
**NATIONAL FISHERIES LAW
ENFORCEMENT OPERATIONS
ACTION PLAN (2019-2023)**

BUREAU OF FISHERIES AND AQUATIC RESOURCES
DEPARTMENT OF AGRICULTURE

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**Part I: REVIEW OF
EFFORTS AGAINST
ILLEGAL, UNREPORTED
AND UNREGULATED
FISHING**

1. INTRODUCTION

1.1 Background and Rationale

The Bureau of Fisheries and Aquatic Resources (BFAR) is the main agency of the national government mandated to manage, conserve, develop, protect and regulate the use and exploitation of all aquatic and fisheries resources. As a line bureau under the Department of Agriculture (DA), the BFAR is at the forefront of the campaign to prevent, deter and eliminate illegal, unreported and unregulated fishing in the Philippines.

As an enforcement agency, the BFAR shall “formulate and implement rules and regulations for the conservation and management of straddling fish stocks, highly migratory fish stocks and threatened living marine resources such as sharks, rays and *ludong, inter alia*, in the Philippine Exclusive Economic Zone, territorial sea, archipelagic and internal waters, in coordination with LGUs and integrated/municipal/city Fisheries and Aquatic Resources Management Councils” (Sec. 65[r]), “train, designate and deploy fisheries observers in Philippine flagged fishing vessels engaged in commercial fishing in Philippine waters or distant water fishing to ensure compliance with conservation and management measures adopted by RFMOS and by the Department”, (Sec. 65[s]), “adopt an appropriate monitoring, control, surveillance and traceability system for municipal fishing vessels supplying exporters with concurrence of the local government units” (Sec. 65[u]), “hear and decide administrative cases before it” (Sec. 65[x]), “determine the appropriate levels of administrative and other sanctions, particularly for serious violations, that deprive offenders of economic benefits from their violations of the laws, rules and regulations” (Sec. 65[y]), and “initiate the criminal prosecution of offenses committed in violation of this Code regardless of their *situs*” (Sec. 65[z]).

This plan presents the status of fisheries law enforcement based on law, combined capacities, and accomplishments. The plan will guide implementation in the next five years, starting in 2019 and ending in 2023.

Philippine Coastal Data	
Number of islands	7,100
Total land area	300,000 km ²
Coastline	36,289 km
Territorial Sea (up to 12 nautical miles)	679,800 km ²
Territorial waters, incl. EEZ	2.2 million km ²
Coastal waters	226,000 km ²
Oceanic waters	1.93 million km ²
Coastal provinces	64 (out of 81)
Coastal municipalities	822 (out of 1,502)
Total coastal population	64.7 million km ²
Population density in coastal areas, year 1990	227 persons per km ²
Population density in coastal areas, year 2000	286 persons per km ²
No. of inhabitants per kilometer of coastline	2,467 persons (2000)

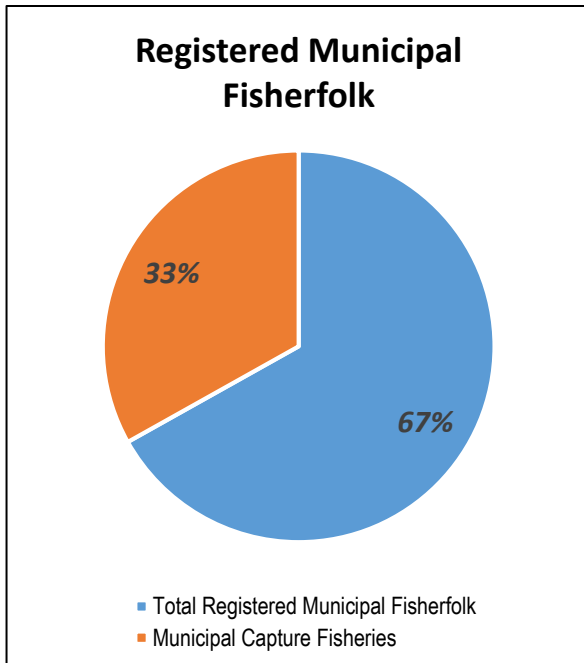
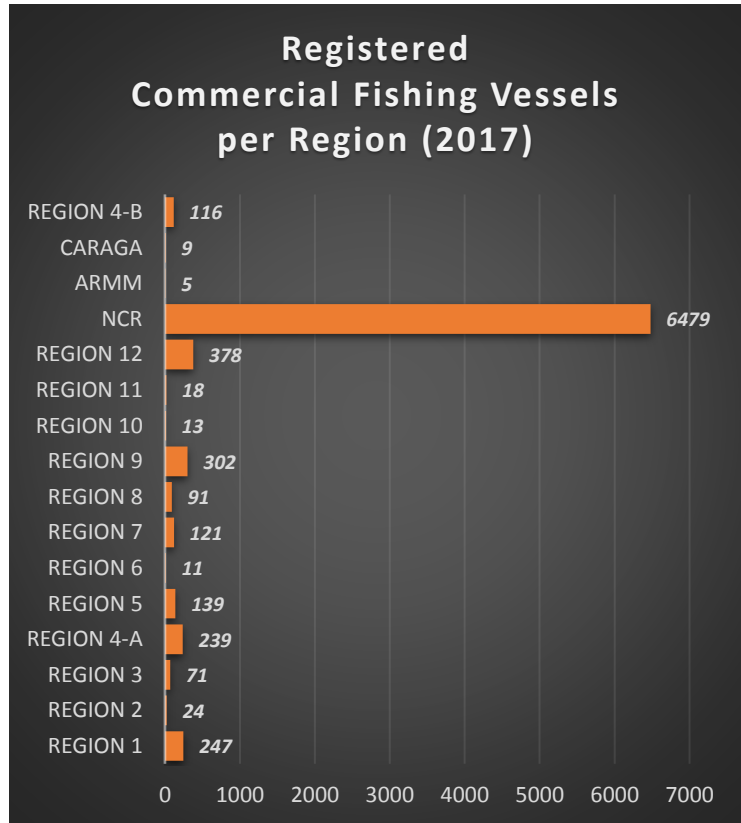
Source: <http://www.census.gov.ph>

2. USERS OF PHILIPPINE FISHERIES AND AQUATIC RESOURCES

2.1 Status of Fisherfolk Registration

BFAR started implementing national Fisherfolk Registration System (FRS) through the FishR program in January 1, 2014. The program aims to (a) develop and promote a simplified and standardized national registration system for municipal fisherfolk, (b) get the support of all municipalities and cities to use standardized registration system and to integrate with and regularly update the FRS, and (c) use the data in the FRS to design fisheries management and biodiversity conservation measures.

As of April 2018, there was a total of 1.9 million registered municipal fisherfolk, of whom 33% or 946,401 individuals are directly engaged in capture fisheries. The top 20 provinces with most registrants include, in order, Palawan, Maguindanao, Cebu, Masbate, Quezon, Cagayan, Bohol, Leyte, Negros Occidental, Sulu, Camarines Sur, Iloilo,



Western Samar, Eastern Samar, Pangasinan, Batangas, Tawi-Tawi, Lanao del Sur, Isabela, and Sorsogon.

There are inland provinces that had registered municipal fisherfolk fishing on fresh water bodies such as rivers, lakes and dams. These provinces include Apayao, Bukidnon, Ifugao, Benguet, Mountain Province, and Kalinga. The distribution of all municipal fisherfolk registered in the FRS is depicted on the color-coded map in the succeeding page.

Meanwhile, there are 8,263 registered commercial fishing vessel registration as of 2017. The National Capital Region (NCR) has the most registrants. Regions with over 100 registrants include Regions 12, 9, 1, 4-A, 5, 7, and 4-B.

Registered Municipal Fisherfolk on Capture Fisheries (Data as of 2018)

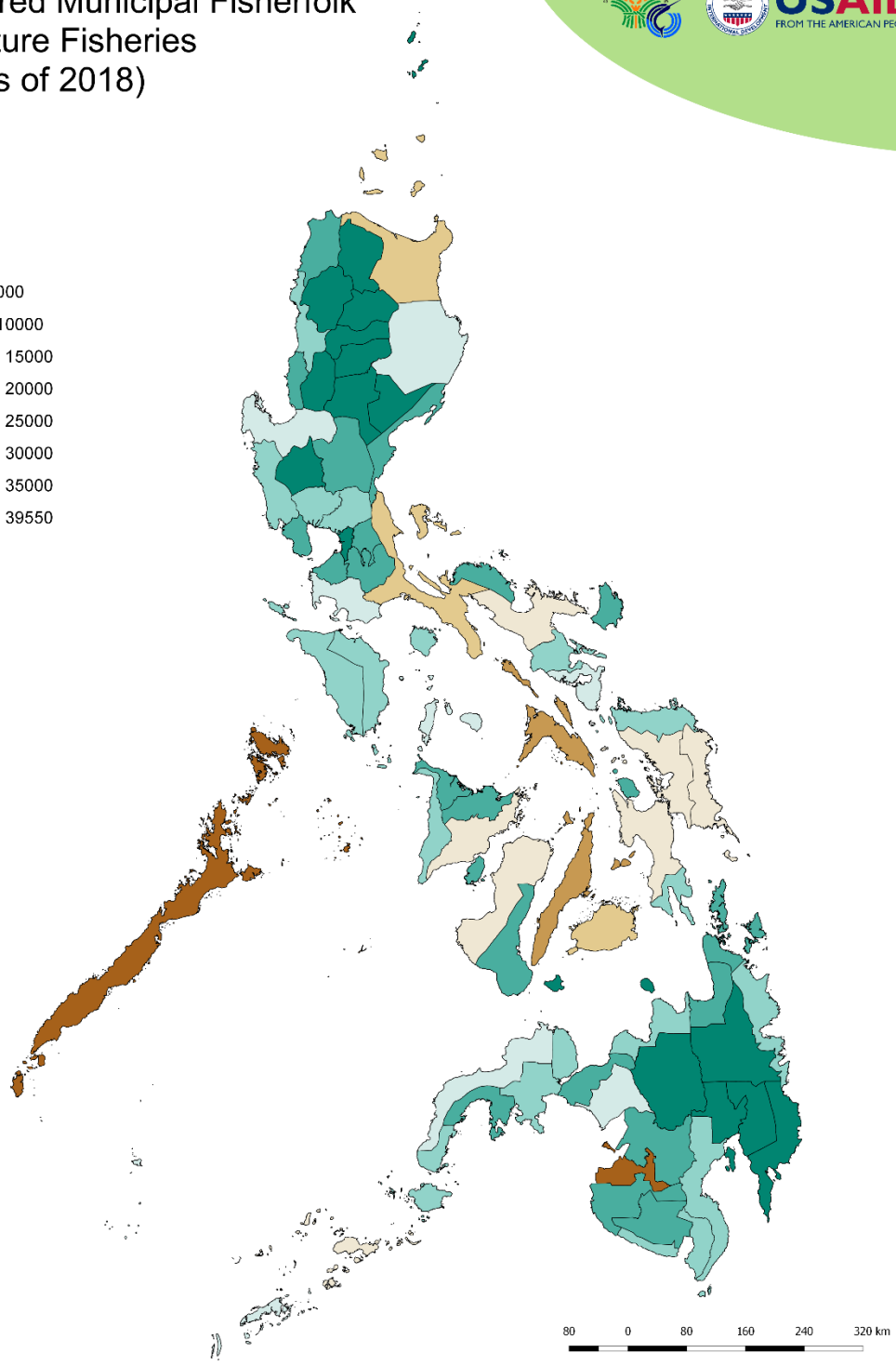


USAID
FROM THE AMERICAN PEOPLE

Legend

Registry

- 617 - 5000
- 5000 - 10000
- 10000 - 15000
- 15000 - 20000
- 20000 - 25000
- 25000 - 30000
- 30000 - 35000
- 35000 - 39550



