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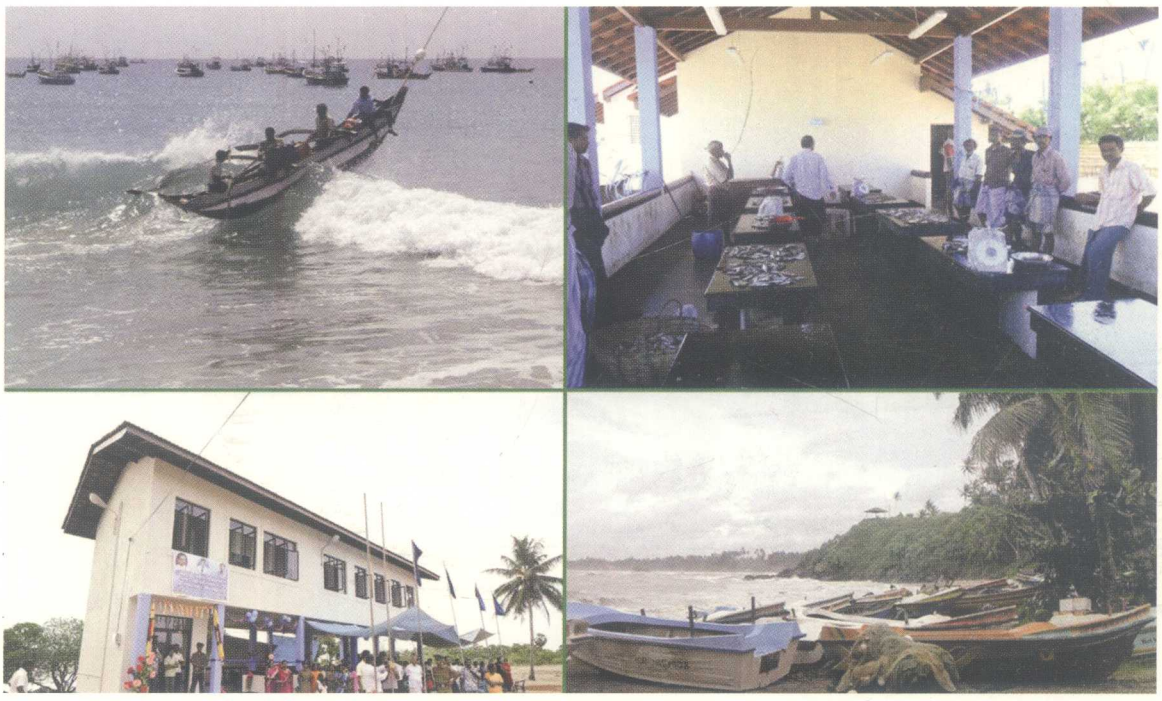
DEVELOPING FISH LANDING CENTRES: EXPERIENCES AND LESSONS FROM SRI LANKA



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DEVELOPING FISH LANDING CENTRES: EXPERIENCES AND LESSONS FROM SRI LANKA

by

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PREPARATION OF THIS DOCUMENT

This Fisheries and Aquaculture Circular traces the experiences of the Restoration and Improvement of Fish Landing Centres with Stakeholder Participation in Management Project (I-FLCP). The project was a partnership between FAO, the Canadian International Development Agency and the Ministry of Fisheries and Aquatic Resources Development. It was implemented from August 2008 until the end of September 2011. The paper documents different aspects of the project work and was prepared by the project's former Chief Technical Adviser with collaborative support from a number of former I-FLCP staff and consultants.

The draft of this paper was reviewed by: Raymon van Anrooy, Fisheries and Aquaculture Officer of the FAO Subregional Office for the Caribbean; Daniela Kalikoski, Fishery Industry Officer of the Fishing Operations and Technology Service; B.N. Krishnamurthy, Independent Consultant, Bangalore, India; Sirra Njai, Programme Officer of the FAO Representation in the Gambia; John Ryder, Fishery Industry Officer of the Trade, Products and Marketing Service; J.A. Sciortino, independent consultant, St. Paul's Bay, Malta; and Venkatesan Venugopal, independent Consultant, Chennai, India.

