

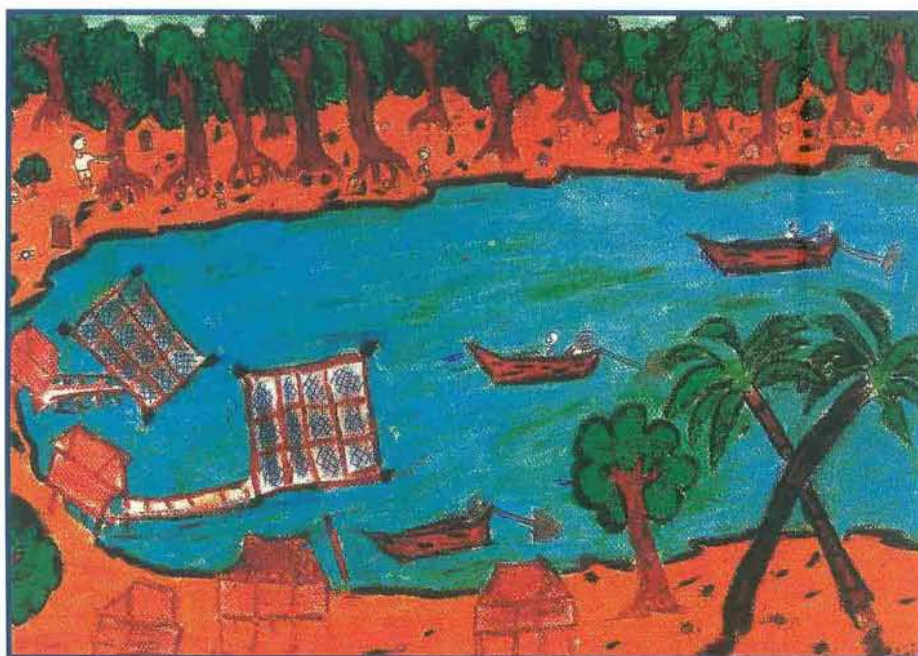
No. 40

March 2005

SAMUDRA

REPORT

INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



INDIAN OCEAN TSUNAMI

DISASTER MANAGEMENT IN JAPAN AND MEXICO

THE MEDAN DECLARATION

SANTA CLARA LATIN AMERICA WORKSHOP

THE ROME DECLARATION

NEWS ROUND-UP

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Comment

A holistic and coherent strategy

With at least 300,000 people from 11 countries in the Indian Ocean region dead, or still missing and presumed dead, the tsunami of 26 December 2004 counts as among the worst natural disasters in recent history. Apart from the loss of life, damages to houses, fishing vessels, agriculture lands, equipment and infrastructure, have been high, estimated to exceed US\$ 13.5 bn. Coastal fishing communities, among the most vulnerable sections of society, were particularly affected. The Food and Agriculture Organization of the United Nations (FAO) estimates that a quarter of all fatalities were from fishing communities.

The local, national and international responses to the disaster have been tremendous. Particularly heartening has been the massive mobilization of local and in-country resources and volunteers in the post-tsunami period, especially in the relief phase. Aid and promises for further aid have also come from the international community. It is to be hoped that these promises are kept.

It is as important that the aid received be channeled in ways that actually improve the quality of life of the affected communities in the long term. Declarations and statements that have come out of regional and international processes involving peasant and fishworker organizations and NGOs in the post-tsunami phase, lay out key principles and strategies for rehabilitation of fisheries and agriculture-based livelihoods (see pages 54 and 70). At a very fundamental level, the participation of affected communities, particularly of vulnerable groups among them, in the design and implementation of rehabilitation initiatives, must be ensured.

From a fisheries perspective, it would be imperative to ensure that rehabilitation initiatives do not lead to an overall increase in fishing capacity. This continues to be a real danger, especially where co-ordination of aid is weak, and where there are no clear policy frameworks for delivery of aid. Well-intentioned aid may just end up increasing the vulnerability of livelihoods in the long term.

The matter of replacing damaged fishing units should also be approached with caution, particularly where their operations were leading to social conflicts and overfishing in the pre-tsunami period. In many cases, the operations of such vessels were economically unviable, to begin with. At a recent workshop (see page 82), trawler owners in Nagapattinam, India, said that, with adequate compensation, they would opt for alternative employment. Rehabilitation packages must provide such flexibility and move away from an emphasis on replacing like with like.

The proposed transfer of fishing vessels from the European Union (EU) to the tsunami-affected countries also needs to be critically considered in this light. Apart from the problems of overcapacity that such transfers could lead to, they would also hinder the utilization of local boatbuilding yards, denying local people an important source of employment. The transfer of vessels using public monies can, in theory at least, be monitored and controlled. But more disturbing are similarly well-intentioned, but equally misguided private transfer arrangements. Such is the case of the *Simon-Kghian*. This decommissioned 'semi- industrial' trawler, used to transport donated equipment and other gifts by the Lorient-based French NGO 'Les Amis de Ceylan', is to be donated to the Sri Lankan Navy, which will use it as a patrol vessel. An increase in private transfer arrangements of this sort can be highly problematic.

Rehabilitation of tsunami-affected fisheries is not meant to help the fishing industry limp back to the pre-tsunami days, especially in countries that have overcapacity and overfishing as recognized issues in their fisheries. Rehabilitation packages should attempt to revamp the fisheries of affected countries to best serve internationally accepted goals of sustainable and equitable development as well as conservation of fish habitats at the local, national and regional levels. This, however, cannot be achieved in tsunami-hit countries without simultaneously looking at fisheries issues in both tsunami-affected and non-affected areas. Attention should be paid to move away from a piecemeal rehabilitation approach to a holistic and coherent programme of action for fisheries development and management that contributes to the largest common good.

Building the new Aceh

The following is a framework for the recovery and reconstruction of tsunami-hit Aceh and North Sumatra in Indonesia

On 26 December 2004, an earthquake and tsunami—the world’s worst natural disaster in living memory—struck the Indian Ocean region, killing more than 150,000 people, making almost a million homeless, and sending a wave of shock, an outpouring of sympathy and offers of assistance from across the globe. Indonesia bore the worst brunt of the disaster, concentrated in the provinces of Aceh and North Sumatra. With more than 115,000 people dead and 20 per cent of the Acehnese population homeless, no family in the region is untouched by the disaster. Hundreds of communities have been washed away. Local governments have collapsed. In many cities and villages, the tsunami painted a line of destruction across the landscape. On one side of the line, nearly all the infrastructure must be rebuilt or rehabilitated. But the wounds on the other side are devastating as well, as the people of Aceh and North Sumatra have been severely traumatized by the scale of the tragedy. Rebuilding the region will require far more than rebuilding roads and bridges; it will entail reviving lives and livelihoods and resurrecting entire communities.

The first priority has been to provide immediate humanitarian relief to ease the suffering of those who survived and restore their basic needs. But as needs shift from immediate relief to longer term recovery, a coherent, credible and comprehensive strategy is needed that addresses the considerable challenges raised by the scale and scope of the disaster.

This report provides recommendations based on international experience for the development of a reconstruction strategy for Aceh and North Sumatra. It offers a set of broad lessons and principles for

designing and managing the reconstruction efforts. It also brings together a series of sectoral notes that make recommendations on core principles, areas of short- and medium-term interventions, and examples on how to carry them out. But this is only a first step in building a credible and effective strategy which will require the full participation of the people from the affected communities. Only these people, who have suffered so much, can define their needs and determine the priorities for rebuilding their communities.

Indonesia’s leaders have already expressed a broad vision for a National Recovery and Reconstruction Strategy. The six key principles outlined by the government include: a people-centered and participative process, where the administration listens to and understands the feelings and aspirations of the people; a holistic approach to rebuilding based on a comprehensive strategy; effective co-ordination for consistency and effectiveness among sectoral and regional programmes at national and local levels; drawing a distinction between rehabilitation—achieving minimum standards—and reconstruction, with a clear strategy for each; focusing on services and institutions rather than projects; and incorporating fiscal transparency and effective monitoring into the rehabilitation and reconstruction programmes.

Recovery costs

The recovery plan needs to be effective in co-ordinating the stakeholders of the recovery process. Given the scale and scope of the disaster, recovery and reconstruction efforts will involve nearly all of the key ministries and State agencies, working across all levels of

Ninety days on...

It is now 90 days since the devastating Indian Ocean tsunami of 26 December 2004, which lasted barely 30 minutes but killed at least 182,000 people in 11 countries in the Indian Ocean as far apart as Indonesia and Somalia. (In all, 15 countries were affected, namely, Bangladesh, India, Indonesia, Kenya, Madagascar, Malaysia, Maldives, Myanmar, Seychelles, Somalia, South Africa, Sri Lanka, Tanzania, Thailand and Yemen.)

Another 130,000 people are still missing and are presumed dead. Seventy-eight per cent of the dead and missing are from the Aceh province of Indonesia, which was close to the epicentre of the earthquake. In human terms, the tsunami was one of the worst natural disasters on record.

Close to a million people were also rendered homeless in Indonesia and Sri Lanka. While Indonesia lost the largest number of people, Maldives had the heaviest economic loss. In the Indian Ocean region, Sri Lanka accounted for the largest number of deaths of those from the fishing community—about 20,000, mostly in the northeast.