3. POLICY FRAMEWORKS FOR FISHERIES LAW ENFORCEMENT

3.1 International Conventions and Regional Coordination Mechanisms

The Philippines participates in multi-lateral organizations called Regional Fisheries Management Organizations (RFMO) whose responsibility is to coordinate and establish conservation and management measures for highly migratory fish stocks, or fish stocks that straddle national fisheries management boundaries and other high seas species. The Philippines is a member of 6 RFMOs, including the Western and Central Pacific Fishing Commission (WCPFC), International Commission for the Conservation of Atlantic Tuna (ICCAT), Indian Ocean Tuna Commission (IOTC), Asia Pacific Fishery Commission (APFIC), Southeast Asian Fisheries Development Center ((SEAFDEC), and the Network of Aquaculture Centers in Asia (NACA).

3.2 Fisheries Code of the Philippines, as amended

Republic Act No. 8550, otherwise known as the Philippine Fisheries Code of 1998, and its amendatory law, the Republic Act No. 10654, were passed to achieve food security, limit access to fishery and aquatic resources for the enjoyment of Filipino, ensure rational and sustainable use of exclusive economic zone, protection of fisherfolk, provide support to fishery sector, manage fishery and aquatic resources, grant fishery privileges, and adopt the precautionary principle.

This law applies in Philippine waters including other waters over which the Philippines has sovereignty and jurisdiction, and the country's 200-nautical mile Exclusive Economic Zone (EEZ) and continental shelf, inland waters, lands devoted to aquaculture, and all Philippine flagged fishing vessels operating in areas governed by a Regional Fisheries Management Organization (RFMO), in the high seas, or in waters of other coastal states. A detailed discussion of the prohibitions and penalties is provided in Annex A.

3.3 Comprehensive National Fisheries Industry Development Plan (CNFIDP)

The Comprehensive National Fisheries Industry Development Plan (CNFIDP) is a framework plan developed to provide the BFAR with a holistic and strategic framework to manage fisheries and aquatic resources in the Philippines. It outlines the country's strategic direction of the industry for the next 20 years.

4. NATIONAL FISHERIES LAW ENFORCEMENT STATUS

4.1 Management and Operational Capacities

The Bureau of Fisheries and Aquatic Resources (BFAR) has made great strides in improving its competencies in fisheries law enforcement since 2012. The five (5)-year priority thrusts of the Bureau that included the formation and training of the Fisheries Protection and Law Enforcement Group (FPLEG), among other initiatives. The new administration continued this efforts by spearheading the review, assessment and formulation of a subsequent 5-year national fisheries law enforcement plan. The activity was held on December 12-15, 2017 at Fontana Resorts in Clark Field, Pampanga.

Part of the planning process is an organizational diagnostics to assess its current capabilities. The USAID Protect Wildlife Project designed a guided self-assessment, focusing on three (3) core operational areas for fisheries and wildlife law enforcement, particularly intelligence, investigation and surveillance; enforcement patrols; and enforcement management.

The respondents were asked to assess fifty-three (53) parameters and score their capabilities from 1 to 5, denoted as very low (1), low (2), medium (3), high (4), and very high (5). The results of their assessment are shown in color coded maps and table below.

To guide the respondents in answering the questions, the facilitator read to them each parameter and explain the meaning of each rating. The participants were given ample to time to discuss with their respective teams the rating they will give themselves on each parameter. The respondents were divided into sub-groups with respect to their main functions. Hence, in each of the region, a sub-group/team on fisheries enforcement operations, information management, legal/adjudication, and division chiefs of the fisheries management, regulation, enforcement division. Scores are aggregated per region and then computed to get the national averages.

Below is the summary of scores of all regions. Separate discussion is provided for each of the main operational aspects.

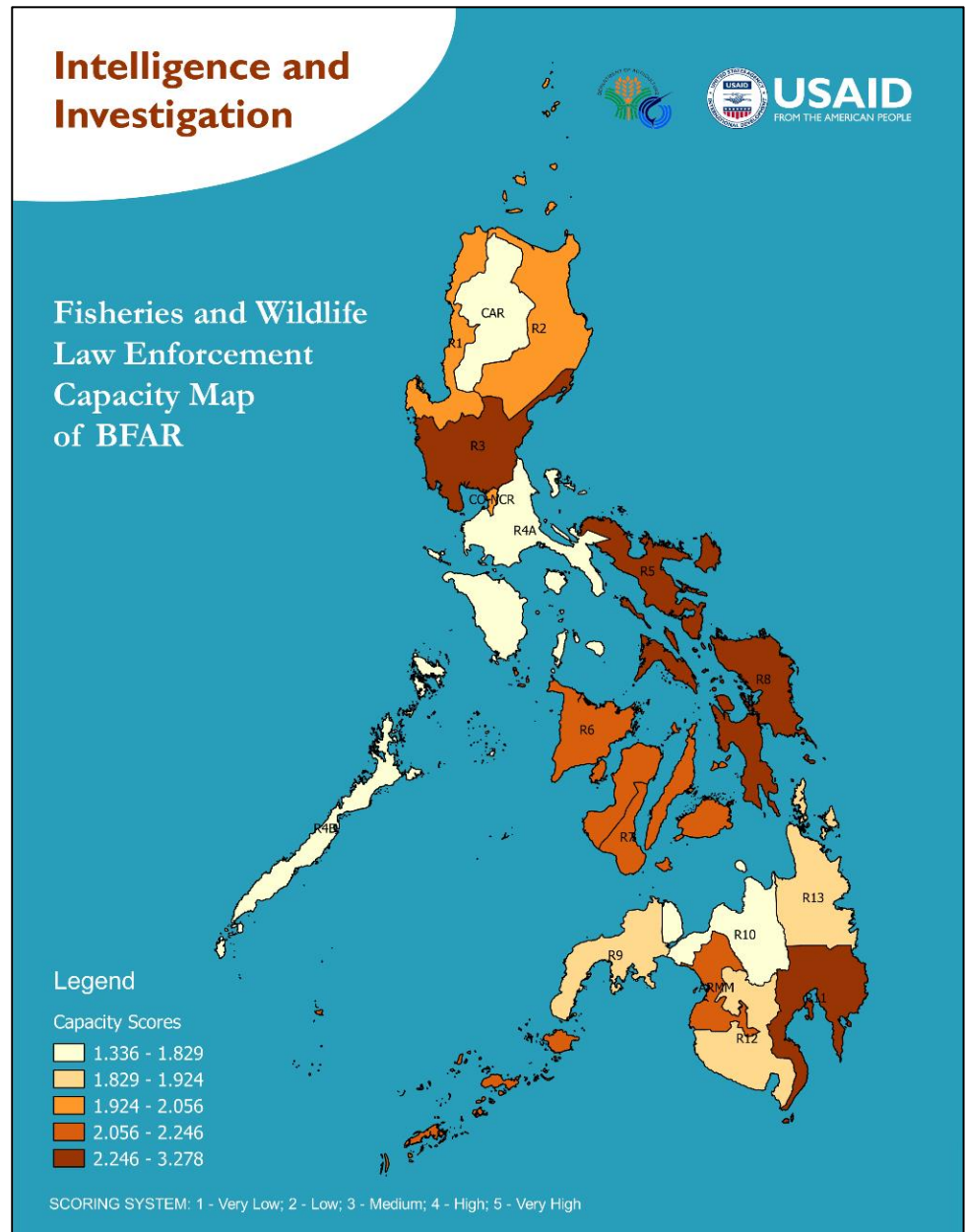
Results of the Skills Survey on IUUF and Environmental Law Enforcement			
A. INTELLIGENCE AND INVESTIGATION	Wt. Ave.	B. ENFORCEMENT PATROLS	Wt. Ave.
Specialized intelligence and investigation	2.64	Skilled and knowledgeable staff	3.15
Comprehensive intelligence gathering	2.12	Experienced and competent patrol leaders	3.01
Efficient data management and analysis	2.26	Suitable and sufficient equipment & supplies	2.36
Robust evidence handling and management	2.74	Appropriate terms and condition of service	3.08
Competent case development and charging	2.95	Supported and incentivized patrol staff	2.28
Forensic capability	2.62		
Weighted Average	2.55	Weighted Average	2.78
C. LAW ENFORCEMENT MANAGEMENT			
Competent and effective leaders	3.19	Management systems and infrastructure	2.51
Proactive and dynamic patrol strategies	2.88	Clear and consistent standard procedures	3.00
Collection and use of patrol data	2.41	Weighted Average	2.80

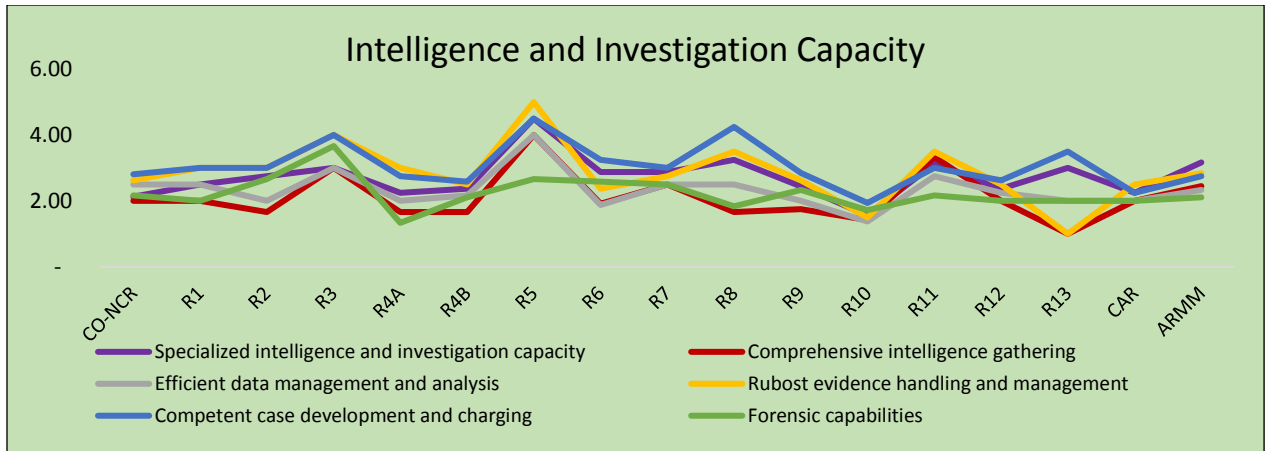
Intelligence and Investigation

Intelligence focuses on the gathering and analysis of data for enforcement operations in terms of tracking of violators, and for the operational deployment of personnel and assets. For this assessment, the parameters of intelligence and investigation were measured along the following categories:

- Specialized intelligence and investigation capacity
- Comprehensive intelligence gathering
- Efficient data management and analysis
- Competent case developing and charging
- Forensic capabilities

BFAR enforcers scored themselves with an average of 2.55, or from low to medium. Regions 4A and 4B scored itself in the “very low” category, together with Region 10 and the CAR. Regions 3, 5, 8, and 11 scored themselves from low to medium in this area.



