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Indonesian Leadership for Fisheries Management Course Report and Recommendations



COASTAL RESOURCES CENTER

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Indonesian Leadership for Fisheries Management Course Report and Recommendations

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EXECUTIVE SUMMARY

Sixteen fisheries professionals from a variety of Indonesian organizations including the Ministry of Marine Affairs and Fisheries (MMAF) attended a three week course at the University of Rhode Island (URI) to develop a strategy for transforming fisheries management planning in their country. The team was tasked with working in the Arafura Sea (WPP) large scale fisheries management area.

The “Leadership for Fisheries Management” course offered by the Coastal Resources Center of the Graduate School of Oceanography and the Fisheries Center of the College of Environment and Life Sciences was a three-week intensive program focused on the application of an ecosystem approach and a whole systems view to fisheries management as the overarching themes of this leadership development experience. The participants explored new and innovative concepts in fisheries management with a focus on WPPs in Indonesia that draw lessons from case studies around the world and from the United States.

The course used a range of methods including lectures, field trips, small group work, simulations and case studies to create a robust interactive and dynamic environment to learn new insights and skills for managing fisheries more sustainably. The course stressed leadership development, focusing on transformational change at the individual through societal levels. Team building was a theme woven throughout each day and a major benefit of the three week experience. As the course took place in New England, US experience and cases in fisheries co-management at the local (state) and national (interstate and federally managed waters via regional councils) level were explored.

At the conclusion of this course, the Indonesian team:

- Drafted a strategy for conducting an innovate Arafura Sea WPP Fisheries Management Planning Process (ASFMP)
- Created a Road Map for ASFMP Process
- Strengthened the Indonesian team attending the course so that they could work well in the future

The road map and draft strategies are in Power Point and WORD document format which were sent to IMACS.

“You are not just sitting in the classroom listening to lectures,” said Tonny Wagey, who works in Marine and Fisheries Research and Development at the Indonesian MMAF. “What I have learned is to open my mind to sharing experiences with colleagues and learning from the ‘doers,’ the local fishermen.”

“This is a good learning process for us,” said Saut Tampubolon of the Indonesian Ministry of Marine Affairs and Fisheries, Capture Fisheries. “I am more confident about contributing and taking part in developing a plan.”

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OVERVIEW OF THE CURRICULUM

The course was designed to flow from concepts to international experience to a final draft strategy for moving forward with an Arafura Sea fisheries management planning process. The first week the participants analyzed the Arafura Sea situation and then linked it to core fisheries management concepts such as Ecosystem Approach to Fisheries Management (EAFM) and Co-Management. The second week focused on the US experience and making progress on developing the course 'Road Map' output on recommendations for fisheries management planning process in the Arafura Sea. In the final week the team worked together to develop and present their draft outputs based on feedback from the trainers and colleagues. While the majority of the modules and sessions were sequential, the Leadership module was a cross-cutting theme that was delivered throughout the three weeks. A rapid training needs assessment was done before the course to determine which modules and sessions would be relevant to the participants' immediate needs. Some sessions included field trips.

While the focus was on providing the Indonesian team with time to discuss and develop their strategy there were several guest speakers that shared their knowledge and experience with the team. They included:

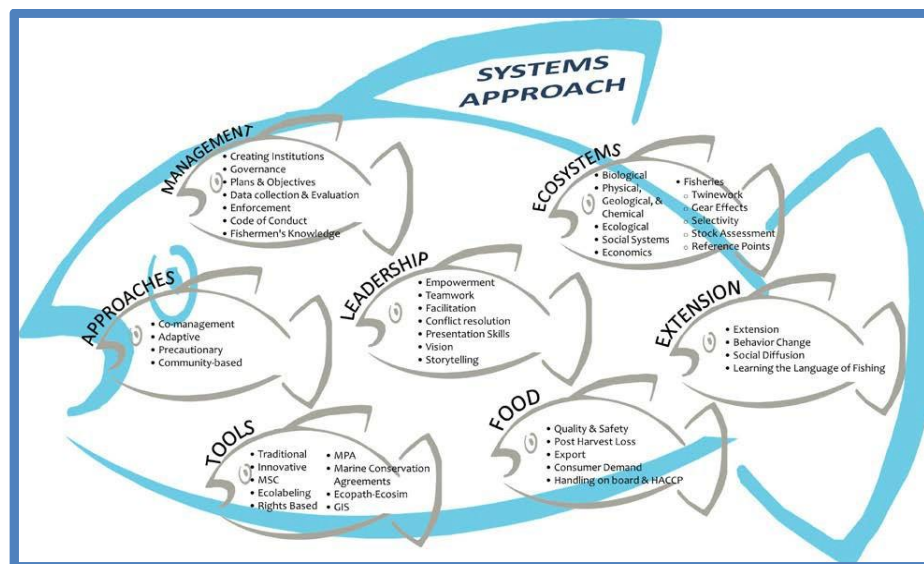
Chris Brown – Rhode Island Fisherman
Rusty Brainard - NOAA Fisheries - Pacific
Jon Sutinen - URI Emeritus
Jason Link - Woods Hole Institute
Tom Gaffney - NOAA Enforcement
Joshua Wiersma - New Hampshire Sector Manager
Carlos Garcia-Quijano - URI Anthropologist