The following are the credits for the cover photographs: Ampara outrigger landing through surf by Simon Diffey (top left); Mannar FLC fish market by Kusal Dharmarathne (top right); Valachchenai FLC opening by the Ministry of Fisheries and Aquatic Resources Development (bottom left); and Hambantota FLC by Lalith Wijeratne (bottom right).

This publication contributes to the achievement of the following organizational result: the operation of fisheries, including the use of vessels and fishing gear, is made safer, more technically and socio-economically efficient, environmentally friendly and compliant with rules at all levels.

This Circular is accompanied by a CD–ROM containing the following: (1) Questionnaire for profiling fish landing centres; (2) Memorandum of understanding for the management of a fish landing centre; (3) Operations and maintenance manual; (4) Drawings database of fish landing centres; (5) Introductory manual on the sustainable livelihoods approach; (6) Training needs assessment questionnaire; (7) Sample fish landing centre business plan; and (8) monitoring and evaluation master tables.

Diffey, S. 2012.
Developing fish landing centres: Experiences and lessons from Sri Lanka.
FAO Fisheries and Aquaculture Circular No. 1063. Rome, FAO. 88 pp.

ABSTRACT

A significant amount of coastal infrastructure was damaged or destroyed by the December 2004 Indian Ocean tsunami, and the livelihoods of many fisher families were adversely affected. While the reconstruction of the larger harbours and anchorages received priority from the donor community post-tsunami, the rehabilitation of the many landing centres developed at a slower pace.

Post-tsunami, FAO assisted with the preparation of a master plan for fisheries infrastructure rehabilitation and development. As part of this plan, a project was identified to support the longer-term objective of reconstructing and developing the inshore marine fisheries sector. This paper traces the experiences of this project – Restoration and Improvement of Fish Landing Centres with Stakeholder Participation in Management – the goal of which was to improve the livelihoods of fishers and fishing communities in tsunami-affected areas in Sri Lanka. This goal was broadened midway through the project to include postconflict areas in the north of the country following the end of the civil war in Sri Lanka in mid-2009.

This paper documents the experiences and lessons generated by the project, which it is hoped will serve as a source of information and inspiration for further work in the sustainable development of small-scale fishing communities and fish landing centres elsewhere. Attention focuses on the involvement of stakeholders, the practical aspects of the initial profiling and selection process for landing site development, and the importance of capacity development in ensuring sustainability of the project outcome. The methodology of the project with regard to infrastructure development, in particular the planning steps and procedures, the importance of the business planning process and training delivery, is discussed and the role of village-based institutions explored. The paper also provides an opportunity to present the comprehensive monitoring and evaluation process used by the project and introduces the use of a geographic information system as a management tool for the strategic planning of landing site development. The paper concludes with the lessons to be learned and a simple cost–benefit analysis of the infrastructure investment undertaken by the project.

ACKNOWLEDGEMENTS

A project of this technical complexity and wide geographic coverage requires significant inputs and support from a large number of people and institutions, all of whom should be acknowledged for their contribution. Apologies for any that are not named in person.

The author first and foremost wishes to acknowledge the work and dedication of the project staff and a number of national consultants in the implementation of the Restoration and Improvement of Fish Landing Centres with Stakeholder Participation in Management Project (I-FLCP):

- Mr Palitha Muthukude – community participation in fisheries expert;
- Mr Lalith Wijeratne – fish landing site management and institution building expert and the project engineer;
- Mr D. M. Kumarasinghe Bandara – human resources management and training specialist;
- Mr Kusal Dharmarathne – monitoring and evaluation (M&E) and information technology officer;
- Mr Nuwan Shantha – project assistant;
- Ms Fazeena Sharifdeen – finance and administrative assistant;
- Mrs Tharshini Pillai – project secretary;
- Mr Kariyawasam – office assistant;
- Mr Pathiraja, Mr Sunil and Mr Wimalasiri – drivers;
- Mr Claude Fernando – legislation specialist and tripartite review mission consultant;
- Rear Admiral (retired) Terence Sundaram, Mr Chitral Ferenando, Mr Felix Fernando and Mr Prabhath Patabendi – community-based organization development consultants. These consultants prepared all of the business plans for the fish landing centres. Mr Sundaram and Mr Fernando also acted in various other capacities as consultants/trainers on the project.