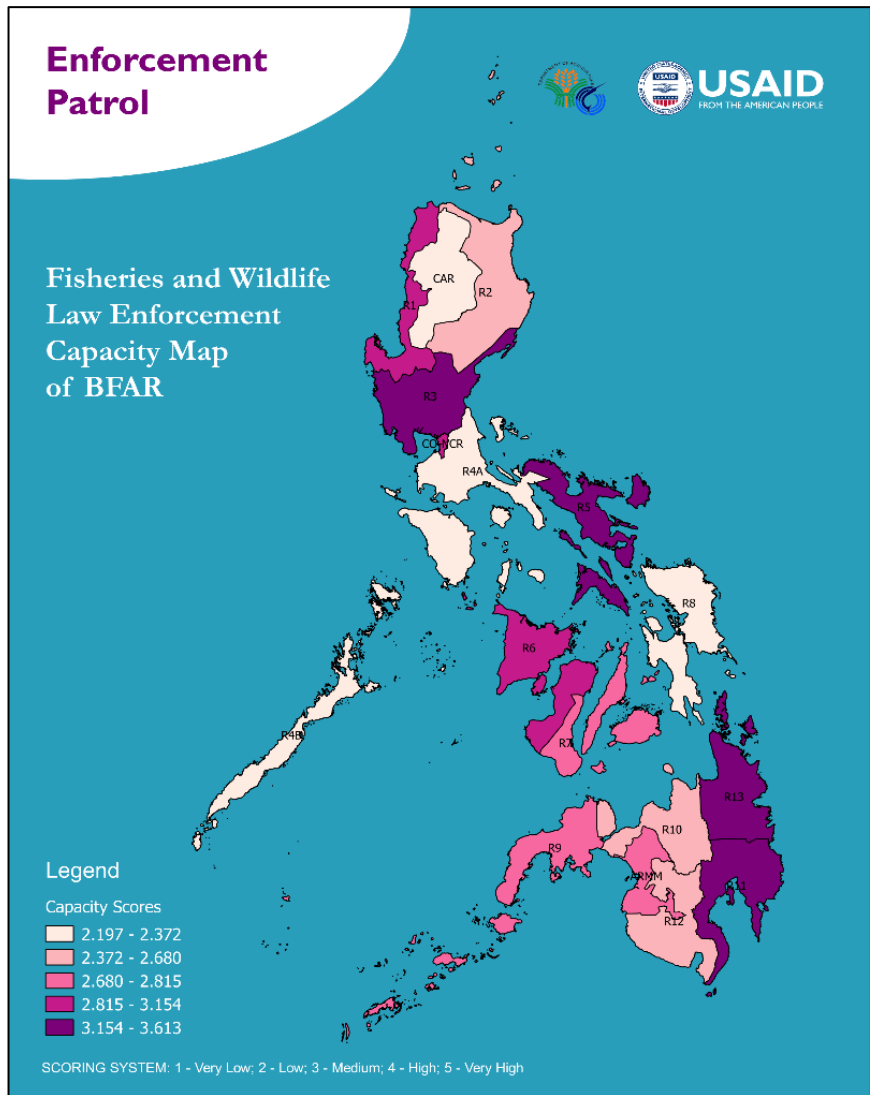


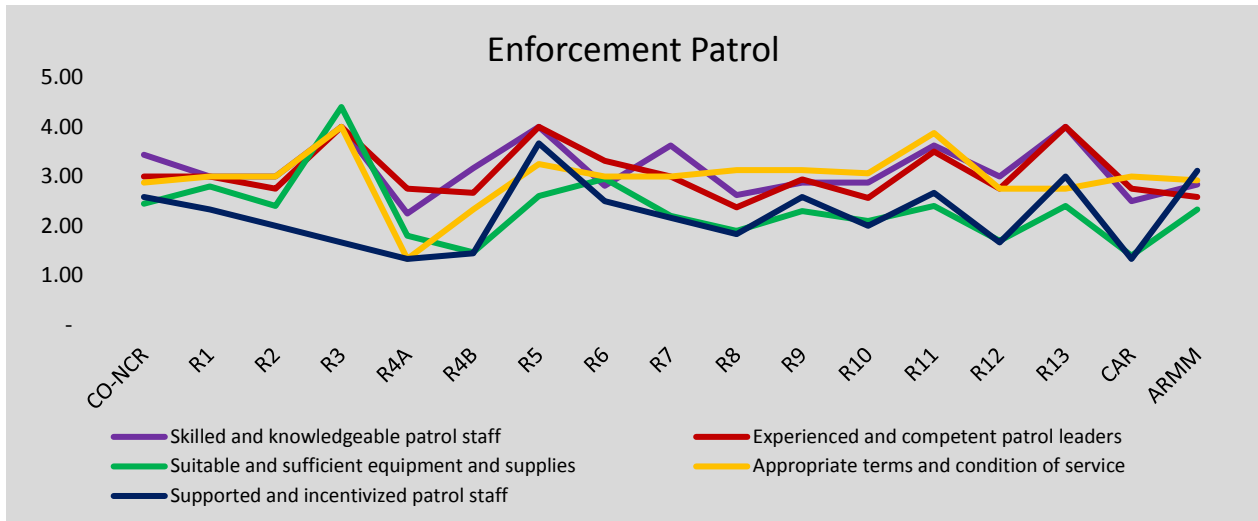
Law Enforcement Patrol

Law enforcement patrols refer to personnel, support services, and logistics. This core competency uses the following parameters as a measure:

- Skilled and knowledgeable patrol staff
- Efficient and competent patrol leaders
- Suitable and sufficient equipment and supplies
- Appropriate terms and conditions of service
- Supported and incentivized patrol staff

On the average, the BFAR scored itself with 2.78, or from low to medium. Again, Regions 4A and 4B rated themselves at “low”, together with Region 8. Regions 3, 5, 11, and 13 rated themselves at medium to high on these aspects.

