine Police Curriculum Review [POL010]

As per Activity Area/IR1 Activity 1.3 of the SFMP Year 1 Workplan, Glenn will be reviewing the existing marine police curriculum developed under the previous USAID ICFG Hen Mpoano project. He will be introducing CRC's competence-based professional development system developed in Eastern Africa for Marine Protected Area Professionals. To guide the curriculum and training the team will quickly characterize the performance gap and determine the necessary competences to frame the curriculum. It's anticipated that this trip will re-affirm commitments by all partner and develop a detailed action plan going forward to complete the review of curriculum. Glenn is to also offer a larger organizational capacity development strategy for the Marine Police Unit –Fisheries Division.

IR 2 Science and Research Applied to Policy and Management

2.3 UCC/DFAS/CCM Capacity Development

As per Activity Area/IR2 Activity 2.3 of the SFMP Year 1 Workplan, Glenn will discuss the curriculum, logistics and larger strategy for the Leadership in Fisheries Course to be conducted at UCC in August. Additionally, Glenn will be doing similar tasks for the September Short Course on Coastal Adaptation to Climate Change to be delivered at URI for three UCC/DFAS/CCM Faculty.

PROGRAM AREAS OF FOCUS OF TRIP (by IR):

Progress on Objectives

Activity: 1.3 Marine Police Curriculum Review

Participants: Hen Mpoano – Kofi and Cefas, FoN - Kyei, Kris and Kwesi, FEU staff

Actions:

Fish Landing Site Visits – We visited Elmina, Salima and Secondi.

Elmina – We toured the docks and visited the Fisheries Technician though he was not working on Saturday. We didn't see any Fisheries Enforcement Unit (FEU) or Marine Police Unit (MPU). Significant numbers of frozen small pelagics were being offloaded from transshipment and being sold. All of the observed catch was juveniles. Boat owners had their secretaries at each boat to track catch volume. Almost all the nets visible were of illegal size.

Salima – We observed legal size nets. When we asked a group of fishermen what they think of the Marine Police they stated that they didn't like them because they don't understand fisheries and they take bribes. These large canoe operators felt that the police focus mostly on the semi-industrial fleet as they could make more money off of them. The fishers suggested that the biggest improvement would be to keep the trawlers outside of the inshore waters. The fishers felt that the Chief Fisherman has significant influence and can organize the fishermen to follow new rules as the group is participatory. The FEU conduct patrols in groups of about six or nine, with three from MPU, MCS and Navy. The Navy members are on a 3-6 month

rotation. The women fish processors are using smokers that may not be very fuel efficient. Is SNV doing a study on this? PREMIX costs have gone up significantly over the past few years. The fishermen reported that the price used to be 150 Cedi for 250 L, now it is 450 Cedi. This is about 60% less than petrol at service stations.

Secondi – This is a busy yet more organized landing site than Elmina. The Harbor Police were at work but only manning the gate and not within the port market area – I am told that they don't cover fisheries laws. All of the nets seen were illegal size. The Western Command is located in Takoradi. The Navy and FC have joint overlap in territory.

Roundtables with Western Region Fisheries Working Group – We spent a morning discussing fisheries enforcement issues with the Western Region Fisheries Working Group, which was established under the previous USAID project. When asked about the role and value of the FEU, the members showed a strong **desire to have more Marine Police** stationed at all Landing Sites to ensure a balanced and continuous presence across the country. FoN led a discussion related to **competences** to include in a MPU training course. The members suggested the course teaches softer community entry by talking to the Chief Fisherman first, the ability to talk to fisherman and show respect, and abide by human rights. One stated that they 'FEU is our friend, not to fight us'. This was the overall sentiment of the group in how to move forward. Members suggested learning from the Ghana experience with **community policing** to monitor the activity of fishers, though there is the danger of violence to their family if not back strongly by the Chief Fisherman and others.

Roundtables with the Fisheries Enforcement Unit - In the afternoon we talked with leaders of the Western Region FEU made up of the Fisheries Commission's Monitoring, Control and Surveillance (MCS), MPU seconded to the FEU, and the Navy. Within the MPU most staff are assigned to the Core which covers oil and gas issues, while a minority are seconded to the FEU to do fisheries enforcement. The MPU assigned 11 staff to FEU when it was first established but due to delays in activity only six remained. Five have been trained in fisheries laws and compliance by the previous USAID project. Within the Western Command, staffing levels are Navy – 12, MPU – Fisheries – 5, and MCS – 6. The representatives suggested a combination of stakeholder education and continual presence as a way forward for improving compliance with fisheries laws. There's also a need for internal communication between the FEU and the MP Core regarding staffing and allocation of resources to conduct patrols on land and sea. FEU tries to do reconnaissance before every patrol though due to limited resources they have to lean on the MP to inform of them issues – which is less effective. Some Chief Fishermen fear for their safety after the FEU arrests fishermen. When we discussed the merits of a competence-based professional development program some showed interest, seeing the value in boosting morale and learning from other regions so that they are more confident in applying the laws.

