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April 28, 2005

Mr. Andy Bruckner
Federal Program Officer
NOAA Fisheries
Office of Habitat Conservation
14th Floor
1315 East-West Highway
Silver Spring, MD 20910

RE: Performance Report
Report as to Oct. 31, 2004 – March 31, 2005
Final Report
NOAA Award No. NA03NMF4630347
General Coral Reef Conservation Program
Habitat Conservation 11-463
Professional Training for Puerto Rico's
Department of Natural Environment & Resources
Maritime Rangers

Dear Mr. Bruckner:

This is our performance report from Oct. 31, 2004 – March 31, 2005 and Final Report. During the past six (6) months we have been working in accordance to the task timetable included in our proposal and all the goals and objectives have been met.

The professional training for the rangers was divided in two groups, the first was offered during May-July, 2004 and the second from September-November, 2004. The narrative of this report will address each group as the first and second group; addressing the legal portion and the behavioral portion separately. This report is as to the second group.

LEGAL PORTION

SECOND GROUP (October 2003 to March 2004)

A curriculum was produced with the description of the workshop, objectives, materials, educational method, evaluation, and description of each session during the each of the eleven (11) weeks of its duration. This curriculum was worked and edited from the original used with the first group. (*Prontuario*, Sept 13, 2004) Besides the curriculum, a legal handout was produced including the main laws and regulations that directly and/or indirectly address the coral reefs protection. This legal document was worked and edited from the original used with the first group. (*Conservación de los Arrecifes de Coral, Leyes & Reglamentos* July 8,04) The legal hand out was amended to incorporate the Administrative Order Number 2004-12, new policies of the Fishing Regulation, including the educational program and new dates for the commencement of certain articles of the Regulation and its penalties. The main purpose of this legal handout was to provide a handy document for daily use of the Rangers, enclosing the laws and regulations that they have to promote and enforce. The legal handout emphasized in the local law that protects the coral reefs and the new Fishing Regulation of the Department of Environment and Natural Resources (DNER) in effect as of March 12, 2004 for the control of species. The legal handout presents the material under subtitles and divided by subject matters. The new Fishing Regulation (*Reglamento de Pesca*) was distributed and discussed together with the legal handout which addressed it. The new Fishing Regulation (*Reglamento de Pesca*) The Administrative Order Number 2004-12 was distributed and discussed together with the legal handout which addressed it. This legal handout was highly appreciated by the Rangers because it is a handy and friendly tool which assists them with knowledge, promotion and enforcement of the laws and regulations.

After the curriculum was discussed, coral reef scientific material was provided. The Rangers viewed the video related to coral reefs protection, *Programa de Arrecifes, Producido por Media Partners, Marzo 2203, División de Conservación de Hábitat, Puerto Rico NOAA-NMFS*. Materials prepared by NOAA and DNER was distributed: (a) handout describing Laws No. 278, No. 210, No. 430, Orden Administrativa 99-15; handout as to the Law No.147; (b) handout *Los Arrecifes de Coral*; (c) handout *Praderas de Thalasia*; (d) handout *Las Playas*; (e) booklet *Guía Práctica de Leyes, Reglamentos y Ordenes Administrativas relacionados con los corales y ambientes asociados*, (f) *Atlas de Corales de Cabo Rojo*, NOAA, Reefscaping, Inc. & C.P.S.A. Inc.

During the workshop legal material was distributed (laws, regulations, administrative orders, and Land Use Plans (PU). The Rangers appreciated it because photocopies are not available and/or they lack knowledge as to its existence. (*Fishing law, Ley Núm. 278 de 29 de noviembre de 1998, Ley de Pesquerías; Reglamento de Puerto Rico, February 2004*) Most Administrative Orders and Land Use Plans (PU): distributed address the Natural Reserves, other address fishing controls and coral reef protection. (Administrative Orders distributed: *P.U.-002-98-09-01 Pantano Cibuco; Núm. 2004-08, Canal Luis Peña, Culebra; Núm. 2003-25, Cayos en Guánica, Isla La Gata en Lajas, Isla de Caja de Muertos en Ponce, Cayo Ratones en Cabo Rojo, Isla Palominitos y Cayo Icacos en Fajardo; Núm. 2004-13, Crea la Junta Asesora de Pesca; PU 002-98-76-01, Bahías Bioluminiscentes de Vieques; PU 002-98-22-01,*

Rio Espiritu Santo de Rio Grande; PU 002-98-24-01, Cabezas de San Juan en Fajardo; PU-002-98-06-01, Cueva del Indio en Arecibo; Núm. 2003-22, Isla de Desecheo; PU-002-98-57-01, La Parguera, Lajas; PU-002-98-5502; Boquerón, Cabo Rojo.)