In India, 10,779 people were killed and 5,600 people are still missing, presumably dead, thus making it the worst human tragedy the country has seen in recent times, even far worse—in terms of deaths — than the 1999 Orissa

“super” cyclone and the 2001 Gujarat earthquake. Almost all deaths occurred to people living on the shore. A significant percentage of the dead were women and children. In Karikal, Pondicherry, for example, of the 470 people who lost their lives, nearly half were children below 16 years, and 34 per cent were women.

The economic impact of the tsunami has been particularly severe on the island economies of Maldives and Sri Lanka and, according to World Bank/Asian Development Bank(ADB)/United Nations Development Programme (UNDP) reports, their reconstruction costs will be the highest. The losses amount to US\$4.8 bn for Maldives, US\$4.5 bn for Indonesia, US\$2.2 bn for India and US\$1 bn each for Sri Lanka and Thailand. Thus, the total economic loss to the Indian Ocean region from the tsunami exceeds US\$13.5 bn.

The reconstruction costs for Maldives are expected to be equivalent to two years’ of the country’s gross domestic product (GDP), and for Sri Lanka, about 4.4 per cent of the GDP.

For bigger economies such as Indonesia, India and Thailand, however, the reconstruction cost, as a percentage of GDP, is negligible. It is expected to take years before normal life can be resumed in the coastal areas of all these countries.

government—central, provincial, *kabupaten*, *kecamatan* and *desa*. Moreover, the unprecedented outpouring of domestic and international support for the reconstruction phase has brought literally hundreds of local and international non-governmental organizations (NGOs), private sector actors, official donor agencies, and multilateral institutions to the affected regions and Jakarta to provide generous assistance, often on the basis of their own internal standards and guidelines. The challenge will be to translate these resources into results on the ground and to co-ordinate this multitude of actors around a common vision for the recovery of the people in Aceh and North Sumatra.

The reconstruction of the tsunami-affected areas will take place in a challenging environment. First, the

disaster struck an area of Indonesia already affected by ongoing conflict. To help foster a sustainable peace, the recovery programme can contribute through explicit efforts to improve governance and avoid replanting the seeds which helped to generate conflict. A conflict-sensitive approach will need to pay particular attention to equitable targeting of geographical areas and beneficiaries, the composition of reconstituted administrative and co-ordinating structures, and transparency in decision-making and financial flows.

Scale of loss

Second, the scale of human losses and population displacement has radically affected the composition of communities in many locations. Rebuilding local infrastructure in the most severely

According to the UN Office for the Co-ordination of Humanitarian Affairs (OCHA), as of 24 March 2005, US\$6.41 bn has been pledged for tsunami relief and rehabilitation by 92 member States of the UN and private agencies such as Oxfam and Medicins sans Frontiers. However, OCHA says that only US\$0.83 bn has been paid up so far.

The UN also issued a flash appeal for funds to the tune of US\$1 bn, of which 84 per cent has so far been raised. The countries that have pledged aid also include poor countries like Bangladesh, Timor, Nepal and Mali. However, in an interview with the BBC on 17 March 2005, Laxman Kadirgamar, Sri Lanka's Foreign Minister, said, "Not a penny has come through yet. We are doing the relief work with our government's money. Sri Lanka is still waiting for the money pledged by the donors." There is still a shortfall of nearly US\$6 bn in the total amount promised for rebuilding the affected countries.

While in Sri Lanka, India and Indonesia, the fishing industry was worst hit, the tourism industry was the worst affected in countries like Thailand and Maldives. However, the tourism industry losses were somewhat mitigated by insurance cover. The entire fishers' population of Maldives — about 15,000 — was affected by the tsunami. The largest number of fishermen victims in the Indian Ocean region was reported in India (about 170,000), followed by Sri Lanka (150,000) and Indonesia (130,000).

According to a joint ADB/World Bank/UNDP report, 65 per cent of the fishing fleet of Sri Lanka was destroyed by the tsunami. The estimated cost of replacement and repair is US\$76 mn. In India, though losses to the fishing industry were high in the affected regions, they were low at the national level. A recent World Bank study estimates the losses to the Indian fishing industry to be US\$230 mn.

The fishing industry in the Maldives contributes to over 9 per cent of the country's GDP, among the highest percentage share in the world. The losses to the fishing industry as a result of the tsunami are estimated to be US\$25 mn. Except in India, in all the affected countries, damage and losses to housing exceed those to the fishing industry.

Maldives seems to be the only country that has employed an economic instrument to help the fishing industry in the aftermath of the tsunami. According to the World Bank assessment report, the Ministry of Fisheries, Agriculture and Marine Resources (MFAMR) and the Maldives Industrial Fishers' Company (MIFCO) agreed to raise the purchase price of pole-and-line skipjack tuna in all fishery zones of the country. As a result, the fish production in the hardest-hit central atolls showed a significant immediate recovery.

—This piece is by Sebastian Mathew
(icsf@icsf.net), Programme Adviser, ICSF

affected areas will need to await a process of consultation with remaining community members on the timing and choice of destination for their return and reintegration. Land disputes may be a risk in some areas. Many communities have been widely dispersed in the aftermath of the disaster, and local leadership may have been lost—complicating the consultation process. Even in the areas which were not directly affected, the composition of some communities has been radically altered by the influx of internally displaced persons, not all of whom will necessarily choose to return to their communities of origin. These changes to community composition, identities and structures have the potential to cause social tensions unless they are sensitively managed, and sufficient time is allowed for careful consultation with communities.

Third, the provincial recovery process will take place in the context of a relatively new decentralization process. Due to the virtual collapse of the provincial administration and several district and local administration structures, it will be difficult in the short term for provincial institutions to fully contribute to the recovery effort. This will require over time a strong and rapid programme of capacity building to the provincial administration and district and local governments in the affected areas. NGOs and donor agencies need to avoid undermining local institution-building by paying high salaries to local staff or bypassing government co-ordination and decision-making mechanisms.

Unprecedented

Fourth, the unprecedented outpouring of generosity from private citizens around

the world is already drawing a large number of NGOs, agencies and institutions into the tsunami-affected areas.

Co-ordination is always a challenge in complex emergencies: in this case, the task will be complicated by the large number of actors involved and the volume of funds transferred, not only off-budget but outside official development assistance flows. Government efforts to establish a unified planning and budgetary framework and effective information and co-ordination structures will need to be respected by all the international actors engaged.

The recovery strategy needs to find a balance between responding rapidly and broad participation. People need to get back to work, get money in their pockets and put their children back in school.

Some of these programmes, supported by the government and the United Nations, have already started. At the same time, the people will need time to determine where and how to rebuild their homes and businesses.

And whole communities will need time to rethink the design of their towns and villages and rebuild their healthcare and school systems. Programmes to address immediate reconstruction needs, while planning for longer-term reconstruction,

need to be carried out in tandem. Finding the right balance, building on a needs assessments and specific sector strategies, will be crucial for the success and sustainability of the recovery process.

Some programmes can, and should, be implemented immediately. These include support for those with trauma, labor-intensive work programmes, and getting children back to school. Large infrastructure rehabilitation could also start immediately, particularly with respect to telecommunications, electricity, ports and airports. These sectors are dominated by State-owned enterprises, and consultation with the affected population and the private sector should support the most cost-effective rehabilitation.

For longer-term participation in the planning process, it is necessary to reconstitute communities through restoring community organizations. This will require extending those networks of community-based organizations that are still functioning in the affected areas. It will also require working within the temporary shelters of displaced persons to try to preserve and restore community ties.

Local services

Re-establishing local governments to provide core local services should be among the highest priorities. The Aceh

and North Sumatra public administration, justice and security systems have been paralyzed. In Aceh, two-thirds of the local governments are not yet operational and it will take time for effective participation through local elections and fully functioning institutions to be re-established. In the interim, significant assistance from national ministries and agencies from Jakarta will be crucial to quickly restore services, but such arrangements should have clear 'sunset' provisions and transition strategies to move back to local control over provision of public services as soon as possible.

A successful recovery strategy should have five basic goals:

- to restore people's lives—clean water to drink, roads to take their children to clinics, roofs over their head, a source of income to support their families.
- to restore the economy—jobs, markets for people to sell and buy daily necessities, banks that lend to small-scale enterprises.
- to rebuild communities to give them social stability, a sense of orientation and local solidarity.
- to restore the system of local governance—local governments that represent people's aspirations and guide development towards that goal.
- to re-establish the province as politically stable and economically vibrant, a growth pole of Indonesia that attracts investment from the whole region and is resilient and protected against new disasters . 3

This excerpt is from the report prepared by BAPPENAS, Indonesia's National Planning Development Agency, and the international donor community

An enabling environment

The recent meeting of the Committee on Fisheries saw lengthy and lively discussions

The 26th session of the Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO) was held from 7 to 11 March 2005 at Rome. Delegates from Member States, as well as observers from the United Nations (UN), UN bodies and specialized agencies, regional fishery bodies, other international organizations, and international non-governmental organizations (NGOs) attended.

The 8th Item on the Agenda was Enabling Responsible Small-scale Fisheries through the Creation of a Supportive Environment.

The background document provided by FAO argued that only through the creation of an enabling environment can small-scale fisheries fulfill its potential to contribute to reaching the important goals of poverty alleviation and food security as stipulated in the World Food Summit and the Millennium Declaration.