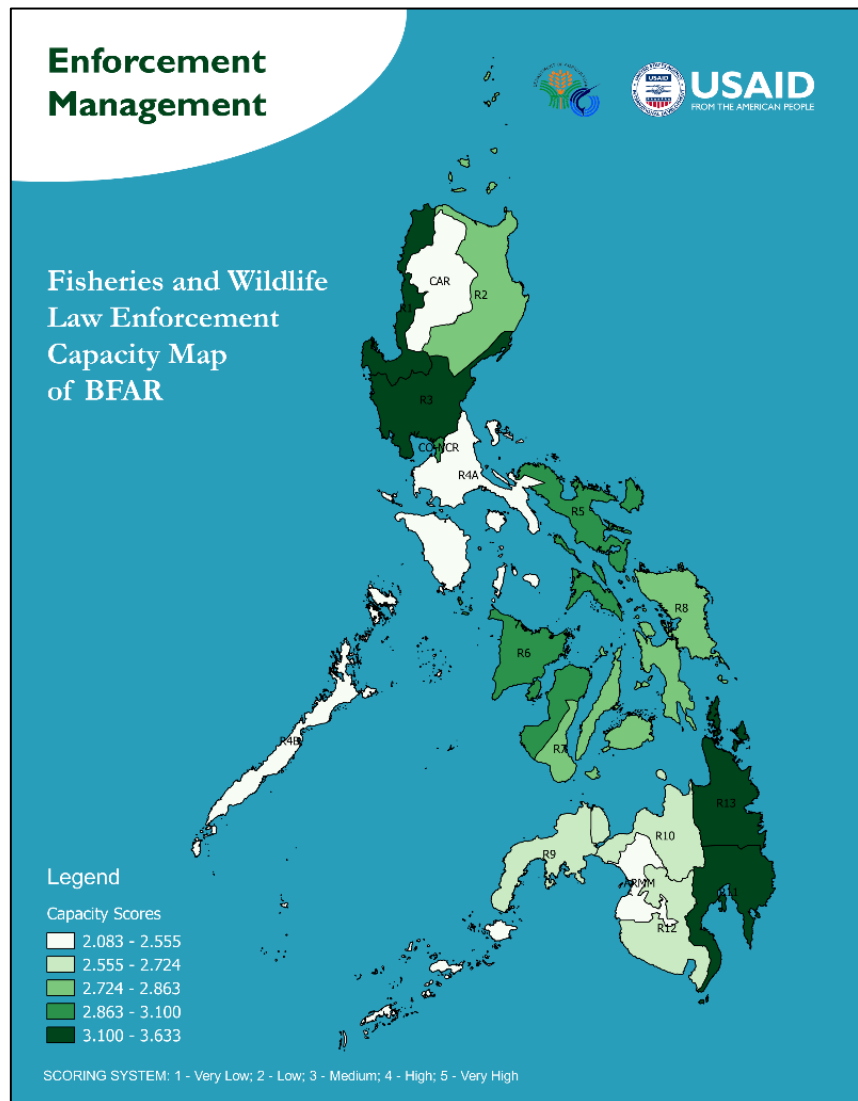




Law Enforcement Management

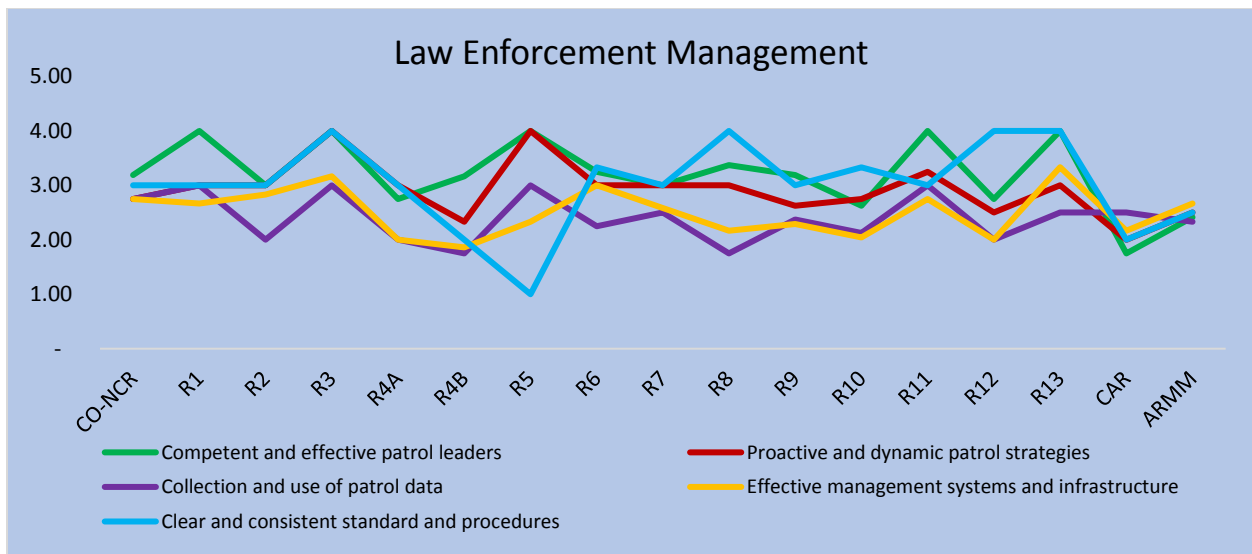
Law enforcement management measures the capacity of a unit’s leadership to analyze a given set of data, develop operational plans to address violations, and deploy personnel and assets in the most efficient means possible using standardized procedures. It uses the following parameters to determine its score:

- Competent and effective leaders
- Proactive and dynamic patrol strategies
- Collection and use of patrol data
- Effective management systems and infrastructure
- Clear and consistent standards and procedures



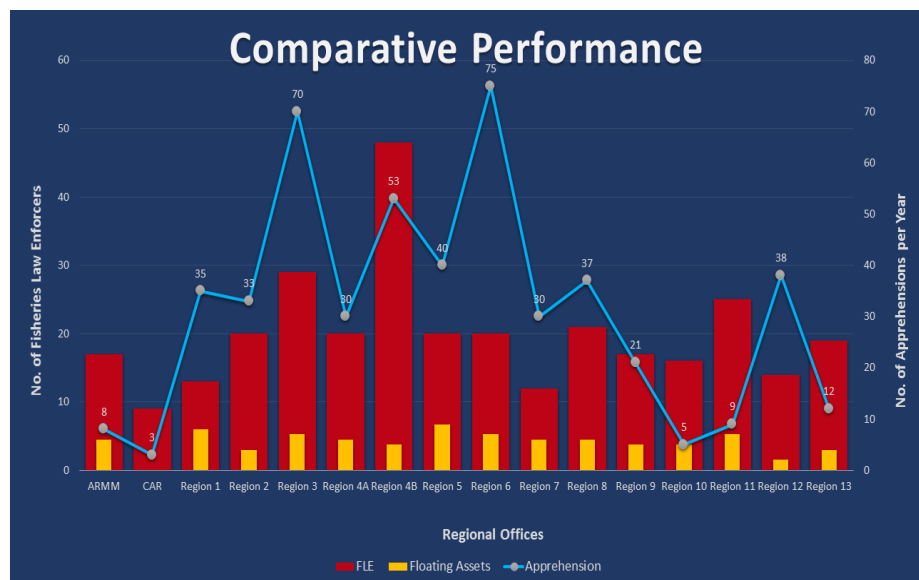
On the average, the BFAR scored itself with a 2.80, or from the low to medium range. Once again, Regions 4A and 4B ranked itself last with a rating of low; while Regions 1, 3, 11, 13, and the ARMM rated themselves with a medium to high score. On all 3 areas of core competencies, Regions 4A and 4B ranked at the bottom for all regions; while Regions 3 and 11 rated themselves highest across the board.

As part of the analysis of the BFAR’s capacities and core competencies, the assessment took into account the number of personnel deployed per region, the patrol vessels deployed in their areas, and the number of apprehensions being made per area. Note that Regions 4A and 4B scored itself the lowest on all measured competencies, while Regions 3, and 11 scored themselves the highest. Regions 5 and 13 rated themselves well in 2 out of 3 competencies.



Comparative Performance Chart

Looking at the comparative performance chart, it can be seen that Regions 3, 4B and 6 were the highest performers in terms of apprehensions conducted in their respective areas of operations. Regions 11 and 13 had some of the lowest number of apprehensions in their areas of operation.



Region 6 outperformed all other regions with a total of 75 apprehensions, despite having an average number of personnel and patrol craft assigned to its area. Region 3 came in second, maintaining an average number of vessels and personnel. Region 4B came in at third with its lopsided ratio of personnel to patrol vessel numbers.

Use of Closed Season

BFAR uses the closed season provisions of the Fisheries Code as an effective way of regulating fishing efforts in several fishing areas. This approach directly demonstrates economic benefits of an enforcement effort. Closed Seasons for sardines, scads and other small pelagic species were successfully implemented Zamboanga, Davao, Visayas, and Northern Palawan. BFAR has also assisted LGU-led closed seasons in Balayan Bay and Oriental Mindoro.

4.2 Inter-Agency Collaboration and Partnerships

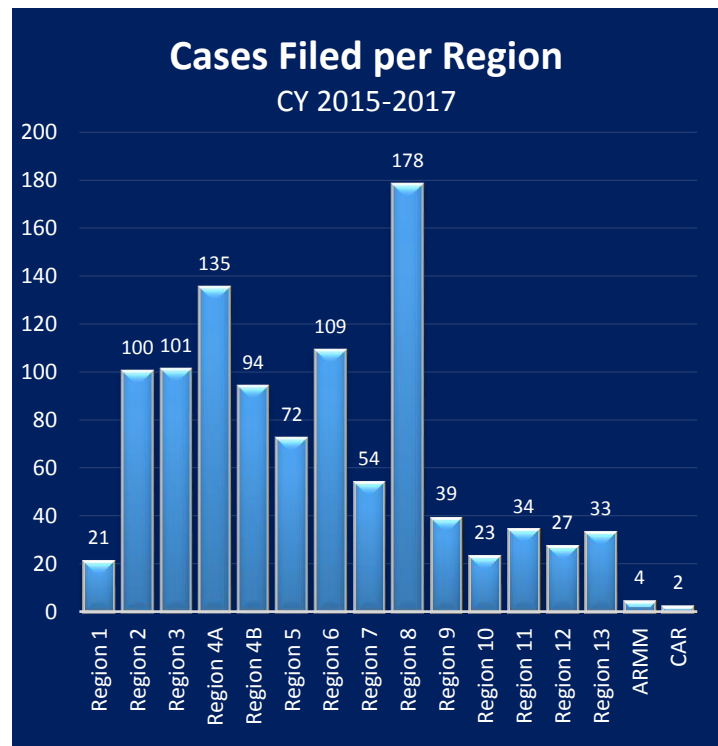
The law requires that monitoring, control and surveillance (MCS) system be established by the Department in coordination with LGUs, FARMCs, the private sector, and other concerned agencies to ensure that the fisheries and aquatic resources in Philippine waters are judiciously and wisely utilized and managed on a sustainable basis, and conserved for the benefit and enjoyment exclusively of Filipino citizens. The MCS system shall encompass all Philippine-flagged fishing vessels regardless of fishing area and final destination of catch.

Fisheries and Aquatic Resources Management Councils (FARMCs) are organized at the municipal, integrated, regional and national levels as part of coordination, consultation and collaboration mechanisms. Current rules and regulations provide that the BFAR shall be responsible for inter-agency coordination in the enforcement of fishery laws and other MCS functions, and the implement Fisheries Law Enforcement Manual of Operations (FLEMOP)

Smooth collaboration is required for proper boarding and inspection procedures as provided in the FLEMOP, documenting the process for evidentiary purposes, taking into account the tasks performed by participating units/agencies.

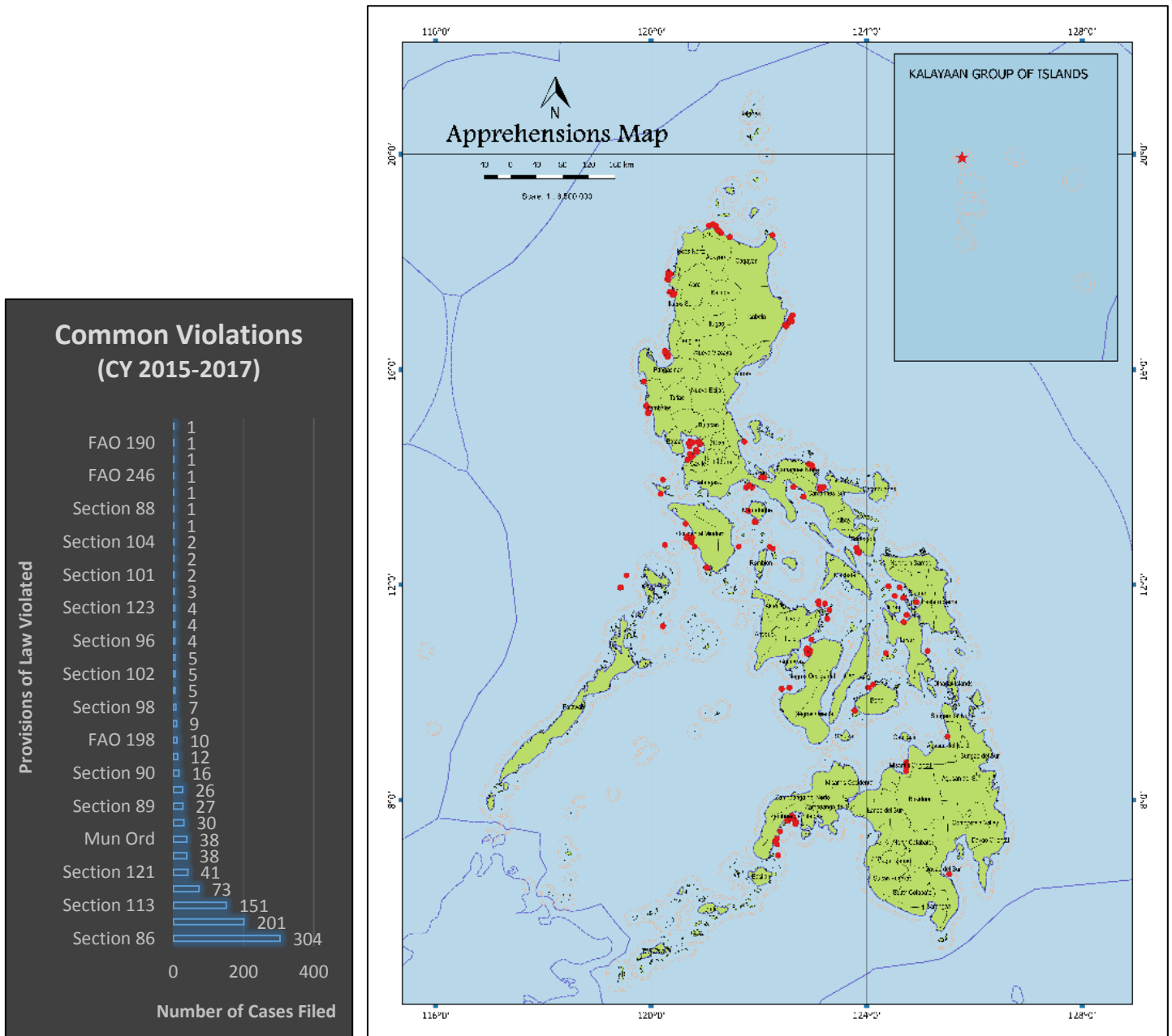
4.3 Accomplishments

For the period of 2015-2017, when the BFAR intensified its campaign, the Bureau filed 1,026 fisheries-related cases.



