

FINAL TECHNICAL REPORT

DEVELOPING A COMMUNICATION STRATEGY AND ACTION PLAN FOR THE FISHERIES SECTOR IN JAMAICA

CRFM Technical & Advisory Document - Number 2021 / 14

FINAL TECHNICAL REPORT: DEVELOPING A COMMUNICATION STRATEGY AND ACTION PLAN FOR THE FISHERIES SECTOR IN JAMAICA

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This report is an output of the Developing Organisational Capacity for Ecosystem Stewardship and Livelihood in Caribbean Small-Scale Fisheries (StewardFish). The project has been implemented by the Food and Agriculture Organization of the United Nations (FAO) and executed by the Caribbean ICT Research Programme of the University of the West Indies (UWI-CIRP), Caribbean Natural Resources Institute (CANARI), Caribbean Network of Fisherfolk Organizations (CNFO), Caribbean Regional Fisheries Mechanism (CRFM) and the Centre for Resource Management and Environmental Studies of the University of the West Indies (UWI-CERMES) with Fisheries Divisions/Departments in Antigua and Barbuda, Barbados, Belize, Guyana, Jamaica, Saint Lucia and St. Vincent and the Grenadines. StewardFish is funded by the Global Environmental Facility (GEF).

CRFM Secretariat
Belize, 2021

CRFM TECHNICAL & ADVISORY DOCUMENT – NUMBER 2021/14

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Correct citation:

CRFM, 2021. Final Technical Report: Developing and Communication Strategy and Action Plan for the Fisheries Sector in Jamaica. CRFM Technical & Advisory Document, No. 2021 /14. 72pp.

ISSN: 1995-1132

ISBN: 978-976-8293-60-2

Published by the Caribbean Regional Fisheries Mechanism Secretariat,
Belize and St. Vincent and the Grenadines.

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ACKNOWLEDGEMENTS

This Final Technical Report of the Technical Support For Implementation of A Pilot Project to Address Priority Gaps in The Fisheries-Related State Agency – Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica is an output of the **Developing Organisational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish)** project which is being implemented by the Food and Agriculture Organization of the United Nations (FAO) and executed by the Caribbean ICT Research Programme of the University of the West Indies (UWI-CIRP), Caribbean Natural Resources Institute (CANARI), Caribbean Network of Fisherfolk Organisations (CNFO), Caribbean Regional Fisheries Mechanism (CRFM) and the Centre for Resource Management and Environmental Studies of the University of the West Indies (UWI-CERMES) with national fisheries authorities in Antigua and Barbuda, Barbados, Belize, Guyana, Jamaica, Saint Lucia and St. Vincent and the Grenadines. StewardFish is funded by the Global Environmental Facility (GEF).

The Consultant wishes to thank the staff of the National Fisheries Authority for their cooperation. Special mention must be made of the Jamaica StewardFish Focal Point, Mrs. Shellene Berry, Fisheries Officer, Capture Fishery Division; Mrs. Avery Smikle, Director, Aquaculture Division; Miss Stacy-Ann Gray and Mrs. Leanne Morris-Bennett, Regional Extension Officers, Aquaculture Division.

Extra-special thanks are also in order for Dr. Maren Headley, Programme Manager, Fisheries Management and Development, Caribbean Regional Fisheries Mechanism, for her support and guidance. Special thanks must also be given to Miss Vilma Gregory, Communication Consultant, CEO, VILCOMM Multimedia Ltd., for her exceptional professionalism and innovation that contributed to the successful completion of the pilot project.

Finally, very special thanks are also in order for the fisherfolk, fish farmers and other stakeholders that gave of their time freely to respond to the survey and provide feedback on the Communication Strategy and Action Plan and communication products.

ABBREVIATIONS AND ACRONYMS

CANARI	Caribbean Natural Resources Institute
CEO	Chief Executive Officer
CLME+ region	Caribbean and North Brazil Shelf Large Marine Ecosystems
CLME+SAP	Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystem
COVID-19	Corona Virus Disease 2019
CRFM	Caribbean Regional Fisheries Mechanism
CRFM Sec.	CRFM Secretariat
EAF	Ecosystem Approach to Fisheries
GoJ CP	Government of Jamaica Communication Policy
JCF MP	Jamaica Constabulary Force Marine Police,
JCA	Jamaica Custom Agency
JDF CG	Jamaica Defense Force Coast Guard
JIS	Jamaica Information Service
IDB	Inter-American Development Bank
MDAs	Ministries, Departments and Agencies
NEPA	National Environment and Planning Agency
NFA	National Fisheries Authority
OPM	Office of the Prime Minister
PR	Public Relations
RADA	Rural Agriculture Development Authority
TOR	Terms of Reference
VSD	Veterinary Services Division

EXECUTIVE SUMMARY

This document is the final deliverable (Final Technical Report) in fulfillment of the Terms of Reference of the Consultant Services, Developing Organisational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish), Technical Support For Implementation of a Pilot Project to Address Priority Gaps in the Fisheries-Related State Agency – Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

The delivery of the project was impacted by COVID-19 protocols¹ that impeded efficient and effective interaction with stakeholders. The limitations imposed by the COVID-19 pandemic influenced the key methods employed in conducting the work of the consultancy. The methods used to execute this project included a desk study, online surveys, focused group meetings, virtual Workshops, electronic mail, fixed line, and mobile phone communications.

Key findings from the desktop research and stakeholder engagement activities include:

- I. The National Fisheries Authority (NFA) does not have a communication strategy (CANARI 2020).
- II. The National Fisheries and Aquaculture Policy (NFAP) is still a draft and has not yet been formally adopted.
- III. The Fisheries Act, 2018 (FA, 2018) was not operational until June 2019.
- IV. The NFA's transformation is still ongoing, with the Chief Executive Officer (CEO) officially assuming duties on the first working day in January 2021.
- V. The policy, legal and institutional regime are new, each are wide in scope and are complex in nature.
- VI. The complex nature of the policy, act and role and function of the NFA and the wide range of target audiences required an initial narrow scope with an emphasis on anchoring key messages with selected target audiences.
- VII. There is an existing Government of Jamaica's Communication Policy (GoJ CP) which identifies the overarching context within which the Communication Strategy and Action Plan (CSAP) must be set.
- VIII. The key messaging of the communication activity should be centred around the following theme:
 - a. The National Fisheries and Aquaculture Policy represents a comprehensive set of short, medium, and long-term goals and objectives that safeguards the livelihood of fishers, fish workers, fish farmers and their families.
 - b. The Fisheries Act, 2018 is the set of rules and regulations that mandates specific actions, standards, processes, and programmes that are necessary to achieve the goals and objectives defined in the policy; and
 - c. The NFA is the Government entity with the authority and responsibility to ensure compliance with the provisions of the FA, 2018.
- IX. The NFA's technical, extension and other frontline staff has a satisfactory level of understanding of the NFA, an acceptable level of understanding of the Fisheries Act and an unsatisfactory level of understanding of the draft National Fisheries and Aquaculture policy.
- X. External Stakeholders have an unsatisfactory level of understanding of the NFA, an acceptable level understanding of the Fisheries Act and an acceptable level of understanding of the draft National Fisheries and Aquaculture Policy.

¹ The GOJ COVID-19 protocols included Island-wide curfews and lockdowns, physical-distancing, restrictions on the number of persons that can assemble at any one time, and restrictions on the movement of citizens over the age of 65 years.

Two virtual workshops (09 March 2021, and 16 March 2021) were held with the Technical, Extension and other frontline staff of the NFA. The workshops contributed to the enhancement of the NFA's capacity in communication techniques and effective communication activity planning. The workshops were also used to validate the results of the surveys, and review, refine and endorse the draft CSAP and the draft design of the communication products.

The main conclusions based on the key findings and extensive engagement with the stakeholders include:

- I. There is an overall lack of awareness and understanding of the NFAP, the FA, 2018 and the role and function of the NFA among the NFA's staff and external stakeholders.
- II. This lack of awareness may be attributed to, among other things, the relative newness of the policy, legal and institutional regime as well as the absence of a communication policy, dedicated staff to develop and lead a sustained communication programme and budgetary support for communications.
- III. For maximum effectiveness, communication activities should be targeted, in the first instance, at critical stakeholders because of the complex nature of the vision, objectives, and scope of the NFAP and the FA, 2018, and the role and functions of the NFA.
- IV. The four most critical target audiences that should be engaged are: (a) the technical, extension, and other frontline staff of the NFA², and (b) three external stakeholder groups comprising of: (i) capture fishery stakeholders (small-scale artisanal and industrial fishers), (ii) fish farmers, and (iii) key government entities that works very closely with the NFA viz, National Environment and Planning Agency (NEPA), the Jamaica Constabulary Force Marine Police (JCF MP), Jamaica Defense Force Coast Guard (JDF CG), the Maritime Authority of Jamaica (MAJ), Veterinary Services Division (VSD), and the Jamaica Custom Agency (JCA).
- V. One of the two communication products should be specifically targeted at fish farmers because of the following reasons:
 - (a) The aquaculture sector was not subject to Regulations under the now repealed Fishing Industry Act, 1975. The current legal regime (FA, 2018) governing aquaculture is in its infancy and yet to be implemented. This contrasts with capture fisheries stakeholders who have been subject to a regulatory regime administered by the predecessor to the NFA (the Fisheries Division) for decades.
 - (b) The NFA is a young organization and still in transition.
 - (c) The significant decline in the aquaculture sector over the past decade.
 - (d) The technical, extension, and other frontline staff of the NFA lack adequate basic training and tools (especially mobile phones with adequate capability) to achieve efficient and effective communication with stakeholders.

Recommendations

The key recommendations include:

- (a) Project design should consider the timelines and resources³ needed to support meaningful engagement of stakeholders.
- (b) Financial resources should be mobilized to support and build the stakeholder engagement capacity of fisheries and aquaculture officers and other frontline personnel.
- (c) Increased priority should be given to providing and enhancing the soft skills (interpersonal skills, stakeholder communication techniques) and relevant tools for fisheries and aquaculture officers in addition to fisheries and aquaculture technical skills.
- (d) Comprehensive cost-benefit analyses should be conducted to estimate the quantifiable benefits of effective and efficient stakeholder engagement.

² Frontline staff includes Fisheries Officers, Data collectors, Aquaculture Extension Officers, etc.

³ The word resources unless otherwise stated, refers to funds, personnel, materials, and other assets that can be used by personnel or the organization to engage stakeholders.

Lessons Learned

The critical lessons learned during the execution of the project include:

- I. The importance of equipping frontline staff with proper information and enabling tools for meaningful engagement with stakeholders factored prominently during the execution of this project. The results of the stakeholder engagement activities reinforced this capacity and capability related truism.
- II. Two key issues related to the NFA's frontline staff's capacity and level of awareness were highlighted: (a) Despite the obvious recognition that electronic means is the most effective method of communications⁴, some of the NFA's key frontline staff lacked suitable mobile devices with adequate internet connectivity to communicate among themselves and with external stakeholders; and (b) inconsistent messaging from frontline staff to external stakeholders as a result of misunderstanding or the inability of frontline staff to respond to stakeholders due to a lack of, or complete absence of relevant information⁵.
- III. Mobile phones with internet connectivity, once considered an expensive luxury, is now an essential tool. In the context of what may be regarded as the "new normal" brought about by COVID-19, one of the key lessons learned during the execution of this project relates to the necessity of mobile phones with adequate data and internet connectivity for all frontline staff. The existing protocol of assigning so called high-end mobile phones to senior officers and low-end phones with limited capability to junior staff must be revamped. At the very least, the definition of high-end mobile phone must be changed.
- IV. Another key lesson learned related to the logistical challenge, in the restrictive environment brought about by COVID-19, of facilitating meaningful engagement with stakeholders that were geographically dispersed across the length and breadth of Jamaica. Here three limiting factors must be addressed, stakeholders must have access to: (a) suitable electronic devices (mobile phone, V. tablet, etc.), (b) adequate data, and (c) adequate internet connectivity.
- VI. The strategies employed during the consultancy to address points (a) – (c) above included:
 - a. Where suitable electronic devices were not available, arrangements were made for small groups to cluster in one location (in line with national COVID-19 protocols) where at least one suitable electronic device was available.
 - b. Where necessary, adequate data was transferred to the stakeholder's device to cover the duration of the stakeholder engagement activity.
 - c. Strategic locations with adequate internet connectivity and infrastructure to ensure compliance with national COVID-19 protocols were identified, and arrangements made for small groups of stakeholders to connect from that location.
 - d. Where necessary, a small transportation stipend should be provided.]
- VII. Another critical lesson learned during the consultations relates to the potential damage to the Brand because of conflicting, inconsistent, or non-responsiveness from frontline staff on issues of importance to stakeholders. This scenario must be avoided at all costs and should be urgently addressed by immediately establishing and implementing a communication policy that at the very least involves frequent mandatory briefings of important messaging and issues to be highlighted by the NFA.

⁴ Both internal and external stakeholders identified electronic means (mobile phones, social media, email, etc.) as the most effective method of communications.

⁵ The examples highlighted includes staff providing conflicting information to stakeholders on particular issues or staff unable to address enquiries from stakeholders seeking clarification of public pronouncements made by the Minister or other senior officers from the Ministry or the NFA.

1.0 INTRODUCTION

In 2013, a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the CLME+ SAP (CLME+ SAP) was adopted by countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region). This initiative seeks to contribute to the vision adopted by the region which aims at achieving “a healthy marine environment in the CLME+ that provides benefits and livelihoods for the well-being of the people of the region.”

Among the myriad of challenges that must be addressed to achieve this shared vision are the capacities, or lack thereof, of national and local level, state and non-state, actors. Fishers and their organizations are particularly challenged as a result of:

- Limited capacity to participate effectively in fisheries governance.
- Insufficient capacity and knowledge of ecosystem stewardship practices for fisheries sustainability.
- Inadequate awareness of ecosystem approaches to support best practices and ensure compliance.
- Poor documentation of successful experiences and practices for sustainable fisheries livelihood strategies.
- Inadequate management and collaboration mechanisms to support fisherfolk leaders in monitoring and evaluating projects.

The StewardFish project aims to address these challenges through the implementation of the CLME+ SAP within seven Caribbean Regional Fisheries Mechanism (CRFM) Member States⁶ by building the capacity of fisherfolk throughout fisheries value chains. This will be achieved through implementation of the four project components: 1- Developing organizational capacity for fisheries governance; 2 - Enhancing ecosystem stewardship for fisheries sustainability; 3 - Securing sustainable livelihoods for food and nutrition security; and 4 - Project management, monitoring and evaluation, and communication.

The CRFM Secretariat (CRFM Sec.), a project partner in this initiative is responsible for Activity 1.2.2.1, Undertake pilot projects to address priority implementation gaps and adapt current practices, which is related to Outcome 1.2⁷ and specifically related to Output 1.2.2: State agency prioritization capacity developed to support fisherfolk organizations and roles in stewardship.

In addressing Output 1.2.2, the CRFM Sec. partnered with the Caribbean Natural Resources Institute (CANARI) to Conduct an institutional analysis and organizational assessment in key fisheries-related state agencies in Jamaica and recommend priority improvement (Activity 1.2.1.1). This assessment identified strengths and opportunities for the Jamaica National Fisheries Authority (NFA) to improve its capacity to support ecosystem stewardship by fisherfolk and their organizations. Key findings of the assessment showed that the NFA is supporting fisherfolk ecosystem stewardship in the capacity area of practice⁸. Some gaps however were identified. These included ineffective communication and collaboration with fishers and fishing communities which may be a result of the relatively large size of Jamaica and the high number

⁶ Antigua and Barbuda, Jamaica, Belize, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines.

⁷ Expected project outcomes include: (i) Outcome 1.1: Fisherfolk have improved their organizational capacity to meet objectives that enhance well-being; (ii) Outcome 1.2: Fisheries-related state agencies have capacity to support fishing industry stewardship; (iii) Outcome 2.1: Increased participatory Ecosystem Approach to Fisheries (EAF) application with focus on healthier habitats and pollution reduction; (iv) Outcome 3.1: Livelihoods throughout fisheries value chains balance development with conservation for food and nutrition security; (v) Outcome 4.1: Good governance and learning for adaptation institutionalized among fisherfolk organizations.

⁸ The translation of the organization core beliefs into actions that support ecosystem stewardship by fisherfolk organizations as it relates to decision making, collaboration and information sharing.

of landing sites (formal and informal). It was also found that the absence of a formal communications strategy contributed to the difficulty of the NFA to engage fishers and fishing communities effectively (CANARI 2020).

Subsequent consultations with the key stakeholders conducted by the CRFM Sec. resulted in the approval of the pilot project “Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; the Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.0 CONSULTANCY OBJECTIVE, PURPOSE AND EXPECTED RESULTS

2.1 Overall Objective

The objective of this consultancy is to develop a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.2 Purpose

The purpose of this assignment is to improve the capacity of the Jamaica National Fisheries Authority to support fisherfolk organizations and roles in stewardship through the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.3 Expected Results

A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

3. METHODOLOGY

The delivery of the project was subjected to severe constraints because of the COVID-19 pandemic. The Government of Jamaica’s (GOJ) COVID-19 protocols⁹ made efficient and effective face to face interaction with stakeholders challenging.

The limitations imposed by the COVID-19 pandemic influenced the key methods employed in conducting the work of the consultancy. Notwithstanding COVID-19 and other problems confronting project activities, great care was taken not to compromise the participatory processes necessary to develop an effective communication strategy and action plan for the NFA. The methods employed in executing this project are outlined below:

1. **Desk study:** existing data and information relevant to the consultancy were collated and reviewed.
2. **Survey:** two online surveys were conducted to assess the NFA’s internal (technical, extension and other frontline staff) and external (fishers, fish farmers, etc.) stakeholders’ experiences and perception regarding the efficacy and efficiency of the NFA’s communication activities as well as

⁹ The GOJ COVID-19 protocols included Island-wide curfews and lockdowns, physical-distancing, restrictions on the number of persons that can assemble at any one time, and restrictions on the movement of citizens over the age of 65 years.

their self-assessment on their level of knowledge regarding the NFAP, the FA, 2018 and the role and function of the NFA.