It highlighted a number of strategies that can be employed to facilitate small-scale fisheries operations, including changes to fisheries policy and legislation, improving non-fisheries policy and legislative environment, tailoring fisheries management regimes, facilitating financial arrangements, improving information, developing human capacity and making markets work for small-scale fishers.

COFI was invited to review the paper and provide guidance to Member Nations, FAO and other agencies and international organizations on strategies that might ensure an enabling environment for small-scale fisheries.

COFI was also invited to consider whether an amendment would be needed to the

FAO Code of Conduct for Responsible Fisheries to include an article on small-scale fisheries.

During the lengthy and lively discussions and debate on this agenda item, several Member States strongly supported the amendment of the Code to include an article on small-scale fisheries, or the inclusion of an annexure to the Code on small-scale fisheries. Thailand, Canada, the Philippines, Papua New Guinea, Afghanistan, Mauritania, St. Lucia, Japan, Grenada, Indonesia, Sudan, Libya and Oman supported an amendment of the Code. The Philippines pointed out that, despite the importance of small-scale fisheries, only two articles in the Code address small-scale fisheries.

Mauritania stressed that the Code should not be seen as set in stone, and should be amendable to take into account changing realities. Yemen also stressed that the Code, rather than being considered sacred, should be seen as 'updatable', and that options, such as including an annexure to the Code on small-scale fisheries, could be considered.

On the other hand, the European Commission, while supporting the technical guidelines under the Code on increasing the contribution of small-scale fisheries to food security and poverty alleviation, expressed reservations about the need for re-opening the Code itself for discussion. Brazil said that it did not support an amendment to the Code, and preferred instead, the adoption of other strategies to provide an enabling framework for the development of small-scale fisheries.

Technical guidelines

The United States (US), while welcoming the document on this agenda item and

many of the strategies outlined therein, said it did not support an amendment to the Code. The US delegate stressed that the technical guidelines that have been developed under the Code are a better option.

Further, the US delegate noted, amending the Code may lead the way towards reopening other articles of the Code. Senegal said that while it supported the conclusion of the document, it did not consider it necessary to amend the Code. The focus, instead, should be on more practical work in support of small-scale fisheries.

The Bay of Bengal Programme Inter-Governmental Organization, stressing the importance of the small-scale sector, proposed the setting up of a Sub-committee on Small-scale Fisheries. The International Collective in Support of Fishworkers (ICSF) extended support to the position of several Member States favouring an amendment, or the addition of an annexure, to the Code on small-scale fisheries.

Referring to the background document, India, Zimbabwe and Mauritania stressed the importance of including inland fisheries within the scope of the guidelines, given the importance of this sub-sector in meeting food security needs, and the unique sets of issues facing it.

Norway said that some aspects would need to be developed further in the documentation prepared by the Secretariat. There was a need to elaborate more the development dilemmas that may be faced by policymakers. Small-scale fisheries, for example, fulfils an important 'safety valve' function for the poor.

However, open access to the resource also leads to depletion, and it is essential that the FAO guidelines address clearly this issue and bring out the choices that will need to be made. Norway also stressed the need to strike a balance between utilization and conservation.

Grenada said that more attention needs to be given to safety issues, as well as to economic and technological issues. The importance of safety at sea and of the need for reducing loss of life at sea was also stressed by Canada, as was the importance of promoting South-South transfer of technology.

Referring to the recommendation on the better utilization of by-catch from industrial fisheries in the document, Canada cautioned that this should not disrupt the market for the catch from small-scale fisheries.

Fisherfolk organizations

Gabon said that more attention was needed towards developing

organizations of fisherfolk. At the same time, specific financing mechanisms were also required. Ghana highlighted the importance of focusing on children in fishing communities. Thailand said that it was important to pay attention to factors such as high oil prices that affected livelihoods in small-scale fisheries.

St. Lucia highlighted the need for an internationally accepted definition of small-scale fisheries. Uganda pointed out that it may not be possible to objectively decide what is small-scale fisheries. Over time, will the small-scale sector still be considered small-scale?

Uganda also drew attention to the high levels of vulnerability and risk in the sector due to the spread of HIV/AIDS. It was pointed out that the labour force was being affected by HIV/AIDS, which, in turn, affected the transmission of traditional knowledge to the next generation, so essential for improving resource management.

Uganda further pointed out the problems arising from the fact that fishers are not well organized in a context where market forces (on the demand side) are increasingly organized.

Several States highlighted the initiatives they have taken to support the small-scale fisheries sector. The Philippines described its efforts to support decentralized community-based resources management through support for local government units (LGUs) and the establishment of fisheries and aquatic resources management committees (FARMCs). It was pointed out that these efforts have helped reduce poverty and increase food security.

Papua New Guinea outlined several measures adopted in support of small-scale fisheries such as the reform of domestic fisheries legislation, the involvement of small-scale fishers in decisionmaking, and the encouragement given to promoting partnerships between commercial and small-scale fisheries.

Mauritius highlighted some of its recent measures to support small-scale fisheries, such as setting up a special credit line for small-scale fisheries, setting up a special training school for fishers, and so on.

Chile described initiatives such as the establishment of a fund for promoting small-scale fisheries, the emphasis on a gender approach in fisheries, establishment of management areas, catch quotas for small-scale fishers for demersal and coastal species, special credit line for small-scale fisheries, and support for new markets for catch from small-scale fisheries. Guatemala highlighted the provision of credit for the small-scale fisheries sector.

Peru pointed out that its national strategy for poverty reduction also had a focus on the small-scale fisheries sector. Measures to support small-scale fisheries include the demarcation of a five-mile inshore zone reserved exclusively for artisanal and small-scale fisheries.

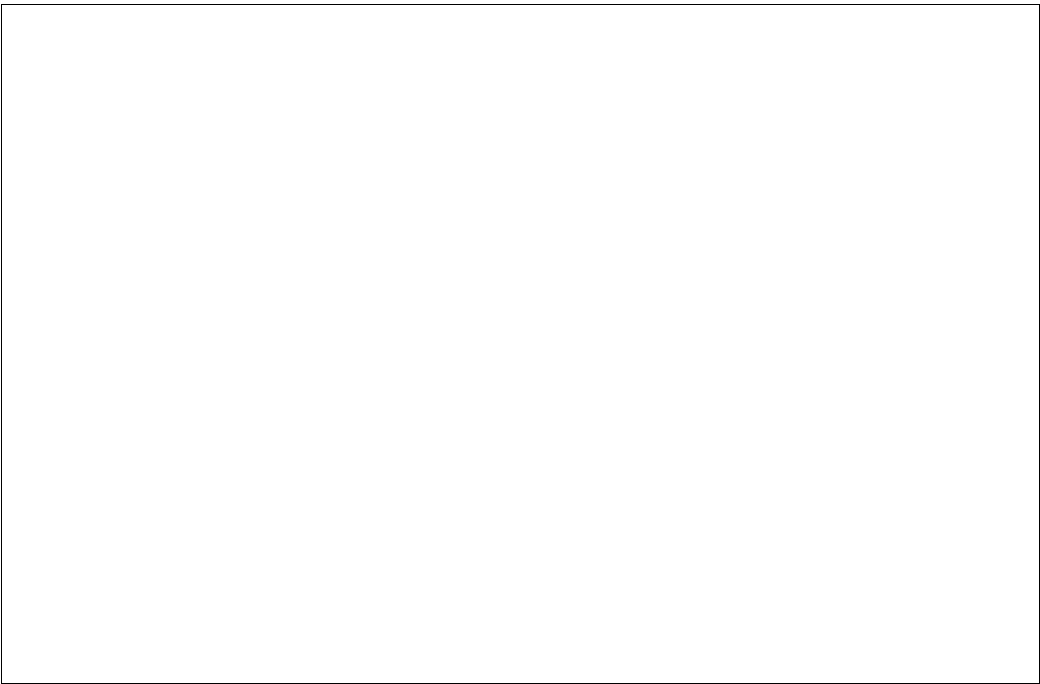
Recognizing the important role of women in the fisheries sector, particularly in the post-harvest sector, Brazil mentioned a recent meeting organized on gender and equity in the fisheries sector. Brazil also stressed the importance of preferential access rights for small-scale fishers, and referred to the extractive marine reserves being set up by the government, where such rights were protected.

Ghana spoke of some of its initiatives to support the small-scale fisheries sector, such as the formation of beach management committees and the representation of small-scale fishers in the fishers' commission.

Guinea Conakry mentioned the encouragement and support for community-based monitoring and surveillance. In some communities, fishers are monitoring the adjacent inshore waters to ensure that no trawling takes place there. Guinea Conakry stressed that these efforts need to be extended to other communities and areas as well. Two documentaries on this initiative have been prepared as well.

Support given

Several west African States spoke positively of the projects of the United Kingdom's Department for International Development (DFID) that support the small-scale fisheries sector. Ivory Coast mentioned the support being given by the International Fund for Agricultural



Development (IFAD) to the small-scale fisheries sector, while Gambia spoke of the support that has come from the European Union (EU) and Japan.

The high degree of participation from Member States in the discussion on this Agenda Item was a clear indication of the importance now accorded to small-scale fisheries, which was reiterated by calls for an enabling environment to support the sector.