A powerpoint presentation was produced for the general environmental law session. (*Conferencia, Principio Básicos sobre Derecho Ambiental*). A general description of the environmental law discipline was addressed; the federal and local environmental laws and regulations; federal and local environmental administrative agencies; environmental assessments; legal resources and remedies; public and private resources and remedies; penalties; environmental ethics; environmental legal ethics.

A powerpoint presentation was produced for with the laws and regulations pertaining the coral reefs protection. (*NOAA, General Coral Reef Conservation Program etc, Adiestramiento Profesional, etc.*) This presentation was used together with the legal handout, *Conservación de los Arrecifes de Coral, Leyes & Reglamentos*, hereinbefore described. This powerpoint presentation was edited to include Administrative Order 2004-12 of May 2004.

A powerpoint presentation was produced to address Administrative Order 2004-12 of May 13, 2004, the new guides and policies of the Fishing Regulation. (*NOAA, General Coral Reef Conservation Program etc, Adiestramiento Profesional, etc. Ley para la Promocion y el Desarrollo de la Pesca Deportiva etc*) The presentation was of assistance to emphasized all the recent amendments to the new fishing regulation: the educational program and new dates for the commencement of certain articles and penalties of the regulations.

One session was dedicated to the specifics of legal intervention, evidence and procecuting, including Administrative Order. Núm. 2000-14, *Guías para la Tramitación de Intervenciones, Querellas y Casos Adjudicativos*. (Orden Administrativa Núm. 2000-14) This Order was distributed and it provides guidelines and procedures for the intervention with violators, request of technical assistance, handling of evidence, and prosecution of violation together with the legal division. The Rangers were lectured as to the DNER policies and procedures in the procecuton of violatiors, a matter that is not written and it is not of public knowledge. Again, the Rangers appreciated the handout and the explanation of it because most lack knowledge and/or had doubts. Besides the Administrative Order, the Rangers were lectured about the method of processing the violations under the new Fishing Regulation. Rangers expressed that legal actions at the Legal Division of the Department are too slow, (DNER response to this was transmitted: there is too much work for the available attorneys, thus, there is a need of more legal personnel). The Rangers also requested the ability to issue penalty tickets at each intervention instead of a complaint by means of the legal division, in order to speed the legal process (similar to the enforcement of the navigation security law). DNER response to this was transmitted: the law needs to be amended, a matter under consideration at the Department).

Ms. Aida Rosario, of the DNER fishing laboratory particated in one of the sessions: addressing the species and fishing instruments included in the new Fishing Regulations, and the

management of evidence to establish violations. Ms. Rosario used photos of species, examples of fishing articles and real species.

Two short written examinations was administered to the Rangers to evaluate their knowledge as to the basics of the new Fishing Regulation. (See addendum, *Evaluación, 25 de octubre de 2004* and *Evaluación, 29 de noviembre de 2004*) The first evaluation demonstrated that most of the Rangers do not read the materials handed and do not study. Many Rangers expressed that their low performance was due to lack of time to study. The second evaluation was announced as covering the same material of the first evaluation. The results were significantly better it demonstrated that most of the Rangers study.

Most of the materials used will not be attached because they were sent as part to the performance report filed in October 30, 2004.

ADDENDUM Index

1. *Atlas de Corales de Cabo Rojo*, NOAA, Reefscaping, Inc. & C.P.S.A. Inc.
2. *Evaluación, , 25 de octubre de 2004*
3. *Evaluación, 29 de noviembre de 2004*

BEHAVIORAL PORTION

The behavioral portion as mainly conducted by Juan Daniel Crespo, Ph. D. and was covered in five four-hour sessions. The first three behavioral sessions(session 2, 6 and 8, of the total seminar) included of combinations of presentation of concepts, information and experiential activities. Lively group discussions, role-play sessions were used to illustrate how the concepts and techniques could be applied to the Ranger's everyday activities. On sessions 9 and 11 the group was divided in two sub-groups and each was given the task of designing a challenging scenario for the other team to handle as a realistic intervention with commercial fisher people or recreational boaters.

On session 10, the Rangers were shown techniques for planning, designing and giving orientation to community members on coral reef vulnerability, conservation and ecological value. A range of possible situations were discussed, going from informal conversations with one or several citizens, more formal public address sessions for a group (fishing coop members, CBO's, impromptu neighbor meetings) to scheduled and planned presentations for community organizations, school groups or town meetings. Orientation techniques for each type of situation were covered, comparing similarities and differences, strategies and variations that could be used. An action planning instrument that was developed for this session was shared as a design and implementation tool for presentations.

Three PowerPoint presentations shown during the first (eastern PR) workshop, along with the corresponding presentation and activities handouts were reviewed and modified for the west coast Rangers. The changes mostly involve reducing the sheer volume of the information presented, streamlining the presentations.