3. **Focused group session:** a focused group meeting was held with the Chief Executive Officer (CEO) and other senior staff of the NFA, to among other things:
 - a. secure the CEO's authorization for logistical support for, and participation in the project activities by specific staff¹⁰: (i) Administrator, (ii) Directors of the Capture Fishery Division and the Aquaculture Division, (iii) Extension Officers, (iv) Technical Officers, and (v) Other frontline staff.
 - b. present the findings of the online surveys and preliminary recommendations on the strategy, tactics and focus to be used in designing the communication products based on the results of the surveys.
 - c. obtain endorsement for the schedule for key project activities such as the date, time, and method of delivery of the two virtual Internal Stakeholder Workshops.
 - d. Collate data, and information, and obtain access to existing digital assets (videos, photographs, etc.) relevant to the consultancy.
4. **Virtual Workshops:** Two (2) virtual workshops were held to (i) validate findings collated from the desk review and surveys and receive feedback on key project outputs; and (ii) build the capacity of the NFA staff's communication skills.
5. **Electronic mail and electronic group meeting platforms (Skype, Zoom, etc.), fixed-line phone or mobile phone communications** were used to facilitate further discussions and clarify relevant issues.

4.0 RESULTS/DISCUSSION

4.1 Communication Strategy and Action Plan - Developmental Process and Key Findings

It must be recognized from the onset that the project activities were negatively impacted by circumstances that were outside of what would be considered "normal". These circumstances included:

1. The COVID-19 pandemic with its attendant strictures.
2. The NFA was, and still is, in a state of transition having recently appointed a CEO, who assumed duties in January 2021, and in the process of conducting a massive staff recruitment drive two years after being legally established through the promulgation of the Fisheries Act in December 2018.
3. The technical staff of the NFA was focused on the process to start the Queen Conch fishing season after a two-year closure.

The abovementioned constraints coupled with the limited time and budget available to the project served to adversely impact the quality and frequency of engagement with stakeholders.

The development of the CSAP relied heavily on a participatory approach via internal and external stakeholder engagement to the extent possible, given the constraints described above.

The desktop review focused on crucial resource documentation, including the overarching Government of Jamaica Communication Policy, the draft National Fisheries and Aquaculture Policy and the recently established legal (FA, 2018) and institutional framework (NFA) governing the fisheries and aquaculture subsector in Jamaica.

¹⁰ At the time of project delivery, the NFA was facing significantly greater than normal workload due to the COVID-19 pandemic and other factors. Such factors include a massive staff recruitment drive and the process related to the allocation of Queen Conch Quotas. Consequently, support and cooperation for project activities would impact key outputs necessary for the NFA's national programmes.

Stakeholder engagement took the form of virtual focus group meetings with the NFA's Chief Executive Officer (CEO) and other senior and technical staff, online surveys targeting both internal and external stakeholders and two virtual workshops focusing on the validation and refinement of information and data compiled during the desktop review and stakeholder engagement (Focus group meetings and results of the surveys) and feedback on the draft communication strategy and action plan as well as the design concept of the recommended communication products. Subsequent to the above scheduled interactions, several electronic meetings and discussions were held with the CEO and other NFA staff to acquire relevant electronic material (photographs and video footage) and to refine and seek endorsement of the design of the communication product that would focus on fish farmers.

The result of the desktop review and stakeholder engagement activities are described in detail in the following sections.

4.1.1 Desktop Research

The desktop research revealed some critical factors that were taken into considerations for the development of the CSAP. Among the critical factors included the fact that the (a) NFA does not currently have a communication strategy (CANARI 2020); and (b) current policy, legal and institutional regime for fisheries and aquaculture in Jamaica is in a state of transition.

The NFAP is still a draft and has not yet been formally adopted. The FA, 2018 though promulgated in December 2018, was not Operational in accordance with s. 1 of the Act until June 2019. Further, notwithstanding the operationalization of the Act formally establishing the NFA, the organization's transformation is still ongoing, with the Chief Executive Officer officially assuming duties on the first working day in January 2021. The implications of the ongoing organizational transformation are discussed in more detail below.

Given the relative newness of the policy, legal and institutional regime, it would be understandable if both internal and external stakeholders would not have the desired level of awareness and clarity regarding the vision, objective, and scope of the draft NFAP and the FA, 2018 the role and function of the NFA. Accordingly, the CSAP must be strategic and focused on key messaging that will be delivered by efficient and effective communication methods and techniques. In fact, given the scope and complex nature of the information to be disseminated, the wide range of target audiences requiring particular approaches for maximum effectiveness and the level of financial resources required, the best approach would be to have an initial narrow scope with an emphasis on anchoring key messages with three critical target audiences.

Taking the above into account, it was considered that the best approach to the development of the CSAP would be to focus on critical target audiences. These are key internal stakeholders (technical, field, and frontline staff of the NFA) and two groups of external stakeholders, primary producers (small-scale artisanal fishers, industrial fishers and fish farmers) and key government agencies. To validate this approach and determine the most effective tactics to reach the mentioned stakeholders, further information was gathered through stakeholder engagement exercises (Focus group meetings, surveys, workshops).

Another essential imperative for the development of the CSAP is the Government of Jamaica's Communication Policy (GoJ CP) which identifies nine pillars of responsibilities (OPM 2014)¹¹. This national policy defines the overarching context within which the CSAP must be set.

¹¹ The nine pillars of responsibilities are i) provide timely, accurate, clear, and complete information about its programmes, services and initiatives; ii) deliver prompt, courteous, professional, and responsive communication services; iii) ensure GoJ Institutions are visible, appropriately branded, accessible and accountable to the people they serve; iv) utilize a variety of media,

Most would agree that communications in all its facets have not been afforded its justifiable priority and status—and hence budgetary allocation—in State entities except for those whose prime mandate is communications, such as the Jamaica Information Service (JIS). Regarding communications, the focus of Ministries, Departments and Agencies (MDAs) is Public Relations (PR). In most cases, PR which is by-and-large restricted to the promotion of flagship programmes, services and initiatives of particular MDAs rather than critical communication mandates such as stakeholder consultation mechanisms, satisfying the information and communication needs of stakeholders and research to identify, evaluate and address the public's information and communication needs and concerns as enunciated in responsibility pillars of the GoJ CP.

The CSAP for the NFA was developed to be in alignment with the GoJ CP. Hence the NFA's CSAP outlines a strategic framework that, as far as possible, incorporate the nine responsibility pillars of the GoJ CP. The action plan will reflect the necessity for the components related to each of the nine pillars to be enhanced and expanded on a phased basis. The action plan is necessarily dynamic and strategic, with realistic timelines for implementing communication programmes commensurate with the NFA's level of communications capability and capacity that will be developed over time. The pace of these developments will depend on, among other things, budgetary resources earmarked for communications.

4.1.2 Stakeholder Engagement

Stakeholder engagement entailed (a) virtual focus group meeting with the CEO and other senior staff, technical and frontline staff; (b) online surveys for both internal (technical and frontline staff of the NFA) and external stakeholders (fishers, fish vendors, fish farmers, fish sanctuary management partners); and (c) virtual consultation and capacity building workshops with the technical and frontline staff of the NFA.

4.1.2.1 Focus Group Meeting with NFA Staff

The key factors considered for developing the CSAP resulting from the focus group meeting (held March 1, 2021) and subsequent discussion with the CEO, NFA, are summarized below.

The transformation of the NFA is still ongoing. At the time of writing this report, none of the key senior staff positions (senior staff, including Principal Directors, Senior Directors, etcetera.) was in place. The CEO indicated that the Senior Legal Officer's recruitment is currently being pursued, and most notably, the key staff positions that would be responsible for coordinating and executing the CSAP have not been recruited because the focus is currently on Principal Directors and other senior technical directors. As a result, the recruitment of staff dedicated to communications¹² may take some time to be realized. Understandably, no concrete timeline was given for the recruitment of dedicated communications staff.

channels, and platforms to effectively provide information and reach Jamaicans both at home and in the diaspora; v) encourage continuous improvement in relations with the media; vi) safeguard the trust of the Jamaican people in the integrity and impartiality of government; and vii) establish consultation mechanisms with the people on an ongoing basis; viii) use research to identify, evaluate and address the public's information and communication needs and concerns as well as to inform government policy, programmes and services; and ix) ensure increased collaboration and cooperation among the agencies of government in coherent and effective communication with the public.

¹² The NFA's organizational structure includes a Public Relations and Communications Branch staffed by a Public Relation Manager and a Public Relation Officer.

The NFA is in the initial stages of developing two discrete communication activities. One through a Licensing and Registration Project funded by the Inter-American Development Bank (IDB) and the other targeting the Judiciary. The former will focus on the new computerized Licensing and Registration system and process that is currently being developed under an IDB funded project¹³ and the latter is slated to focus on sensitizing the Judiciary on the new Fisheries Act¹⁴.

There are no current plans for any immediate stakeholder awareness initiative that focuses on the National Fisheries and Aquaculture Policy and the NFA's role and function. However, it is recognized that any communications regarding the Fisheries Act should at least incorporate some aspects of the NFAP and NFA.

The Consultant's recommended approach (the methods and key considerations) regarding the focus of the communication activity and the development of the communication product(s) was fully endorsed by the CEO and senior staff participating in the Focus Group Meeting. Considering the points (i) and (ii) outlined below, it was determined that the best approach would be to focus on the key linkages between the NFAP, the Act, and the NFA:

- (i) The scope of the communication initiative encompasses two highly technical and complex documents and the newly established NFA with highly technical functions and a broad mandate, each deserving its separate communication programme; and
- (ii) The limited resources and timelines available under the pilot project.

In summary, the key messaging of the communication activity would be centred around the following theme:

- I. The National Fisheries and Aquaculture Policy represents a comprehensive set of short, medium and long-term goals and objectives that safeguards the livelihood of fishers, fish workers, fish farmers and their families;
- II. The Fisheries Act, 2018 is the set of rules and regulations that mandates specific actions, standards, processes, and programmes that are necessary to achieve the goals and objectives defined in the policy; and
- III. The NFA is the Government entity with the authority and responsibility to ensure compliance with the provisions of the FA, 2018.
- IV. Given the Minister of Agriculture and Fisheries' stated priority focus on aquaculture as a main growth strategy for the fisheries and aquaculture sector, the CEO and senior staff requested that one of the communication products should be specifically targeted at fish farmers.

4.1.2.2 Online Internal and External Stakeholder Survey

A simple online survey was conducted that targeted internal and external stakeholders. Among other things, one of the survey's major objectives was to ascertain the specific stakeholder's perception of their level of awareness of the vision, objective, and scope of the draft NFAP, the FA, 2018 and the role and function of the NFA.

4.1.2.2.1 Key Findings of Internal Stakeholder's Survey

The online internal stakeholder survey targeted technical, extension and other frontline staff of the NFA. The survey was conducted from February 23 to 26, 2021. Fifteen NFA staff members completed the survey. The results and key findings are summarized below (See Annex 2 (Inception Report, Appendix 2 for the survey questions and results).

¹³ Through the IDB funded Fisheries Licensing and Registration Project.

¹⁴ Funds for the communication initiative targeting the Judiciary has been earmarked by the Fisheries Management and Development Fund (FMDf).

A total of 15 NFA staff members responded to the survey. It should be noted that a greater level of participation from the staff was expected. However, it is suspected that the relatively low level of responses can be attributed to the short time-period given to complete the survey. A key lesson learned here is that care must be taken to allow reasonable and sufficient time for stakeholders to respond.

The survey revealed that most technical and extension staff of the NFA communicate with fishers and or fish farmers at least once per week (66.7%), while others (20%) interact with stakeholders once per month. Interestingly, some respondents indicated a frequency of once per year (13.3%). Interaction is predominantly for technical support (53%) and Licensing and Registration (20%). Other areas for interaction included data collection, training, customer service, and individual problems.

In responding to what instinctively comes to mind when thinking about the FA, 2018, the policy and the NFA: The internal stakeholders responded in the following manner: (i) Concerning the FA, 2018, most staff (86.7%) indicated, rules, regulations, enforcement, and compliance. Some staff (13.3%) indicated that they needed more information and at least one opined that the fines were too high and thus burdensome to stakeholders and that there was no consultation with stakeholders; (ii) Regarding the policy, most staff (86.7%) responded with positive words such as sustainable, protection, principles, improvements, guidance, support, food security. Two respondent indicated ignorance of the policy, and (iii) With respect to the NFA, 100% of respondents provided positive feedback with words such as accountability, decision-making, efficient, opportunity, authority, foundation, and livelihood.

Table 1 below details the respondents' self-assessment of their understanding of the vision, objectives, and scope of the FA, 2018 and NFAP, and the role and function of the NFA.

Assessment	Fisheries Act, 2018	Draft National Fisheries and Aquaculture Policy	NFA Role and Function
Excellent	6.65%	-	6.7%
Good	40%	13.3%	73.3%
Average	53.35%	60%	20%
Below Average	-	13.3%	0%
Poor	-	13.3%	0%

Table 1. NFA Staff's self-assessment of the vision, objectives, and scope of the FA, 2018 and NFAP, and the role and function of the NFA.

The NFA Staff's assessment of fishers' and fish farmers' understanding of the vision, objectives, and scope of the FA, 2018 and NFAP, and the NFA's role and function are detailed in table 2 below.

Assessment	Fisheries Act, 2018	Draft National Fisheries and Aquaculture Policy	NFA Role and Function
Excellent	0%	0%	0%
Good	0%	13.3%	13.3%
Average	80%	46.7%	60%
Below Average	6.7%	20%	20%
Poor	13.3%	33.3%	6.7%

Table 2. NFA Staff's assessment of fishers' and fish farmers' understanding of the vision, objectives, and scope of the FA, 2018 and NFAP, and the NFA's role and function

Respondents indicated that the most dominant means of communication with external stakeholder is face-to-face (93.3%) and mobile phone (93.3%). Further assessment indicates that mobile phones are even more dominant than face-to-face because the other communication methods indicated are facilitated by mobile phones. These other methods are WhatsApp (60%) and email (20%). Interestingly, the result shows that other social media platforms such as Facebook, Instagram, and Twitter are used by the NFA's technical and extension staff.

The results discussed in the previous paragraph regarding the methods used by NFA staff to communicate with fishers and farmers correlates with their perception of the most effective methods used for stakeholder communications. 53.3% indicated that face-to-face is the best communication method, while 40% indicated that mobile phone and WhatsApp are regarded as the best method. 13.3% of the respondents indicated that both face-to-face and mobile phone are the most effective communication methods.

The most significant impediments to communicate with fishers and fish farmers identified by respondents range from the respondent's lack of access to working mobile phones (including phone credit, the capability of smartphones, and inadequate data) and internet service to the fisher's and fish farmer's lack of (i) understanding of the issues, (ii) willingness to cooperate, (iii) internet service, and (iv) knowledge of smartphones applications.

It is important to note that (46.7%) respondents identified the lack of a suitable mobile phone, access to internet services and insufficient phone credit as the greatest impediment to effective communication with fishers and fish farmers. Interestingly at least one respondent indicated "going out", which is interpreted as the current COVID-19 restrictions impacting face-to-face interactions.

In terms of the most effective method(s) of communicating with the fishers and fish farmers, 33.3% of respondents identified mobile phones and face-to-face, 40% indicated mobile phones only, and 26.7% identified face-to-face only. It is instructive to note that 100% of respondents identified mobile phones or face-to-face or both as the best method for communicating with stakeholders.

Concerning the least effective external stakeholder engagement methods, 46.7% of respondents identified email (singly or with another method). Other methods identified include: (i) Conventional Mail (20%), (ii) Landline telephone (13.3%), (iii) posters (0.07%), (iv) Texting (0.07%), (v) Radio and seminars with a formal structure involving a Head Table with speakers (0.07%).

Most respondents (79%) rated their ability to communicate with fishers and fish farmers as excellent or good, while some 20% gave themselves an average rating. Notwithstanding, 93.3% of respondents indicated that they would benefit from training in effective communication techniques, and 6.7% indicated that they were unsure.

4.1.2.2.2 Key Findings of External Stakeholder's Survey

The online external stakeholder survey was conducted from February 23 to 26, 2021. Twenty-five (25) external stakeholders completed the survey. Of the total number, 11 were fish farmers, 6 were fishers, 3 were fish vendors, 2 were Fish Sanctuary Manager, and five other stakeholders, each of whom identified themselves as fish processor, NGO representative, Fishery Inspector, Businesswoman, and concerned resident. The results and key findings are summarized below (See Annex 2 (Inception Report, Appendix 3 for the survey questions and results).

It appears that the total number of stakeholder responses to the survey was impacted by the short time-period given to complete the survey. In support of this notion, the Consultant was contacted by a few

external stakeholders who enquired if they could respond to the survey even though the time allowed had expired. A key lesson learned here is that care must be taken to allow reasonable and sufficient time for stakeholders to respond.

External stakeholder's perception of how frequently the staff of the NFA communicated with them is as follows:

- | | |
|------------------------------------|---------------------------------|
| I. At least once per week – 8% | IV. Once every six Months – 12% |
| II. Once per month – 36% | V. Once per year – 12% |
| III. Once every three months – 16% | VI. Zero – 16% |

External stakeholder's qualified NFA's frequency of communication with them as:

- | | |
|-----------------------|---------------------|
| I. Too much – 0% | IV. Not at all – 8% |
| II. Just right – 36% | |
| III. Not enough – 56% | |

The perceived dominant reasons for NFA's communication with external stakeholders was identified as the following:

- | | |
|--------------------------------|--------------------|
| I. Fisheries enforcement – 40% | IV. Training – 24% |
| II. Close Season – 36% | V. Weather – 4% |
| III. Licensing – 32% | |

External stakeholders indicated that their interaction with the NFA is mainly related to:

- | | |
|-------------------------------------|---------------------------|
| I. Registration and licensing – 44% | III. Training – 28% |
| II. Technical support – 40% | IV. Data collection – 28% |

The external stakeholders rated the efficacy of the NFA's staff in communicating with them as follows:

- | | |
|--------------------|-----------------------|
| I. Excellent – 4% | IV. Below average 16% |
| II. Good – 44% | V. Poor – 8% |
| III. Average – 28% | |

In responding to what instinctively comes to mind when thinking about the FA, 2018, the policy and the NFA: The external stakeholders responded in the following manner: (i) In relation to the FA, 2018, most provided positive feedback with words such as update of systems, rules, enforcement, good, effective, compliance and workable. Some indicated some negative sentiments using words such as inadequate, unclear, unknown, deficient, and insufficient enforcement; (ii) Regarding the policy, some external stakeholders responded with positive words such as protection, care, helpful, development, increase, working for fish farmers. Negative sentiments were provided by 24% of ES. Negative words used included, shallow, limited, superfluous, just not ready, not enough is known, unfamiliar; and (iii) Concerning the NFA, 92% of respondents provided positive feedback with words such as hope, leadership, support, new momentum, improvement, the fisherman's voice, organization maturity, and excellent. Eight per cent of external stakeholders provided negative words such as unfriendly, lacking, and wanting.