Central Themes

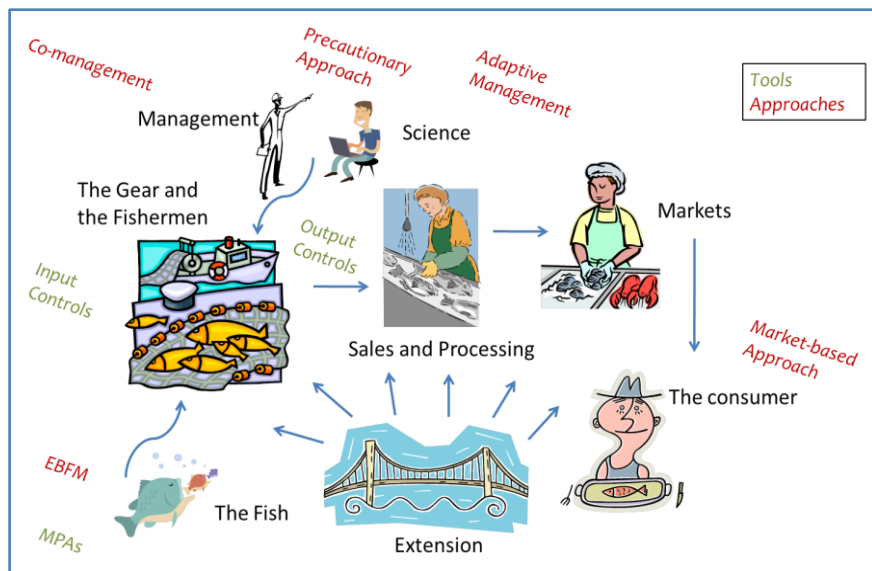
Ecosystem-Based Approach to Fisheries and Co-Management

The application of ecosystems approaches to fisheries management was an overarching theme of this leadership course. The Ecosystem Approach to Fisheries Management (EAFM) applies ecosystem based management (EBM) thinking to fisheries management by incorporating consideration of ecosystems into fisheries management decisions. The purpose of EAFM is to plan, develop and manage fisheries in a manner that addresses the multiple needs and desires of society without jeopardizing the options for future generations to benefit from the full range of goods and services provided by the marine ecosystem. Central to this is the co-management concept. There are many options for implementing a co-management approach which needs to be tailored to the Indonesian context. To have success in co-management there needs to be an understanding and engagement from the whole fisheries system beyond the fishermen and government.



Leadership

The course was based on leadership development, focusing on transformational change at the individual through societal levels. As we move away from the failed fisheries paradigm of increasing effort, diminishing economic return and overfished stocks, a new vision of fishing is emerging -of catching less fish with greater value, less effort, and less habitat alteration. The changes occurring in the fisheries revolve around the shift from short to long term views; acknowledgement that these resources are limited yet renewable; that fish and fishermen can co-exist; that we are linked in the global food supply network and that ecosystems are the level of management action. This requires new processes for science and management, as well as engagement of the participants. Participants must experience change also. There is a shift from blame to more responsibility and engagement; bottom up vs top down and a focus on solutions rather than problems.



Team building

This is a theme woven throughout each day and a major benefit of the three week experience. The bigger the things are that we want to do in the world, the less likely we can do them alone. The ability to work effectively in teams, to lead teams, to communicate and network among teams are essential skills if we are to have more sustainable fisheries worldwide. The Indonesian group was fortunate to bring a large team to the training, so that they could take advantage of a rare focused opportunity to work together, live together and learn together, then have the critical mass to support one another in applying the new information and approaches to their work upon their return home. Participants left with a deeper level of appreciation of their own talents and those of their colleagues, practical skills in team work, personal growth and a deep bonding with other participants that is remarkable.



EVALUATION

The participants completed two written evaluations – one after the first week and the second at the end of the course. Participants scored the overall course as very good (8.3 out of 10 with 10 as excellent) including the trainers' knowledge (8.2) and facilitation (8.4). Each of the participants learned something valuable to themselves and as a group.

The most common skills, attitude or knowledge gained from the course were:

- adaptive co-management,
- collaboration,
- ecosystems approach,
- behavior change, and
- keeping it simple.