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Platform for collaboration

These are policy recommendation for the rehabilitation of small-scale fishing communities along the Andaman coast of southern Thailand after the tsunami

The earthquake that occurred near Sumatra island in Indonesia on 26 December 2004 resulted in tsunami that hit the Andaman coast of southern Thailand. The tsunami greatly devastated the lives, property and infrastructure of coastal communities, along with coastal resources in six provinces, namely, Krabi, Phang Nga, Satun, Phuket, Trang and Ranong.

Among the hardest hit groups are the small-scale fisherfolk who have resided in the coastal areas for many years, and have traditionally sustained their livelihoods through small-scale fishing activities. Based on the information collected on 13 January 2005 by the Fishery Development and Extension Office that functions as a co-ordinating unit for relief initiatives for marine and fishery-related areas, the tsunami resulted in 5,315 large-scale and small-scale fishing vessels being damaged. With regard to the large-scale vessels (more than 10 m in length), Phuket, Ranong, Phang Nga and Krabi have suffered the most among the six provinces. The total number of large-scale vessels damaged is 1,337. Likewise, 3,978 small-scale fishing boats (less than 10 m in length) have also been damaged. The greatest damage to small-scale fishing boats was reported from Krabi, Phang Nga and Trang Provinces.

The extent of destruction of fishing gear has also been phenomenal. To date, 49,548 pieces of fishing gear have been destroyed, along with a large amount of aquaculture equipment (such as floating cages), fish ponds and fish nursery areas. The overall destruction has so far led to a widespread setback of the community's livelihoods across the six provinces.

With regard to loss of life amongst the small-scale fisherfolk, the rapid survey

and most recently updated data from the Coalition Network for Andaman Coastal Community Support reveals that, out of the 418 fishing villages located along the Andaman coast, 186 villages have been affected. Data collected on 15 January 2005 revealed 662 deaths and 1,016 missing persons. (This does not cover Ban Nam Kem, Kao Lak and Phi Phi Island, where search activities are still going on. A preliminary survey reveals that at least 4,900 people have been killed, while 6,000 people remain missing.)

In all, 2,205 houses have been destroyed, along with 2,519 fishing vessels and a large amount of fishing gear like fish cages, crab nets and traps and shrimp nets.

The majority of the population along the Andaman coast are small-scale fisherfolk, mainly Muslims, followed by Buddhists, the Mokens and the *U-rak-ra-woy*. The two last groups are also known as sea gypsies. These fisherfolk are closely linked to the sea through their fishing activities. Some also take up supplementary livelihood activities such as farming.

Severely damaged

Thirty communities were severely damaged by the tsunami. These include Ban Bangben, Ban Ow Koey, Ban Nanok, Ban Talaynok, Ban Tobnua, Ban Pekampuan, in Ranong Province; four communities in Koh Ra Island and Koh Phra Thong Island; and four villages in Kokhao Island, Ban Pak Triam, Ban Nam Khem and two villages at the Pakarang Cape and some communities in Tab Lamu, Pang Nga Province, three Moken and U-rak-ra-woy communities at Rawai, Sapam and Siray in Phuket Province, two U-rak-ra-woy communities in Phi Phi Island, and Ban Sangka-oo and Ban Hualaem in Lanta Island, Krabi Province, Ban Kohmook in Trang Province, Ban

Borjedlook and two other villages in Sarai Island in Satun Province.

After the tsunami, a lot of aid was given to the affected communities, mainly from the government, the private sector and public organizations that came to the affected areas to provide immediate relief and initiate long-term rehabilitation plans. Nonetheless, the aid programmes and a number of policies followed by these different groups lacked a holistic or integrated approach. Each organization executed its own plan, without co-ordinating with other agencies. This resulted in duplication and other problems.

Relief assistance in the temporary camps lacked a clear co-ordinating structure that could allow for appropriate and rapid decisionmaking. Due to the lack of needs assessments, the number of houses built did not match the actual numbers of people who needed housing. Furthermore, the temporary shelters were built without consultation, based on orders from Bangkok, and did not correspond to the actual needs of the victims.

For instance, in Ban Huai Lam Klang, on Lanta Island, where the majority are Muslims, shelters were built on the premises of a Buddhist temple, when the existing school could have been used as a temporary shelter. The Muslim community, therefore, could not live there, which meant that the money and effort were wasted.

Since the assistance was aimed to fulfill immediate needs, many of the initiatives were conducted rapidly, without considering the importance of supporting existing community systems and ensuring community participation, as well as with little consideration for environmental and social aspects. This lack of people-centred and environmental concerns will create additional problems.

Food assistance for the affected people was implemented in a chaotic manner, and the affected people were excluded from sharing management responsibilities. Consequently, there

were problems of unequal distribution of food. Also, food aid often contradicted local cultural norms. Many of the victims were Muslim, so the distribution of non-*halal* tinned food caused unnecessary distress.

The government policy on relocating fishing communities away from the sea has not been well received by the affected fishing communities, as it would require them to completely change their way of life. The fishing communities wish to live near the sea, along the coast or canals, because they need to look after their boats and fishing gear. When ashore, the boats must be within sight of the owners, especially during storms. This requirement is strongly embedded into the traditions of the small-scale fisherfolk.

The loss and damage of fishing gear has rendered the small-scale fisherfolk unemployed. There is thus a need for immediate assistance for repair and replacement of destroyed gear and boats. Nonetheless, government policy on compensation has been restricted by legal and bureaucratic constraints. For instance, those who are entitled to receive compensation must have a registered boat and fishing gear, a permit to fish and a licence issued by the Department of Fisheries, along with seven other official documents. Thus, the compensation process has become a slow and painstaking one.

Additionally, there are legal questions over property rights, especially where claimants live on government-owned land, public land, land that belongs to members of the royal family, private land or land that has unclear title. There are also instances of multiple title deeds, and sea gypsies who do not have Thai citizenship face a special problem. The affected victims who fall under these categories are required to approach a committee for a case-by-case review.

Bureaucratic delays

All these bureaucratic processes further delay relief for the affected communities, and the speed at which they can get back to normalcy and stand on their own feet, rather than depend on donations. Such delays lead to other social problems, such as indebtedness and migration.



Previous initiatives in rehabilitating the environment have been segregated sectorwise, and not viewed from a perspective of natural resource management as a whole.

Past technical studies and research on geology, risk areas and the rehabilitation of coastal resources have not resulted in guidelines that could be used in policy planning for natural resource management. Nor have these studies suggested how to ensure community participation, and integrate the local community's traditional knowledge in formulating policy frameworks and action plans, which would include promoting the use of non-destructive fishing gear and techniques. There is also no clarity yet on the role of community and local organizations in the planning and implementation of such plans.

The tsunami has only worsened the long-term problems faced by the small-scale fisherfolk. Yet, the rehabilitation of community and coastal resources could turn this catastrophe into an opportunity. This should be the time to revive the community in a sustainable way, by squarely facing the problems that each group has. The primary focus should be on participatory consulting to rebuild local social systems and to stress that the people themselves must be the driving force in rehabilitating their community and natural resources, which will differ in

each area. The process requires a great deal of time and effort in formulating detailed action plans. The preliminary approach includes the establishment of the community's central fund to support community initiatives and occupation development, to conduct resources assessment and to implement rehabilitation activities, for instance, the replanting of mangroves, seagrass management, re-installment of artificial coral reefs, and releasing fish species.

To ensure that the community can undertake the above activities, studies and work plans must be sensitive to local ecology, and support the participation of the community and their organizations. The engagement of these groups should take into account both local and scientific knowledge as well as the experience of neighbouring countries that have faced similar problems of natural disasters before. Additionally, capacity building and participatory learning should be supported in order to enhance the community's ability to manage itself.

Support gaps

The government must clearly identify and enforce a variety of actions to support the affected families, all of which must share the same high principles and standards. Additionally, it should clearly explain these measures to the affected groups. There should not be gaps in the support or overlaps, where duplication of effort can

take place. This would reassure the affected groups that they would receive fair treatment from the government's aid programmes.

The government must be responsible for providing food to the victims during the next three to four months. The distribution of food must be systematic, with specific handout times and measures to ensure equal distribution for communities who are fully engaged in rebuilding their homes, or repairing boats and gear.

Assistance must be provided for the repair and/or replacement of boats and fishing gear, apart from immediate compensation. There is also a need for an accurate, periodically updated, database on loss and damage, and relief distribution. Apart from functioning as a monitoring tool, this could serve as a platform of collaboration between the government and the community to collectively identify responses to their problems.

In the matter of housing, the legitimacy of ownership documents must be verified. In cases where the claimants do not have legitimate legal documents to establish ownership of the land, the government should delegate such land to the community, to establish permanent settlements. In cases where the land in question belongs to private owners

(which implies that, technically, before the tsunami, the people living there were squatters or disputed owners), and where the community strongly affirms its wish to remain in the same area to support livelihoods, the government must intervene to resolve the conflict, perhaps by redistributing the land or granting long-term lease. Permanent settlement would not only provide security to the community, but would also give it a sense of ownership and encourage the formulation of long-term development and community management plans. Relocating the coastal communities elsewhere must be avoided. Equally important, the government should take this opportunity to re-assess all land title deeds for coastal areas, as previously the issuance of documents for these areas was not transparent. Many areas of public land were sold to the private sector, despite the fact that the fishing community had been living there for a considerable time. They frequently did not even realize that the land that their ancestors had lived on and passed down through several generations had already become the private property of powerful individuals.