Marine Police Academy Site Visit and Discussions – We visited the newly built Marine Police **Academy building**, which was funded by USAID in Anyinase, Western Region,. The building is complete though it lacks all furnishings. The MPU is seeking resources to furnish the building. We presented the **WIO-COMPAS professional development model** to the Secretary of the MPU Director, MPU Academy Director and the Western Region MPU Chief. It was suggested that they should apply a competency-based professional development system to their organizational strategy to link the Academy with the activities of the MPUs in the FEU. Kofi will **brief the Director of MPU in the coming weeks** to determine their interest and commitment. Regarding the **number of staff** currently and being recruited, the Academy seems to currently have 40 cadets (though they could be already working officers that are stationed from this compound). MPU project an additional 30 officers coming within

the year. There is a need for 70 officers to be trained. Though it's not clear how many of them will be assigned to fisheries law enforcement vs the CORE program of oil and gas that most MPU are assigned. Of the 25 MPU trained in 2012 we are told 19 remain. Some were sent out to the Eastern Command. MPU/FEU that cover the Central Region work out of the Western Command Offices in Takoradi. This creates a challenge for FEU presence. In regards to **competences**, currently, the Academy trains officers in boating and swimming. SFMP would assist in adding fisheries management, law and compliance strategies. The Academy Director who just returned from the Philippines was impressed by the strategy of education followed by warnings (2-3) then finally enforcement. He also noticed that the Philippines allocate resources to train children on marine conservation and fisheries so that they are educated when they become fisherfolk.

Summary:

In May, **USAID approved SFMP's work with the Marine Police** on fisheries enforcement. This delayed approval now allows Friends of the Nation (FoN) to conduct their **Year 1 scheduled fisheries management training course** of MPU officers. The central focus for FoN at this time is to ensure the proper competences are included in the course, package the course materials for handover to MPU and to identify which MPU officers will attend the course (Western Command and/or Eastern Command). My reflections below are meant to assist in identifying not only the core competences for an entry training course but also a much larger competence-based professional development system for the MPU organization as a whole to ensure long-term sustainability.

Based on these initial discussions with partners, it appears that the FEU is overstretched, underfunded and still working out coordination issues. They show a commitment to educate stakeholders, while also enforcing the fisheries laws. To achieve impact, they request the support of Chief Fishermen and the stoppage of political interference with arrests and prosecutions. The MPU is still in a development phase and thus an opportune moment for SFMP to provide assistance in organizational capacity development strategy, systems and services in developing staff at all levels.

Based on my brief observations, interviews with fishers and information from SFMP partners it appears that training (or lack of knowledge and skills) is not the priority issue. If we do a **competency-based professional development program it must be accompanied by institutional and organizational changes.**

Institutional – there are issues of cross-organizational coordination and communication that need to be resolved to enable effective management actions on the ground. There are other political involvement issues that are impacting the perception of the FEU and will hinder the capacity development of staff and enforcement activities if not addressed. Methods to address them include institutional commitment to cease these practices through renewed Codes of Ethics, Public Statements, New policies, transparency procedures to share enforcement and prosecution databases/progress.

Organizational – Issues at the institutional level should be mirrored at the tops of each organization. Alignment of goals, procedures and oversight management should be reviewed and strengthened at MPU. Poor performance is often rooted at the organizational level. It is hard to see the possibility of sustained progress of field surveillance if the tops of the organizations are not following Codes of Ethics or keeping all staff accountable. This can imperil the safety of field surveillance staff if their actions are not aligned with management laws that are supported by the fishing industry (or at least across government).

Individual – Once the institutional and organizational issues have been addressed, then meaningful progress can be made at the individual level. At this level, capacity development systems are looking to tailor interventions to the personalities and motivations of individuals which requires high quality supervisors and feedback systems.

Below is a suggested approach for conducting this year's workplan tasks as well as a five year strategy should the MPU request support. The recommendations are guided by a holistic organizational view of developing capacity and that performance is influenced by at least six key factors and not just knowledge of staff.

Recommendations

Identify and write detailed competences based on the 2012 FoN Fisheries Course. FoN should work with the MCS and MPU staff at the Takoradi Office to go through the existing course materials and identify what should remain, what should be removed and what needs updating. Then write clear competences (what are the specific knowledge, skills and attitude) expected of the MPU (seconded to FEU?).