These cases are mostly administrative in nature which were filed for adjudication by BFAR.

The top 5 regions with most cases filed are Regions 8 (178 cases), 4-A (135 cases), 6 (109 cases), 3 (101 cases), and 2 (100 cases). This is an improvement in terms of case filing compared to previous years. (See: Graph). These cases involve violation of administrative orders, provisions of RA 8550, as amended, and municipal ordinances. Section 86 registered as the most commonly violated section (See: Graph). Most of the apprehensions for fisheries law violations occurred in municipal waters. (See Map).



5. ISSUES AND CONCERNS

Overall, the Bureau of Fisheries and Aquatic Resources (BFAR) made great leaps in improving its enforcement efforts and capabilities. Looking at these efforts and the assessments conducted on this matter, the following is the summary of issues and concerns on the enforcement fishery laws, rules and regulations in the Philippines:

A. In General:

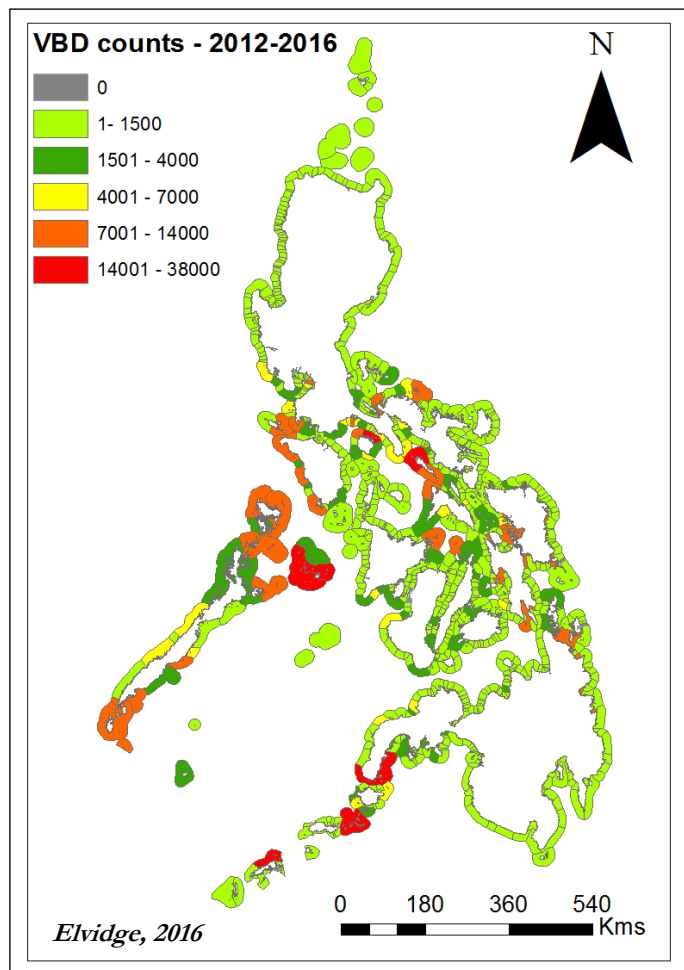
1. The increase of BFAR's law enforcement capacities increased the number of apprehensions within the period of 2015-2017.
2. Most cases filed involved unauthorized fishing and intrusion of commercial fishing vessels in municipal waters (Section 86).
3. In general, there is a positive connection between the number of enforcement personnel, floating assets, and the number of apprehensions and cases filed. Hence, adding more enforcement staff, operational assets, and other support facilities will likely increase apprehensions and cases filed.
4. The overall capacity of BFAR is low to medium scale, which means there is more room for improvement. More programmatic and specialized trainings on enforcement, legal, and information management are needed; in addition to the basic fisheries law enforcement trainings required for all incoming personnel of the FPLEG.
5. Active collaboration and partnerships with other agencies and stakeholders not only complies with the legal requirements under the Fisheries Code, it also expands the BFAR's presence and ability to combat IUU fishing in municipal waters and in the country's Exclusive Economic Zones.
6. The Bureau has to find a way to expedite the resolution of administrative cases. Administrative adjudication is the preferred remedy of BFAR because they are by nature, swift and less litigious.
7. The Bureau has to strengthen its capacity to provide law enforcement trainings to local government units to bolster the efforts to improve law enforcement in municipal waters by LGUs.

B. On Intelligence and Investigation:

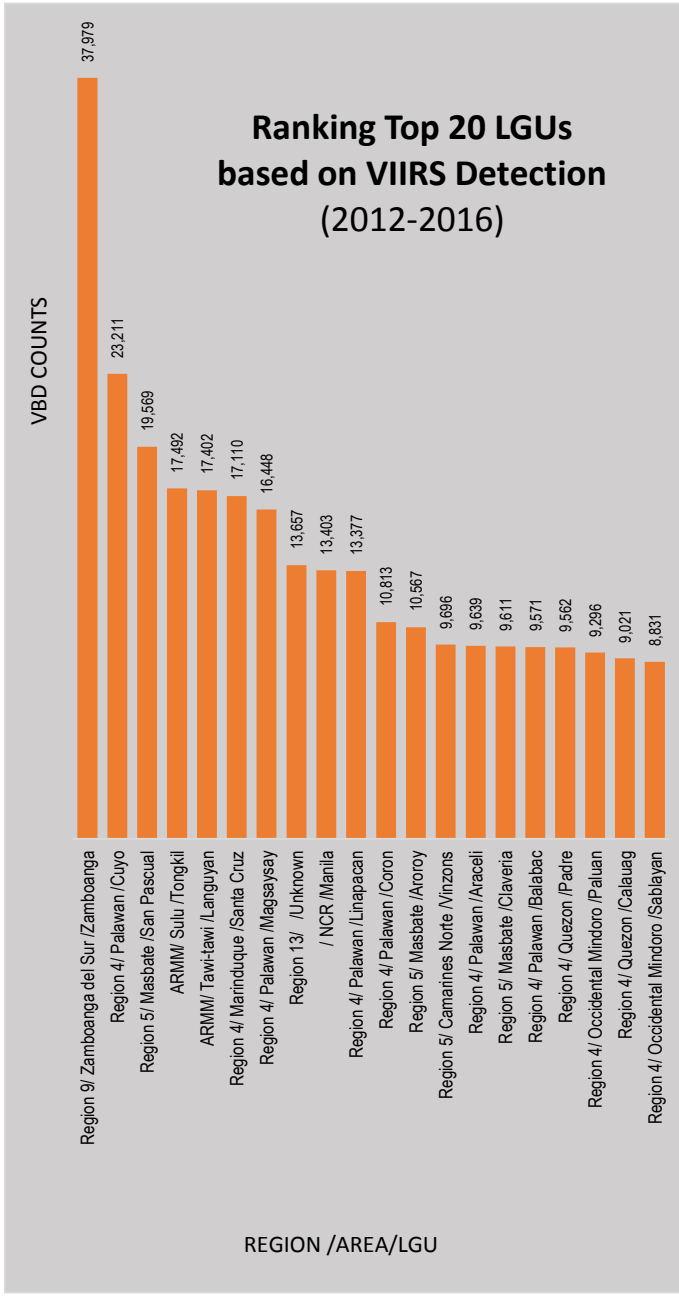
8. Intelligence effort is not currently measured to monitor efficiency. Despite higher scores of some regional fisheries offices compared to their counterparts, the capacity of the rest of RFOs are mostly low. This is due mainly to their lack of forensic skills on marine related violations.

9. Comprehensive intelligence planning and protocols are needed to guide fishery officers designated to work on information gathering, evaluation and verification, collation, analysis, reporting, dissemination, and feedback.
10. While intelligence management is a recognized aspect of fisheries law enforcement, a robust information management system/ mechanism for intelligence-related data is needed. Internal mechanisms would be needed to establish closer collaboration between field operatives, enforcement managers, and information and data specialists of the Fisheries Information Management Center (FIMC).
11. There is a need to collate other available data for comparative analysis. Some examples are the Vessel Monitoring System data, detections based on Visible Imaging Infrared Radiometer Suite (VIIRS), and non-restricted data from the Coast Watch.
12. Comprehensive capacity building and organizational development programs on intelligence and investigation for operatives and enforcement managers are needed.

C. On Law Enforcement Patrol:



13. In terms of skilled and knowledgeable patrol staff, experienced and competent patrol leaders, and appropriate terms and conditions of service, all regions scored generally on the medium scale. But as already noted in the comparative performance chart, the factors that pull down the BFAR's overall rating are related to suitable and sufficient equipment and supplies for law enforcement, as well as incentives and the satisfaction level of basic needs of front line operatives.