Lack of infrastructure

The lack of basic infrastructure in coastal communities has caused many social problems. Many of the communities are densely populated and often do not have access to electricity or clean drinking water. The government should now take

advantage of the post-tsunami situation to deliver the necessary infrastructure immediately through people's participation. The affected people should also be given a chance to identify their needs and participate in the decision-making process. Many victims do, in fact, have the strength and desire to work together to rebuild what has been lost. The government should provide the financial resources and utilities needed, but the people who are going to live there should control their design and deployment.

There is also a need to organize and support stress-relieving activities and trauma care centres to reassure the victims that they are not alone in their suffering. These activities will improve their mental health and help them start rebuilding their shattered lives.

To support the livelihoods of the fishing community, the government must guarantee prices of seafood for an initial period of three months (January to March). As an incentive to continue fishing, fishing quotas should not be enforced, and fuel should be provided at subsidized rates for fishing vessels. Additionally, the government should discourage the use of destructive fishing gear and techniques, particularly trawl and push nets, and ensure that the Fisheries Act is enforced rigidly.

The government should also consider a permanent mechanism of compensation for fishermen when they are forced to abandon fishing due to natural disasters or uncontrollable causes.

In providing permanent settlements for the community, the government must have an accurate picture of the needs of the community. Through government agencies like the Tambon Administrative Organizations (TAOs), village heads should be urged to work together with the community to identify settlement areas, and design houses and floor plans in coherence with their own particular traditions and culture.

A single tsunami relief fund should be established, and managed by appointed committees, composed of representative sectors of society, including community

organizations. To ensure that relief measures are implemented in an integrated manner, the government must work with the affected groups to enhance sharing and collective formulation of community-based rehabilitation plans. 3

These recommendations have been formulated by the Collaborative Network for the Rehabilitation of Andaman Communities and Natural Resources, and the Coalition Network for Andaman Coastal Community Support (rrafa@loxinfo.co.th), Bangkok, Thailand

Disaster management

Go by people's requests

The Japanese experience of reconstruction after earthquakes and tsunamis offers some useful lessons

In May last year I visited Padang, the city in this beautiful Sumatra island, to participate in the Southeast and East Asia Regional Meeting of Via Campesina. It has already been 10 months since that meeting. Who could possibly have imagined that such a tragedy as that of 26 December would happen? Please accept my sincere condolences for the people who lost their precious lives, the people who are still missing, and the people who lost their loved ones as a result of this huge earthquake and tsunami. I really appreciate that so many groups are working hard for the relief and re-construction of the tsunami victims.

As a Japanese word, 'tsunami' reminds the world that Japan has experienced a lot of tragedies from earthquakes and tsunamis. About 10 per cent of all earthquakes in the world happen around Japan. 81 years ago, the Great Kanto Earthquake hit the capital city Tokyo directly, and over 140,000 precious lives were lost. Ten years ago, 6,400 people were killed by the Great Hanshin-Awaji Earthquake.

I am not a specialist in earthquakes and tsunamis or in agricultural civil engineering, but I have some experience and knowledge of the agriculture and fishery reconstruction policy and I would like to talk especially about the role of the Japanese government.

In the United Nations-sponsored meetings on reconstruction from disasters, held in Jakarta and Geneva in January this year, the Japanese government has promised to be the largest donor country. We believe the Japanese government should take up this responsibility not only because it is a part of Asia but also because Japan developed

by taking advantage of the other Asian countries that it invaded during World War II, and because the Japanese economy has been encroaching on the Asian economy. The problem is that developed countries have never fulfilled their pledges of donation, as Oxfam has indicated in its 7 January 2005 Briefing Note *The Asian Tsunami: The Challenge after the Jakarta Summit*. We demand that all developed countries fulfill the pledges they have promised, and we wish to monitor them, along with you.

Also, the policy of the Japanese Ministry of Agriculture, Forestry and Fisheries (MAFF) is another huge problem. Just after the earthquake and tsunami happened, MAFF investigated the damage to shrimp and chickens of the affected countries like Thailand, Indonesia and India to make sure there was no negative impact on trading. This was the ministry's very first reaction. MAFF was more concerned about the traded commodities that interest Japanese transnational companies rather than focusing on how the food and livelihood needs of the affected people could be met. I felt a strong rage against MAFF.

Neglected tasks

Yet, though reconstruction in agriculture and fishery is one of the main tasks of MAFF, it has been neglected as revealed in this extract from a 28 January 2005 document, *Support for the People Affected by the Great Sumatra Earthquake and Tsunami in the Indian Ocean*: "Japan hires special private consultants in each affected country to survey the damage in agriculture and fishery, and in Indonesia and Sri Lanka, to establish reconstruction plans, and supports affected countries with the assistance of the government in each affected country, using a part of the budget prepared for the Food and

Agriculture Organization of the United Nations (FAO)."

In other words, MAFF does not want to provide a new budget for the support, and does not want to send any expert who works in MAFF. Over one-and-a-half months have passed, but there is still no move for an actual plan for reconstruction. MAFF itself is planning nothing even as we discuss here what the reconstruction plans should be.

Nonetheless, Japan has systems for reconstruction after natural disasters, using high technology and large budgets. What is needed is to use these systems effectively for the affected Asian countries.

In Japan, the government has identified 61 cases as great disasters and more than 200,000 people have lost their lives in 100 years of the 20th Century, according to the Cabinet Office's March 2002 report, *Countermeasure against Disasters in Japan*. Each time, Japan has established systems for reconstruction and prevention of disasters. A French sociologist who visited the affected area just after the Great Hanshin-Awaji Earthquake, said, "Why has this earthquake hit so hard on people in such a materialistically highly developed world? The answer is that Japan's development has been for companies, not for people" (quoted in *Ten Years after the Great Earthquake and Islands*

of Disasters, edited by Yoshimitsu Shiozaki, January 2005.) The systems have not been developed well enough. Every time, the "voiceless voices" of the victims and grassroots people's movements have made the government change its policies.

Let me explain Table 1 more specifically. First, "Disaster Relief Loans for Peasants and Fisherfolk (at most 2,000,000 yen)" can cover almost all costs in reconstruction, but "Assistance for the Recovery of Victims' Livelihoods" is too small to cover the cost of rebuilding houses. Second, the government is responsible for supporting 50-70 per cent of the farmlands. The local governments of each prefecture, city and town have their own percentages for support that is added to the national support. That means the affected people have to themselves cover 15-20 per cent of all costs for recovery, depending on the additional percentage. There is a condition that the recovery should be done in a year. The amount is not reasonable for peasants, some of whom have had to give up their farming.

Huge disaster

The recovery and reconstruction measures of the Japanese government seem to be well developed, but the system does not work enough in reality. The main reason is that the support is not for individuals. When a huge disaster strikes and destroys houses, the government

Table 1. Outline of Disaster Recovery and Reconstruction Measures in Japan (Agriculture and Fishery)

Livelihood Support for Affected People	
Disaster Relief Loans for Peasants and Fisherfolk	Low interest loans to support economy and livelihood of affected peasants and fisherfolk. (At most 2,000,000 yen /us\$19,000)
Assistance for the Recovery of Victims' Livelihoods	The affected families whose houses were destroyed completely can get financial support for their livelihood and cost to removing debris of their broken houses. (At most 3,000,000 yen /us\$29,000)
Disaster Relief Condolence Money	If the affected person lost his/her family, at most 5,000,000 yen (us\$48,000) can be paid.
Tax Reduction or Exemption	Income tax and residential tax of affected people are reduced or exempted.
Recovery of Agricultural and Fishery Facilities	
Recovery Projects for Farmland and Agricultural Facilities	The government supports financially for the recovery of damaged farlands and water facilities. The subsidy rate is: Farlands 50-70% (The rate increases, depending on the damage.) Agricultural Facilities 65-85% (Same as above)
Fishing Port Recovery Project	The government supports financially for the recovery of damaged fishing port or Coast Guard facilities.
Coast Guard Facility Recovery Project	The support is more than 65% of the total cost

From MAFF, "FAQ for Recovery and Reconstruction Measures" February, 2002

supports only the cost of removing debris from the site, and lends money for that, but does not give money to affected people to rebuild their houses. Also, in Japan, there is no recovery measure to support affected peasants or fisherfolk who lost their farm implements or fishing craft and gear, essential for their livelihoods.

The reason for the Japanese government's denial of support to individuals stems from its policy of neoliberalism, which advocates the philosophy of "protecting your own property yourself." However, this policy is seen to fail because of the rise of people's movements and changes in local governments. The following are a couple of examples:

Tottori Prefecture, next to Hyogo Prefecture, where the Great Hanshin-Awaji Earthquake hit, decided to provide special funds to rebuild houses for the people who lost their houses due to the Tottori West Earthquake in the year 2000.

For the people affected by the Niigata Tyuetsu Earthquake in October the previous year, the government could no

longer neglect a new reconstruction policy that provided financial support for reconstruction of housing.

In the second example, the Hokkaido Southwest Earthquake in 1993 generated an over 30-m high tsunami that hit a small island Okushiri, close to my hometown. 342 houses—70 per cent of the total of 504 houses—were destroyed partially or completely, and 230 people lost their lives.