Key lessons, messages or principles that they believe need to be applied to the ASFMP process include:

- Get stakeholders involved in the process,
- use an adaptive co-management approach,
- include local knowledge,
- achieve higher acceptance and compliance from stakeholders by engaging them early, and
- build trust.

When asked how URI could potentially provide future support the responses were extensive:

- Capacity building(3)
- Supervising/facilitating the follow-up of course towards development(3)
- Technical assistance(2)
- Support the team to discuss and problem solve to the issues that arise in implementing strategy (2)
- How to deal with commercial fishing industry
- Empowerment of small scale fisheries
- Create an extension program
- Increase human skills with masters/doctoral degree
- Theory to practice
- Quantitative and qualitative approach
- Co-management in Indonesian at industrial level
- Stock assessment and reference point estimation
- FMP Guideline development
- FMP training delivery with learning by practice for their local stakeholders
- Create MOU between URI and Agency for Marine Fisheries and Human resource development
- Provide intensive communication via e-mail to share knowledge and experience
- Provide tailor made training for our instructors in our six training units across Indonesia
- Support human resource to share experience in fisheries management

- Transfer of knowledge in integrated management of habitat, fisheries and vessels
- Integrate with the unit in MMAF that already have activities in place
- Provide assistance to develop outreach/ extension program
- Rapid analysis to support decision making
- Public consultation for new measures
- Small-scale training for local leaders
- Develop course materials and modules as a tool to apply
- Hands on/practical training on stock assessment for lay persons
- Synchronize data from large boats to calculate fishing capacity

A cross-cutting theme to the course was teambuilding. Based on their work together before the course and their time at URI the participants believe that they can trust their team members (7.1) share information (7.3) and perform together (6.8). They have not done much work to date but they can build off of this early experience to share the workload. We did several adult outdoor games to practice the concepts. The participants thought these methods were very effective and 'glad they did them.'

Important skills that the team wants to develop going forward include:

- Presenting for public understanding and acceptance
- Work as a team member
- Communication skills (i.e. making power point with more focus and two way discussion)
- Rapid analysis of support
- Analytical skills
- Summarize scientific information for fisheries management
- Management approach
- Capacity to manage people
- Local knowledge
- Supply Chain
- Trust leadership
- How to develop and monitor indicators
- Ability to confront people with ideas/justification and reasoning
- Change my perspective on fisheries management

Two field trips were taken to provide first hand observation of the US fisheries system. One trip was to a major commercial fishing port and processing facility in Point Judith, Rhode Island. The second field trip was to Massachusetts to attend a New England Fisheries Management Council Meeting and visit the Woods Hole Oceanographic Institute. Both trips were rated as very valuable to their understanding of fisheries and co-management systems.

Regarding the logistics for the course the participants rated the housing, meals, venue and social activities as very good. The one area for improvement would be in the university meals offered (halal food is not available).

CHALLENGES

We were impressed by the cohesiveness of the team and their commitment to improving fisheries management starting in the Arafura Sea with hopes of influencing beyond. Some of the challenges that we foresee for the Indonesian team include:

- The planning team that was formed by the SK feel obligated to submit a draft plan by December 2013 as detailed in the SK. This is putting an artificial timeline on a process that should take much longer to ensure support from all the parts of the fishery system, especially the need for significant stakeholder consultation which is critical for success. While it may be possible to prepare a draft plan internally for review, a strategy for stakeholder engagement, and initiate some stakeholder consultation by the end of the year, we feel it is very important to extend the time frame of the task force into the 2014 budget year. Otherwise it is hard to see how an effective stakeholder engagement process can be achieved in the long run. We strongly recommend that even if a draft plan is prepared internally by the team, the plan not be provided for public review until there is a first round of stakeholder consultations to get their inputs into a plan, and those inputs incorporated into the working draft. Critical inputs for the plan that require stakeholder consultation and some degree of consensus include; a vision statement for the Arafura Sea, ecological and socio-economic objectives of a plan, and the related management measures (input and output controls and other technical measures). In essence, we suggest a draft plan purposely contain holes where it is stated in the draft, (To be completed after stakeholder consultation). Once consultations are held, then those sections can be filled in and a first draft circulated again to stakeholders. Sections of a draft plan that can be drafted between now and December should include a situational analysis of the fishery include status of the stocks, a clear definition of the management unit/area (e.g. looking at the demersal finfish trawl, shrimp trawl and red snapper long line fisheries as a coherent ecological and fishery management unit as the initial focus of the management plan.)To expedite the Arafura Sea FMP process while still engaging stakeholders we support the idea of leaving the ASFMP process and its related institutional arrangements for management ad hoc for this first go around of planning and consultation. This will allow the process to begin quickly and to learn later from initial experience and from stakeholder consultations, what sort of formal structures would be most appropriate for the AS.. Based on the results MMAF can formalize a process for other WPPs. There are several existing structures to fit stakeholders into process.