MPU Self Assessments – Based on the competences written above ask the existing MPU Fisheries (or all MPU?) staff to complete the self-assessment to identify gaps and strengths. Adapt the course based on results if the team believes the responses were accurate.

MCS and MPU Academy co-facilitate with FoN for MPU Course – I suggest the MCS staff should co-facilitate the course since they should be the subject matter experts for much of the content and be seen as an internal resource for the MPU staff. Additionally the MPU Academy should be seen as leading the course since they will be future hosts of the course. FoN can serve as logistics and training/facilitator specialists.

Seek MPU Organizational Buy-in to Competence-based Professional Development System – Kofi will be meeting with Director of MP -David in a few weeks. He can present the WIO-COMPAS model and identify if MPU would like to develop detailed competences for job functions within MPU. I suggest the following functions – MP Fisheries Patrol, MP Supervisors (Chief at Command Centers), Policy and Planning (Directors at HQ). Once Competences are produced at each major job function then detailed curriculum could be produced. Elements of Professional Development system that they could select from include:

Recruitment specifications based on the competences

Induction Training – not only on competences but also Ethics and Org Learning Culture

Individual Development Plans – ask staff to conduct self-assessment of their competences with supervisor each year. Then identify areas to develop with focused proactive learning opportunities and rapid feedback.

Staff Portfolios – A major strength of a competence system is that staff now understand that they are driving their own professional development. They can collect evidence of performance for each competence area. Then use this for promotions, performance reviews or seeking other jobs. This is an attitude change.

Annual Performance Reviews – If the Police HR office has an official process they could look to strengthen it and link with the competences or create one so that it helps create the evidence for promotions/raises.

Lateral Rewards – In addition to promotions and raises are lateral movements within the same job role so as to recognize high performers who want to stay at a certain level. Not everyone is management material. Also can reward high performers with special tasks and opportunities.

Code of Ethics – Would the MP like to create their own Code of Ethics as an amendment to the Police Code (if they have one)? Maintaining high ethical conduct helps the entire MPU by creating high expectations of staff conduct and helping stakeholders generalize the force as ethical and fair. This can help change incorrect assumptions and stereotypes for the better.

Professional Networking – Conduct activities (training, seminars, rotations) that give field officers the opportunity to network with colleagues in other regions. This is a major boost in confidence and motivation to know how others are dealing with challenges and to know that they are part of a national team helping protect fisheries systems.

Strengthen Supervisor Skills in Developing Staff – A key link is the ability of MP Supervisors to continually assess the performance of their staff and rectify issues. This includes identifying competences to develop, providing deliberate opportunities for development, rapid and frequent feedback, motivation and career development advice. These functions should not be delegated to HQ or HR (who can play a supporting role). Short training courses and the MP Academy can introduce competences but the refinement and mastery will come in the field.

Develop a MP Policy and Planning Seminar for the Field Supervisors (Chiefs) and the HQ Directors. Purpose is to assess results of existing policies in the field, learn about new ideas and experiences (nationally, internationally), and develop new strategies to rapidly test. A series of ongoing seminars could be facilitated by SFMP and provide support to assessing progress and introducing emerging issues or new materials.

Formal and Informal Learning Methods to reduce cost and increase effectiveness

As part of a holistic capacity development system, the MPU and SFMP should **consider a variety of methods for learning and ensuring performance.** These include formal and informal workplace learning opportunities. MPU Academy, seminars and the Police College can provide structured foundational learning. Just as important are the more frequent and impactful on the job learning opportunities that are real-time, provide immediate feedback, and are less expensive thus allowing for MPU to fund it on their own.

FEU Partners Engaged in Strategy

Complimentary to these internal capacity development interventions for MPU, we also recognize the role of the FC/MCS, Navy and Chief Fishermen among many. Similar programs could be designed for these groups, including a set of competences for Community Fisheries Leaders – to give them status, formal recognition of their importance and diverse roles. MCS should play a leading role in delivering Fisheries training at the MPU Academy and feedback on job performance.

Furnishing the MPU Academy

If SFMP wanted to support the MPU Academy they could provide basic training room supplies – tables, chairs, projectors, and flip chart stands. It seems reasonable for the MPU to fund the remaining needs.