Though it was not wide-ranging in effect, I feel something in common with the earthquakes that occurred in Asia last year. Also, agriculture and fishery are the main sectors of the economy in the affected island of Okushiri, as in many Asian countries.

Reconstruction funds

The local government of Okushiri got approximately 19 bn yen (US\$1.8 bn) as donation collected from all over Japan, and used the money to provide funds for reconstruction of houses (7,000,000 yen/US\$67,000 per house), condolence money for the victim's family (3,000,000 yen/US\$29,000 per victim), and compensation money for houses destroyed (4,000,000 yen/US\$38,000 per house). The rest of the

Table 2. The Reconstruction and Relief Project in Agriculture and Fishery in Okushiri Island, Hokkaido (For Individual)

Support Project for Reconstruction of Agricultural Facilities	Financial support for affected peasants to repair or purchase agricultural machinery and facilities.
	Support 50% of all cost, at most 5,000,000 yen / us\$48,000
Special Support Project for Agricultural Reconstruction	Financial support for peasants with difficulties in agricultural reconstruction to maintain agricultural machinery and inputs.
	Support 67% of all cost, at most 5,000,000 yen / us\$48,000
Support Project for Purchase of Common-Use Fishing Boats of Affected Fisherfolk	Financial support for affected fisherfolk to purchase used fishing boats to be used in common.
	Support 67% of all cost
Support for Purchase of Fishing Gear	Financial support for fisherfolk to purchase gear for large-scale fishery
	Support 50% of all cost, at most 5,000,000 yen / us\$48,000
Project for Input of Engine for Small Fishing Boats	Financial support for input of a removable engine in small fishing boats.
	Support 83% of all cost

Source: Form official documents published by the town centre of Okushiri

money went towards the disaster recovery fund.

The financial resources for these projects are donations from the Japanese people. These are limited in many ways because they do not form part of the “public spending” of the national and local governments. However, while the government focus on neoliberalism denies individual support, the town decided on spending money for reconstruction in agriculture and fishery, based on people’s goodwill. Although some people said the town was going to become extinct after the earthquake and tsunami hit, through the support projects, Okushiri has recovered from the disaster.

In conclusion, I would like to talk about some news from Indonesia that I have heard of in Japan. Apparently, the government ordered the people living in Lampoo, a village in Aceh, 2 km from the shoreline, to evacuate, but they are resisting the order because they believe that they cannot recover their livelihoods if they evacuate the area.

In this case, the Okushiri experience can prove useful. The town centre of Okushiri first planned to move people from the lowland area. However, urged by the people’s will, the centre then decided to purchase land and sell it to the affected people at the same price after the

reconstruction phase, which focused on prevention from disasters.

Another news that I heard is that Indian fisherfolk whose fishing boats were destroyed by the tsunami said that if they have Rs 70,000 (around US\$1555), they can repair their boats and restart fishing. To help them reach a solution too, I believe that the reconstruction experience of Okushiri can be useful.

In its July 2004 report, *Development of Japan’s Social Security System: An Evaluation and Implications for Developing Countries*, the Japan International Cooperation Agency (JICA) says that the Japanese experience on welfare is worthwhile as a unique model for developing countries trying to develop their social security systems. Pushing the Japanese social security system as the model for Asian countries may be arrogant, but it can be useful in the case of reconstruction, and I believe that some parts of the system can be applied.

Grassroots

If there is something useful for reconstruction from the Japanese systems that have been developed by grassroots people’s movements, people should use it. Also, governments should support it. I believe that this is a responsibility that Japan has to play, being a part of the world where disasters hit most frequently.

According to a note prepared by the Cabinet Office of Japan, 36 per cent of all natural disasters in the world have happened in Asia, and 44 per cent of total victims and 91 per cent of the total number of people affected by natural disasters are in Asia.

Of course, we should never co-operate with reconstruction projects prepared by the international institutions and transnational companies that promote neoliberalism. We should work on reconstruction based on the requests coming from grassroots people's movements. In some countries, development plans to protect the benefits of transnational companies in the construction industry are being used to force people to move away. In order to stop this forced eviction, all people in the world should unite and fight together. If all peasants, fisherfolk and people in the world are united, we will never be defeated. 3

This article by Yoshitaka Mashima, Vice Chairperson of NOUMINREN (National Confederation of Farmers Movements in Japan), is based on a lecture at the Regional Conference on Re-construction and Development of Peasants' and Fisherfolks' Livelihoods after the Earthquake and Tsunami, Medan, Indonesia, 18 February 2005

New year sans joy

Despite the terrible tragedy, ironically enough, Malaysia saw some positive results from the tsunami disaster

The tsunami of 26 December 2004 caught Malaysians offguard. Malaysia was fortunate because it was shielded by Sumatra island in Indonesia, which bore the brunt of the tsunami. In Malaysia, the most affected were fishing villages. The impact on capture fisheries, especially on inshore fishing and aquaculture, was significant.

Seventy-four lives were lost to the tsunami, which left a trail of destruction, overturning motorcycles, moving concrete road dividers and cars, and damaging homes along the coast. Fishing boats went under waves measuring 2.5-3 m. Fishing boats were found stuck on tree tops and deep in nearby mangrove forests. The salty trail of the tsunami could be seen for almost 2 km inland.

The wave hit the shore at different times. A tremor was felt at 8.45 am for about one to two minutes. The first hit came after three hours (at 11 am) at Kuala Pulau Betong in southwest Penang. The first tide hit the popular picnic spot, Batu Ferringhi in the northeast around 12.30 pm, and a stronger second tidal wave came around 2.15 pm. Tanjung Tokong, another northeast town, was hit from 1.45 pm to 2 pm. The neighbouring Kedah State was hit at 1.15 pm.

Overall, the losses incurred by the four tsunami-hit States were around Rm55.7 mn (Rm1 = US\$ 0.263). A total of 5,997 fishermen were affected, and 2,387 traditional fishing craft and 271 boats were damaged. Boatowners and their crew recorded Rm30 mn worth of losses.

Aquaculture operators estimated their losses at Rm24 mn. A total of 103 jetties were damaged, costing about Rm1.69 mn. Around 5,000 people were evacuated to relief centres.

As immediate aid, the government gave out Rm1,000 for each person lost to the tsunami, Rm200 for the injured, and Rm200 for families to evacuate. From the Governor's Relief Fund, each schoolgoing child got Rm80. Later, as a first-stage payment, displaced families were given Rm500 each. In the second stage, Rm5,000 were given for houses completely destroyed, Rm2,000 for damaged houses, Rm1,000 for damaged small boats and Rm3,000 for damaged bigger boats. Assessments of the actual loss of each family were done at the third stage. The estimated losses per family range from Rm10,000 to Rm100,000. The government has set aside Rm50 mn for interest-free loans to be given through the Fishermen Development Board. The Education Department has given priority for scholarships for the affected children.

The deputy Finance Minister announced that the government was prepared to use Rm100 mn from the National Housing Project as an interest-free loan to rebuild tsunami-destroyed houses. It was also announced that the National Housing Company would build houses on flat land priced at Rm40,000 each, with a government subsidy of Rm13,333. Houses on stilts would cost Rm50,000, with a subsidy of Rm16,666. Repayments can be made at Rm100 for 22 years or Rm50 for 44 years.

Supplies dropped

After the tsunami, fish supplies dropped temporarily by 90 per cent and the prices of white pomfret, black pomfret and threadfin fish went up accordingly. A hundred tonnes of dead fish got washed ashore on the morning after the tsunami at Pasir Pandak beach in Teluk Bahang, a fishing village in the northeast. Dead fish were also seen in other areas along the coast.

Many sad stories were related during this time. The wave swept away everything on the day of the wedding of Mohamad Anuar Mohd Akhir and Juliana Mohd Nayan at Sungai Petani, Kedah. Zulkifli Md. Noor, 43, lost his five children to the tidal wave. 42-year-old Anna Mary's 20-day old baby was fortunately saved by a floating mattress. The fishermen who lost their homes and gear, in general, had no savings and had to depend on well-wishers.

In Malaysia the situation is now slowly returning to normal. The affected people are already returning to their homes, some of which have been newly built. The fishermen's boats are being repaired at designated workshops. Some of the fishermen have started going out to sea, while others are waiting for their boats and engines to be ready. It might take another month or two before everyone can go out to sea to continue their livelihood. Long queues are seen for boat repair; spare parts and nets are scarce because of increased demand, and most of the material is sourced from Thailand. Even as the fishermen are in the process of rebuilding their lives, they worry about the possibility of another tsunami and how to protect their lives and properties.

The Malaysian Prime Minister has voiced his support to save Malaysia's remaining mangroves, which acted as a buffer during the tsunami, and to replant mangroves wherever possible. Local newspapers widely reported how fishermen's lives were saved by mangroves. Mangrove forests act as protection against storms, soil erosion and floods. Mangroves are also important breeding, feeding and nursery grounds for many aquatic species. Most importantly, they serve as habitat for many flora and fauna, and the biodiversity they sustain is crucial for conservation.