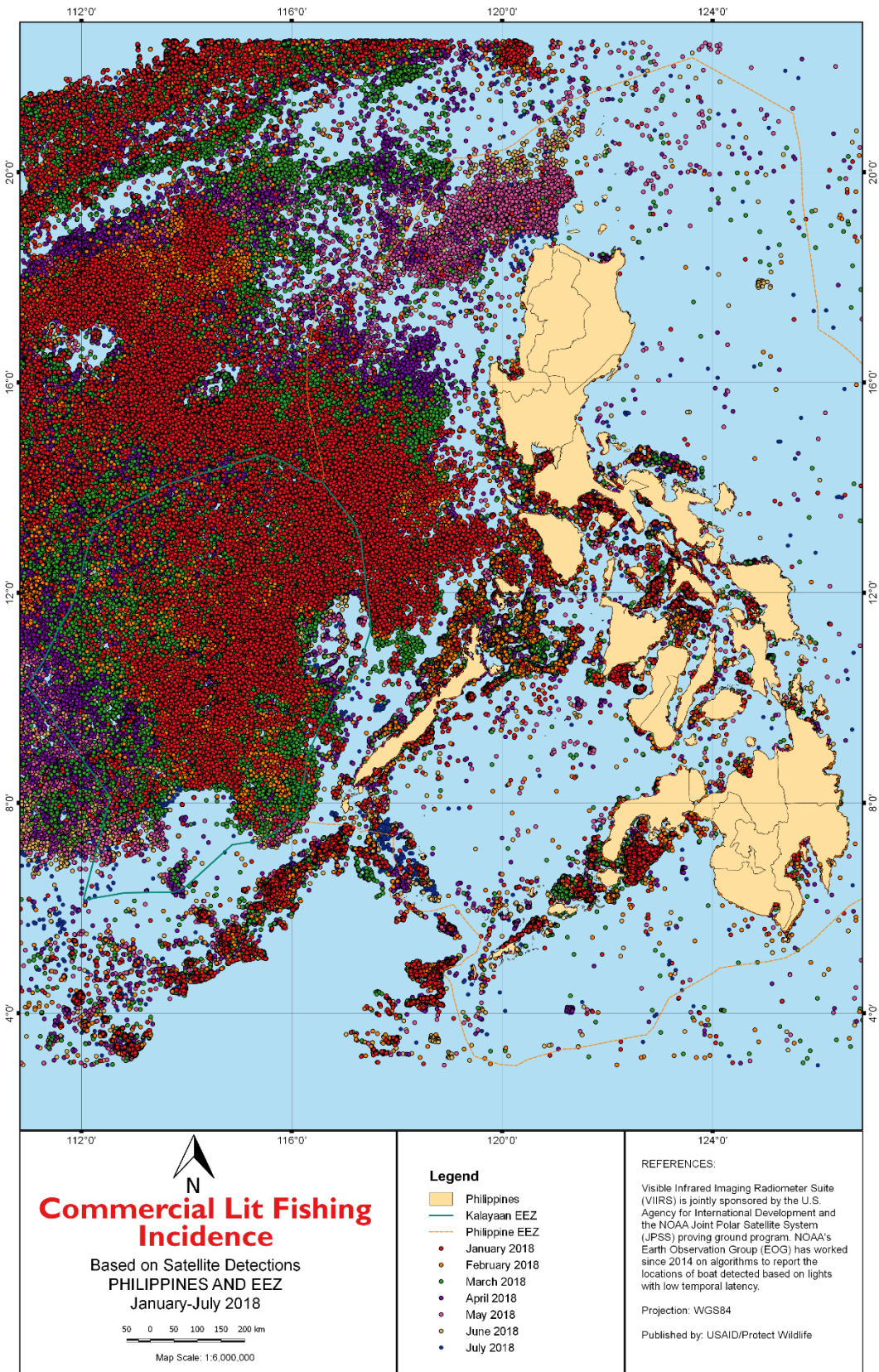
14. Apprehensions data shows that the BFAR operates mostly in municipal waters, and in fisheries management areas declared under closed seasons. Patrol efforts measured by patrol distance covered and the length of time spent at sea are not available due to absence of a centralized recording system.

15. Patrols in municipal waters have to consider data from VIIRS that shows vessel counts and density of commercial fishing vessels that use fishing light attractors. Combining this with monitoring of commercial fishing vessels that do not use lights in fishing will give the Bureau a broader picture of commercial fishing operations in the country. This is possible with the growing capacity of BFAR enforcement personnel. Increasing BFAR presence in municipal waters will help municipal governments combat IUU fishing in its jurisdictions.

16. In addition, patrols in nearby portions of Exclusive Economic Zones should be considered in the patrol plans, particularly those facing the West Philippine Sea. There were only five (5) cases of poaching recorded in 2015-2017 many recorded incidents recorded within the same period. A quick view of the Philippines' Exclusive Economic Zones for the first quarter of 2018 (January-March 2008) would indicate the level of fishing efforts as well as the possible presence of poachers in the EEZ.

17. The use of explosives and noxious substances in fishing continue to pose grave threats to marine habitats and fish populations. But for the reported period, there were only 30 cases of filed in violation of Section 92.

18. Finally, continued capacity building in terms of skills, knowledge, systems, logistics and budget is needed to increase patrol capacities to adopt to the changing behaviors and methods of offenders.



D. On Enforcement Management:

19. The general average of enforcement management capacity is low. Only two factors — leadership competence and effectiveness, and clear and consistent standards and procedures — scored medium on the capacity index. The averages of other important aspects such as proactive and dynamic patrol strategies, collection and use of patrol data, and effective management systems and infrastructure scored low.
20. This management gap, like in all other law enforcement agencies, creates a need for programmatic and continued capacity building in terms of management systems, policies, structures, strategies, staff and skills management, and shared values. Foremost of these aspects is the creation of values shared by the officers and staff directly or indirectly involved in fisheries regulation and law enforcement.
21. Institutionalize synchronicity and coordination among the Fisheries Management, Regulatory and Enforcement Division (FMRED), Legal Division, and the Fisheries Management Information Center (FIMC). Regular joint planning sessions is an effective way of improving coordination among these offices. Annual strategic assessment and operational planning should be done to guide enforcement operations.
22. Institutionalize performance and impact monitoring to motivate and reward good performance.

**Part II: NATIONAL
FISHERIES LAW
ENFORCEMENT PLAN
(2019-2023)**

1. INTRODUCTION

The National Fisheries Law Enforcement Plan (2018-2023) provides the operational details necessary to implement the provisions of the Philippine Fisheries Code of 1998, as amended, to ensure sustainable and equitable use of all fisheries and aquatic resources of the country. The Plan is consistent with the Comprehensive National Fisheries Industry Development Plan (CNFIDP) that the Bureau of Fisheries and Aquatic Resources (BFAR) developed for the entire industry.

Aside from the fisheries aspect, this Plan also incorporates wildlife poaching and trafficking as part of its core concerns.

1.1 Framework and Process

Republic Act No. 8550, otherwise known as the Philippine Fisheries Code of 1998, amended by Republic Act No. 10654, provides for the framework that would ensure the rational and sustainable development, management and conservation of the fishery and aquatic resources in Philippine waters, including the Exclusive Economic Zone (EEZ) and in the adjacent high seas, consistent with the primordial objective of maintaining sound ecological balance, and protecting and enhancing the quality of the environment.

This Plan is aligned with the Philippine policy to pursue its commitment to international conventions and cooperate with other states and international bodies, in order to conserve and manage threatened aquatic species, straddling and highly migratory fish stocks, and other marine resources. It also contextualizes the Plan in line with the precautionary principle, an ecosystem-based approach to fisheries management, and integrated coastal area management in specific fishery management areas.

1.2 Objective

The Plan was developed to strengthen and guide BFAR's efforts in combating illegal, unreported and unauthorized fishing across the country, including its exclusive economic zones. The Plan integrates and complements other thrusts and plans of the Bureau. It sets the vision, mission, shared values, priority actions, key activities, target outputs and timelines. What make this plan unique is the inclusion of the shared values that the Bureau expects to define its enforcement staff and managers.

1.3 Methodology

The development of the Plan involved several methodologies such as secondary data gathering, guided self-assessment on law enforcement capacity, focused group discussions and workshops, secondary data gathering, and review of previous plans and initiatives. Representatives from all regions composed of personnel from the legal sections, enforcement operations groups, management information

systems, and the chiefs of fisheries resources management, regulation and enforcement divisions attended the three-day session to assess previous initiatives and craft the five (5)-year fisheries enforcement operations plan. The output was submitted to the Office of the Director and Undersecretary for Fisheries for final review and approval.

USAID/Protect Wildlife provided both financial and technical assistance in facilitating the planning session, drafting of the plan and review of the Bureau's past initiatives and accomplishments in connection with illegal, unreported and unauthorized fishing in the country.

2. SWOT ANALYSIS (STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS)

In addition to the guided self-assessment, a workshop on SWOT analysis was done to supplement as well as deepen understanding

Main Operational Aspect	Strengths	Weaknesses	Opportunities	Threats
Intelligence and Investigation	<ul style="list-style-type: none"> Amendment of the Fisheries Code RA – 8550 to RA 10654 Joint Letter Directives Additional BFAR employees as a result of reorganization Strong partnerships with other enforcement agencies Presence of RLEC in the regions Availability of information provided by other enforcement groups Interagency Task Forces created by LGUs and other agencies 	<ul style="list-style-type: none"> Overlapping duties and responsibilities of various law enforcement agencies Lack of capacity (skills training and fund) Lack of intelligence funds and logistics (including lack of group/staff devoted to intelligence, investigation and surveillance works) Lack of communications equipment Lack of LGU commitment on IUU fishing 	<ul style="list-style-type: none"> Full support of the government to the Bureau in the implementation of RA 10654 Strong will of all agencies involved in the campaign against IUU fishing Availability of support from other institutions including USAID and other partners Support of environmental groups on the campaign against IUU fishing in the country 	<ul style="list-style-type: none"> Change in administration Lack or weak political will of local chief executives Political intervention in law enforcement Corruption within the government Peace and order situation and armed conflict Easy access of civilians to loose firearms
Enforcement Patrol	<ul style="list-style-type: none"> Performance of patrol boat in terms of speed and sea worthiness Interagency Task Forces created by LGUs and other agencies 	<ul style="list-style-type: none"> Insufficient fire arms; operational equipment; logistics (transport vehicle) Disproportionate number of FPLEG personnel to the size 	<ul style="list-style-type: none"> Availability of options for patrol boat capability (e.g. equipment, gadgets, etc.) Higher career opportunities for 	<ul style="list-style-type: none"> Peace and order issues and presence of criminal elements at sea (e.g. pirates, armed groups, etc.) Security concerns for fisheries law

Main Operational Aspect	Strengths	Weaknesses	Opportunities	Threats
	<ul style="list-style-type: none"> • Active FARMC/LGU, <i>Bantay Dagat</i> • Existing informants and intel • Support of other law enforcement agencies • Logistic support (i.e. patrol boat, fuel, communication equipment) 	<p>of Area of Responsibilities (AOR)</p> <ul style="list-style-type: none"> • Lack of impounding facilities • Lack of advanced training • Repair of floating assets takes time and lack of available personnel for boat and marine engine maintenance • Lack of coordination with other partner agencies • Low Support and commitment of some LGUs • Lack of patrol boat for long range missions • Lack of capacity to manage political pressures and intervention • Lack of incentives such as hazard pay, insurance and other incentives to personnel doing actual 	<p>those involved in fisheries law enforcement</p> <ul style="list-style-type: none"> • Growing recognition of fisheries resources rehabilitation and resulting increase in fish production because of fisheries law enforcement • More economic opportunities/ income as a result of protection of fisheries resources • Strong collaboration with stakeholders, national government agencies and other law enforcement agencies 	<p>enforcement officers experiencing physical and psychological harassments, political pressures, and even death threats</p> <ul style="list-style-type: none"> • Unpredictable weather patterns and conditions • Filing of counter charges/SLAPP suits against fisheries law enforcers of the Bureau • Local policies that run against or in conflict with national fisheries laws, rules and regulations • Reassignment of trained fisheries law enforcement personnel to other BFAR divisions having no enforcement or regulatory functions • Political intervention