The table below details responses regarding the external stakeholders' self-assessment of their understanding of the vision, objectives, and scope of the FA, 2018 and NFAP, and the role and function of the NFA.

Assessment	Fisheries Act, 2018	Draft National Fisheries and Aquaculture Policy	NFA Role and Function
Excellent	0%	0%	0%
Good	3%	24%	36%

Average	40%	48%	32%
Below Average	12%	8%	12%
Poor	16%	20%	20%

Table 3: External stakeholders' self-assessment of their understanding of the vision, objectives, and scope of the FA, 2018 and NFAP, and the role and function of the NFA.

The three most effective method(s) that should be used by the NFA for communication was identified by the external stakeholders as follows:

- | | |
|--------------------|-------------------------|
| I. Email – 64% | III. Face to-face – 56% |
| II. WhatsApp – 64% | IV. Mobile phone – 48% |

ES identified the following tools as the most effective in communicating with stakeholders:

- | | |
|--|-----------------------------|
| I. Social media, WhatsApp, Facebook, Twitter – 64% | V. Posters – 32% |
| II. Television ads – 44% | VI. Brochures – 28% |
| III. Radio programmes – 36% | VII. Billboards – 16% |
| IV. Videos - 36% | VIII. Jingles (songs) – 16% |

56% of external stakeholders indicated that there were problems with how the NFA communicates with them. Indicated that the NFA's messages were:

- I. Inconsistent – 40%
- II. Too negative – 36%
- III. Too long – 8%
- IV. Too short – 8%
- V. Too hard to understand – 4%
- VI. Too simple – 4%
- VII. Too aggressive – 2%

4.1.2.3 Consultation Workshop

The first virtual Consultation Workshop was held on March 9, 2021. Thirty (30) Technical and Extension staff of the NFA participated in the workshop. The focus of the workshop was to:

- I. Introduce the StewardFish Jamaica Pilot Project
- II. Present the results of the stakeholder surveys and discuss their implications for the development of the CSAP
- III. Present and discuss the recommended methods and key considerations to be used to develop the CSAP and communication product(s)
- IV. Engage the workshop participants in two simple group exercises to develop the NFA's Brand and a communication plan (see Appendix 4). Participants were tasked with completing the exercises and presenting the results at the follow-up workshop scheduled to be held on March 16, 2021.

The workshop participants endorsed the methods and key considerations that were recommended by the Consultant to be used to develop the CSAP and the communication product(s)¹⁵.

A key recommendation coming out of the workshop was to develop a podcast series for targeted stakeholder audiences in the near future. Consideration should be given to, in the interim, develop a podcast series to be delivered via a free podcast platform known as Anchor.

4.1.2.4 Consultation and Capacity Building Workshop

The virtual Consultation and Capacity Building Workshop was held on 16 March 2021. Thirty (30) Technical and Extension staff of the NFA participated in the workshop. In keeping with the focus of the workshop, the following objectives were achieved:

1. The results of the previously assigned group exercises were presented by the participants.
2. Workshop participants were exposed to effective communications techniques by:
 - (a) aligning components of the group exercises with the five key elements of the CS: (i) Stakeholder Engagement Outcomes Aligned to Messages; (ii) Select Target Audience(s); (iii) Key Messages Delivered as Real-life Scenarios; (iv) Methods; and (v) Monitoring and Evaluation (ME).
 - (b) several existing communication products sourced from various mediums (Facebook and YouTube) were reviewed to provide real-world examples of effective communications techniques.
3. Workshop participants reviewed and endorsed the further draft CSAP and draft design concept of the communications products¹⁶.

5.0 CONCLUSIONS

The surveys and other stakeholder interactions revealed an overall lack of awareness and understanding among internal and external stakeholders, to varying degrees, of the NFAP, the FA, 2018 and the role and function of the NFA. This lack of awareness is attributed to several factors including the relative newness of the policy, legal and institutional regime as well as the absence of a communication policy, dedicated staff to develop and lead a sustained communication programme and budgetary support for communications.

Given the complex nature of the vision, objectives, and scope of the NFAP and the FA, 2018, and the role and functions of the NFA, plus the wide range of target audiences requiring varying approaches for

¹⁵ See Section 3.1.2.1, page 6 – 7.

¹⁶ Following a series of subsequent discussions with the staff of the Aquaculture Division it was agreed that the communication product focused on the aquaculture sector would be a short audio-visual product providing key information about the Policy, act and NFA. It was agreed that the podcast series would be developed at in the near future.

maximum effectiveness, in addition to the level of financial resources required, it was concluded that the best approach would be to have an initial narrow scope with an emphasis on anchoring key messages with critical target audiences.

Four critical target audiences were identified and endorsed by the NFA. These were: (a) the technical, extension, and other frontline staff of the NFA, and (b) three external stakeholder groups comprising of: (i) capture fishery stakeholders (small-scale artisanal and industrial fishers), (ii) fish farmers, and (iii) key government entities that works very closely with the NFA viz, NEPA, the JCF Marine Police, JDF Coast Guard, the Maritime Authority of Jamaica, Veterinary Services Division, and the Jamaica Custom Agency. The initial emphasis on the four target audiences is intuitive given the current circumstances of the NFA. However, the decision to specially target fish farmers warrants elaboration. Among the reasons for the decision to specially target fish farmers include:

- a) The aquaculture sector was not subject to Regulations under the now repealed Fishing Industry Act, 1975. The current legal regime (FA, 2018) governing aquaculture is in its infancy and yet to be implemented. This contrasts with capture fisheries stakeholders who have been subject to a regulatory regime administered by the predecessor to the NFA (the Fisheries Division) for decades. Among the reasons for the lack of recognition by fish farmers are:
 - o The legal regime (FA, 2018) governing aquaculture is in its infancy and yet to implemented.
 - o The NFA is a young organization and still in transition.
 - o The significant decline in the aquaculture sector over the past decade.

The decision to focus on fish farmers is necessary to encourage compliance, cooperation and partnership with the new legislative and institutional regimes that will regulate aquaculture. Further the current policy position of the Minister of Agriculture and Fisheries to recognize and support aquaculture as a major growth strategy for the fisheries and aquaculture sector is another key justification to position fish farmers to fulfill this role.

Another critical conclusion arising from the analysis and interpretation of the stakeholder engagement activities relates to the capacity of the technical, extension, and other frontline staff of the NFA. The analysis suggests that the said staff members lack adequate basic training and tools (especially mobile phones with adequate capability) to achieve efficient and effective communication with stakeholders. This is further reinforced by the results of the internal and external stakeholder surveys that indicated that social media and mobile phones is among the most effective and preferred medium to communicate with stakeholders.

6.0 RECOMMENDATIONS

Project design should consider the timelines and resources¹⁷ needed to support meaningful engagement of stakeholders. In the case of this project, it is highly likely that as a direct result of the limited time and funds available, the results of the stakeholder surveys were negatively impacted. It would have been very desirable to have had increased engagement with the stakeholders, and in particular the External Stakeholders to get a more accurate assessment of their knowledge and understanding of the NFAP, the FA, 2018 and the role and function of the NFA as well as other critical factors such as the best communication methods to reach them.

¹⁷ The word “resources” unless otherwise stated, refers to funds, personnel, materials, and other assets that can be used by personnel or the organization to engage stakeholders.

The strategy of providing support funding for stakeholder's participation in project activities must not be compromised especially where their participation would be totally or partially via virtual means. Adequate funds to access internet connectivity must be provided. Key factors relevant to internet connectivity includes funds for travel to strategic locations to access internet connectivity and funds for adequate data. Additionally, funds should be made available for a small stipend for stakeholders in recognition that they are giving of their personal time and to cover meals.

Financial resources should be mobilized to support and build the stakeholder engagement capacity of fisheries and aquaculture officers and other frontline personnel. At a minimum, technical, extension, compliance, and other frontline staff should have basic training in relevant communications related soft skills and functional understanding of the key elements of effective communication plans so they can participate meaningfully in their development and delivery.

Increased priority should be given to providing and enhancing the soft skills (interpersonal skills, stakeholder communication techniques) and relevant tools for fisheries and aquaculture officers in addition to fisheries and aquaculture technical skills. In fact, given the tremendous importance of forging partnerships with stakeholders, securing their buy-in, and active participation, communications and other soft skills should be regarded as critical competencies on an equal level to other fisheries and aquaculture related technical skills.

Comprehensive cost-benefit analyses should be conducted to estimate the quantifiable benefits of effective and efficient stakeholder engagement. The analyses should determine at a minimum the direct and indirect savings (resources saved because of increased stakeholder compliance and less surveillance and enforcement) and earnings (increased compliance leading to increased production to increased earnings) resulting from stakeholder compliance and active participation in sustainable practices. Additionally, another important consideration would be the stage of diminishing returns for resource allocation for stakeholder engagement programmes. In other words, after the determination of the level of resources required to achieve an acceptable level of benefits (compliance, active involvement, etc.) further assessment should be done to determine the level at which any further increase in resource allocation for stakeholder engagement will not result in a corresponding increase in benefits.

6.1 Lessons Learned

Outlined below are the key lessons learned during the execution of this pilot project:

1. Sufficient time must be allowed for stakeholder engagement activities. Because of the limited time available to this project, the two online surveys were administered over a very brief time period (between 23 and 26 February, 2021). It is strongly suspected that the limited time was largely responsible for the relatively low level of stakeholders responding to the surveys (Internal Stakeholders, 15 respondents and External Stakeholders, 25 Respondents). The project was, however, fortunate that subsequent engagement with the NFA staff served to validate the overall results of the internal stakeholder survey.
2. Frontline staff must be properly equipped with relevant information and enabling tools for meaningful engagement with stakeholders. The results of Stakeholder Engagement activities reinforced this capacity and capability related truism.
3. Two key issues related to the NFA's frontline staff's capacity and level of awareness was highlighted: (a) Despite the obvious recognition that electronic means is the most effective method of communications¹⁸, some of the NFA's key frontline staff lacked suitable mobile devices with adequate internet connectivity to communicate among themselves and with external stakeholders;

¹⁸ Both internal and external stakeholders identified electronic means (mobile phones, social media, email, etc.) as the most effective method of communications.

and (b) inconsistent messaging from frontline staff to external stakeholders as a result of misunderstanding or the inability of frontline staff to respond to stakeholders due to a lack of, or complete absence of relevant information¹⁹.

4. Mobile phones with internet connectivity, once considered an expensive luxury, is now an essential tool. In the context of what may be regarded as the “new normal” brought about by COVID-19, one of the key lessons learned during the execution of this project relates to the necessity of mobile phones with adequate data and internet connectivity for all frontline staff. The existing protocol of assigning so called high-end mobile phones to senior officers and low-end phones with limited capability to junior staff must be revamped. At the very least, the definition of high-end mobile phone must be changed.
5. Another key lesson learned related to the logistical challenge, in the restrictive environment brought about by COVID-19, of facilitating meaningful engagement with stakeholders that were geographically dispersed across the length and breadth of Jamaica. Here three limiting factors must be addressed, stakeholders must have access to: (a) suitable electronic devices (mobile phone, tablet, etc.), (b) adequate data, and (c) adequate internet connectivity.

The strategies employed during the consultancy to address points (a) – (c) above included:

- I. Where suitable electronic devices were not available, arrangements were made for small groups to cluster in one location (in line with national COVID-19 protocols) where at least one suitable electronic device was available;
 - II. Where necessary, adequate data was transferred to the stakeholder’s device to cover the duration of the stakeholder engagement activity;
 - III. Strategic locations with adequate internet connectivity and infrastructure to ensure compliance with national COVID-19 protocols were identified, and arrangements made for small groups of stakeholders to connect from that location. Where necessary, a small transportation stipend should be provided.
6. Another critical lesson learned during the consultations relates to the potential damage to the NFA’s Brand because of conflicting, inconsistent, or non-responsiveness from frontline staff on issues of importance to stakeholders. This scenario must be avoided at all costs and should be urgently addressed by establishing and implementing a communication policy that at the very least involves frequent mandatory briefings of important messaging and issues to be highlighted by the NFA.

¹⁹ The examples highlighted includes staff providing conflicting information to stakeholders on particular issues or staff unable to address enquiries from stakeholders seeking clarification of public pronouncements made by the Minister or other senior officers from the Ministry or the NFA.

ANNEX 1: TERMS OF REFERENCE

TERMS OF REFERENCE CONSULTANT SERVICES

Developing Organizational Capacity for Ecosystem Stewardship and
Livelihoods in Caribbean Small-Scale Fisheries (StewardFish)

Technical Support For Implementation of A Pilot Project to Address Priority Gaps in The Fisheries-Related State Agency – Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

1.0 Introduction

The fisheries sector is an important driver of economies in the Caribbean region, and healthy fish stocks are vitally important for the sustainability of coastal communities and rural livelihoods. All the countries exploit fisheries resources in their waters, and some beyond. The fishing fleets and fishing gears used in marine capture fisheries are predominantly small-scale. Fishers operate from landing sites that range from undeveloped beaches, where vessels can be hauled or shallow areas where boats can be safely tied or moored to multi-million-dollar fishing facilities with processing areas and cold storage.

In 2013, countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region) adopted a 10 - year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ SAP). The CLME+ SAP consists of 6 Strategies and 4 Sub-strategies. SAP strategies 1-3, with a focus on governance, are cross-cutting, while strategies 4-6 tackle the three main marine ecosystems (reef, pelagic and continental shelf) in the CLME+ region.

The CLME+ SAP aims to contribute to the achievement of the regionally adopted long-term vision of “a healthy marine environment in the CLME+ that provides benefits and livelihoods for the well-being of the people of the region.” The CLME+ SAP regional and sub-regional attention to transboundary institutional arrangements is necessary, but not sufficient, to address the three transboundary threats of unsustainable fisheries, habitat degradation and pollution at all levels of governance. The dense mosaic of marine jurisdictions, and mobility of fisheries resources and people, also demand the engagement of national and local level, state and non-state, actors to address these threats, and to build resilience in these fisheries socio-ecological systems.

There are a number of challenges that hinder the engagement of fishers and their organizations in the sustainable management of fisheries in the region, including:

- Limited capacity of regional, national and local fisherfolk organizations to participate effectively in fisheries governance
- Fisherfolk have insufficient capacity and knowledge of ecosystem stewardship practices for fisheries sustainability
- Inadequate public awareness of ecosystem approaches to support best practices and ensure compliance
- Poor documentation of successful experiences and practices for sustainable fisheries livelihood strategies
- Inadequate management and collaboration mechanisms to support fisherfolk leaders in monitoring and evaluating projects.

In an effort to address these challenges, the StewardFish project will aim to implement the CLME+ SAP within seven Caribbean Regional Fisheries Mechanism (CRFM) Member States (Antigua and Barbuda, Jamaica, Belize, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines) by empowering fisherfolk throughout fisheries value chains to engage in resource management, decision-making processes and sustainable livelihoods with strengthened institutional support at all levels. This will be achieved through implementation of the four project components: 1- Developing organizational capacity for fisheries governance; 2 - Enhancing ecosystem stewardship for fisheries sustainability; 3 - Securing sustainable livelihoods for food and nutrition security; and 4 - Project management, monitoring and evaluation, and communication.

The expected outcomes include the following:

- Outcome 1.1: Fisherfolk have improved their organizational capacity to meet objectives that enhance well-being;
- Outcome 1.2: Fisheries-related state agencies have capacity to support fishing industry stewardship;
- Outcome 2.1: Increased participatory Ecosystem Approach to Fisheries (EAF) application with focus on healthier habitats and pollution reduction;
- Outcome 3.1: Livelihoods throughout fisheries value chains balance development with conservation for food and nutrition security;
- Outcome 4.1: Good governance and learning for adaptation institutionalized among fisherfolk organizations.

The CRFM Secretariat is a project partner, with established and recognized expertise in the region and abroad in such areas as fisheries governance and management, capacity building and participatory monitoring and evaluation, and fisheries co-management arrangements. Under Component 1- Developing organizational capacity for fisheries governance, the CRFM Secretariat is responsible for Activity : 1.2.2.1 Undertake pilot projects to address priority implementation gaps and adapt current practices, which is related to Outcome 1.2 above and specifically related to Output 1.2.2: State agency prioritization capacity developed to support fisherfolk organizations and roles in stewardship.

In order to achieve Output 1.2.2, the CRFM Sec. liaised with CANARI during their implementation of Activity 1.2.1.1- Conduct institutional analysis and organizational assessment in key fisheries-related state agencies in Jamaica and recommend priority improvement. The institutional analysis and organizational assessment identified current strengths, as well as opportunities for improvement in the Jamaica Fisheries Division, in order to improve its capacity to support ecosystem stewardship by fisherfolk and their organisations.

While the National Fisheries Authority (NFA) is considered to be effectively supporting ecosystem stewardship by fisherfolk and their organisations in the capacity area of practices²⁰, there are some gaps to be addressed such as the difficulty in collaborating with all fisherfolk or fishing communities given the large size of Jamaica and the high number of formal and informal landing sites. It was also found that although there are other media by which information is shared, even though the NFA does not have a formal strategic communications strategy.