The fishermen in Malaysia affected by the tsunami have appealed to the Penang Inshore Fishermen Welfare Association (PIFWA) to continue to plant mangroves in the coastal areas. PIFWA is a community-based non-profit organization that deals with issues of coastal environment and inshore fishing

communities, and especially of mangrove restoration. Since 1997, the fisherfolk have planted more than 32,000 mangrove saplings. The latest replanting project was implemented in November 2004.

The growing demand for aquaculture development has caused more mangrove forests to be felled. Since 1966, 130 ha of mangroves areas have been cleared and now there are only 900 ha left in the State of Penang. If this trend is left unchecked, Penang will lose all its mangroves by the year 2025. Thus, there is an immediate need to rehabilitate and regenerate the mangrove forests in the State.

The damages to the physical structure of the coastal ecosystem in Penang is quite obvious. The tsunami onslaught physically removed flora and fauna, and caused siltation and sedimentation of river mouths, and erosion of river banks, making it difficult for the fishermen to go out to the sea. Sea water intrusion into the paddy fields also occurred. The increase in water runoff has, however, enriched the sea with nutrients from the land.

Despite the terrible and unprecedented tragedy caused by the tsunami, there were, ironically enough, some positive results of the disaster. Apart from the renewed importance to mangroves, the second positive outcome of the tsunami is the return of the traditional *bisik-bisik* (whisper) auction among the fishermen selling their catches. After 17 years, the crowds are trailing back to Kuala Muda to buy fish directly from fishermen. Both the fishermen and middlemen rely on the traditional *bisik-bisik* auction, which was last carried out in 1998. It is a "lock, stock and barrel" deal where the successful bidder walks away with all types of fish wrapped in a plastic sheet or in baskets. No weighing scale is used as everything is based on estimates. Fishermen do not fear being cheated as everyone involved knows the market value of the fish. Earlier, the fishermen were unhappy as they had to buy ice to keep the fish fresh until the bidding opened at 1 pm. Usually, the fishermen are back from sea by 10 am.

Middlemen

The authorities stopped the *bisik-bisik* auction 17 years ago to protect the fishermen's interests as middlemen were



monopolizing the market and controlling prices. However, the move did not go down well with the fishermen since open bidding was time-consuming and they had to wait a long time before disposing their catches. They also had to buy blocks of ice to keep the fish fresh.

The *bisik-bisik* system gave them the freedom to sell their catches to the highest bidder as soon as they reached the shore. (There is an unwritten rule preventing middlemen from approaching the boat; they have to wait until the fisherman calls for bidding.) Prized species like prawns, pomfrets and groupers are sold separately, especially during the festival period. Although the *bisik-bisik* system is practised in certain northern States of Malaysia, it is not widespread and is unlikely to catch on since the authorities do not favour it.

The third positive outcome of the tsunami could be said to be the revival of solidarity between the public and the fishermen. Participation from NGOs, voluntary organizations and corporate bodies need to be commended. The amount of food donated and clothings collected surpassed the needs of the moment. Monetary donations were handed over to the government in most cases, even though some organizations preferred to hand over money directly to the affected fishermen. Women’s groups arranged to go to the fish landing sites to buy fish

directly to allay fears of contaminated fish. The fear of contaminated fish and water-borne diseases surfaced quickly and disappeared as quickly, as the Chinese New Year was fast approaching. Fish and prawns are the main items on the menus of Chinese communities during the traditional reunion dinner.

However, by and large, the Chinese New Year of the Rooster following the tsunami saw no festive joy, no cooking, no new clothes, no decorations or celebrations. Mandarin oranges were the only prayer offering, instead of the usual cookies, fruits, groundnuts, meat and sweets. 3

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Reconstruction

Justice denied

An alliance in Sri Lanka is fighting for effective systems of relief for the tsunami victims

The tsunami of 26 December 2004 caused severe damage to the Sri Lankan coastal communities. This may have been the biggest ever destruction to affect the communities in the last couple of centuries. The number of deaths reported was 40,000, making Sri Lanka the second worst affected country, after Indonesia. The number of houses that were totally destroyed was 70,000. The worst damage occurred to the fisheries sector and the coastal environment. Ordinary citizens took the lead in providing support to the tsunami victims, before the government even began to think of what to do for relief.

The attention from foreign governments, donors, financial institutions and the general public was very high — from the United Nations Secretary General to the World Bank Chairperson, from two former United States Presidents to the Prince of Wales, and from hundreds of media personnel, all of whom visited the tsunami-affected areas. The number of new local non-governmental organizations (NGOs) that applied for registration has exceeded 3,000. The number of international NGOs supporting the tsunami victims has risen from 50 to 150. A lot of pledges and commitments were made by the NGOs, various government agencies and the general public. Still, even three months after the devastation, problems relating to potable drinking water, sanitation and temporary shelters were not properly addressed by the government.

Immediately after the tsunami, the Sri Lankan government announced 100-m buffer zones along the southern and western coasts, and 200-m buffer zones along the eastern and northern coasts, where no construction of any kind would be allowed, all in the name of security of

the coastal dwellers. This directive had a very negative impact, as NGOs and other supporters found it difficult to find land for reconstruction work. Much before the government announced its own reconstruction plans, NGOs, civil society organizations, companies, media institutions and some businessmen came forward to build houses for the tsunami victims. Despite such widespread involvement for housing, acquiring land remained the biggest problem for the people involved in reconstruction. The government imposed a state of emergency in the name of implementing essential services for the victims, and the authority for rehabilitation and reconstruction of tsunami-affected areas was handed over to the Urban Development Authority (UDA), including the authority to allocate land for housing for the tsunami victims.

The major tasks of the UDA are:

- enforcement of planning and building regulations for the conservation zone
- facilitating permanent relocation for affected families living on the conservation zone
- facilitating reconstruction of damaged houses in affected areas
- reconstruction of affected townships

Housing project

Thus, the role of the UDA is to regulate the entire process of rehabilitation and reconstruction. On 15 January 2005, the Executive President and Prime Minister laid the first foundation stone for housing at the Prime Minister's district at Hambantota. Subsequently, a number of such functions were reported at Galle,

Matara, Gampaha and Kalutara districts on the western and southern coasts.

Nevertheless, these schemes have not been completely implemented and there are still no proper plans for the housing projects; even schemes for temporary shelters are not being implemented. The victims continue to suffer in the available huts under alternating conditions of heavy rain and unbearable heat.

Several NGOs have become frustrated with the land allocation issue and other regulations imposed on their activities, and their eventual withdrawal from the scene will only make the victims more vulnerable and prolong their hardship.

The Executive President appointed a special planning committee called the Task Force for Rebuilding the Nation (TAFREN) to oversee the development activities. But TAFREN is made up of only top-class business representatives, who are very close to the Executive President.

None of the local development experts are represented in the task force, and no consultation was made with the affected communities. TAFREN's blueprint for rebuilding the nation clearly shows a priority to strengthen the ongoing liberalization and privatization process through providing infrastructure facilities to the business community.

No proper reconstruction mechanism has been proposed by TAFREN for the fisheries industry. Neither has the fisheries ministry prepared or announced any plan. Civil society organizations, trade unions and co-operatives in the fisheries sector have not been invited for any planning work to rebuild fisheries industry. But we hear of big plans from the European Union to provide some unused fishing trawlers as tsunami aid to Sri Lanka.

Recently, TAFREN announced plans to rebuild the tourism industry of the country. But no such plans have been prepared for rebuilding the livelihoods of the fisher people. No effective mechanism has been identified to repair damaged boats and replace destroyed fishing gear, despite receiving millions of dollars from various governments and international financial institutions.

Rehab plans

No plans have been prepared for the rehabilitation of women, children and the elderly. Some international agencies have pledged to help develop disaster prevention and management systems. But the Sri Lankan government views the 100-m or 200-m buffer zones as the only solution for the security of coastal communities from future tsunamis. No professional trauma care facilities have been provided by the government, and even NGOs have only unorganized and ineffective arrangements.

Even as these difficulties are making life miserable for the people, the government wants to accelerate construction of the southern super-highway, privatization of the Eppawala phosphate mines, and construction of the Upper Kotmale hydroelectric power plant and the Norochcholai coal power plants.

Amidst all these difficulties, the victims are afraid to raise their voices, as the government has enforced a state of emergency. Nonetheless, some social movements and trade unions have come forward to resist the government plans to strengthen and accelerate liberalization, privatization and infrastructure building programmes. The Alliance for the Protection of National Resources and Human Rights (ANRHR), an alliance of social movements, NGOs and trade unions, has demanded the following:

1. The government must immediately establish efficient and effective systems for relief, ensuring the well-being of vulnerable groups, particularly children (by supplying adequate nutrition and restarting schooling without delay), and women (by providing appropriate housing and sanitation facilities), equally to all areas of the country.
2. A people's planning commission must be established to replace TAFREN to decide on how to assist the affected people to rebuild lives. This commission must be made up of people with expertise and experience in working in disaster areas, who are able to represent the interests of affected people from all areas of the country.
3. All donations and aid money received by the government must be spent in ways that the affected people deem fit. No loans should be taken by the government without consulting the affected people. The affected people must have access to clear and comprehensive information on the monies received and allocated by the government.
4. The majority of the people displaced by the tsunami belong to fishing communities. These people have a historical and traditional right to the coastal lands and the seas, which must be

upheld. They should not be displaced to make way for tourists or the business elite. They should decide how to protect themselves from possible future disasters of this kind

5. All people displaced by the tsunami must immediately be granted their rights to return to their land if they wish. They must be allowed to decide on the type of housing, sanitation facilities, and health and education services that the government should provide.
6. All people displaced by other phenomena, particularly those affected by the war who have lived in camps for as long as 15 years, should also be treated in the same way. This implies the abandonment of the high-security zone in the northern and eastern parts of the country.