Main Operational Aspect	Strengths	Weaknesses	Opportunities	Threats
		<p>enforcement operations</p> <ul style="list-style-type: none"> • Slow litigation process of cases filed • Lack of <i>plantilla</i> positions for FPLEG personnel who are currently on contractual status (e.g. Job Order) 		
Enforcement Management	<ul style="list-style-type: none"> • Capable, competent and trained law enforcers • Equipped with sea worthy and reliable patrol crafts • Sufficient funds for the conduct of law enforcement • Organizational structure in place • Competent enforcement supervisors and leaders • Proper coordination with other law enforcement agencies • Interagency collaboration on law 	<ul style="list-style-type: none"> • Lack of management training for team leaders • Lack of operational techniques • Lack of personnel • Status of law enforcers (no regular appointment) • Lack of logistics in terms of firearms and ammunitions • No impounding and storage area of seize vessel and items • Disparity in the treatment of JOs and trained FPLEG in the conduct of law enforcement 	<ul style="list-style-type: none"> • Management trainings for leaders • Issue regular employment to deserving law enforcers • Recruitment of additional enforcers • Additional floating assets • Recognition and award for the deserving law enforcers and officers • Incentive s for the frontline staff • Change status of JOs to casual • Provide hazard benefits 	<ul style="list-style-type: none"> • SLAPP/class suit • Reprisal/counter charge • Safety and security • Harassment • Political pressure • Liability to damages

Main Operational Aspect	Strengths	Weaknesses	Opportunities	Threats
	<p>enforcement (LGU alliance)</p> <ul style="list-style-type: none"> • Standing and effective dissemination of orders • Back-up with trained Deputy Fish Wardens 	<ul style="list-style-type: none"> • Capability training including JOs • Lack of strategy in the conduct of law enforcement • Lack of access to land-base transportation • Political intervention • No standard payment of travelling expenses between Jos and regulars • Lack of IT equipment • Lack of logistical strategy and support on how to deliver basic needs for the conduct of operations.(4B) • Lack of intelligence networking • Lack of fish examiners • Incapability patrol boats to conduct seaborne patrol during stormy weather • Lack of insurance coverage 	<ul style="list-style-type: none"> • Assignment of appropriate ranks to law enforcers and officers. • Issuance of appropriate office and operations uniform 	

3. VISION, MISSION AND CORE VALUES STATEMENT

MISSION: Our mission is to protect, develop and conserve the country's fisheries and aquatic resources to achieve food security by combatting IUU fishing, increased public awareness and voluntary compliance, collaboration with LGUs, coordination with other law enforcement agencies, good governance, effective management and conservation of the sea, maintenance of network infrastructure and information system, adequate and well-planned guidelines, creation of an system that would handle resource monitoring, management, and analytics, and the empowerment of stakeholders.

VISION: We envision a globally competitive, modernized, highly-trained, competent, dynamic, innovative, technologically advanced law enforcement agency working with empowered stakeholders that will work towards the prevention, deterrence and elimination of IUUF in the Philippines towards a sustainable and modernized fisheries industry.

CORE VALUES STATEMENT: We are the defenders embodying professionalism, integrity, honor and fairness.

4. STRATEGIC PRIORITIES

In general, strategic priorities are clustered into a) fisheries intelligence, surveillance and investigation, b) enforcement patrol, and c) fisheries law enforcement management. Each cluster is subdivided into five (5) components, namely, i) policy development, ii) Network Building and Inter-Agency Collaboration, iii) Capacity Building and Institutional Strengthening, iv) Public Awareness and Behavior Change, v) Resource Mobilization.

5. THE 5 YEARS ENFORCEMENT PLAN

The coverage of the plan is from 2019 to 2023. The Plan outlines key intervention areas, targets, success indicators, timeline, and lead groups. The interventions are clustered thematically to determine focus, classifying actions into three main clusters, namely, (a) intelligence, surveillance and investigation, (b) enforcement patrol, and (c) enforcement management.

A. Fisheries Intelligence, Surveillance and Investigation

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
Policy Development								
1. Revisiting all applicable policies in the field of intelligence, surveillance and investigation	<ul style="list-style-type: none"> Workshop with FMRED and FPLEG and Legal Division for the revision of existing applicable policies 	<ul style="list-style-type: none"> Number of policies identified and revised 	2	2	1	1	-	FPLEG/ Central Office
2. Formulate policies for the significant, efficient & effective implementation of fishery laws, particularly in relation to the process of investigation, intelligence gathering, and surveillance operations	<ul style="list-style-type: none"> One FOO per year 	<ul style="list-style-type: none"> Approved FOO 	1	1	1	1	-	FPLEG/ Central Office
3. Give consideration /preference for issues and concerns pertaining to intelligence, surveillance and investigation during meetings, dialogues and consultations	<ul style="list-style-type: none"> Conduct multi-agency meeting 	<ul style="list-style-type: none"> Increased number of capability trainings conducted to enhance in the field of investigation, surveillance and intelligence gathering 	2	2	1	1		FPLEG/ Central Office
Network Building and Inter-Agency Collaboration								
4. Strengthening of existing committees	<ul style="list-style-type: none"> Annual National committee 	<ul style="list-style-type: none"> Numbers of Coordination 	1	1	1	1	1	FPLEG/ Central Office

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
between interrelated agencies, and reactivation of dormant/inactive groups	meeting on sub-committee on Fishing and Environment Protection with NALECC	Meetings Conducted						
	<ul style="list-style-type: none"> Monthly Sub-committee meeting on fishing and environmental concerns 	<ul style="list-style-type: none"> Number of Coordination Meetings Conducted 	12	12	12	12	12	FPLEG/ Central Office
5. Observance of standard operational protocol on intelligence, surveillance and conduct of investigation	<ul style="list-style-type: none"> Approval of the FLEMOP 	<ul style="list-style-type: none"> FLEMOP Approval 						FPLEG/ Central Office
Capacity Building and Institutional Strengthening								
6. Develop various levels of training programs for technical and legal capacity building	<ul style="list-style-type: none"> Attendance in Advanced Trainings (International Law Enforcement Academy) 	<ul style="list-style-type: none"> Number of participants who attended the training (two trainings per year) 	10	10	10	10	10	FPLEG/ Central Office
7. Provide appropriate modules in order to strengthen particular institutional training programs (wildlife trafficking, advance training on intelligence)	<ul style="list-style-type: none"> Drafting of modules with the intervention of those who participated in International Training Courses 	<ul style="list-style-type: none"> 3 modules (Intelligence, Surveillance and investigation, enforcement management, enforcement patrol) 	1	1	1			FPLEG/ Central Office

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
and investigation, etc.)								
Public Awareness and Behavior Change								
8. Establish partnerships with the stakeholders or resource users	<ul style="list-style-type: none"> Conduct of consultations and meeting with local stakeholders 	<ul style="list-style-type: none"> Number of partnership meetings and consultations conducted 	12	12	12	12	12	BFAR Regional Office
9. Strategic campaign and its consistent program implementation (Note: Use of dialect in order to actively communicate with participants)	<ul style="list-style-type: none"> Reproduction of IEC/CEPA materials using local dialects 	<ul style="list-style-type: none"> Number of IEC materials produced using local dialects 	12	12	12	12	12	BFAR Regional Office
10. Providing appropriate information to the public without compromising the confidentiality of intelligence information	<ul style="list-style-type: none"> Utilization of Quad-media 	<ul style="list-style-type: none"> Dissemination of information through a designated Media Source 	12	12	12	12	12	BFAR Regional Office
Resource Mobilization								
11. Assignment and training of appropriate personnel to do resource mobilization	<ul style="list-style-type: none"> Proper placement of personnel based on plantilla positions 	<ul style="list-style-type: none"> Number of regular/permanent Law enforcers 	1					BFAR Regional Office
12. Developing mechanisms that will work for effective utilization of resources	<ul style="list-style-type: none"> Provide specific guidelines for the use of available resources 	<ul style="list-style-type: none"> FOO issued 	1	1				BFAR Regional Office

B. Fisheries Enforcement Patrol

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
Policy Development								
1. Recommend to Congress the amendment of RA 7160 in relation to the changes mandated under RA 10654.	<ul style="list-style-type: none"> Workshop with FMRED and FPLEG and Legal Division for the revision of existing applicable policies 	<ul style="list-style-type: none"> Number of policies identified to be revised 	1	1	1	1	1	BFAR Legal Division FPLEG/ Central Office
2. Recommend Amendment of Municipal/City Fishery Ordinances in line with RA8550 as amended by RA 10654	<ul style="list-style-type: none"> Development of templates of model municipal ordinances on fisheries and aquatic wildlife 	<ul style="list-style-type: none"> Number of municipal fisheries ordinance templates developed and circulated 	1	1	1	1	-	BFAR Legal Division FPLEG/ Central Office
3. Develop policies on the allocation of funds to support surveillance/ monitoring operations of BFAR FROs	<ul style="list-style-type: none"> Each regional office allocating resources on surveillance and monitoring operations of FROs 	<ul style="list-style-type: none"> Number of policies developed and adopted regarding operational support on surveillance and monitoring 	1	1				BFAR Legal Division FPLEG/ Central Office
4. Standardization of salaries, TEV and incentives for all FLE including incentives, insurance and hazard pay	<ul style="list-style-type: none"> Develop policies on Award/Reward Incentives for intel such as Insurance and Hazard Fees 	<ul style="list-style-type: none"> Number of policies developed, adopted and implemented 	1	1	1			BFAR Legal Division FPLEG/ Central Office
5. Monetary support for Bantay Dagat members and	<ul style="list-style-type: none"> Develop policies to integrate the costs of Bantay 	<ul style="list-style-type: none"> Number of policies developed, adopted and implemented 	1	1	1	1	1	BFAR Legal Division

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
FARMC individuals who are performing fisheries law enforcement related activities	Dagat assisting fisheries law enforcement with BFAR FROs							FPLEG/ Central Office LGUs
6. Develop a policy regulating the use and access of the FLEMIS	<ul style="list-style-type: none"> Standard policy on access and use FLEMIS 	<ul style="list-style-type: none"> One (1) standard policy formulated and adopted 	✓	✓	✓	✓	✓	FIMC FPLEG/ Central Office
Network Building and Inter-Agency Collaboration								
7. Partnership and collaboration with other Law Enforcement Agencies through the execution of Memorandums of Agreement	<ul style="list-style-type: none"> Establish inter-agency collaboration mechanisms with other law enforcement agencies within each region Establish collaboration with Local Government Units in special management areas such as those under Closed Seasons and other fisheries management measures 	<ul style="list-style-type: none"> Number of inter-agency collaboration such as task forces established in each region or established fisheries management areas Number of MOA/MOU signed with collaborating partners Number of fully functional task forces/ collaboration mechanisms 	17	17	17	17	17	FPLEG/ Central Office BFAR Regional Offices LGUs
Capacity Building and Institutional Strengthening								
8. Strengthening capacity in handling and preserving evidence, including seized and/or impounded	<ul style="list-style-type: none"> Establish impounding areas in each region 	<ul style="list-style-type: none"> Number of impounding areas constructed across the country 	9	8				BFAR Central Office