The author would like to thank and recognize the highly significant contributions made by Mr Chitral Panditha and his team from PROMEC Ltd, appointed as the design and supervision engineer of the project. Without their professional support, flexibility and attention to detail, particularly at the design stage, the project would not have completed construction of the 40 fish landing centres. Thanks also go to the work of the three contractors, in particular to Sanken Lanka, which completed the last and largest of the four works contract on time and to budget.

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The following international consultants provided important and timely support to the project:

- Mr Matthias Grunewald – M&E consultant and trainer;
- Mr Niels Hvam from the Danish Hydraulics Institute – MIKE consultant and trainer;
- Mr Joseph Sciortino – fishing port engineer and trainer;
- Mr Ben Cattermoul and Mr Philip Townsley – sustainable livelihoods approach/sustainable livelihoods enhancement and diversification consultants and trainers;
- Mr Michael Stickley from Halcrow Group Ltd – Shoreline and Near Shoreline Data System (SANDS) consultant and trainer;

The author wishes to acknowledge the insights into the project provided by Professor Roderick L. Stirrat, social development and small-scale fisheries expert, who was engaged by the FAO Office of Evaluation to complete an independent evaluation of the project in August–September 2011.

Dr Susana V. Siar, Fishery Industry Officer, FAO Fisheries and Aquaculture Department, provided invaluable backstopping support; and Mr David Brown, also from the FAO Fisheries and Aquaculture Department, was instrumental in the original design and securing funding and approval of the project.

Special thanks go to Mr Calvin Piggott, Dr Nihal Atapattu and Mr Pierre Heroux from the Canadian International Development Agency, which funded the I-FLCP, and to the FAO Representative, Mr Patrick T. Evans, and his staff in Colombo, who provided administrative support to the project team. Mr Dihan Hettige, Assistant FAO Representative (Administration) deserves special mention.

Various staff too numerous to mention within the Ministry of Fisheries and Aquatic Resources Development (MFARD), Ceylon Fishery Harbours Corporation (CFHC) and Department of Fisheries and Aquatic Resources (DFAR) worked closely with the project team to execute the project. In particular, the author wishes to acknowledge the significant support provided by a large number of district-based Assistant Directors Fisheries, Fisheries Inspectors and Fisheries Resource Management Assistants, who worked closely with project staff and the fishing communities. Their commitment to the project and willingness to mediate on a number of issues when problems arose was instrumental to the success of the project.

Among the senior government officials that the project worked with, the author also wishes to acknowledge the support and guidance provided by: Dr Damita De Zoysa, Secretary, MFARD, and her predecessor, Mr G. Piyasena; Mr. Amitha Abayasiri, the first National Project Coordinator and his successor, Mr Indra Ranasinghe, Director General (Technical), MFARD; Mr N.D. Hettiarachchi, Director General, DFAR; and Mr Amal Senalankadhikara, Chairman, CFHC. Thanks also go to the Minister of Fisheries and Aquatic Resources Development, Dr Rajitha Senaratne, who presided over the opening of most of the fish landing sites.

Finally, this project could not have happened without the interest and commitment of the fishing communities themselves. Many fishers, boat owners, fishing community representatives and members of community-based organizations too numerous to mention across the country deserve a special thanks for their time and patience in guiding the project towards its ultimate objective of stakeholder participation in fish landing centre management.