The CRFM Sec. held subsequent consultations with the key stakeholders which led to approval of the pilot project “Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.0 Objective, Purpose & Expected Results

2.1 Overall Objective

The objective of this consultancy is to develop a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.2 Purpose

The purpose of this assignment is to improve the capacity of the Jamaica National Fisheries Authority to support fisherfolk organizations and roles in stewardship through the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

3.0 Expected Results

A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

4.0 Scope of Work

The Consultant will work under the general direction of the Executive Director of the CRFM to undertake this assignment. Maren Headley, Programme Manager, Fisheries Management and Development, CRFM Secretariat is responsible for management of the project on behalf of the CRFM.

The scope of work covers all activities necessary to accomplish the Expected Results stated. The main tasks/activities are as follow:

4.1. Inception activities

1.) Attend an initial virtual briefing with the CRFM Technical Team to discuss the objectives, activities, approach, expected outputs and any other issues related to the execution of the assignment that require clarification.

2.) Within five (5) days of the briefing meeting, The Consultant will prepare a report of the briefing (inception report) and work plan clearly identifying an outline and timelines for the execution of the actions.

4.2. Technical Work

²⁰ The translation of the organisation core beliefs into actions that support ecosystem stewardship by fisherfolk organisations as it relates to decision making, collaboration and information sharing.

1.) Using a participatory approach, develop a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

4.3. Final Technical Report

1.) Prepare a final technical report, taking into account comments provided by the CRFM Secretariat. The report would, at least, contain the following sections: Acknowledgements; Abbreviations and Acronyms; Executive Summary; Introduction; Methodology; Results/Discussion; Conclusions; Recommendations (including lessons learned); Annex 1 Terms of Reference; Annex 2 Inception Report; Annex 3 Consultancy Products, namely: Work plan; A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.) Drafts of each product are to be reviewed by the CRFM, prior to finalization.

5.0 Deliverables

5.1 Inception report and work plan.

1.) An inception report and work plan clearly identifying an outline and timelines for the execution of the actions.

5.2 Technical Work

1.) A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

5.3 Final Technical Report

1.) First draft version of a final technical report, which would comprise at least the sections referred to in the scope of work above.

2.) Revised and final versions of a final technical report, which would comprise at least the sections referred to in the scope of work above.

5.4 Deadlines for Deliverables

Deliverables	Deadlines for Submission to CRFM Secretariat
5.1 An inception report and work plan clearly identifying an outline and timelines for the execution of the actions.	5 days after inception Meeting
5.2 A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.	Mar 15, 2021
5.3 Final Technical Report (FTR) * First draft version of FTR, which would comprise at least the sections referred to in the scope of work above.	Mar 31, 2021
• Revised and final versions of the FTR, which would comprise at least the sections referred to in the scope of work above.	Apr 12, 2021

6.0 Assumptions & Risks

6.1 Assumptions underlying the project

The following assumptions underlie this Terms of Reference:

- 1.) The Consultant will receive feedback on documents/products in a timely manner.
- 2.) The Consultant will have the support of the StewardFish focal point in each country for the implementation of the pilot projects and development of the appropriate documents/products.
- 3.) The Consultant will have the support of the StewardFish focal point in planning and executing the stakeholder consultations. This will include liaising with stakeholders and confirming their participation in the consultations (virtual/face to face) depending on the national COVID-19 protocols.

6.2 Risks

The following are anticipated risks:

- 1.) The current COVID-19 pandemic could impact data gathering and consultations with stakeholders.

The Consultant should consider alternative methods and approaches for data collection and consultation should these risks arise, which will enable them to deliver the expected outcomes of this project.

7.0 Roles and Responsibilities

The Consultant is responsible for execution of the main Actions and accomplishing the Expected Results and Deliverables as outlined above.

In the conduct of the assignment the CONSULTANT (criteria are given in Article 11 below) will be supported by the CRFM Secretariat, which will provide overall guidance on implementation of the contract. The CRFM Secretariat will assign two (2) staff (fisheries experts) who will work closely with the team at all times. The CRFM Secretariat will also assist in the circulation of documents for regional-level review; and facilitate the finalization of all documents produced.

The CONTRACTING PARTY, through the CRFM Secretariat in Belize and St. Vincent and the Grenadines, will provide the assistance to the CONSULTANT in a timely manner, as agreed during the inception meeting and recorded in the inception report:

8.0 Reporting

The CONSULTANT will prepare an inception report and final report. The final technical report should include methodologies used to deliver the various outputs, with lessons learned and recommendations for follow up action, and include final technical deliverables in publisher-ready (in Microsoft Word for Windows) format. The reports should be produced in Microsoft Word for Windows format and submitted electronically to the CRFM Secretariat.

9.0 Logistics

All logistical arrangements pertaining to in-country travel by the CONSULTANT and workshop participants (in accordance with national COVID-19 protocols) are the responsibility of the CONSULTANT.

10.0 Duration

The assignment will require 9 weeks, from the period 15 February 2021 to 16 April 2021.

11.0 Annex A- Criteria for Key Expert-Public Relations Specialist/ Strategic Communications Specialist/Fisheries Expert Qualifications and Skills

- a) Post-graduate in Corporate Communications, Communication Studies, Media Studies, Natural Resource Management, Fisheries Management, Organisational Development, Business Administration or Public Administration;
- b) Sound knowledge of Fisheries Governance and Strategic Planning or Results Based Management;
- c) Sound knowledge of development of appropriate Communication products for a variety of stakeholders;
- d) Consultation and facilitation skills;
- e) Excellent command of English Language;

General Professional Experience

- f) At least seven (7) years related work experience;

Specific Professional Experience

- g) Experience in developing communication products (digital media, radio, film and video) for the public sector, private sector and civil society organisations.
- h) Experience working with regional fisheries organisations and national fisheries division, and fisherfolk organisations;
- i) Demonstrated understanding of fisheries governance, co-management and stewardship, ecosystem approach to fisheries and stakeholder engagement and consultations;
- j) Experience in developing and implementing governance structures for organisations;
- k) Knowledge of regional governance and decision making among fisheries-related state agencies;
- l) Experience in working with and strengthening civil society organisations.
- M) An inception report and work plan clearly identifying an outline and timelines for the execution of the actions.

ANNEX 2: INCEPTION REPORT

Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish)

**Technical Support For Implementation of A Pilot Project to
Address Priority Gaps in The Fisheries-Related State Agency –
Development of a communication strategy and action plan, with one
or two communication products, to increase awareness about the
vision, objectives and scope of the Fisheries Policy; Fisheries Act,
2018, and role and functions of the National Fisheries Authority in
Jamaica.**

Inception Report

Prepared for:
Caribbean Regional Fisheries Mechanism Secretariat
Princess Margaret Drive
P.O Box 642
Belize City
Belize

Prepared by:
Gilbert Andre' Kong
Consultant
February 2021

LIST OF ACRONYMS AND ABBREVIATIONS

CANARI	Caribbean Natural Resources Institute
CEO	Chief Executive Officer
CLME+ region	Caribbean and North Brazil Shelf Large Marine Ecosystems
CLME+SAP	Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystem
COVID-19	Corona Virus Disease 2019
CRFM	Caribbean Regional Fisheries Mechanism
CRFM Sec.	CRFM Secretariat
EAF	Ecosystem Approach to Fisheries
GoJ CP	Government of Jamaica Communication Policy
JIS	Jamaica Information Service
MDAs	Ministries, Departments and Agencies
NFA	National Fisheries Authority
OPM	Office of the Prime Minister
PR	Public Relations
TOR	Terms of Reference

1.0 PROJECT BACKGROUND

In 2013, a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the CLME+ SAP (CLME+ SAP) was adopted by countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region). This initiative seeks to contribute to the vision adopted by the region which aims at achieving “a healthy marine environment in the CLME+ that provides benefits and livelihoods for the well-being of the people of the region.”

Among the myriad of challenges that must be addressed to achieve this shared vision are the capacities, or lack thereof, of national and local level, state and non-state, actors. Fishers and their organizations are particularly challenged as a result of:

- Limited capacity to participate effectively in fisheries governance.
- Insufficient capacity and knowledge of ecosystem stewardship practices for fisheries sustainability.
- Inadequate awareness of ecosystem approaches to support best practices and ensure compliance.
- Poor documentation of successful experiences and practices for sustainable fisheries livelihood strategies.
- Inadequate management and collaboration mechanisms to support fisherfolk leaders in monitoring and evaluating projects.

The StewardFish project aims to address these challenges through the implementation of the CLME+ SAP within seven Caribbean Regional Fisheries Mechanism (CRFM) Member States²¹ by building the capacity of fisherfolk throughout fisheries value chains. This will be achieved through implementation of the four project components: 1- Developing organizational capacity for fisheries governance; 2 - Enhancing ecosystem stewardship for fisheries sustainability; 3 - Securing sustainable livelihoods for food and nutrition security; and 4 - Project management, monitoring and evaluation, and communication.

The CRFM Secretariat (CRFM Sec.), a project partner in this initiative is responsible for Activity 1.2.2.1, Undertake pilot projects to address priority implementation gaps and adapt current practices, which is related to Outcome 1.2²² and specifically related to Output 1.2.2: State agency prioritization capacity developed to support fisherfolk organizations and roles in stewardship.

In addressing Output 1.2.2, the CRFM Sec. partnered with the Caribbean Natural Resources Institute (CANARI) to Conduct an institutional analysis and organizational assessment in key fisheries-related state agencies in Jamaica and recommend priority improvement (Activity 1.2.1.1). This assessment identified strengths and opportunities for the Jamaica National Fisheries Authority (NFA) to improve its capacity to support ecosystem stewardship by fisherfolk and their organizations. Key findings of the assessment

²¹ Antigua and Barbuda, Jamaica, Belize, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines.

²² Expected project outcomes include: (i) Outcome 1.1: Fisherfolk have improved their organizational capacity to meet objectives that enhance well-being; (ii) Outcome 1.2: Fisheries-related state agencies have capacity to support fishing industry stewardship; (iii) Outcome 2.1: Increased participatory Ecosystem Approach to Fisheries (EAF) application with focus on healthier habitats and pollution reduction; (iv) Outcome 3.1: Livelihoods throughout fisheries value chains balance development with conservation for food and nutrition security; (v) Outcome 4.1: Good governance and learning for adaptation institutionalized among fisherfolk organizations.

showed that the NFA is supporting fisherfolk ecosystem stewardship in the capacity area of practice²³. Some gaps however were identified. These included ineffective communication and collaboration with fishers and fishing communities which may be a result of the relatively large size of Jamaica and the high number of landing sites (formal and informal). It was also found that the absence of a formal communications strategy contributed to the difficulty of the NFA to engage fishers and fishing communities effectively (CANARI 2020).

Subsequent consultations with the key stakeholders conducted by the CRFM Sec. resulted in the approval of the pilot project “Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; the Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.0 CONSULTANCY OBJECTIVE, PURPOSE AND EXPECTED RESULTS

After reviewing the Terms of Reference (TOR), the approach and proposed strategy are centred on ensuring that the following objectives and results are achieved:

2.1 Overall Objective

The objective of this consultancy is to develop a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.2 Purpose

The purpose of this assignment is to improve the capacity of the Jamaica National Fisheries Authority to support fisherfolk organizations and roles in stewardship through the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

2.3 Expected Results

A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the fisheries Policy, Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

3. SCOPE OF WORK

The scope of work covers all activities necessary to accomplish the Expected Results stated. The main tasks/activities are as follows:

3.1 Inception activities

²³ The translation of the organization core beliefs into actions that support ecosystem stewardship by fisherfolk organizations as it relates to decision making, collaboration and information sharing.

- 1) Attend an initial virtual briefing with the CRFM Technical Team to discuss the objectives, activities, approach, expected outputs and any other issues related to the assignment's execution that require clarification.
- 2) Within five (5) days of the briefing meeting, The Consultant will prepare a report of the briefing (inception report) and work plan identifying an outline and timelines for the execution of the actions.

3.2 Technical Work

- 1) Using a participatory approach, develop a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and the role and functions of the National Fisheries Authority in Jamaica.

3.3 Final Technical Report

- 1) Prepare a final technical report, taking into account comments provided by the CRFM Secretariat. The report would, at least, contain the following sections: Acknowledgements; Abbreviations and Acronyms; Executive Summary; Introduction; Methodology; Results/Discussion; Conclusions; Recommendations (including lessons learned); Annex 1 Terms of Reference; Annex 2 Inception Report; Annex 3 Consultancy Products, namely: Work Plan; A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy, Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

4.0 METHODOLOGY

The delivery of this project had particular constraints as a result of the COVID-19 pandemic. Given the current Government of Jamaica COVID-19 protocols, which include physical-distancing and restrictions on the number of persons that can assemble at any one time, heavy reliance will be placed on virtual means to facilitate stakeholder engagement.

The key methods that will be employed in conducting the work of the consultancy are outlined below:

1. Desk study: will be used to collate and review existing information relevant to the consultancy.
2. Focus group session: this methodology will involve a focus on the Chief Executive Officer (CEO) and other senior staff of the NFA to collate data and information relevant to the consultancy.
3. Survey: online surveys will be conducted to examine the NFA's internal (technical and field staff) and external (fishers, fish farmers, etc.) stakeholders' experiences and perception regarding the efficacy and efficiency of their communication activities.
4. Interviews: if necessary, face-to-face or virtual key informant interviews will be conducted to clarify and or fill existing gaps in information and data that may arise.

5. Electronic mail, fixed-line phone or mobile phone communication: where necessary these modes of communication will be used to conduct interviews and clarify relevant issues.
6. Virtual workshops: Two (2) virtual workshops will be held to (i) validate findings and receive feedback on key project products; and (ii) build the capacity of the NFA staff's communication skills.

4.1 Constraints

Several constraints and risks will impact the approach to the work of the consultancy.

4.1.1 Constraints

4.1.1.1 COVID-19

Regarding constraints, in addition to the limited budget, the current COVID-19 pandemic will significantly impact information and data gathering and consultations with stakeholders. As a result, the Consultant will rely heavily on virtual methods for data and information collection and stakeholder consultations. Where face-to-face contact (interviews and focus group meetings) is deemed necessary, the Consultant will employ the strictures of the existing Government of Jamaica COVID-19 protocols.

4.1.1.2 Internet connectivity

A large proportion of the target NFA staff is dispersed across the Island with 14 Fisheries Instructors (at least one stationed in each parish), 9 Extension Officers based in Spanish Town (Aquaculture Branch) and 5 Fisheries Officers located at the head office in Kingston. Given the necessary reliance on virtual communication, reliable internet connectivity is critical for NFA staff's engagement and consultations. The main concern is access to reliable internet connectivity for the 14 Fisheries Instructors dispersed across the island. The staff located in Spanish Town and Kingston has access to reliable internet services at their office locations.

5.0 ASSUMPTIONS AND RISKS

5.1 Assumptions

The assumptions include:

- NFA's staff will be available and willing to participate in the consultations and workshops during the dates set out in the work plan;
- Adequate internet connectivity will be available to facilitate the participation of NFA's staff in the virtual survey and Consultation and Capacity Building workshops; and
- Government of Jamaica COVID-19 protocols will not significantly impact project activity. At the time of writing this report, more stringent COVID-19 protocols have been introduced to increased positivity rates.

5.2 Risks

Project risks include:

- Extreme COVID-19 protocols such as Total Lockdown;
- Delays due to weather-related conditions; and,
- Administrative delays that could put off the project schedule.

Whilst it is acknowledged that the project is scheduled to take place outside of the hurricane season, one is still mindful of other weather-related/environmental factors that may adversely affect the project schedule.

In terms of administrative delays, all efforts will be made to confirm preferred project scheduling through close collaboration with the CEO, senior staff and the StewardFish Focal Point.

6.0 WORK PLAN

A logical sequence, outlined below are the major activities that are deemed necessary by the Consultant to successfully execute the project and realize the deliverables in accordance with the TOR on time and within budget.

Phase I: Inception

I.1 Inception meeting

Initial virtual briefing with the CRFM Technical Team to discuss the objectives, activities, approach, expected outputs and any other issues related to the assignment's execution that require clarification²⁴ (See Appendix 1).

I.2 Desk study

Collate and review existing information relevant to the consultancy. Such information includes, but is not limited to: (a) current stakeholder communication activities that the NFA undertakes; (b) the Communication Policies of the: (i) Government of Jamaica, (ii) Ministry of Agriculture and Fisheries, and (iii) NFA; (c) the institutional analysis and organizational assessment of the fisheries-related State agencies of Jamaica conducted by CANARI, August 2020; and (d) any available digital assets (such as images, audio and video files) that the NFA owns or have access to.

I.3 Inception report

Prepare a report on the initial briefing with a detailed work plan that identifies all tasks and timelines for their execution.

Phase II: Assessment of NFA's Stakeholder Communication Strategy, Capacity and Activities

II.1 Focus group meeting with CEO & other senior staff of the NFA

A focus group meeting will be held with the CEO, other senior staff of the NFA and the StewardFish Focal Point to:

- (i) validate and secure endorsement of the key stakeholder messages recommended by the Consultant concerning the vision, objectives and scope of the Fisheries and Aquaculture Policy; the Fisheries Act, 2018; and the role and functions of the NFA.

²⁴ The Virtual Inception Meeting (via GoToMeeting) was held on February 18, 2021, commencing at 5 p.m. Jamaica Time. The participants were Dr. Maren Headley, Chairperson, Programme Manager, Fisheries Management and Development, CRFM Sec.; Mr. G. A. Kong, National Consultant and Mrs. Shellene Berry, Fisheries Officer, National Fisheries Authority, Jamaica StewardFish Focal Point.