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
fishing vessels/ships								
9. Provision of additional floating assets for near shore and off shore seaborne operations	<ul style="list-style-type: none"> Procurement of additional vessels for patrolling for nearshore and offshore seaborne operations Hiring of additional staff/personnel complements to man the ships 	<ul style="list-style-type: none"> Number of floating assets for nearshore operations Number of floating assets for offshore operations Number of additional staff manning the vessels 	✓	✓	✓	✓	✓	BFAR Central Office
Public Awareness and Behavior Change								
10. Intensification of information and education campaign on fisheries and aquatic wildlife conservation and management	<ul style="list-style-type: none"> Conduct Learning Campaign Caravans in collaboration with stakeholders such as NGOs, academe, LGUs, tri-media, and other interested groups Produce and distribute information materials 	<ul style="list-style-type: none"> Number of learning campaign caravans conducted Number of persons reached during the campaign 	✓	✓	✓	✓	✓	FPLEG/ Central Office Regional Offices
Resource Mobilization								
11. Provision of additional logistical requirements for fishery law enforcement activities	<ul style="list-style-type: none"> Procurement of surveillance equipment, PPE/G, vehicle, supplies, 	<ul style="list-style-type: none"> Number of fisheries enforcement officers with sufficient gadgets and equipment 	✓	✓	✓	✓	✓	FPLEG/ Central Office Regional Offices

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
(vehicle, fire arms, ammunition, communication equipment)	uniforms, communication equipment, and firearms and ammunition	<ul style="list-style-type: none"> Number of equipment procured and maintained to support fisheries law enforcement operations 						

C. Fisheries Law Enforcement Management

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
Policy Development								
1. Standardize existing policy on TEVs, food provision, hazard pay, overtime pay and other incentives	<ul style="list-style-type: none"> Formulate standard policies on the granting of TEVs and other benefits for all law enforcers (regular and JO) 	<ul style="list-style-type: none"> Number of policies reviewed, formulated and approved Number of policies implemented 	2	2	✓	✓	✓	BFAR Legal Division BFAR Administrative Adjudication Accounting
2. Formulate IRR for the utilization of Fisheries Management Fund	<ul style="list-style-type: none"> Request to expedite formulation of IRR for the utilization of Fisheries Management Fund 	<ul style="list-style-type: none"> Number of request/s prepared and submitted 	✓	✓	✓	✓	✓	BFAR Legal Division FPLEG/ Central Office
3. Amendment and formulation of FAOs in relation to law enforcement	<ul style="list-style-type: none"> Amend and formulate FAOs in relation to law enforcement 	<ul style="list-style-type: none"> Number of amended and formulated pending FAOs in relation to law enforcement 	✓	✓	✓	✓	✓	BFAR Legal Division FPLEG/ Central Office
4. Institutionalize standard operating procedures in fisheries law enforcement	<ul style="list-style-type: none"> Update, adopt and implement the Fisheries Law Enforcement Manual of Operation to include protocols on operations in the high seas and exclusive economic zones 	<ul style="list-style-type: none"> One standard FLEMOP approved and implemented 	✓	✓	✓	✓	✓	BFAR Legal Division FPLEG/ Central Office
Network Building and Inter-Agency Collaboration								

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
5. Strengthening coordination and harnessing support of the judiciary and prosecution services	<ul style="list-style-type: none"> Organize seminars for Prosecutors and Judges on fishery laws, rules and regulations Organize high level summits with 5 pillars of the criminal justice system 	<ul style="list-style-type: none"> Number of prosecutors and judges who have undergone BFAR-sponsored training and seminars 	✓	✓	✓	✓	✓	FPLEG/ Central Office BFAR Regional Offices
6. Harness support of other law enforcement and security agencies	<ul style="list-style-type: none"> Conduct high level discussions/ meetings with enforcement and security groups (NALECC, RLECC, NICA, AFP, etc.) Sign inter-LEA MOA/MOU to establish smooth coordination from the national to provincial and municipal levels 	<ul style="list-style-type: none"> Number of meetings held/ sponsored Number of MOAs/ MOUs signed with other LEAs Number of coordination activities conducted at the regional and provincial levels 	✓	✓	✓	✓	✓	FPLEG/ Central Office BFAR Regional Offices
7. Data sharing with other law enforcement agencies	<ul style="list-style-type: none"> Signed inter-LEA MOA/MOU to enable them to access information 	<ul style="list-style-type: none"> Number of MOA/MOU signed with partner LEA 	✓	✓	✓	✓	✓	FPLEG/ Central Office FIMC

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
	available for sharing							
Capacity Building and Institutional Strengthening								
8. Strengthening capacity in handling and preserving evidence including seized and/or impounded fishing vessels/ships	<ul style="list-style-type: none"> Establish impounding area in each region Regional office identify suitable areas for impounding of seized vessels and storage of other seized evidence 	<ul style="list-style-type: none"> Number of impounding and storage areas constructed across the country 	9	8	✓	✓	✓	FPLEG/ Central Office BFAR Regional Offices
9. Continuous skills development for fisheries law enforcement officers	<ul style="list-style-type: none"> Establish continuing skills and education programs for advanced courses on leadership, investigation, surveillance, intelligence operations, criminal analytics, forensics, and enforcement operations Enhanced basic training course of BFAR fisheries law enforcement officers Produce fisheries law 	<ul style="list-style-type: none"> Number of training program developed Number of fisheries enforcement officers given access to the continuing skills enhancement programs Number of specialized trainings conducted and made available to personnel concerned Number of management and leadership trainings conducted for team leaders, assistant team leaders, and supervisors 	✓	✓	✓	✓	✓	FPLEG/ Central Office HR FIMC

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
	enforcers with high level of expertise							
10. Management and maintenance of all floating assets for near shore and off shore to ensure seaworthiness	<ul style="list-style-type: none"> Regular and on-time procurement of maintenance services, tools and equipment Hiring of additional staff/personnel to main ships 	<ul style="list-style-type: none"> Number of floating assets operational for nearshore and offshore operations Number of additional maintenance staff 	✓	✓	✓	✓	✓	BFAR Central Office
Public Awareness and Behavior Change								
11. Intensification of information and education campaigns on fisheries and aquatic wildlife conservation and management at the national level	<ul style="list-style-type: none"> Conduct behavior change campaigns at the national level 	<ul style="list-style-type: none"> Number of learning campaigns conducted Number of persons reached during the campaign 	✓	✓	✓	✓	✓	FPLEG/ Central Office Regional Offices
Resource Mobilization								
12. Provision of operational and logistical requirements for fishery law enforcement activities (vehicle, fire arms, ammunition, communication equipment)	<ul style="list-style-type: none"> Procurement of surveillance equipment, PPE/G, vehicle, supplies, uniforms, communication equipment, and firearms and ammunition 	<ul style="list-style-type: none"> Number of fisheries enforcement officers with sufficient gadgets and equipment Number of equipment procured and maintained to support fisheries law enforcement operations 	✓	✓	✓	✓	✓	FPLEG/ Central Office Regional Offices
Administrative Adjudication								

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
12. To develop an internal guideline for all hearing officers to be utilized in the disposition of cases.	<ul style="list-style-type: none"> To convene all hearing officers and adjudication staff for a 3-day workshop to draft and finalize their guidelines and to allocate approximately a ₱1M budget for it. (50 pax for 3-days) 	<ul style="list-style-type: none"> One (1) guideline formulated and adopted 	✓	✓	✓	✓	✓	Adjudication Committee
13. Conduct seminars and meetings with other agencies regarding the filing of administrative cases and possible designation of focal persons	<ul style="list-style-type: none"> To invite other agencies involved in fishery law enforcement activity in a 2-day seminar and meetings to discuss concerns regarding the filing of administrative cases and possible designation of focal persons and to allocate approximately a ₱1M budget for the said activity. (100 pax for 3-days) 	<ul style="list-style-type: none"> Number of meetings and seminars conducted Number of agencies who appreciated and are willing to participate and apply administrative rules of BFAR 	✓	✓	✓	✓	✓	Adjudication Committee
14. Trainings, seminars and workshop for law enforcers	<ul style="list-style-type: none"> To convene all hearing officers, legal staff and law enforcers in a 	<ul style="list-style-type: none"> Number of hearing officers and adjudication staff who are able to 	✓	✓	✓	✓	✓	Adjudication Committee

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
and hearing officers	<p>3-day activity and to allocate approximately 1M budget for it. (5 participants per region)</p> <ul style="list-style-type: none"> • Reproduce approximately 1,000 copies of Adjudication Rules and to disseminate information in social media and television and allocate approximately a ₱1M budget for it. 	apply administrative rules						
15. Established system/database and teleconference facility	<ul style="list-style-type: none"> • To coordinate with FIMC to establish a database/system for all hearing officers and adjudication staff for a centralized record keeping of cases; to establish a teleconference facility and to allocate approximately a ₱5M budget for it 	<ul style="list-style-type: none"> • 17 database and teleconference facility established 	✓	✓	✓	✓	✓	Adjudication Committee
Fisheries Law Enforcement Management Information System (FLEMIS)								

INTERVENTION AREAS	TARGETS	INDICATORS	TIME FRAME (YEAR)					LEAD GROUP
			2019	2020	2021	2022	2023	
16. Conduct training workshops to familiarize primary users on the application of FLEMIS at the regional and field levels	<ul style="list-style-type: none"> Conduct FLEMIS roll out at the regional, provincial and municipal levels 	<ul style="list-style-type: none"> Number of partners and localities reached 	✓	✓	✓	✓	✓	FIMC
17. Continuous systems review and upgrade	<ul style="list-style-type: none"> Conduct consultative workshops to determine systems improvement needs Conduct regular systems checks Acquire new ICT equipment to upgrade hardware capacity 	<ul style="list-style-type: none"> Number of ICT hardware acquired and used for FLEMIS Number of systems workshops conducted Frequency of systems checks and updates done 	✓	✓	✓	✓	✓	FIMC
18. Strengthen data analysis and dissemination of information	<ul style="list-style-type: none"> Produce reports presenting various analysis and updates on fisheries law enforcement 	<ul style="list-style-type: none"> Number of reports released 	✓	✓	✓	✓	✓	FIMC FPLEG/ Central Office

Annexes