5 Year Strategy Timeline

Goal	An organizational culture of learning through a professional development system working at all levels of the MPU focused on maintaining high performing staff.	
Yr 1	Minimum Required Tasks	Or...Larger MPU Buy-in
	<p>If there are delays or no clear larger vision by MPU then do the following tasks contracted for FoN:</p> <ul style="list-style-type: none"> - Update and write out the specific competence standards contained in the course - add additional competences based on identified needs by FEU. - Package the existing FoN 2012 Fisheries Management Course (and new materials from above) and hand over to MPU Academy. - Deliver a training course for MPU officers. - Due to larger enforcement issues beyond the control of field officers, I recommend the focus of the course is for the MPU staff to educate stakeholders and improve the image of the MPU field officers as professional, ethical and informed. 	<p>With larger MPU Organizational commitment and vision SFMP could do the following:</p> <p>Conduct the course with both Western and Eastern Command MPU-F officers.</p> <p>Interview MPU officers trained in 2012 to conduct self-assessments and identify performance gaps targeting follow-up interventions.</p> <ul style="list-style-type: none"> - Invite 2012 trained MPU officers to assist with sessions and mentor jr. staff. - MPU Academy co-facilitates - MPU Director agrees to partner with SFMP to strengthen org. capacity dev strategy and system
Yr 2	<p>If the MPU does agree to a larger organizational Cap. Dev. system then...</p> <p>Develop detailed competence standards for 2-3 job roles (field patrols, station supervisor, policy and planning)</p> <p>Assess performance of staff – through Self-assessments and other methods</p> <p>Train MPU Supervisors in good management competences</p> <p>Develop IDPs for MPU staff to accelerate learning opportunities</p> <p>Assess existing organizational policies and feedback systems for ensuring high performing staff – org. policies, management systems, job roles, competences, on the job learning and feedback systems, and incentives/consequences.</p> <p>Train MPU Academy to lead fisheries courses on their own</p> <p>Develop a seminar series for Supervisors and Planning MPU staff to discuss management issues and develop (perhaps at the Police College</p>	

Yr 3-4	<p>Evaluate MPU programs and identify performance gaps</p> <p>Based on results develop interventions for learning and</p> <p>Provide on the job learning opportunities for staff as they increase their competence and roles.</p> <p>Review and strengthen the MPU promotion and career advancement system</p> <p>NGOs (such as FoN) conduct stakeholder interviews to measure perceptions of MPU</p> <p>Capacity Development program for MPU Supervisors based on competences, learning opportunities and feedback systems.</p>
Yr 5	<p>Recognize high performing staff - through incentives, acknowledgement and other methods that staff value (based on previous studies)</p> <p>Promote performing staff through both vertical and lateral options</p> <p>Assess the effectiveness of the organizational capacity development program and make necessary changes.</p>

Activity: 2.3 UCC/DFAS/CCM Capacity Development through Courses

Participants: UCC – Denis Aheto, John Blay and other DFAS faculty

Actions:

Fisheries Leadership Course Planning – I worked with UCC and SFMP teams to advance the logistics, identify the priority participants, and advance the curriculum design. An updated logistics schedule, roles and responsibilities will be distributed in the coming days. SFMP will be sending out invitations to select organizations asking for participant recommendations. This is similar to the method used for the Philippines study tour. SFMP and USAID will make the final selection of participants based on the recommendations by the organizations. The goal is to have participants selected by June 30.

Short Course on Climate Change Adaptation @ URI - I met with the three UCC Faculty members to discuss their learning objectives in line with the goals of the UCC CCM program and their USAID funded project. To provide a unified engagement between URI and UCC, Don and I met with Rick Burroughs to discuss his trip report and identify ways to involve him in the CCA course at URI. He was receptive to this approach and has started to engage in our course design process. Don and I will send to UCC a proposed course design in the coming weeks. Kim is reserving logistics and UCC is booking their flights based on the course dates of September 7-18.

Summary: SFMP and UCC would like to see a larger five year capacity development strategy between the two programs. I didn't have time to engage in this larger discussion but it will be addressed in the coming months. It is understood that these are not one-off courses but part of a larger capacity development strategy.

NEXT STEPS

MPU Capacity Development – Kofi to discuss the capacity development support SFMP can provide with the MPU Director in the coming weeks. This will determine the scope and timing of activities.

MP Fisheries Course – Glenn will share the WIO-COMPAS competences and tools with FoN for their consideration in developing detailed competence standards for the existing course curriculum and ways to package the course for handover to MPU Academy.