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CONTRIBUTORS

In addition to the co-authoring of various project reports that formed an invaluable resource base for this paper, former project staff provided various specific contributions and/or factual clarifications during the preparation of this paper, including:

- Mr Palitha Muthukude – strengthening of community-based organizations, the role of rural fisheries organizations and fisheries cooperative societies and participation and how this was operationalized (Chapter 2);
- Mr Lalith Wijeratne – Chapter 3;
- Mr D.M. Kumarasinghe Bandara – training needs assessment and training plan (Chapter 4);
- Mr Kusal Dharmarathne – Chapter 5;
- Mr Nuwan Shantha – preparation of the database in Appendix 5.

The following contributions are acknowledged and referenced as appropriate in each chapter:

- Chapter 2 – Details concerning the role of various government institutions was extracted from an internal report (Banks *et al.*, 2007).
- Chapter 4 – Cattermoul, Townsley and Campbell (2010) prepared a manual and workshop reports that provide much of the basis for the section on the sustainable livelihoods approach.
- Chapter 5 – Mr Matthias Grunewald prepared the monitoring and evaluation (M&E) manual for the project, with support from the project's M&E Officer, Mr Kusal Dharmaratne. Extracts from this manual (Grunewald, 2010) are included in the section on M&E.
- Chapter 5 – Details concerning the development and use of the Google Earth database are directly attributable to a paper prepared by Mr Kusal Dharmarathne (2010).
- Chapter 5 – Technical details concerning the establishment of the Shoreline and Near Shoreline Data System (SANDS) database were extracted from various data and mission reports prepared by Mr Michael Stickley, SANDS Project Manager from Halcrow Group Ltd.

ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADF	Assistant Director of Fisheries
BFC	boat-fisher-catch (units)
BOQ	bill of quantities
CBO	community-based organization
CCD	Coast Conservation Department
CFHC	Ceylon Fishery Harbours Corporation
CIDA	Canadian International Development Agency
Code	Code of Conduct for Responsible Fisheries
CTA	Chief Technical Adviser
DFAR	Department of Fisheries and Aquatic Resources
D&S	design and supervision
EIA	environmental impact assessment
EIS	environmental impact statement
FCCISL	Federation of Chambers of Commerce and Industry of Sri Lanka
FCS	fisheries cooperative society
FI	Fisheries Inspector
FLC	fish landing centre
FRMA	fisheries resource management assistant
FRP	fibreglass reinforced plastic
FSC	fisheries service centre
FTCE	firm (final) total cost estimate
GIS	geographic information system
GMP	good management practice
GPS	Global Positioning System
GSFPC	General Santos Fish Port Complex (in the Philippines)
HRD	human resource development
ICEIDA	Icelandic International Development Agency
ICTAD	Institute for Construction Training and Development
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
I-FLCP	Improvement of Fish Landing Centre Project (an abbreviation of the full project title)
LFA	logical framework analysis
LHI	Lanka Hydraulic Institute
LKR	Sri Lankan rupee
LTTE	Liberation Tigers of Tamil Eelam
MDG	Millennium Development Goal
MFARD	Ministry of Fisheries and Aquatic Resources Development (formerly MFAR)
MIS	management information system
MOU	memorandum of understanding
M&E	monitoring and evaluation
NARA	National Aquatic Resources Research and Development Agency
NGO	non-governmental organization
NIFNE	National Institute of Fisheries and Nautical Engineering
O&M	operation and maintenance
PIU	Project Implementation Unit (of the CFHC)
PMU	project management unit
PRA	participatory rural appraisal
RFO	rural fisheries organization
SANDS	Shoreline and Near Shoreline Data System
SFP	Strengthening Fishery Products Health Conditions Programme (of the European Union)
SLA	sustainable livelihoods approach

SLED	sustainable livelihoods enhancement and diversification
SLIDA	Sri Lanka Institute of Development Administration
SME	small–medium enterprise
SOP	standard operating procedure
SSOP	sanitation standard operating procedure
TCE	total cost estimate
TNA	training needs assessment
TOT	training of trainers
UN	United Nations
UNOPS	United Nations Office for Project Services

Currency equivalents

Currency units used are the Sri Lankan rupee, LKR, and United States dollar, USD.