The 9-dot exercise was again used to illustrate out-of-the-box thinking. Similarly, an instrument for self-assessment of Emotional Intelligence competencies helped the Rangers to begin exploring their self-knowledge, self-control and social awareness that allows for constructive and effective management of social interaction.

Participants' Reactions

As with the Rangers in the first seminar, the west-coast Rangers stated that they didn't understand why a behavioral skills portion was included and not just laws and conservation practices for coral reefs. Since these issues had been dealt with for the eastern area Rangers, it was addressed early on. The adult learning processes, experiential learning, the development of emotional intelligence and the biology of strong emotional reactions that can overwhelm reason were covered thoroughly. These served as foundation to advocate an assertive (as opposed to aggressive or passive) style of behavior and good self-control. The Rangers were shown how they can achieve inner relaxation and yet deal firmly with the public. After discussing a few of their experience with the public, these group could see the relevance of the behavioral aspects of the seminar.

Participation for this second seminar was much improved over the first one. Attrition on attendance was significant. Scheduling conflicts, shortage of personnel who were out sick or lack of DRNA vehicles were claimed for the absence of up to half the group. The ones who attended consistently were willing to learn new ideas and try out new skills. Among this group, participation was consistently high and enthusiastic. This was reflected in the final seminar evaluations, discussed below.

As with the first group of Rangers, this one expressed frustration related to the need for resources (not enough vehicles and boats, communications equipment, scuba gear, etc.) long waits for the legal department to process violations, cases overturned on technicalities or because of bureaucratic slowness, lack of support from upper ranks and inconsistent implementation of policies and regulations, due to bureaucrats giving in to community or political pressure.

Simulation Sessions

The participating Rangers especially enjoyed the intervention role-play challenges. The good-natured competition between the sub-groups helped them to come up with challenging scenarios that included subtle details that could stump even very experienced officers.

The Rangers acted as boaters or fishermen and someone from the other group had to act as a Ranger and deal with the situation described. These included routine safety inspections, violations to restricted areas, possession of prohibited species and operating "under the influence". The challenging group described all the information that could ordinarily be available to observation.

Once the situation was described, the designated Ranger was to interact with the citizen and manage the inspection or violation. As with the eastern area group, the acting Ranger's behavior was rated by all their peers on a rating sheet.

The observing peers then gave feedback and explained their ratings and the whole group discussed and critiqued the intervention. The sheets allowed observers to rate the acting Ranger on his/her use of assertive style of behavior, non-verbal language and emotional self-control. Effectiveness of citizen orientation, was also rated. Finally, the rating sheets were handed over to the one who acted the Ranger so he/she could review all the written feedback.

Most of the materials used will not be attached because they were sent as part to the performance report filed in October 30, 2004.

Addendum

Index

1. First & second behavioral session presentation handout.
2. Third behavioral session handout on presenting to community groups

EVALUATION

Seminar 2 (second group) Evaluation

The workshop evaluation instrument, specifically designed for the workshop sampled participant satisfaction with duration, scheduling, materials and content usefulness and relevance to work situations. Presenter's mastery of the content, style of presentation and use of language was also rated.

The duration and scheduling of the seminar sessions was rated as very good (40%) or adequate (60%). Participants were very satisfied with the legal materials (90%) and with the behavioral materials (80%).

Satisfaction was positive but less so with the legal and the behavioral audio-visual presentations (both rated 20% very good and 80% adequate). However, 80% of the participants rated the job-relevancy of the seminar content as very good and 20% rated it adequate.

Regarding Diana López Feliciano, Esq. as presenter, the Rangers thought she has mastery of her content area (80% excellent, 20% good), an effective presentation style (70% excellent, 30% good) and effective use of language (80% excellent, 20% good).

Regarding Dr. Daniel Crespo, Ph. D. as presenter, the Rangers thought he masters his content (80% excellent, 20% good), presents effectively (80% excellent, 20% good) and uses language effectively (90% excellent, 10% good).

Comments on the evaluation form indicate the Rangers as a group were satisfied with the seminar (an unusually high 9 out of 10 wrote comments). Of the nine who wrote comments, six suggested that other Rangers and supervisors be also trained. One also expressed

interest in further training on legal and environmental issues. Two comments expressed a desire to address problems, obstacles and needs with departmental management. One person stated that coral reefs were not addressed. This, in spite of the handing out and discussion of laws and regulations covering reef conservation and despite the fact that these topics were consistently used in examples and recommendations for community orientation and as topics for intervention role-plays.