- (ii) gain insight on the NFA's strategy (if any) to implement current and future stakeholder communication activities relevant to the vision, objectives and scope of the Fisheries and Aquaculture Policy; the Fisheries Act, 2018; and the role and functions of the NFA.
- (iii) determine the NFA's perception of external stakeholder's knowledge and understanding of the vision, objectives and scope of the Fisheries and Aquaculture Policy; the Fisheries Act, 2018; and the role and functions of the NFA.
- (iv) determine the NFA's experience and perception regarding the most effective and least effective communication strategy and communication product(s) or stakeholder communication;
- (v) determine the existence of any available digital assets such as images, audio and video files;
- (vi) agree on: (a) timelines and logistical arrangements for key project activities; and
- (vii) secure the CEO's commitment to facilitate, to the extent possible, the support of the StewardFish Focal Point and the full participation of relevant staff members in project activities.

II.2 Online Survey – Internal (Field and Extension Staff) and External (Fish Farmers, Fishers, etc.) Stakeholders

Online surveys (see Appendices 1 and 2) will be conducted to examine the NFA's internal stakeholders' (that is, technical and field staff Extension staff (Aquaculture) and Fisheries Instructors (Capture Fisheries) and external stakeholders (that is, Fish Farmers, Fishers, Fish Vendors, etc.) perception of issues related to the efficacy and efficiency of the NFA's communication activities and related capacity. Some of the key issues that will be explored include the stakeholder's perception regarding their-

- (i) understanding of: (a) the vision, objectives and scope of the Fisheries and Aquaculture Policy, Fisheries Act, 2018, and role and functions of the NFA; and
- (ii) experience and perception regarding the communication product(s)/tools and strategies deemed most and least effective to engage stakeholders. See Appendices 1 and 2 for the full range of issues that will be examined.

II.3 Assessment of findings from II.1 and II.2

Information and data collected from the desk study, surveys and focus group meeting will be collated and assessed.

II.4 First Draft of Communication Strategy and Action Plan and Concept Design of Communication Product(s)

The findings generated from II.3 will inform the first draft of the Communication Strategy and Action Plan as well as the concept design of the Communication Product(s).

Phase III: Validation of Findings, Feedback on Draft Communication Strategy and Initial Design of Communication Product(s)

III.1 Consultation Workshop

The first virtual workshop will be held to, among other things: (a) validate, update or refine the finding from Phase I and Phase II; and (b) received feedback on the results of the surveys, the focus group

meeting, the draft communication Strategy and Action Plan and the design of the communication product(s).

Phase IV: Refinement of Communication Strategy and Products and Capacity Building

IV.1 Refinement of communication Strategy and Products

The result of the consultation workshop will: (a) provide insights on the key communication techniques and tools best suited for the NFA's staff to engage stakeholders²⁵; and (b) inform further refinement of the draft Communication Strategy and Action Plan and the Communication Product(s) design.

IV.2 Capacity Building Workshop

The second virtual workshop will have two (2) objectives: (1) feedback on the further draft of the communication strategy and the design of the communication product(s); and (2) building the capacity of the NFA's staff in effective communication techniques and use of selected communication product(s)²⁶.

IV.3 Analysis and Synthesis

Feedback from the second workshop will be analyzed and synthesized and where necessary the draft communication strategy and action plan and the design of the communication product(s) will be refined.

Phase V: Production of Final Report and Communication Product(s)

V.1 Finalize Communication product(s)

V.2 Finalize Communication Strategy and Action Plan

V.3 Prepare and submit Draft Technical Report to CRFM Secretariat

V.4 Incorporate comments from the CRFM Secretariat to produce Final Technical Report

7.0 KEY CONSIDERATIONS FOR THE DEVELOPMENT OF THE COMMUNICATION STRATEGY, ACTION PLAN AND COMMUNICATION PRODUCT(S)

The Government of Jamaica's Communication Policy (GoJ CP) sets the overarching context within which the Communication Strategy and Action Plan of the NFA must be set. The GoJ CP identifies nine pillars of responsibilities (OPM 2014). These are:

- i. Provide timely, accurate, clear and complete information about its programmes, services and initiatives;
- ii. Deliver prompt, courteous, professional and responsive communication services;
- iii. Ensure GoJ institutions are visible, appropriately branded, accessible and accountable to the people they serve;
- iv. Utilize a variety of media, channels, and platforms to effectively provide information and reach Jamaicans both at home and in the diaspora;
- v. Encourage continuous improvement in relations with the media;
- vi. Safeguard the trust of the Jamaica people in the integrity and impartiality of government;

²⁵ The findings from Workshop 1 and the results of the surveys will be used to determine the communication techniques that will be introduced to the NFA staff during the capacity building section of Workshop 2.

²⁶ Training will include techniques for effective utilization of the communication product(s) selected as part of the pilot project.

- vii. Establish consultation mechanisms with the people on an on-going basis;
- viii. Use research to identify, evaluate and address the public's information and communication needs and concerns as well as to inform government policy, programmes and services; and
- ix. Ensure increased collaboration and cooperation among the agencies of government in coherent and effective communication with the public.

Most would agree that communications in all its facets has not been afforded its justifiable priority and status – and hence budgetary allocation – in State entities except for those whose prime mandate is communications, such as the Jamaica Information Service (JIS). Regarding communications, the focus of MDAs is Public Relations (PR) which is by-and-large restricted to the promotion of flagship programmes, services and initiatives of particular MDAs rather than critical communication mandates, such as stakeholder consultation mechanisms, satisfying the information and communication needs of stakeholders and research to identify, evaluate and address the public's information and communication needs and concerns as enunciated in the GoJ CP. It can be argued that of the nine pillars, (i), (ii), (iii), (iv), and (vii) are incorporated in most communications/PR programmes of State entities.

However, pillars (v), (vi), (viii) and (ix) of the GoJ CP would perhaps not be commonplace in most communications strategies/PR of MDAs.

The Communication Strategy for the NFA will be developed to be comprehensive in scope to align with the GoJ CP. Hence, the NFA's Communication Strategy will set the strategic framework that will incorporate the nine responsibility pillars of the GoJ CP. The action plan will reflect the necessity for the components related to each of the nine pillars to be enhanced and expanded on a phased basis. The action plan is necessarily dynamic and strategic, with realistic timelines for implementing communication programmes commensurate with the NFA's level of communications capability and capacity that will be developed over time. The pace of these developments will depend on, among other things, budgetary resources earmarked for communications.

8.0 WORK SCHEDULE

Activity	Deadline	Feb				Mar					Apr			
		Wk 1	Wk 2	Wk 3	Wk 4	Wk 1	Wk 2	Wk 3	Wk 4	Wk 5	Wk 1	Wk 2	Wk 3	Wk 4
Phase I: Inception														
1. Inception meeting	18-Feb													
2. Desk study														
3. Inception report	25-Feb				D1									
Phase II: Assessment of NFA’s Stakeholder Communication Strategy, Capacity and Activities														
4. Design virtual survey	22-Feb													
5. Administer survey	23-26 Feb													
6. Survey Report – Analyze &collate survey responses	26-feb													
7. Focus Grp meeting preparation – agenda, PPT, etc.	26-Feb													
8. Focus group meeting (NFA CEO & Snr. Staff & Tech Staff)	1-Mar													
Phase III: Validation of Findings, Feedback on Draft Communication Strategy and Initial Design Communication Product(s)														
9. Draft Comm. Strat. & Action Pln. & Design Comm. Prdt.	15-Mar							D2						
10. Recruit Design Team														
11. Produce draft design Comm. Prdt.	15-Mar							D2						
12.Prepare resource material for Workshop 1	9-Mar													
13.Consultation Workshop 1	10-Mar						M1							
14.Generate Workshop 1 Report – Collate findings, feedback, etc.	12-Mar													
Phase IV: Refinement of Communication Strategy and Products and Capacity Building														
15. Prepare resource material for Workshop 2	16-Mar													
16. Capacity Building Workshop 2	17-Mar							M2						
17. Generate workshop 2 Report – Collate findings, feedback, etc.	23-Mar													
Phase V: Production of Final Report and Communication Product(s)														
18. Final Comm. Prdt(s)	9-Apr											M3		
19. Final Comm. Strat. & Actn. Pln.	9-Apr											M3		
20. draft Technical Report	31-Mar									D3				
21. Input feedback from CRFM Sec.; produce Final Technical Report	12-Apr												D4	

*D1 – D4 – deliverables **M1 – M3 - Milestones

9.0 BIBLIOGRAPHY

- Caribbean Natural Resources Institute (CANARI). 2020. Institutional analysis and organizational assessment of fisheries related state agencies for enabling ecosystem stewardship in the fisheries sector of Jamaica. Prepared by Ramlogan, N. R. and Andrews, M. K. August 14 2020. Barataria, Trinidad: CANARI.
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- The Fisheries Act, 2018 (JM).

Appendix 1: Inception Meeting Agenda

StewardFish Inception Meeting Schedule with CRFM Sec. team (via GoToMeeting)

Country: Jamaica	Focal Point	Consultant	Date	Time
Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives, ad scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority	Shellene Berry	Andre Kong	Feb 18, 2021	5:00 -5:45 pm (JCA) 6:00-6:45 pm (EC)

Draft Inception Meeting Agenda

1. Introduction of National Consultant and presentation of Draft Work Plan by Consultant (15 mins).
2. Discussion about Work Plan, timeline, Approaches, and Report Preparation for the following deliverables (20 mins).
 - 2.1 An inception report and work plan clearly identifying an outline and timelines for the execution of the actions due 5 days after inception meeting.
 - 2.2 A communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority due Mar 15, 2021.
 - 2.3 First draft version of a final technical report, which would comprise at least the sections: Acknowledgements; abbreviations and Acronyms; Executive Summary; Introduction; Methodology; Results/discussion; Conclusions; Recommendations (including lessons learnt); Annex 1 Terms of Reference; Annex 2 Inception Report; Annex 3 Consultancy Products, namely Work plan; a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority due Mar 31, 2021.
3. Discussion about Budget and Payment Schedules (5 mins)
4. Any Other Business (5 mins)

Appendix 2: Internal Stakeholder Communication Survey Questions

Notice to Respondents

(A) This survey is administered as part of a Developing Organizational Capacity got Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (Stewardship) Pilot Project to assist in the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy, Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica; (b) **Please reply by February 26, 2021.**

1. I am a: Fisheries Instructor____; Fisheries Extension Officer____; Fisheries Officer____; Other____.
(Please check the correct category)
2. I am based at: Newport East____; Spanish Town____; an Out-Station____.
3. I interact with fishers/fish farmers at least once per: week____; month____; 3 months____; 6 months____; Year____.
4. My interaction with fishers/fish farmers is mostly related to: _____data collection; _____training; technical support____; registration and licensing____; other_____.
5. Give 3 key words that come quickly to mind when you think about the Fisheries Act?
(a) _____;
(b) _____;
(c) _____.
6. Give 3 key words that come quickly to mind when you think about the National Fisheries and Aquaculture Policy?
(a) _____;
(b) _____;
(c) _____.
7. Give 3 words which signify what the NFA means to you
(a) _____;
(b) _____;

- (c)_____.
8. How do you rate your knowledge and understanding of:
- (a)The vision, objectives and scope of the Fisheries Act, 2018:_____.
- (b)The vision, objectives and scope of the National Fisheries and Aquaculture Policy:_____.
- (c)The role and function of the National Fisheries Authority:_____.
- (1 – Poor; 2-Below Average; 3-Average; 4- Good; 5-Excellent)
9. How do you rate the knowledge and understanding of fishers/fish farmers of:
- (a)The vision, objectives and scope of the Fisheries Act, 2018:_____.
- (b)The vision, objectives and scope of the National Fisheries and Aquaculture Policy:_____.
- (c)The role and function of the National Fisheries Authority:_____.
- (1 – Poor; 2-Below Average; 3-Average; 4- Good; 5-Excellent)
10. When I communicate with fishers and fish farmers the 3 most common methods are:
- E-mail_____
- Mobile Calls_____
- Landline_____
- VHF Radio_____
- Face to Face_____
- Social Media (WhatsApp, Facebook, Instagram, Twitter, YouTube) _____
- Other_____
11. How do you rate your capacity/ability to communicate with fishers/fish farmers:_____.
- (1 – Poor; 2-Below Average; 3-Average; 4- Good; 5-Excellent)
12. Outline the best method(s) you have used to communicate with fishers/fish farmers:
- _____
- _____

13. What is the greatest impediment to communicate with fishers/fish farmers:

14. Which communication tool(s)/product(s)/method(s) have been most effective in communicating with fishers/fish farmers:

15. Which communication tool(s)/product(s)/method(s) have been least effective in communicating with fishers/fish farmers:

16. Do you think you would benefit from training in effective communication techniques:

Yes___

No___

Not sure___

-----End-----

Email Communication to Internal Stakeholders

Dear NFA Staff Member,

I am G. André Kong, former Director of the erstwhile Fisheries Division which has been transformed to the National Fisheries Authority (NFA).

I have the pleasure to be associated in the capacity of National Consultant, with the “Developing Organizational Capacity for Ecosystem and Livelihoods in the Caribbean Small-Scale Fisheries (StewardFish) Pilot Project.

This pilot project aims to develop a communication strategy and action plan, with one or two communication products, to increase the awareness about the vision, objectives and scope of the Fisheries Policy, Fisheries Act, and the role and functions of the National Fisheries Authority (NFA) in Jamaica.

As a key member of staff that engages stakeholders on a frequent basis, your input into this process is critical for the development of an effective and efficient communication programme to foster meaningful engagement and partnership between stakeholders and the NFA.

To this end, you are invited to participate in a simple online survey designed to among other things, gain insights on key aspects of the communication efforts and related capacity of the NFA.

The link below will take you directly to the survey which should take approximately 10 to 15 minutes to complete.

https://docs.google.com/forms/d/e/1FAIpQLSf3fPSMxA6nquNX3Wyx8qJX5MBIHtiGBXITkmE8OYAYW1a_w0Q/viewform

It would be greatly appreciated if you would complete the survey by **February 26, 2021**.

I look forward to your feedback.

Sincerely,

G. Andre' Kong

National Consultant

StewardFish Pilot Project.

Page 1 of Online Survey for Internal Stakeholders

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Fisheries Act and Policy Survey from Consultant Andre Kong - JAMAICA

Notice to Respondents : Please reply by February 26, 2021. This survey is administered as part of a "Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish) Pilot Project to assist in the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority (NFA) in Jamaica."

* Required

1. I am a: - check the correct category below *

☐ Fisheries Instructor

☐ Fisheries Extension Officer

☐ Fisheries Officer

☐ Other:

Appendix 3: External Stakeholder Communication Survey Questions

Notice to Respondents

(A) This survey is administered as part of a Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish) Pilot Project to assist in the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority (NFA) in Jamaica. (B) **Please reply by February 26, 2021.**

1. I am a: Fish Farmer____; Fish Vendor____; Fisherman____; Other____.
(Please check the correct category)
2. Give 3 key words that come quickly to mind when you think about the new Fisheries Act?
(a) _____;
(b) _____;
(c) _____.
3. Give 3 key words that come quickly to mind when you think about the National Fisheries and Aquaculture Policy?
(a) _____;
(b) _____;
(c) _____.
4. Give 3 words which signify what the National Fisheries Authority (NFA) means to you
(a) _____;
(b) _____;
(c) _____.
5. How do you rate your knowledge and understanding of:
(1 – Poor; 2-Below Average; 3-Average; 4- Good; 5-Excellent)

(a) The vision, objectives and scope of the Fisheries Act, 2018: _____

(b) The vision, objectives and scope of the Fisheries Act, 2018: _____

- (c) The role and function of the NFA: _____
6. How frequently does the NFA communicate with stakeholders?
Least once per: week___; month___; 3 months___; 6 months___; Year___. Or Zero _____.
7. The frequency of communication by the NFA is: Too much___; Just right___;
Not enough___; Not at all_____.
8. Communication from the NFA is mostly related to advisories about: _____ weather;
_____ closed season; _____ licensing; _____ fisheries enforcement; _____ training;
_____ other.
9. My interaction with the NFA is mostly related to: _____ data collection; _____ training;
technical support_____; registration and licensing_____; other_____.
7. How effective is the staff of the NFA in communicating with stakeholders? _____
(1 – Poor; 2-Below Average; 3-Average; 4- Good; 5-Excellent)
8. Choose 3 best methods that are used to communicate with stakeholders:
E-mail_____
- Mobile phone_____
- Landline phone_____
- VHF Radio_____
- Face to Face_____
- Social Media (WhatsApp, Facebook, Instagram, Twitter, YouTube) _____
- Other_____
9. Which communication tool(s)/product(s) are most effective in communicating with stakeholders?
Posters___; Brochures___; Billboards___; Videos___; Jingles (songs) ___;
TV Ads___; Radio programmes ___; Public Relations Items (bags, hats, pens, etc.)___;
Social Media (WhatsApp, Facebook, Twitter, Instagram) _____.

10. Which communication tool(s)/product(s) are least effective in communicating with stakeholders?
Posters____; Brochures____; Billboards____; Videos____; Jingles (songs) ____;
TV Ads____; Radio programmes ____; Public Relations Items (bags, hats, pens, etc.)____;
Social Media (WhatsApp, Facebook, Twitter, Instagram) ____.

11. Are there any problems with how the National Fisheries Authority communicates with stakeholders? No____; Yes____.

12. What are the problems with how the National Fisheries Authority communicates with stakeholders? The messages are:

Too hard to understand____

Too simple____

Too long____

Too short____

Uninteresting____

Not relevant____

Inconsistent____

Too aggressive____

Too negative____

Not focused on what is important to us____

Not true____

None of the above____

13. Please provide additional information below that you think may be relevant.

(Optional)

-----End-----

Email Communication to External Stakeholders

Dear Stakeholder,

I am G. Andre' Kong, former Director of the erstwhile Fisheries Division, which has been transformed into the National Fisheries Authority (NFA).

I have the pleasure to be associated in the capacity of National Consultant, with the "Developing Organizational Capacity for Ecosystem and Livelihoods in the Caribbean Small-Scale Fisheries (StewardFish) Pilot Project.

This pilot project aims to develop a communication strategy and action plan, with one or two communication products, to increase the awareness about the vision, objectives and scope of the Fisheries Policy, Fisheries Act, and the role and functions of the National Fisheries Authority (NFA) in Jamaica.