Fisheries Course – Detailed tasks are broken down in the related course charter and gantt chart

CC Short Course at URI - Detailed tasks are broken down in the related course charter and gantt chart

ATTACHMENTS

Leadership in Fisheries Management Course Brochure

Fisheries Leadership Course Charter

Coastal Adaptation Short Course Charter

ANNEXES

ANNEX I : Ricci Travel Itinerary

NAME OF TRAVELER: Glenn Ricci

DATE PREPARED/REVISED: May 28, 2015

TRAVEL DATES: May 26-June 4 TOTAL DAYS: 10

MAIN SFMP COUNTERPARTS IN GHANA: Kofi Agbogah

TAR / TEV NUMBER: T8432C

TRIP LOGISTICS:

(Cell phone) TBD

Brief Flight Plan with Dates, Flight #, Arrival and Departure Times

DEPART : 26 May Delta BOS 9pm – AMS 7a

ARRIVE: 27 May KLM AMS-ACCRA Arrival 8pm

RETURN: 3 June 10pm KLM ACC-AMS

PURPOSE OF TRIP / OBJECTIVES BY SFMP ACTIVITY CODE:

IR1 Strengthened enabling environment for marine resources governance

1.3 Strengthened Law Enforcement: Output Marine Police Curriculum Review [POL010]

SFMP's objective is train the Marine Police Unit of the Ghana Police Service on social policing and ecological justification of the fisheries laws. The SFMP will work with the police administration and the Ministry of Fisheries and Aquaculture Development to develop and mainstream the ICFG-developed fisheries enforcement curriculum into the training of marine police recruits nationwide, particularly at the Police College. The training will also target senior police officers on refresher courses. This will ensure recruits joining the service and other senior personnel have basic knowledge in fisheries law enforcement. The SFMP will also train marine police and Fisheries Enforcement Unit (FEU) and MCS personnel in the Central Region in Year 1 and scale up marine police training in subsequent years to the Greater Accra and Volta regions.

Objectives of the Trip:

As per Activity Area/IR1 Activity 1.3 of the SFMP Year 1 Workplan, Glenn will be reviewing the existing marine police curriculum developed under the previous USAID ICFG Hen Mpoano project. He will be introducing CRC's competence-based professional development system developed in Eastern Africa for Marine Protected Area Professionals. To guide the curriculum and training the team will quickly characterize the performance gap and determine the necessary competences to frame the curriculum. It's anticipated that this trip will re-affirm commitments by all partner and develop a detailed action plan going forward to complete the review of curriculum.

A complimentary objective will be to meet with UCC staff regarding logistics and curriculum for the upcoming training courses on fisheries leadership and climate change.

TRAVEL LOCATION(S) AND LOGISTICS REQUIRED WITHIN GHANA:

May 27 – Accra hotel

May 28-30 – drive to Cape Coast, Hotel, transport, hotels and UCC

May 31 – Travel to Takoradi, Hotel, transport

June 3 – AM Flight to Accra, transport

June 3 – transport to airport for 10pm flight

PROPOSED SCHEDULE OF ACTIVITIES WHILE IN GHANA:

May 26

Depart US for Accra

May 27

Arrive Accra, get settled in to Mensvic Hotel, read materials and prepare for meeting, briefing with CoP (go on the ICFG webpage and make sure you have downloaded all copies of past training and reports for marine police prosecutorial chain workshops, etc..)

May 28-29

travel to cape coast

Meetings with UCC regarding the upcoming Fisheries Course and CC course at URI

Meeting with Central Region Regional Director of Fisheries Commission, MCS and Fisheries Enforcement Unit personnel (asking if UCC could arrange this as I think having them at the meeting would be useful and insightful for them as well in thinking about fisheries leadership course curriculum as I hope we will have some sessions on compliance and enforcement - my favorite topic.....) Also discussions on rehabilitation of FC/FEU building in El Mina or alternative FEU post site...

May 30-31:

Write up results of UCC meetings and follow-up action items

(Some optional activities if FoN or UCC can arrange it. Visit El Mina fishing harbor, Moree fishing landing sites... Talk to fishermen about IUU fishing and law enforcement issues concerning use of lights, fine mesh nets, transshipment of fish at sea.....)

Travel to Takoradi (check in to Atlantic hotel)

June 1:

Meeting with FoN to review their work over the past few years with the Marine Police. Brief them on CRC's work on Competencies. Discussions with marine Police in Takoradi and FEU/FC western region

June 2:

Trip to Ellebelle with FoN to visit the marine police training academy and look at physical infrastructure, internal outfitting needs.

June 3:

7AM flight back to Accra

Meet with David Asante Head Marine Police and head of the Police College and Academy to discuss potential for mainstreaming of a short module on fisheries into overall police training (fresh recruits and refresher training for more senior people). Discuss potential for a US based fisheries enforcement training/study tour with US Coast Guard / Academy, RI DEM. Discussions on community-based enforcement...

Talk with Chief fishermen from Greater Accra that just came back from Philippines re community based surveillance and enforcement ideas for Ghana

Evening Depart Accra 10PM