- Engaging the full suite of core stakeholders at an early stage in the planning process seems to be a relatively new experience for many members of the team. There was significant discussion on the who, when, where and why of stakeholder engagement. Specifically how early in the process and how often. Many felt that a draft management plan was needed before engaging with stakeholders. The team

will benefit from high level support within KKP for a substantive stakeholder engagement process.

- Building off of the above, a broad socialization initiative should be initiated to ensure MMAF, the Provinces and fishermen are all aware, educated to engage and involved in the process. These can be done in parallel with the development of a draft management plan to avoid delays.
- There are some significant issues involved with management the Arafura Sea including the potential nationalization of the fleet, reducing IUU and corruption. However to address any of these issues the team should begin to talk to the vessel owners/corporate owners and get their input and ideas before moving forward. The owners could be a major partner in developing solutions to the problems of IUU overfishing and overcapacity in the existing commercial fleets. Since these individuals are powerful and politically well connected, the team will need internal support and draw on the power of assembly of these stakeholders by senior level people in KKP, such as the DG for Capture Fisheries or the Minister.
- The strategy to develop a model and scale up from Arafura Sea is not ideal due to the foreign dominance in the fleet, the focus on export of the catch and the large scale commercial/industrial nature of the fleet. All of these traits are not common or the major drivers in many other Indonesian fisheries situations where smaller scale fishers may be more dominant. Thus one must be cautious in establishing a model for all of Indonesia for from the ASFMP process. In reality, a set of national approaches and principles that can be established as policy could then be tailored to each WWP unique context.
- Many of the issues in the Arafura Sea are really a maritime security issue which is bigger than fisheries. If there is significant movement of fish product outside the legal system then what else is happening beyond the law? Indonesia should take a larger perspective on the enforcement issues on the water which can then bring additional resources to support fisheries.
- The participants attending the course left as a strong and trusting team across several offices within MMAF and beyond. It would be helpful to keep this team together to build off of the teambuilding that occurred over the three weeks. Other new members can be inducted into this core team and feed off of their good working relationships. Teambuilding and strengthening need to be part of their strategy moving forward.
- The impact of this ASFMP course is already going beyond that one area of focus, the Arafura Sea. Some of the participants plan to apply their new perspective and skill to the tuna fishery, university courses and MMAF's extension program. A whole fishery systems perspective should be applied to ensure that this evolving fisheries management program is shared across all stakeholders working in fisheries.



- The ASFMP Team has now participated in several workshops and training courses. It is important for the NOAA EAFM course to build off of the team's progress and needs to ensure that the US support is integrated and additive. NOAA and URI have been sharing materials for most of this past year with each attending each other's events. We hope the next event builds off of the outputs the team produced at URI and starts to invite stakeholders to future training events/workshops.

RECOMMENDATIONS FOR POTENTIAL URI FOLLOW-UP

Below are some of our observations and recommendations for follow-on work by partners and perhaps by URI should funding become available. URI would enjoy providing continued support to MMAF as they continue with their innovative work fisheries management. Potential areas for follow on with URI include:

- Developing guidelines on fisheries management – work with MMAF to refine fisheries planning guidelines and develop a capacity building strategy for eventual roll out of fisheries management planning for all WWPs nationwide
- Review MMAF's extension strategy and program to support its transformation from hard technology to soft technology such as collaborative management and stakeholder engagement
- Conduct training for fishery associations to ensure that they are knowledgeable and skilled to effectively participate in co-management processes. This could lead to an empowered fisheries sector that supports government's policies and increases compliance.
- Provide technical assistance in the Bali Straits planning process since that area will likely see quicker progress than the Arafura Sea as it is smaller, relatively more homogeneous, is more easily accessible and may have greater scale-up potential and lessons and to the rest of the country.
- Develop an MOU for training between MMAF and URI. Several DGs are working with URI on establishing their own tailored MOUs for either degree programs or short courses. We recommend that a single umbrella MOU is signed between URI and MMAF to cover all needs. The current discussion with URI is focused on graduate degree training for up to 30 staff starting in 2014.
- Consider supporting a Leadership Institute for MMAF staff before they start their URI degree programs in the fall of 2014. If MMAF and URI complete their proposed partnership then CRC and the Fisheries Center see a valuable role for conducting a short leadership institute similar to the course just conducted. This would offer the students an orientation to US fisheries and URI's experience in understanding the Indonesian fisheries and governance context, as well as bond the group via a leadership development track. It would also quickly establish a welcoming family for the students as they begin their time in Rhode Island. Many of the students will be in different departments and programs, and there is value in providing an enhancement program that also develops their skills at working in teams towards joint/shared goals. The focus of the Institute would be on teamwork, culture, personal leadership and linking fisheries management internationally.

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