The official UN operational rate of exchange in May 2009 was USD1.00 = LKR119.

The official UN operational rate of exchange in August 2011 was USD1.00 = LKR109.

EXECUTIVE SUMMARY

The goal of the project, the Restoration and Improvement of Fish Landing Centres with Stakeholder Participation in Management Project (I-FLCP), was to improve the livelihoods of fishers and fishing communities in tsunami-affected areas in Sri Lanka. This goal was broadened midway through the project to include post-conflict areas in the north of the country.

The aim of this document is to share the important experiences and lessons generated by the I-FLCP with regard to the establishment, improvement and/or reconstruction of planned-for self-sustaining fish landing centres. These centres, if developed from the outset with a degree of financial sustainability in mind and if well managed, can function as a focal point for the rational economic development and better management of small-scale fisheries, contributing both to improved livelihoods and responsible fishing practices. The publication provides a consolidated account of key experiences and lessons learned from the I-FLCP. It is hoped that it will serve as a source of information and inspiration for further work in the financially sustainable development of small-scale fisheries infrastructure elsewhere. It draws on an extensive database of project monitoring and evaluation documents and working papers generated in the past three years.

The publication is structured as follows. Chapter 1 provides an introduction to the publication, how it is organized, linkages to other relevant FAO publications, explains the context within which the project was conceptualized and the project objectives, and provides an overview of the I-FLCP sites and key stakeholders. Chapter 2 describes the approach taken in implementing a wide variety of project activities to address the three project outputs. It looks at the involvement of stakeholders in detail and discusses the practical aspects of the initial profiling and selection process for landing site development. The importance of capacity development in ensuring sustainability of the project outcome is also addressed. Chapter 3 discusses the methodology of the project with regard to infrastructure development and in particular it describes the planning steps and procedures. It also refers to a comprehensive portfolio of drawings, bill of quantities and photographs s included as an appendix to illustrate the range of infrastructure developed by the project. Chapter 4 documents the various activities and outputs to support the capacity development of government staff and fishing communities. The training needs assessment process and training implementation are discussed, and the role of rural fisheries organizations and fisheries cooperative societies is explored. Chapter 5 provides an opportunity to present the comprehensive monitoring and evaluation process used by the project, use of the "traffic-light" management system, Google Earth mapping and introduces the use of a geographic information system as a management tool for the strategic planning of landing site development. Chapter 6 presents the lessons to be gained from the project: What works and what does not? Why? What could have been done better and how? The chapter also provides a simple cost–benefit analysis of the fish landing centre development inputs in Sri Lanka.

CONTENTS

1. INTRODUCTION

Why this publication?

The Restoration and Improvement of Fish Landing Centres with Stakeholder Participation in Management Project (I-FLCP) was implemented between August 2008 and September 2011. The project was a partnership between FAO, the Canadian International Development Agency (CIDA) and the Ministry of Fisheries and Aquatic Resources Development (MFARD) of Sri Lanka. Implementation of this project coincided with an important period of change in the modern history of Sri Lanka, with the ending of the 26-year civil war between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) in May 2009.

The remit of this project involved a wide range of both process (capacity development) and output-oriented (infrastructure development and procurement) activities. The project was designed to address fisheries infrastructure strategic planning issues at the central level, at the same time delivering development outputs in the field at fishing community level. In addition, it was logistically a complex project to implement in a relatively short period, with many small works and community development activities located nationwide in 13 of the 15 coastal districts.

As the last national post-tsunami funded fisheries development project in Sri Lanka,[1] and thus benefiting with hindsight from other similar earlier projects (including emergency-funded projects), there are a number of valuable lessons to be gained from documenting this project, for both the benefit of management of the inshore/coastal fisheries in Sri Lanka and small-scale fisheries development further afield. The current project model is already being replicated in part to support further development initiatives in the north of Sri Lanka.