As a key stakeholder, your input into this process is critical for developing an effective and efficient communication programme to foster meaningful engagement and partnership with the NFA.

To this end, you are invited to participate in a simple online survey designed to, among other things, gain insights on critical aspects of the communication efforts and capacity of the NFA.

The link below will take you directly to the survey, which should take approximately 10 to 15 minutes to complete.

<https://forms.gle/kjbJhU7KRY4MDFRo8>

It would be greatly appreciated if you would complete the survey by **February 26, 2021**.

I look forward to your feedback.

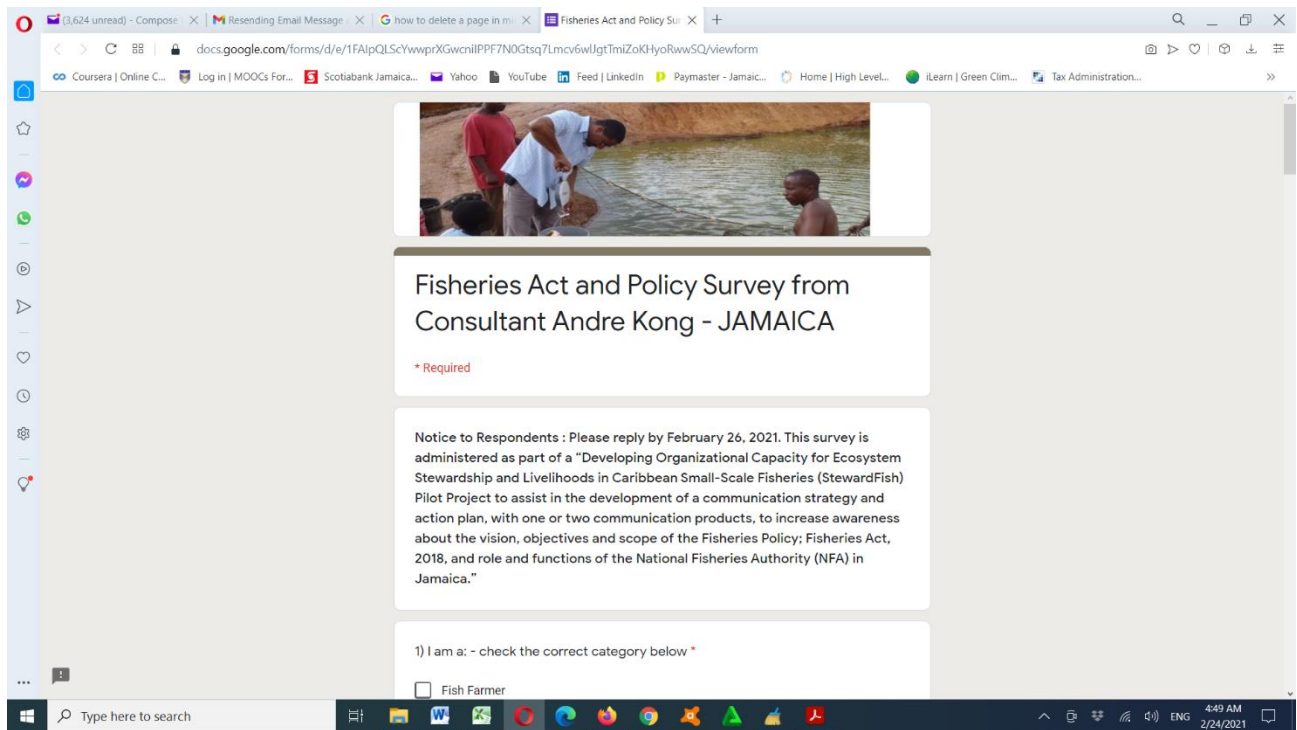
Sincerely,

G. Andre' Kong

National Consultant

StewardFish Pilot Project

Page 1 of Online Survey for Internal Stakeholders



The screenshot shows a web browser window displaying a Google Forms survey. The browser's address bar shows the URL: docs.google.com/forms/d/e/1FAIpQLScYVwpxXGwcnlPPF7N0Gtsq7Lmcv6wJgtTmiZoKHyoRwwSQ/viewform. The browser's tab bar shows several open tabs, including '3,624 unread - Compose', 'Resending Email Message', 'how to delete a page in m...', and 'Fisheries Act and Policy Sur...'. The browser's sidebar shows various icons for social media and productivity tools. The survey itself is titled 'Fisheries Act and Policy Survey from Consultant Andre Kong - JAMAICA' and includes a notice to respondents and a question about their category.

Fisheries Act and Policy Survey from Consultant Andre Kong - JAMAICA

*** Required**

Notice to Respondents : Please reply by February 26, 2021. This survey is administered as part of a "Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish) Pilot Project to assist in the development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority (NFA) in Jamaica."

1) I am a: - check the correct category below *

☐ Fish Farmer

**ANNEX 3: NATIONAL FISHERIES AUTHORITY COMMUNICATION STRATEGY
AND ACTION PLAN**

NATIONAL FISHERIES AUTHORITY COMMUNICATION STRATEGY AND ACTION PLAN

Prepared for:

Caribbean Regional Fisheries Mechanism Secretariat
Princess Margaret Drive
P.O Box 642
Belize City
Belize

Prepared by:

Gilbert Andre' Kong
Consultant
February 2021

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LIST OF ACRONYMS AND ABBREVIATIONS

CA	Communication Activities
CANARI	Caribbean Natural Resources Institute
CAP (2021-2022)	Communication Action Plan (2021 – 2022)
CEO	Chief Executive Officer
CLME+ region	Caribbean and North Brazil Shelf Large Marine Ecosystems
CLME+SAP	Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystem
COVID-19	Corona Virus Disease 2019
CRFM	Caribbean Regional Fisheries Mechanism
CRFM Sec.	CRFM Secretariat
CS	Communication Strategy
CSAP	Communication Strategy and Action Plan
DAIFS	Denbigh Agricultural Industrial and Food Show
EAF	Ecosystem Approach to Fisheries
ES	External Stakeholder
FA, 2018	Fisheries Act, 2018
FMDF	Fisheries Management and Development Fund
G	Goal
GoJ CP	Government of Jamaica Communication Policy
IFD	International Fisherman’s Day
JCA	Jamaica Custom Agency
JDF CG	Jamaica Defense Force Coast Guard
JIS	Jamaica Information Service
JPPCP	StewardFish Jamaica Pilot Project Communication Product
IDB	International Development Bank
MA&F	Ministry of Agriculture and Fisheries
MDAs	Ministries, Departments and Agencies
NCP	National Communication Policy
NEPA	National Environment and Planning Agency
NFA	National Fisheries Authority
NFAP	National Fisheries and Aquaculture Policy
OPM	Office of the Prime Minister
PD	Principal Director
PPT	Power Point Presentation
PR	Public Relations
PR&CB	Public Relations and Communications Branch
PRGM	Programme
SCP	Supporting Communication Products
SEO	Stakeholder Engagement Outcome

SFJPP	StewardFish Jamaica Pilot Project
SG	Stakeholder Group
TA	Target Audience
TOR	Terms of Reference
VSD	Veterinary Services Division
WFD	World Food Day
WFishD	World Fisheries Day

1.0 INTRODUCTION

In 2013, a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the CLME+ SAP (CLME+ SAP) was adopted by countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region). This initiative seeks to contribute to the vision adopted by the region which aims at achieving “a healthy marine environment in the CLME+ that provides benefits and livelihoods for the well-being of the people of the region.”

Among the myriad of challenges that must be addressed to achieve this shared vision are the capacities, or lack thereof, of national and local level, state, and non-state actors. Fishers and their organisations are particularly challenged as a result of:

- Limited capacity to participate effectively in fisheries governance
- Insufficient capacity and knowledge of ecosystem stewardship practices for fisheries sustainability
- Inadequate awareness of ecosystem approaches to support best practices and ensure compliance
- Poor documentation of successful experiences and practices for sustainable fisheries livelihood strategies
- Inadequate management and collaboration mechanisms to support fisherfolk leaders in monitoring and evaluating projects.

The StewardFish project aims to address these challenges through the implementation of the CLME+ SAP within seven Caribbean Regional Fisheries Mechanism (CRFM) Member States¹ by building the capacity of fisherfolk throughout fisheries value chains. This will be achieved through the implementation of the four project components: 1- Developing organisational capacity for fisheries governance; 2 - Enhancing ecosystem stewardship for fisheries sustainability; 3 - Securing sustainable livelihoods for food and nutrition security; and 4 - Project management, monitoring and evaluation, and communication.

The CRFM Secretariat (CRFM Sec.), a project partner in this initiative, is responsible for Activity 1.2.2.1, Undertake pilot projects to address priority implementation gaps and adapt current practices, which is related to Outcome 1.2² and specifically related to Output 1.2.2: State agency prioritisation capacity developed to support fisherfolk organisations and roles in stewardship.

In addressing Output 1.2.2, the CRFM Sec. partnered with the Caribbean Natural Resources Institute (CANARI) to conduct an institutional analysis and organisational assessment in key fisheries-related state agencies in Jamaica and recommend priority improvement (Activity 1.2.1.1). This assessment identified strengths and opportunities for the Jamaica National Fisheries Authority (NFA) to improve its capacity to support ecosystem stewardship by fisherfolk and their organisations. Key findings of the assessment showed that the NFA is supporting fisherfolk ecosystem stewardship in the capacity area of practice³.

¹ Antigua and Barbuda, Jamaica, Belize, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines.

² Expected project outcomes include: (i) Outcome 1.1: Fisherfolk have improved their organisational capacity to meet objectives that enhance well-being; (ii) Outcome 1.2: Fisheries-related state agencies have capacity to support fishing industry stewardship; (iii) Outcome 2.1: Increased participatory Ecosystem Approach to Fisheries (EAF) application with focus on healthier habitats and pollution reduction; (iv) Outcome 3.1: Livelihoods throughout fisheries value chains balance development with conservation for food and nutrition security; (v) Outcome 4.1: Good governance and learning for adaptation institutionalised among fisherfolk organisations.

³ The translation of the organisation core beliefs into actions that support ecosystem stewardship by fisherfolk organisations as it relates to decision making, collaboration and information sharing.

Some gaps, however, were identified. These included ineffective communication and collaboration with fishers and fishing communities which may be a result of the relatively large size of Jamaica and the high number of landing sites (formal and informal). It was also found that the absence of a formal communications strategy contributed to the difficulty of the NFA to engage fishers and fishing communities effectively (CANARI 2020).

Subsequent consultations with the key stakeholders conducted by the CRFM Sec. resulted in the approval of the pilot project “Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.”

2.0 PURPOSE OF THE CSAP

This Communication Strategy and Action Plan (CSAP) is an output of the Developing Organisational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish) Project: Technical Support For Implementation of A Pilot Project to Address Priority Gaps in The Fisheries-Related State Agency – Development of a communication strategy and action plan, with one or two communication products, to increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the National Fisheries Authority in Jamaica.

As the title of the pilot project indicates, this CSAP is by no means comprehensive and must be taken as a first phase communication strategy and action plan with the initial narrow focus of increasing the awareness about the vision, objectives, and scope of the policy, as well as the legal and institutional arrangements mentioned above.

It is anticipated that the National Fisheries Authority (NFA) communications objectives will expand beyond the focus of the current CSAP to encompass a wide range of communications objectives. Consequently, the CSAP must be viewed as a dynamic document that can be enhanced and expanded over time.

This CSAP guides the NFA’s efforts to communicate with all levels of stakeholders (that is, both internal and external) in the fisheries and aquaculture sector and lay the groundwork for improved awareness and positive perceptions about the draft National Fisheries and Aquaculture Policy (NFAP), and the new and improved legal and institutional framework (that is, the Fisheries Act 2018 [FA, 2018] and NFA) to foster stakeholder buy-in and meaningful participation in the NFA’s programmes and initiatives to manage and build the sector sustainably. Delivering on the CSAP will help the NFA achieve its overarching objectives, increase its visibility, increase collaboration and cooperation for its programmes and initiatives and ensure that fisheries and aquaculture stakeholders have the tools they need to engage their networks in sustainable development and management of the sector.

The pivotal philosophy employed in the development of the CSAP was a participatory approach via internal and external stakeholder engagement to the extent possible, given the limited timeline of the StewardFish Jamaica pilot project (SFJPP). This participatory approach was facilitated by engagement with project partners during all the work phases of the project.⁴

⁴ See Section 3 in Final Technical Report for a description of the CSAP’s development process and key findings on internal and external stakeholder’s perception of, among other things, the NFA’s communications efforts.

A desk review of foundational documents was conducted. The documentation reviewed included the overarching National Communication Policy (NCP), the draft NFAP, the recently established FA, 2018 and documentation relevant to the institutional framework (NFA) governing the fisheries and aquaculture sector in Jamaica. A brief overview of the major elements of the instruments mentioned above is provided in section 2.1 below. The rest of the CSAP is organised as follows: (1) Section 3: a description of the overarching communication philosophy and methodology used to develop the CSAP; (2) Section 4: Goals and Objectives; (3) Section 5: Target Audience; (4) Section 6: Messaging; (5) Section 7: Communication Products; (6) Section 8: Communication Channels and Products; (7) Section 9: Branding and Promotion (8) Section 10: Expected Outcomes and Outputs; (10) Section 11: Communication Indicators and Evaluation Plan; (11) Section 12: Implementation Plan, outlining specific communication activities, communication enabling initiatives, and timelines; and (12) Section 13: Recommendations for short-term priority implementation and medium-term initiatives to enhance the communication strategy.

2.1 Background

2.1.1 Overview of the National Fisheries and Aquaculture Policy

The draft NFAP defines the short, medium, and long-term priority for the Fisheries and aquaculture sector. The policy's vision is to "ensure the optimal contribution of the fisheries and aquaculture sector to Jamaica's economy, food and nutrition security, poverty alleviation and sustainable livelihood through the sustainable management and development of capture fisheries and aquaculture."

The draft NFAP has five (5) overarching goals; these goals are:

1. Ensure sustainable development and management of capture fisheries and aquaculture;
2. Promote greater efficiency and improve the competitiveness of national capture fisheries and aquaculture enterprises;
3. Promote economic and social development of fishers, fish farmers and fishing communities (coastal and riparian);
4. Forge partnerships with stakeholders in the development and management of capture fisheries and aquaculture, as well as ensuring transparency and accountability in the governance of capture and culture fisheries resources; and
5. Improve the contribution of the fisheries and aquaculture sector to the socio-economic well-being of Jamaica.

The policy defines nine (9) specific objectives, and these are as follows:

1. Improve the management of marine and inland capture fisheries;
2. Improve monitoring, control, surveillance and enforcement systems;
3. Improve occupational health and safety for the fisheries and aquaculture sector;
4. Promote sustainable development and management of aquaculture;
5. Enhance the economic situation of the fisheries and aquaculture sector and the socio-economic status of fishers, fish workers, fish farmers and their communities;
6. Increase the access of consumers to safe, wholesome and unadulterated fish and fishery products;
7. Facilitate the development of the value chain for fish and fish products;
8. Reduce the impact of climate change, natural and man-made disasters, and negative impacts on the fisheries and aquaculture sector; and
9. Improve the governance mechanisms and enhance the institutional capacity for the management and development of the fisheries and aquaculture sector.

2.1.2 Overview of the Fisheries Act, 2018

The new FA, 2018 was passed in October 2018 and made operational in June 2019 in accordance with section 1 of the Act. The FA, 2018 repeals and replaces the archaic Fishing Industry Act, 1975, and establishes a comprehensive legal regime for the sustainable management and development of the fisheries and aquaculture sector.

Section 3 of the FA, 2018 details the objects of the Act and states:

“The objects of this Act are to provide for and promote the effective management and sustainable development of fisheries, aquaculture and any related activity in accordance with—

- (a) regional and internationally recognised norms, standards, and best practices; and
- (b) an ecosystem approach which addresses the multiple needs and desires of society without jeopardising the options for future generations to benefit from the full range of goods and services provided by aquatic ecosystems.”

The Act details specific principles that must guide the exercise of the functions under it. Section 4 specifies the following principles—

- (a) fisheries resources shall be managed as a renewable asset so as to ensure utilisation of the resources at optimum sustainable yield;
- (b) the aquatic environment shall be managed—
 - (i) as an asset for current and succeeding generations, and
 - (ii) to ensure the protection of fishery and aquaculture resources and human health;
- (c) The precautionary principle shall be applied;
- (d) subject to paragraph (a), (b) and (c), the utilisation of fishery and aquaculture resources to achieve economic growth, human resource development, employment creation and a sound ecological balance, consistent with Jamaica's national development objectives;
- (e) relevant regional or international obligations and applicable rules of international law;
- (f) the user-pays principle shall be applied, where applicable,
- (g) to the extent practicable, stakeholder participation in the management of fishery and aquaculture resources shall be promoted,
- (h) responsible management of fishery and aquaculture resources, based on the best available scientific information shall be promoted; and
- (i) aquaculture development that is ecologically sustainable and which allows for the rational use of natural resources shared by aquaculture and other activities shall be ensured.

2.1.3 Role and Functions of the National Fisheries Authority

The NFA is a Statutory Body established under Section 5 (1) of the FA, 2018. The NFA replaces the former Fisheries Division, which was deemed unfit for purpose and unable to meet the current and emerging challenges that threaten sustainable management and development of the fisheries and aquaculture sector.

Section 5(3) of the FA, 2018 specifies the NFA's overarching role and states that "The Authority shall be responsible for the management and development of fisheries and aquaculture in accordance with the provisions of this Act.”