Addendum Index

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|---|------------|-------|-----|
| 1. Workshop | Evaluation | Sheet | *** |
| ***Designed specifically for the workshop | | | |
| 2. First Group evaluations | | | |
| 3. Second Group evaluations | | | |

OVERALL EVALUATION

As a whole, the seminars were appreciated by both eastern and western area Rangers, as evidenced by the evaluation ratings. The legal part of the seminar was especially effective in giving the DRNA Maritime Unit Rangers accurate, useful and timely information about the laws and regulations covering oceanic resources, environmental concerns and specifically, coral reef conservation. The topics covered in the presentations and especially, the written material provided can serve as an important reference for the Rangers in their job. One of them said "I carry (Diana López Feliciano's) summary of the new regulations in my day kit to have as a reference, in case I have to clarify a point or show a citizen what law or regulation he broke, because it is more concise and better organized than the official regulation document".

The eastern area Rangers especially rated the visual aids low and a few expressed a preference for video, rather than still image presentations. Many also complained they did not have time during their working hours to read the written material. A few said they would not invest their personal leisure time in reading the material. However a small number clearly did read through the material and showed familiarity with the content. These were also the ones who were quick to grasp the behavioral concepts and were able to incorporate the techniques in their simulations.

The behavioral part of the seminar was well appreciated and considered relevant and useful, only by some in either Ranger group. The area western area Rangers rated the visual aids and the job-relevance of the seminar higher, compared to the eastern area ones. The eastern Rangers were also more involved in discussions and seemed to be better able to be involved in the simulations.

Appreciation of the seminar experience seemed to be affected by the quality of the participation. In the first seminar group, the eastern area Rangers, two and sometimes three very vocal and insistent individuals tried to monopolize the participation. These persons tried to use the time to vent frustrations over the difficulties of their job and how the scarce

resources and lack of agency support. These same people tended to voice strong opinions and attitudes that were contrary to what the presenters were trying to convey. This took up a lot of the time and discouraged others' participation.

The second Ranger group had a much better experience. Participation was consistently good, positive and varied. Everybody in the group participated constructively, even when they also faced similar difficulties and scarce resources.

This group suffered a drop in attendance, from the 23 who started to a core group of 8 or 9. Various reasons were given to explain this attrition: vehicle breakdowns left some units with only one or two vehicles to patrol; rangers on sick leave left units short-handed; heavy beach-use holidays and election day required intensified coverage. The Rangers who consistently attended included a lieutenant and sergeants who demonstrated support for their people's and their own development. They attended the sessions and made sure their personnel did too.

IN CONCLUSION

The training seminars for the DRNA Rangers met its intended purpose fully, in terms of the legal, regulatory and procedural aspects. The Rangers were given the information pertaining to laws, agency regulations, biological basis and threats to coral reef ecology. The information provided enables them to better carry out their job and understand the legal and ecological basis to their tasks. The written material can serve them and those other Rangers who did not participate in the seminars with reference to further their understanding and back up their interventions with the community.

The purpose for the behavioral aspects of the training seminar were met with only part of the participating population. The Rangers from the western area who consistently attended the seminar sessions gained a deeper understanding of their own ideas, beliefs, emotions and motivations related to their work activities and interventions with community members. They also gained insight on their behavioral tendencies and the impact of their verbal and non-verbal communication with community members, peers and superiors. They gained practical techniques for self-management and for interacting with others.

The Rangers from the eastern area could have gained less than those of the western area due to the disruptive participation and inappropriate interventions described above. Clearly some of the eastern area group gained as much as the ones from the western area, but the disruptions and antagonistic attitudes of those few individuals kept the group from achieving the rapport needed for personal exploration and development.

The information available to the seminar presenters at the time of seminar design led them to expect that the DRNA Rangers did very little or no citizen orientation. During the course of the seminar, it was evident that a good portion of the participating Rangers do give orientation to those citizens they intervene with, to the extent that the citizen allows. This orientation seems to be varied, according to the Ranger's style, attitude and time available and to the citizens

receptivity. It seems neither consistent or thorough. It was also reported that some supervisory personnel discourage the Rangers from spending any time on citizen orientation.

The behavioral portion of the seminar resulted in general and specific recommendations for the Rangers to incorporate some citizen orientation, specifically on the rationale for the laws and regulations, in every intervention. Ways to do this in brief but effective ways, were discussed and practiced.

Enclosed are the Attendance sheets for the first and second group sessions.

Addendum Index

Attendance sheets for the first and second group sessions

This is the Oct. 31, 2004 – March 31, 2005, report and Final Report. If you have any question, do not hesitate in contacting us. Please make a note of the new address, telephone and fax.

Sincerely,



DIANA LÓPEZ-FELICIANO
Law Professor

Enclosures

LEGAL PORTION

ADDENDUM Index

1. *Atlas de Corales de Cabo Rojo, NOAA, Reefscaping, Inc. & C.P.S.A. Inc.*
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