Intended audience

Numerous projects, most usually funded by overseas development aid, have been implemented across the globe to promote the development of small-scale fisheries through the use of fisheries centres[2] in the past 30 years and more. In many countries these centres have an important role to play in supporting and promoting small-scale fisheries; they also often represent a significant investment made by a government in rural coastal fishing communities (particularly in small island nations such as in the Pacific region).

This paper documents the practical experiences and lessons gained from one country only, Sri Lanka, and aims to contribute to and help guide future development initiatives when donor agencies, projects and/or national governments are considering investment in any small-scale fisheries infrastructure or landing sites in general. This document provides an example of what is involved in planning and developing landing sites on a national scale. As such, it is targeted towards development practitioners, senior government officials, fisheries sector planners and government fisheries department staff charged with the responsibility for designing and upgrading fish landing centres (FLCs).

Project context and rationale

As stated by Siar et al. (2011) with reference to fishing harbours, fish landing sites/fish landing centres (FLCs)[3] are similarly important meeting places for artisanal fishers, buyers, traders, government officials (inspectors and extension staff) and those providing services to a fishing community. They are places of encounter between public and private institutions and a point of convergence between

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[1] Another regional project that supports regional fisheries livelihoods, including in Sri Lanka, remains ongoing until 2013.

[2] Labelled variously in different countries or by location/size as a fish landing centre, fish landing site, fisheries service centre (FSC), community fisheries centre, fisheries station, fisheries base and rural fisheries service centre (Gillett, 2010).

[3] The terms "fish landing site" and "fish landing centre" are considered interchangeable. For the sake of consistency, the latter is used throughout this paper.

production and trade; as such, they offer potential for the localized promotion of responsible fisheries, the reduction of waste and improvement of fish quality.

The overall scope of, and rationale for, the I-FLCP was to assist the efforts of the Government of Sri Lanka to revive the tsunami-affected (and subsequently postconflict) coastal economy, at the same time building back better livelihoods and helping to reduce resource waste, and, in so doing, reduce pressure on the coastal resources. The project scope combined the need to construct appropriate infrastructure with the more complex task of ensuring the sustainable management and maintenance of this infrastructure. Stakeholder participation was a vital input to ensuring this sustainability.

Project context – post-tsunami

The Indian Ocean tsunami struck on the morning of 26 December 2004 causing widespread destruction and killing about 31 000 people in Sri Lanka, including 4 870 fishers. A significant amount of coastal infrastructure, including FLCs, anchorages and harbours, was damaged or destroyed. While the reconstruction of the larger harbours and anchorages received donor priority post-tsunami, the rehabilitation of the many smaller FLCs has developed at a slower pace.

In addition to the destruction or damage of many of the FLCs adversely affecting fishers' livelihoods, the tsunami also resulted in large numbers of fishers being relocated further inland. This made it necessary to make arrangements to ensure the security and safety of their equipment and gear. The context within which the project was conceptualized and implemented is discussed further in Chapter 2. The project was conceived in 2006, designed in mid-2007 and became operational in August 2008.

Project context – postconflict

The 26-year civil war between the Government of Sri Lanka and the LTTE seriously disrupted the lives and the economic development of the entire country. The impact was most severe in the northern and eastern provinces, which account for about 60 percent of the nation's coastline, as these were the battlefronts of the war and as such were dislocated from national economic development for many years. By the time the conflict ended in mid-May 2009, more than 300 000 people were located in camps for internally displaced persons (IDPs) or with host families in the north. In 2010, almost 90 percent of these IDPs were released from the camps and returned to their homelands. Reports indicate that fewer than 3 000 IDPs remain in the camps (Sri Lankan Army, personal communication, July 2011).