Section 5(4), without limiting the provisions under section 5(3), mandates that the functions of the NFA shall include:

- a. The conservation of fisheries;

- b. The assessment of aquaculture and fisheries;
- c. The collection, compilation, analysis and interpretation of statistics on fisheries and aquaculture and related activities;
- d. Ensuring the viability of coastal, marine and other aquatic environments;
- e. The determination and allocation of allowable fishing rights and quotas;
 - Where applicable, determining the total allowable catch for a fishery or species of fish;
 - The monitoring, control, surveillance and enforcement of any activity relating to fisheries and aquaculture and any related activity;
 - The imposition of measures to prevent, deter and eliminate illegal, unreported and unregulated fishing;
 - The preparation and periodic review of fishery management plans and aquaculture management plans;
 - The granting, suspension, cancellation and revocation of licences, authorization permits and the allocation of fishing rights and quotas under this Act or any Regulations made under this Act;
 - The facilitation and implementation of any obligation under international law, regional and international agreements, or arrangements to which Jamaica is a party;
 - The management, development, designation and zoning of the fisheries waters, fishing beaches, fishing and aquaculture facilities;
 - The zoning, designation, regulation and development of areas reserved for fishing and aquaculture;
- f. Providing public education in matters relating to fisheries and aquaculture; and
 - Such other matters as are necessary or expedient for giving effect to the purposes and provisions of this Act.

Sections 5(5) and 5(6) confer broad powers on the NFA to, among other things, enter into agreements or arrangements; initiate, carry out or support research relevant to its functions; conduct seminars, training programmes and consulting services to gather or disseminate information relevant to its functions; and impose fees or other charges relating to any service provided by it.

The legal powers conferred on the NFA under the FA, 2018 is extended under section 5(6), which confers on the NFA "...full powers to do all things that are necessary or convenient to be done for or in connection with the performance of its functions and the achievement of its objectives and guiding principles".

3.0 COMMUNICATION PHILOSOPHY AND METHODOLOGY USED TO DEVELOP THE CSAP⁵

This Communication Strategy (CS) is predicated on the fundamental tenets that effective communication transcends communication products/materials, awareness campaigns, press conferences, press releases and technical reports produced by the NFA. Effective communication has many facets, but at its core is the meaningful engagement of stakeholders to, among other things: (a) inspire them, (b) give them due recognition and celebrate collective achievements, and (c) empower them to take responsibility and action.

⁵ The method for developing this communication strategy is adopted from the UNESCO MAB Global Communication Strategy and Action Plan.

The strategy serves as a guide to the NFA to engage stakeholders in an effective, focused, respectful, and consistent manner. It is based on the philosophy that the NFA’s communication initiatives extend beyond planned stakeholder awareness programmes and activities and incorporate the collective communication activities (CA) of all staff of the NFA. Given this recognition, the strategy emphasizes enhancing the NFA's collective capacity (that is, all staff) to engage stakeholders, positively impacting the NFA's work, credibility, and visibility.

The CS adopts modern, open, and transparent communication approaches to achieve effective communication and relies on a logical sequence of critical activities designed to develop an efficient and effective communication plan that can be tailored to deliver specific messages to evoke desired stakeholder engagement outcomes (SEO) from specific target audiences.

3.1 Transforming Stakeholder Engagement Tactics

Pivotal to effective communication, the strategy revamps archaic and ineffective communications approaches and defines modern, open, and transparent approaches that will redound to more meaningful and effective stakeholder engagement. In general, the strategy advocates for communication approaches that are stakeholder centric and are designed to (a) address issues of importance to stakeholders; (b) focus more on the opportunities arising from compliance of rules and regulations; (c) inspire and invoke desired SEOs; and (d) deliver communication messages in a meaningful and exciting manner.

Figure 1 below outlines the transformation of communication approaches that are required for effective stakeholder engagement tactics.



Figure 1. Showing transformed stakeholder engagement tactics (modified from UNESCO MAP CSAP)

3.2 Key Elements of the CS

The CS comprises five key elements: (i) Stakeholder Engagement Outcomes Aligned to Messages; (ii) Select Target Audience(s); (iii) Key Messages Delivered as Real-life Scenarios; (iv) Methods; and (v) Monitoring and Evaluation (ME). These elements are described below:

3.2.1 Stakeholder Engagement Outcomes Aligned to Messages

All CA must be aligned to specific SEOs as determined by the NFA. Stakeholder Engagement Outcomes of CA is contextual and will vary from time to time. There will, however, be key and consistent SEO that the NFA will strive to achieve. Such consistent outcomes could include increased stakeholder awareness and positive perception of the NFA's role, function, and performance. In other words, the NFA's Brand should be integral to the positioning with stakeholders.

3.2.2 Select Target Audience(s)

Given that communication messaging and tactics will vary depending on the different target audiences, the NFA must develop a comprehensive Stakeholder Register that details each stakeholder group's communication profile. Such a profile will outline critical elements that will be used as a guide to packaging suitable communication messaging and tactics that will be most effective for a particular stakeholder group. Care must be taken to assess each stakeholder group frequently to keep abreast of critical current and emerging issues impacting the group.

3.2.3 Key Messages Delivered as Real-life Scenarios

Where possible, key messages should be communicated in the form of real-life scenarios that satisfy the following criteria as far as possible:

- I. Introduce the message by capturing the stakeholder group's (SG) interest in the story by focusing on issues of concern to them, or if required, by explaining why the issue is important to them. Explain the role that the NFA will have in ensuring that the potential outcome is not detrimental to the sector and how collective action by the NFA, and stakeholders will be beneficial or lead to the reduction and or curtailment of negative impacts.
- II. Demonstrate positive/negative impact by providing proof/examples where similar desired/undesirable action has resulted in favourable/adverse outcomes; and
- III. Ensure consistency in the key messages.

3.2.4 Methods

Use the best method(s) to reach the target SG to significantly impact achieving the SEO.

3.2.5 Monitoring and Evaluation (ME)

Communication Activities must be monitored and evaluated to determine the impact on stakeholders and cost-effectiveness. Impact and cost-effectiveness should be measured through:

- I. Reach – number of stakeholders that were directly targeted and the number of stakeholders whom the CA may have indirectly impacted.
- II. Investment – total funds invested in the CA.
- III. Impact (Level of success in achieving SEO) – to what extent does the CA: (a) Inspire: level of increased awareness of the issue(s) targeted by the CA (e.g., Role and Function of the NFA); (b) Empower: level of the increased willingness of targeted SG to participate in activities to address the issue(s) targeted by the CA.

4.0 GOALS AND OBJECTIVES

The CSAP is a tool designed to guide the NFA's initial communication activities. It has five principal goals that take into consideration time and available resources. These five goals are:

4.1 Goal 1

To increase internal stakeholder's awareness of the vision, scope, and objectives of the draft NFAF and FA, 2018 and the role and function of the NFA by:

Deploying a communications campaign targeting technical, extension and other frontline staff of the NFA.

4.2 Goal 2

To increase targeted external stakeholder's awareness of the vision, scope, and objectives of the draft NFAF and FA, 2018 and the role and function of the NFA by:

Deploying a focused communications campaign targeting two categories of primary producers (fishers and fish farmers).

4.3 Goal 3

To increase key partner agencies' awareness of the vision, scope, and objectives of the draft NFAF and FA, 2018 and the role and function of the NFA by:

Deploying a communications campaign targeting key partner agencies (such as National Environment and Planning Agency [NEPA], Marine Police, Jamaica Defense Force Coast Guard [JDF CG], Jamaica Customs Agency [JCA] and the Veterinary Services Division [VSD])

4.4 Goal 4

To enhance the target internal stakeholder's capacity to communicate efficiently and effectively with external **stakeholders** by:

Providing (a) training in communication methods and techniques that are best suited for the selected target audiences; (b) efficient and effective communication products and training in their use; and (c) access to the method(s) best suited for using the communication products and reaching the target audiences.

5.0 TARGET AUDIENCE

It is recognised that there is a plethora of SG that the NFA will have to engage in laying the groundwork for improved awareness and positive perceptions about its role and functions to foster stakeholder buy-in and meaningful participation in the NFA's programmes and initiatives.

For the purposes of the CSAP, stakeholders are categorized into three (3) broad groups⁶:

- Decision-makers and advisers – includes government ministers; Permanent Secretaries and CEOs of **government** agencies with marine jurisdiction; heads of major NGOs and regional organisations;
- State and Non-State technical-scientific, and administrative change agents – includes fisheries managers, coastal managers, middle-level administrators, NGO officers, researchers, technical advisors, trainers; and

⁶ Stakeholder groupings adopted from Roach et al., 2007.

- Resource users and other non-governmental stakeholders – includes fisherfolk, fish farmers, formal and informal fisheries and aquaculture organisations, non-fishing coastal and riverine users, coastal and riverine community groups, and the general public.

Given the limited time and resources, this CSAP will focus on three (3) specific target audiences:

1. Target Audience (TA) 1 - Frontline technical, extension and administrative staff of the NFA;
2. TA2a - Artisanal Fishers, and TA2b – Industrial Fisher; and
3. TA3 - Fish farmers.

The NFA should also engage, albeit in a less focused manner, key partner agencies (TA4) that frequently interact with the target audiences mentioned above.

It is anticipated that the CA will indirectly impact other stakeholders (including fish vendors and family members of fish farmers and fishers).

6.0 MESSAGING

The communication initiative's scope encompasses two highly technical and complex documents (the NFAP and the FA, 2018) and the newly established NFA with highly technical functions and a broad mandate, each deserving its separate communication programme (see Section 2.1). Also, there is limited resources and time available under the SFJPP.

Against this background, it was determined that the best approach would be to focus on the key linkages between the NFAP, the FA, 2018, and the NFA⁷.

In summary, the key messaging of the communication product would be centred around the following theme:

- I. The NFAP represents a comprehensive set of short, medium and long-term goals and objectives that safeguards the livelihood of fishers, fish workers, fish farmers and their families;
- II. The FA, 2018, is the set of rules and regulations that mandates specific actions, standards, processes, and programmes that are necessary to achieve the goals and objectives defined in the NFAP; and
- III. The NFA is the government entity with the authority and responsibility to ensure compliance with the provision of FA, 2018 that will ultimately lead to the realisation of the goals and objective of the NFAP.

7.0 COMMUNICATION PRODUCT(S)

The NFA has endorsed two (2) communication products. These are: (1) An interactive PowerPoint presentation and (2) A short information video.

⁷This approach was fully endorsed by Chief Executive Officer (CEO) and senior staff participating in the virtual Focus Group Meeting held on March 1, 2021, and the two virtual Stakeholder Workshops held on March 9 and 16, 2021.

7.1 Interactive PowerPoint Presentation

The interactive PowerPoint presentation is designed to be used by technical and extension officers and other frontline staff of the NFA to engage a wide range of SGs. These SGs include non-technical staff of the NFA, other government agencies, various stakeholder groups within the fisheries and aquaculture sector and broader society, lawyers, enforcement personnel, etc.

In addition to focusing on the key linkages between the NFAP, the FA, 2018, and the NFA, the interactive PowerPoint presentation can be tailored to contain detailed information on all or any specific area of focus and thus can also be used as a reference for information on specific areas or for active delivery during stakeholder engagement both in the field and in office environments.

7.2 Information Video/Presentation Targeting Fish Farmers

The information video will target fish farmers⁸. The video will maintain the focus on the key linkages between the draft NFAP, the FA, 2018, and the NFA. However, these linkages will be presented from the perspective of the fish farmer. The video features particular issues (both problematic and desirable) of concern to fish farmers and highlights how the NFA can address the issues (curtail or eliminate the problems or facilitate/promote or implement the desirable outcomes), in keeping with its role and function and the goals and objectives of NFAP and using the rules and regulations under the FA, 2018.

7.2.1 Video/Presentation Production Brief

Below is an outline of the final video production brief endorsed by the CEO and the Aquaculture Division after several consultation meetings.

Target Audience – Fish Farmers

Main method of dissemination – Social Media: WhatsApp, Facebook, etc.

Objective – To increase Fish Farmers’ awareness of (1) the vision, objectives and scope of the National Fisheries and Aquaculture Policy, and the Fisheries Act, and the role and function of the National Fisheries Authority; (2) how the National Fisheries and Aquaculture Policy, the Fisheries Act, and the National Fisheries Authority will benefit the aquaculture sector; and (3) the high priority the Government of Jamaica places on fish farming which is regarded as pivotal to the growth strategy of the fisheries and aquaculture sector.

List of Visual Support for the Key Messages

List of pictures, images, and videos that could be inserted at appropriate junctures of the product to align with the key points.

1. NFA logo
2. Front page/cover of the Act, Policy and Aquaculture Development Plan
3. Photos/video of fish farm with fish farmer feeding the fish
4. Photos/video of pond stocked with fish, or another suitable photo/video
5. Photo/video of fingerlings/advanced fry (juvenile fish)
6. Photo/video of Extension Officers visiting Farm/talking to Fish farmers
7. Photo/video of Extension Officers conducting research

⁸ The NFA identified the need to target the Aquaculture Sector because prior to the promulgation of the FA, 2018, the aquaculture sector was not directly subject to a legal regime where registration and licensing among other processes were mandatory.

8. Photo/video of technical staff members meeting (if available)
9. Photos/video of land and coastal and riverine areas suitable for aquaculture

Introduction

Video or photograph showing fish farm(s).

Opening Narrative: Delivered by the Minister of Agriculture and Fisheries

Video showing the Minister delivering the opening narration or photograph of the Minister and audio delivering the following opening narration:

“Fish farmers. A new day is dawning that will ensure the sustainable development of the aquaculture sector in Jamaica. The tremendous growth potential of aquaculture is fully recognized by the Government of Jamaica. And aquaculture is thus regarded as one of the major growth strategies for the fisheries and aquaculture sector in Jamaica.”

Main Narrative: Delivered by Main Narrator

Our fish farmers in the aquaculture sub-sector have been contributing to our food and nutritional security, taking care of our families, and contributing to Jamaica’s growth and development. While good progress has been made, there is still work to be done to mitigate the challenges faced by our fish farmers and improve upon the gains and successes that have been achieved.

A draft National Fisheries and Aquaculture Policy and new legislation, the Fisheries Act, 2018 has been created and promulgated. The combined strength of the draft National Fisheries and Aquaculture Policy, the Fisheries Act 2018 and the establishment of the National Fisheries Authority will now address these challenges and help improve the livelihoods of our fish farmers as they work towards their targets.

The Policy and the Act will guide the transformation process. Fish farmers and their facilities will be registered and licensed further solidifying the sustainability of the aquaculture sector. These activities are already taking place, with 98 % of Fish farmers having received the identification cards they applied for. The remaining are being engaged to [affect] [achieve] a 100% registration status.

A Fisheries Advisory Council has been established which will allow our farmers to directly participate in the governance of the sector and be part of the problem-solving team working on the sustainability of the aquaculture sector.

Development plans for the aquaculture subsector will be prepared and reviewed every 5 years as part of the commitment to the good governance and sustainable management of the sector. The National Fisheries Authority will be more impactful to stakeholders. The Aquaculture Division’s functions will be enhanced with a dedicated production unit and a renewed focus on improved seed stocks.

The research and development activities of the Aquaculture Division will be industry-driven, with a focus on real-life challenges. Most importantly, the extension services will be fortified to facilitate much needed technology transfer and continued rural development.

A new day for aquaculture is truly dawning!

Narration delivered by Dr. Gavin Bellamy, CEO, NFA

Video of CEO delivering tagline or photograph of CEO with audio of his voice delivering the following tagline:

“Fish farmers we invite you on this journey of Reform, Sustainability, and Participatory Governance for the aquaculture sub-sector. The National Fisheries Authority, Protecting the Livelihoods of Fishers, Fish Workers, Fish Farmers, and their Families.”

Contact Information

For more information contact the National Fisheries Authority at 2c Newport East, Kingston 15.

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Acknowledgement:

This video was produced for the National Fisheries Authority under the Developing Organizational Capacity of Ecosystem Stewardship and Livelihoods in Caribbean Small-scale Fisheries’ (StewardFish) project which is being funded by the Global Environment Facility (GEF) and implemented by the Food & Agriculture Organisation of the United Nations (FAO) Sub-Regional Office for Latin America and the Caribbean.

8.0 COMMUNICATION CHANNELS AND PRODUCTS

A wide variety of communication dissemination products and channels will be deployed. These will include the following:

- Press conferences
- Radio and television notices and call-in programs
- Town Crier (use of loudspeakers for public messaging)
- Printed media
- Posters and brochures
- Novelty items (T-Shirts, pens, bags, etc.)
- Face to face meetings and seminars
- Virtual meetings and seminars
- Electronic mailing.
- Website
- Social media (Facebook, Twitter, WhatsApp, etc.)
- Lectures and courses.

Consultations with stakeholders (NFA staff, fishers, fish farmers, etc.) through virtual focus group meetings, virtual workshops and online surveys identified the following communication channels as the most effective methods for meaningful stakeholder engagement:

- Social media (WhatsApp, Facebook, Twitter)
- Email
- Face to Face
- Mobil phone
- Television

- Radio

While some dissemination channels may be singled out as most effective for particular SGs under specific circumstances, the best approach would be to use a combination of effective communication dissemination products and channels.

The combination of communication products and channels that will be employed to sensitize the target audiences are outlined below:

Target Audience 1- NFA staff

Main Channel: Face to face / virtual meetings, NFA Quarterly newsletter, Social media (WhatsApp, Twitter, Facebook), MA&F website, email.

Supporting Channels/Products: Posters, brochures, inter-office memorandum

Target Audience 2a - Artisanal fishers

Main Channel: Face to face /virtual meetings, social media (WhatsApp, Twitter, Facebook), radio and television programmes.

Supporting Channels/Products: Posters, brochures, press releases, press conferences.

Target Audience 2b - Industrial Fishers

Main Channel: Face to face /virtual meetings, Social media (WhatsApp, Twitter, Facebook), radio and television programmes, press releases, press conferences, web site.

Supporting Channels/Products: Posters, brochures, newsletters.

Target Audience 3 - Fish Farmers

Main Channel: Face to face /virtual meetings, Social media (WhatsApp, Twitter, Facebook), web site, email, radio and television programmes.

Supporting Channels/Products: Posters, brochures, press releases, press conferences.

Target Audience 4 – Key Government Agencies

Main Channel: Newsletters, interagency correspondences, Face to face /virtual meeting, Social media (WhatsApp, Twitter, Facebook), web site, email.

Supporting Channels/Products: Posters, brochures, press releases, press conferences.

9.0 BRANDING AND PROMOTION

The communication campaign is branded with a colour scheme, a memorable slogan and tagline, relevant logos and a design template which will all be used to inform other digital and social media campaigns (see Table 1). The Communication Product deployed the following branding approach:

- A slogan:** The National Fisheries Authority Protecting the Livelihoods of Fishers, Fish Workers, Fish Farmers, and their Families. This slogan is used as a recurring header on all the slides.
- Theme:** The blue colour scheme used in the background template has been created as a re-usable one for all subsequent slides and any new information that will need to be added.

- c. **Hypertext Interactivity for Connectedness:** The Communication Product has been deliberately developed to allow users to go to any of the three options, using a “Click to Select” approach. The idea is to encourage an inter-connectedness of the 3 main focal areas (Policy, Act, NFA) when communicating with stakeholders.
- d. **Stylised buttons:** Three stylised buttons have been created for the product, and these will be used for the Start/Home screen and the Forward and Backward navigation options.
- e. **Unique Opening Screen design with Logos:** A unique home screen using a montage of images was created to brand the Communication Product.



Figure 1. Unique Opening Screen Design

10.0 EXPECTED OUTPUTS AND OUTCOMES

Table 1 below summarizes the key focus for the NFA’s CSAP for the 2021 to 2022 period. The SEO (communication objectives), the selected target audiences, the recommended communication channels best suited for each target audience and the expected outputs and outcomes of the communication programme are outlined.

It is assumed that the Public Relations and Communications Branch (PR&CB) of the NFA will be fully staffed and operational by the end of the second quarter of 2021. It is further assumed that the said Branch will take full responsibility for the implementation of the CSAP.

11.0 COMMUNICATION INDICATORS AND EVALUATION PLAN (2021 – 2022)

Table 2 below summarizes the communication indicators and evaluation plan of the CSAP. The best information currently available that measures stakeholder’s awareness of the NFAP, the FA, 2018 and the NFA’s role and function are the online survey results conducted on February 24 and 26, 2021. Based on this survey, the relevant indicators that can be reasonably measured is the percentage of stakeholders within each target audience that indicate that they have good or excellent knowledge and understanding of the NFAP, the FA, 2018 and the NFA. The survey provided five possible responses to indicate the level of awareness: poor, below average, average, good and excellent. In terms of stakeholder awareness, any level below good is considered unsatisfactory.

For TA1, below 90% having a good to excellent understanding of the NFAP and the FA, 2018 and below 100% having a good to excellent understanding of the NFA's role and function is considered unsatisfactory. In the case of TA2 and TA3, a good to an excellent level of awareness of 80% of fishers and fish farmers is considered satisfactory. Regarding TA4, key partner agencies must be reasonably conversant (at least 80%) with the NFA's mandate, the goals and objectives of the NFAP, and the main elements of the FA, 2018.

Table 1. Expected Outcomes and Outputs

Communication Objectives	SFJPP Output	Outcome	Communication Channels
GOAL 1: Target Audience 1 – NFA Technical, Extension and Administrative Frontline Staff			
To increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the NFA.	The output below will be used for all groups and objectives associated with this Target Audience: (1) Interactive PowerPoint Presentation.	Increased understanding of the link between the NFAP, the FA, 2018 and the NFA; Increased awareness and understanding of key elements of the NFAP, the FA, 2018 and the NFA	The communication channels below will be used for all groups and objective associated with this Target Audience: Face to face /virtual meetings, NFA newsletter, Social media (WhatsApp, Twitter, Facebook); Posters, brochures, intra-office memorandum
GOAL 2: Target Audience 2a –Artisanal Fishes			
To increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the NFA.	The output below will be used for all groups and objectives connected with this Target Audience: (1) Interactive PowerPoint Presentation;	Increased understanding of the link between the NFAP, the FA, 2018 and the NFA. Increased awareness and understanding of key elements of the NFAP, the FA, 2018 and the NFA	The communication channels below will be used for all groups and objectives connected with this Target Audience: Face to face /virtual meetings, Social media (WhatsApp, Twitter, Facebook); radio and television programmes; Posters, brochures, press releases, press conferences.
GOAL 2: Target Audience 2b –Industrial Fishes			
To increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the NFA	The output below will be used for all groups and objectives connected with this Target Audience: (1) Interactive PowerPoint Presentation.	(1) Increased understanding of the link between the NFAP, the FA, 2018 and the NFA; (2) Increased awareness and understanding of key elements of the NFAP, the FA, 2018 and the NFA	The communication channels below will be used for all groups and objectives connected with this Target Audience: Face to face /virtual meetings, Social media (WhatsApp, Twitter, Facebook); radio and television programmes; MA&F website; CRFM Portal; CLME+ Hub; IW: LEARN (International Waters: Learning Exchange and Resource Network); email; press releases; press conferences; Posters, brochures, newsletters.
GOAL 2: Target Audience 3 – Fish Farmers			
To increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the NFA.	The outputs below will be used for all groups and objectives connected with this Target Audience: (1) Interactive PowerPoint Presentation; (2) Information Video designed explicitly for fish farmers.	Increased understanding of the link between the NFAP, the FA, 2018 and the NFA. Increased awareness and understanding of key elements of the NFAP, the FA, 2018 and the NFA	The communication channels below will be used for all groups and objectives connected with this Target Audience: Face to face /virtual meetings, NFA newsletter, Social media (WhatsApp, Twitter, Facebook); MA&F website; CRFM Portal; CLME+ Hub; IW: LEARN (International Waters: Learning Exchange and Resource Network); email; radio and television programmes; posters, brochures, press releases; press conferences.

GOAL 3: Target Audience 4 – Key Government Agencies			
To increase awareness about the vision, objectives, and scope of the Fisheries Policy; Fisheries Act, 2018, and role and functions of the NFA.	The output below will be used for all groups and objectives connected with this Target Audience: (1) Interactive PowerPoint Presentation.	Increased understanding of the link between the NFAP, the FA, 2018 and the NFA. Increased awareness and understanding of key elements of the NFAP, the FA, 2018 and the NFA	The communication channels below will be used for all groups and objectives connected with this Target Audience: MA&F website, email, newsletters, technical reports, executive summaries, policy briefs, press releases, press conferences, face to face /virtual meetings, Social media (WhatsApp, Twitter, Facebook), CRFM Portal; CLME+ Hub; IW: LEARN (International Waters: Learning Exchange and Resource Network), posters, brochures.
GOAL 4: Target Audience 1 – NFA Technical, Extension and Administrative Frontline Staff			
To enhance the target internal stakeholder's capacity to communicate efficiently and effectively with external stakeholders.	Implementation of SFJPP recommendations to procure comm. enabling tools and prdts, and conduct relevant comm. training,	Enhanced communication capacity of NFA's technical, extension, and frontline staff.	The communication channels below will be used for all groups and objectives connected with this Target Audience: Workshops, training material/reports in communication methods and techniques.

In terms of the source of data to verify the results, as indicated above in section 10, it is assumed that the PR&CB of the NFA will be operational by the end of the second quarter of 2021 and that the said Branch will take full responsibility for the implementation of the CSAP.

Table 2. Communication Indicators and Evaluation Plan (2021 – 2022).

Target Audience (TA)	Result Indicator	Unit	Baseline (2021 online survey)	Desired Outcome 2022	Source of Data
GOAL 1: TA1: NFA Technical, Extension and Admin Frontline Staff	Increased Awareness of (1) NFAP (2) FA, 2018 (3) NFA	Percentage	(1)13% (2)47% (3)80%	(1)90% (2)90% (3)100%	Results of stakeholder Survey; NFA 2022 PR&CB Report
GOAL 2: TA2 & TA3: Fishers and Fish Farmers	Awareness of (1) NFAP (2) FA, 2018 (3) NFA	Percentage	(1)36% (2) 32% (3)24%	(1)80% (2)80% (3)80%	Results of stakeholder Survey; NFA 2022 PR&CB Report
GOAL 3: TA4: Key GOJ Agencies	Awareness of (1) NFAP (2) FA, 2018 (3) NFA	Percentage	(1) Unknown (2) Unknown (3) Unknown	(1)80% (2)80% (3)80%	Results of stakeholder Survey; NFA 2022 PR&CB Report
GOAL 4: TA1: NFA Technical, Extension and Admin Frontline Staff	Percentage of officers with access to mobile phone with adequate data for effective virtual communication	Percentage	Unknown	100% have enhanced capacity to communicate effectively.	NFA Mobile Phone Inventory Records

11.1 Enhancing the Communication Capacity of the NFA

Although not a direct communication activity, building the capacity of the technical, extension and administrative frontline staff (Goal 4) is regarded as essential for the NFA to fulfil its mandate effectively. Goal 4 should thus be regarded as a critical communication enabling initiative. As with any sector that is predicated on the sustainable management and use of natural renewable resources, stakeholders' active participation in the decision-making, implementation, evaluation, and refinement of policy interventions geared toward the development and management of the sector is sine qua non.

Some of the targets set for the achievement of Goal 4, especially the training components, will realistically be achieved over the medium to long term. The stakeholder consultations revealed that one of the critical gaps in the NFA's frontline staff ability to communicate effectively with external and internal stakeholders

was the lack of adequate tools. Most notably, mobile phones with adequate data for effective communication (voice, emails, use of social media platforms).

12.0 IMPLEMENTATION PLAN

The NFA's 2021 – 2022 Communication Action Plan (CAP [2021-2022]) focuses on the use of the two communication products (See Section 7) that were developed as outputs of the SFJPP (herein after referred to as "JPPCP). The action plan also incorporates the use of selected supporting communication products (SCP) such as, posters, brochures, press releases, press conferences, and newsletters that should be developed as soon as possible by the NFA using critical factors incorporated into the JPPCP.³⁵

Key considerations³⁶ are factored into the communication action plan. These key considerations are critical for the efficacy of the communication initiatives, and hence the realisation of the SEOs and Goals of the NFA's CSAP.

They are critical for, among other things, the determination of the: (a) timing of direct communication activities and communication enabling initiatives, (b) NFA staff responsible for implementing specific aspects of the communication plan; as well as (c) communication product and or the combination of communication products (JPPCP and SCP) that will be used.

12.1 Key Considerations Factored into the NFA's CAP (2021 – 2022)

As discussed above, because of the limited time and resources available under the SFJPP, only two JPPCP were developed (See Section 7). While the JPPCP were specifically designed to achieve Goals 1 and 2 in respect to TA1, TA2 and TA3, they can also contribute to achieving Goal 3 in respect of TA4.

Outlined below are key considerations that were factored into the NFA's CAP (2021 – 2022)

- (a) priority accorded to Goal 4 recognizing that enhanced capacity (improved communication skills and tools) of the NFA's staff to communicate with external stakeholders will contribute significantly to achieving Goals 1, 2 and 3. Activities to achieve Goal 4 is scheduled to commence immediately or as soon as possible.
- (b) priority placed on the development of SCPs by the NFA to support the JPPCPs and recognizing that for sustained engagement of specific stakeholders, such as TA4, specific SCPs may be more suitable. SCPs should be designed and developed as soon as possible, using the critical components employed to develop the JPPCPs. These critical components are the alignment strategy (linking the new FA, 2018, the NFAP, and the NFA), key messaging and the NFA's Brand Slogan (The NFA protecting Fishers, Fish Workers, Fish Farmers, and their Families' Livelihood).
- (c) The NFA should take advantage of the fisheries and related national and international celebratory events that occur annually. The NFA's CAs should be strategically organized to be rolled out to coincide with them. Such events include International Fisherman's Day (IFD, June 29, 2021), World Food Day (WFD, October 16, 2021) and the annual Denbigh Agricultural Industrial and Food Show

³⁵ These key factors include the alignment strategy (linking the new FA, 2018, the NFAP, and the NFA), key messaging and slogan (The NFA protecting Fishers, Fish Workers, Fish Farmers, and their Families' Livelihood).

³⁶ These include information and recommendations from stakeholder consultations.

(DAIFS, August 4-6, 2021). These events are mainstay calendar activities that have been celebrated for decades and are well known to fisheries and aquaculture stakeholders³⁷.

Table 3 below outlines the main components of the CAP (2021 – 2022) including the direct CAs and communication enabling initiatives, activity schedule, related CSAP Goal(s), target audience(s), communication product(s) to be used and the NFA staff responsible to implement the CA.

	Communication Activity	Activity Schedule (2021)	CS Goal (G)	Target Audience (TA)	JPPCP	SCP	Responsible NFA Staff	Remarks
1	Develop selected SCPs	May	G1, G2,	TA1, TA2, TA3 and TA4		Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	Key components of JPPCPs used as template to produce the SCPs (see Footnote 11)
2	NFA Staff Awareness	May	G1, G2,	TA1	Interactive Power Point (IPPT.)	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	Where possible other NFA staff should participate in the sensitization prgm.
3	Procure comm. equip: (1) Cell Phones; (2) Multimedia projectors, etc.	May	G4	TA1			PR&CB, Procurement Officer	Key findings of Consultations reveal lack of adequate Mobile phones for effective comm. with stakeholders
4	Start comm. capacity building training	Jun	G4	TA1			PR&CB	Ongoing, multi-phased prgm. If possible other NFA staff should participate in the prgm.
5	Launch major roll-out of NFA ES CA	Jun	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Posters, Newsletters, Policy Briefs, etc.	CEO, PDs, PR&CB	Roll-out to coincide with IFD (June 29)
6	Continued CA	July	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	
7	Heightened NFA ES CA	Aug	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	Increased roll out of NFA Comm. Prgm. to coincide with annual DAIFS (Aug 4 - 6, 2021)
8	Continued CA	Sept	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	
9	Heightened NFA ES CA	Oct	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	Increased roll out of NFA Comm. Prgm. to coincide with annual WFD (Oct 16)
10	Heightened ES NFA CA	Nov	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	Increased roll out of NFA Comm. Prgm. to coincide with annual WFishD (Nov 21)
11	Continued CA	Dec	G2 and G3	TA1, TA2 and TA3	1. IPPT; 2. Story-telling video;	Brochures, Newsletters, Posters, Policy Briefs, etc.	CEO, PDs, PR&CB	

Table 3. Outlining NFA's CAP (2021 – 2022)

³⁷ The erstwhile Fisheries Division have participated in most of these events for decades. These events all have predetermined themes that participating agencies should focus on.

13.0 RECOMMENDATIONS

Effective and efficient stakeholder engagement, especially for entities like the NFA whose mandate is predicated on the sustainable use of natural renewable resources is *sine qua non*. It is against this background that the following recommendations are made.

The recommendations listed below are not exhaustive. They are however regarded as critical initiatives to ensure effective and efficient stakeholder engagement. The time frame of the recommended implementation schedule ranges from immediate or as soon as possible to short-term (within 1 year) to medium-term (2 – 5 years).

13.1 Short-term Initiatives

- The NFA should as a matter of urgency—
- Develop and establish an interactive user-friendly website.
- Develop SCPs (Brochures, Newsletters, Posters, Policy Briefs, etc.) especially geared towards internal stakeholders and key government agencies.

13.2 Medium-Term Initiatives

- Further develop and expand the current CSAP.
- Establish a comprehensive Communication Policy which is based on guiding principles, protocols, processes, and strategies to effectively engage specific stakeholder groups and to account for gender and special needs (hearing and sight impairment, physical disabilities, and illiteracy, etc.) issues.
- Further develop and enhance the SFJPP communication product outputs. The Interactive power point presentation should be used as a template to produce three stand-alone power point presentations that focuses on one of the three areas (the policy, act and NFA) while still highlighting the alignment and relationship to fishers, fish workers, fish farmers and their families. Similarly, a series of story-telling and other information videos and podcasts, etcetera, should be developed highlighting several identified areas of concern to key SGs.
- Establish special annual celebratory event(s) for aquaculture practitioners³⁸ along the lines of International Fisherman's Day (June 29) where critical aspects of the aquaculture sector are highlighted and celebrated.
- Develop and launch a comprehensive SE programme for the UN FAO International Year of Artisanal Fisheries and Aquaculture (IYAFA 2022).
- Establish national fisheries and aquaculture sector awards for outstanding fisheries and aquaculture stakeholders (Companies, Advocacy Groups, Fisheries and Aquaculture organizations, individuals, etc.). The inaugural fisheries and aquaculture sector award(s) could be launched as part of the IYAFA 2022 and bi-annually thereafter.
- The NFA should also conduct a comprehensive cost-benefit analysis of SE activities to determine and justify the level of resources that should be committed to stakeholder engagement initiatives. Every effort should be made to understand and quantify, in terms of time, money, equipment, and human resources, the direct and indirect impact of effective SE on critical aspects of fisheries

³⁸ There is currently no national event dedicated to the Aquaculture Sector. Such an event should be officially rolled-out in 2023 after the UN International Year of Artisanal Fisheries and Aquaculture.

and aquaculture management and development. For example, the impact of effective SE on fisheries and aquaculture MCS&E would be a vital consideration for the NFA.

While it is acknowledged that SE is an ongoing process, the level of resources (time, money, equipment, and human resources) dedicated to stakeholder awareness of specific issues, if conducted properly, will reduce over time once an acceptable level of awareness and hence cooperation is achieved.

In addition to quantitative measurements, the NFA should also measure the impact of communication activities by assessing the qualitative aspects of stakeholder's awareness, pride, and willingness to act. These qualitative measurements should be used to refine the CA over time to improve SE tactics. Stakeholders should be polled before, during and after communication campaigns to measure the impact of the CA and how stakeholder's awareness, pride and willingness to act evolve over time.

Increased pride and willingness to actively participate may be measured for relevant management initiatives such as no-take aquatic protected areas. Here key stakeholders (fishers, fish workers and community members) may be polled over time on their feelings about protected areas, what they value most about them and what is the likelihood of their active participation or what would be required for their active participation.

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The CRFM is an inter-governmental organization whose mission is to “Promote and facilitate the responsible utilization of the region’s fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region”. The CRFM consists of three bodies – the Ministerial Council, the Caribbean Fisheries Forum and the CRFM Secretariat.

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