Subsequent to the end of the civil war in May 2009, FAO completed a needs assessment and prepared a recovery and rehabilitation programme for the agriculture (including fisheries) sector in conflict-affected areas of northern Sri Lanka (FAO, 2009). The results from this appraisal encouraged the project to discuss options with the MFARD for supporting FLC development in the north. Following delays related to the presidential and national elections in early 2010, an initial needs assessment was completed in June 2010 and approval to proceed with investment in the north granted in August 2010. The postconflict recovery problems faced by coastal fishing communities in the north included:

- long-term internal displacement of fishing communities plus frequent military conflict along the coastal communities;
- damage and loss of boats, outboard engines and fishing gear;
- damage to fisheries infrastructure (fish auction sheds, feeder roads, community centres, net mending centres, engine storage sites and ice plants);
- a loss of the skills base in fish processing among fisherwomen, and damaged processing equipment;
- non-functional fisheries community organizations (that had previously been well-organized) owing to the dislocation of community leaders and members;
- inequitable distribution of tsunami-recovery resources to communities in the north;
- lack of access to fishing owing to time and area restrictions imposed by the security situation;

- lack of capacity of traditional craft-making boatyards and a lack of the introduction of new fishing boats, gear and technologies;
- lack of processing, storage and marketing facilities such as ice plants, drying racks and refrigerated stores and vans;
- lack of opportunities to participate in the Government's Ten-Year Fisheries Development Plan (2007 to 2016);
- limited inland and brackish-water fisheries as a result of damage to irrigation tanks and saltwater exclusion bunds, loss of canoes and fishing gear and a cultural preference for sea fish in the diet.

Project context and the development priorities of Sri Lanka

The context for the project was developed in line with the Ten Year Development Policy Framework of the Fisheries and Aquatic Resources Sector 2007–2016 (MFAR, 2007). This key policy document articulates the following mission for the sector: directing the utilization of fisheries and aquatic resources for the benefit of the current and future generations. The policy objectives of the then Ministry of Fisheries and Aquatic Resources (MFAR, now MFARD) in this framework were stated as:

- to improve the nutritional status and food security of the people by increasing national fish production;
- to minimize post-harvest losses and improve quality and safety of fish products to acceptable standards;
- to increase employment opportunities in fisheries and related industries and improve the socio-economic status of the fisher community;
- to increase foreign exchange earnings from fish products;
- to conserve the coastal and aquatic environment.

The project was also reportedly (FAO, 2008) expected to deliver on addressing several of the Millennium Development Goals (MDGs) through direct and indirect support to the small-scale fisheries sector and livelihoods of the fishing communities. In particular, reference is made to Goal 1 (eradicate extreme poverty and hunger); Goal 2 (achieve universal primary education); Goal 3 (promote gender equality and empower women); and Goal 7 (ensure environmental sustainability).

In 2010, the MFARD set out five ambitious objectives for the fisheries and aquaculture sector to be achieved by 2013:

- increased per capita fish consumption, from 11.4 kg (in 2009) to 21.9 kg per capita;
- increased local fish production (landings), from 339 730 tonnes (2009) to 685 690 tonnes;
- increased price competiveness by promoting marketing of fish – Ceylon Fisheries Corporation market share of 1.0 percent (2009) to be increased to 10 percent;
- social development of fishing communities through fisheries development;
- sustainable management of fisheries through use of new techniques and in line with international conventions (Law of the Sea).

Goal, outcome and objectives of the project

The goal (long-term impact) of the I-FLCP was to improve the livelihoods of fishers and fishing communities in tsunami-affected areas. This goal was extended midway through the project life cycle to include postconflict (and to some extent post-tsunami) areas in the north of the country.

The proposed outcome of the I-FLCP was that rehabilitated FLCs are functioning and self-sustaining as a result of stakeholder participation in management. The specific outputs (components) of the project to achieve this outcome were:

- the capacity of Ceylon Fishery Harbours Corporation (CFHC) strengthened to coordinate landing site rehabilitation and management;