This article is by Herman Kumara (nafso@fishmove.sl), Convener, National Fisheries Solidarity (NAFSO), Sri Lanka

Shadows of creative reconstruction

The Great Hanshin Earthquake of 1995 in Kobe, Japan revealed the shadowy side of “creative reconstruction programmes”

The Great Hanshin Earthquake occurred at dawn on 17 January 1995 in Kobe, Japan. It led to the loss of 6,433 lives and the ruin of 250,000 buildings and caused 10 trillion yen worth of damage. Almost 80 per cent of the victims were lost during the collapse of old wooden houses and in the massive fires that followed the quake. Elevated expressways collapsed and railroad and ports suffered great damage as well.

Ten years have passed since the earthquake and restorative efforts can be seen in every corner of the city. The collapsed buildings have been replaced and the population has recovered. On the surface, the recovery measures seem to have been a great success. However, if we review the current well-being of the victims and the vitality of the trading markets, we find that many are still facing recovery difficulties. Furthermore, problems that were faced during the process of recovery were left unsolved. Due to these shortcomings, it is questionable if the measures taken following the Great Hanshin Earthquake should serve as provisions for future disasters.

Japan is recognized internationally as an economically strong and technologically advanced country. In reality, however, that is only true in certain areas. Unlike many advanced countries, the national resources of Japan are not utilized to provide aid to victims of quake-hit areas: there are no provisional funds for natural disasters such as typhoons and earthquakes. This shortcoming can be seen in the policy for victims who lost their homes in the quake-hit areas of Kobe. There was no system to give any compensation or monetary assistance for the victims to reconstruct their homes. The central government policy stated that as

housing is a personal asset, it is logical that the national fund collected from taxes must not be used to support personal welfare. However, after the Great Hanshin Earthquake, this logic no longer prevailed. Local governments could not ignore the need to provide assistance to the victims of new quake- and typhoon-hit areas.

Japan’s national and local governments have taken pride in the outcome of the recovery measures after the Great Hanshin Earthquake. Many people may have heard such a claim at the recent United Nations conference on disaster prevention in Kobe this January. This pride, however, is based on superficial data. Under the surface, many major issues remain.

The population of Kobe city reached 1.5 mn in November 2004, which is more than that before the disaster. However, the population figures by ward shows a different situation. It is only 80 per cent of the pre-quake figure in Nagata ward and 91 per cent in Hyogo and Suma wards.

Also, about a quarter of the present population is made up of children born after the quake and residents who have newly moved into the city. The fact that the current population exceeds the pre-disaster figure does not necessarily mean that the victims have come back to their hometown.

Suicide rate

Suicides have been increasing under the severe recession throughout Japan. The number of suicides per 100,000 population is especially high in the area which suffered severe damage by the earthquake: 36.1 in Hyogo ward, 27.7 in Nagata ward and 31.1 in Nada ward. The national and prefectural average is 23.

The housing reconstruction process following the earthquake had three stages, namely, evacuation centres, temporary housing and permanent housing. 25,000 units of post-disaster public housing were newly constructed in Hyogo prefecture. The proportion of single elderly in post-disaster public housing is notable: 38.2 per cent in Kobe municipal housing (while it is 23.6 per cent in general municipal housing), and 35.2 per cent in Hyogo prefectural housing (while it is 13.1 per cent in general prefectural housing). The rent for post-disaster public housing is set at a low rate, according to income, with special treatment for the disaster victims, and is as low as 6,000 yen (US\$50) per month in some cases. The rent is cheap, but the life there, however, cannot be said to be satisfying.

While many residents are content with the new housing, there are many complaints about the environment, especially regarding noise and exhaust gases. The biggest complaint, however, is the loss of community. Many of the residents responded to our questionnaire survey saying that they had far fewer social relationships compared to their pre-disaster lives. Fifty-seven per cent said they used to have relationships with their neighbours, but the percentage has decreased to 11.

It can be concluded that post-disaster public housing is satisfactory in terms of physical construction, but most of the people there who are elderly and/or single cannot enjoy their lives because they have lost relationships that they used to have now that they live far from their original places or hometown.

Though there is a system to care for elderly people, the caregivers hardly ever visit the residents. The number of *kodokushi* (solitary deaths) has totalled 560, of which 32 were suicides, 11 discovered over a month later. One was found after a year.

According to my survey, after the quake, 5,000 temporary housing units were built by individuals without any public support in Kobe. Such temporary housing varied in type from

prefabricated barracks to containers, quite a few of which (precisely, 1,044 units) still remain 10 years after the earthquake. The dwellers came back to their hometown as early as possible to restart their lives in their neighbourhood. If there had been public support, it would have decreased the demand for public temporary housing, and contributed to the local revitalization. 48,000 units of public temporary housing were built at a cost of 4 mn yen per unit. Since they were meant to be temporary, they had to be ultimately demolished.

After the quake, there were two types of urban reconstruction programmes. One was the land readjustment programme, and the other, the urban redevelopment programme. An urban redevelopment project is now going on in the district of Shin-Nagata station. Today it is facing big difficulties. This is a super-scale project of 20 ha, worth 270 bn yen (US\$2.7 bn). Thirty-eight buildings were planned and 23 were completed or are under construction, but there still remain some zones with no plans. This project has many serious problems such as the planned commercial floor area exceeding past limits, and the high-rise buildings changing the original atmosphere and townscape of this district.

Under this project, half the number of the old small shops could not enter the new building because of lack of money. However, the most serious problem now is that floor lots find no buyers even when a building is completed. The municipal government has already given up selling commercial floor lots and 26 per cent of the floor space for lease is now shuttered.

In the near future, the municipal government will have to inject public money into the project, which might precipitate a fiscal crisis for the local government. In this project, only the big construction companies can make huge profits.

Livelihoods affected


The loss of property due to the Great Hanshin Earthquake is 10 trillion yen, and 16 trillion yen have already been invested in reconstruction programmes. But the victims livelihoods have not been necessarily revitalized. Why? I think the

reason lies in the faulty strategy of the government's reconstruction policy.

The central and local governments said that they did not need only construction programmes, but, rather, creative reconstruction programmes. The "creative reconstruction programmes" aim to achieve a high-level reconstruction fit for the 21st Century. But, in reality, the creative reconstruction programmes had a shadowy side too. Low-income people and small businesses could not reach the high level envisaged. They remain at the same level as before the quake.

So the creative reconstruction programmes really supported the big companies and general contractors who were working for infrastructure recovery and huge urban reconstruction schemes to make large profits. The creative reconstruction programmes did not contribute to support the low-income classes and small businesses.

But there were other ways to help the victims recover quickly. We have to learn these lessons from Kobe if we wish to be successful in good reconstruction of livelihoods of all victims of natural disasters. We have to understand the relationship between natural disaster, environmental destruction and war. Environmental destruction and war, including civil war, are huge impediments

for disaster prevention and reconstruction. If we hope for successful disaster prevention and recovery of livelihoods, we must immediately stop environmental destruction and war everywhere. 

This piece by Yoshimitsu Shiozaki, Professor of Engineering, Department of Architecture and Civil Engineering, Kobe University, Japan, is based on a presentation made at the Regional Conference on Reconstruction and Development of Peasants' and Fisherfolks' Livelihoods, Medan, Indonesia, 18 February 2005

Rehabilitation

A new resource centre

**This is a concept note for a proposed
NGO Resource Centre for Tsunami Relief in India**

The South Indian Federation of Fishermen Societies (SIFFS), in collaboration with Social Need Education and Human Awareness (SNEHA), a non-governmental organization (NGO) working in Nagapattinam, has been running the NGO Co-ordination Centre in the Nagapattinam District Collectorate since 1 January 2005 to co-ordinate the tsunami relief work in the district. Nagapattinam was the worst-affected district on the Indian mainland and, expectedly, attracted the greatest attention from both the government and civil society. Not surprisingly, there were serious problems of co-ordination among the NGOs and also between the NGOs and the government. Realizing this quite early on, the district administration, under a group of senior officers of the Indian Administrative Service (IAS), established a working relationship with the NGOs and this led to the formation of an NGO co-ordination centre, with SIFFS given the mandate to run it. SNEHA, with its strong grassroots presence in the district, joined SIFFS to put the centre on a strong footing.

During its first three weeks, the centre did the following:

- Registered all NGOs working in the district and created a database for public access
- Set up a system of volunteers covering most of the affected villages and established a two-way system of information flow to and from the villages
- Co-ordinated with the government relief system to ensure that relief materials reached all camps and villages, based on the needs reported by the village volunteers
- Helped the government manage relief materials in the godowns, with volunteers to handle materials and install computerized inventory control systems
- Passed on details of unmet demands to other NGOs and donors, and organized supply of materials
- Conducted a series of meetings to create a sense of common purpose among the NGOs
- Provided information to all NGOs on a number of aspects that they need to understand to take up their tasks
- Formed sector groups related to shelter, livelihoods, counselling, health, sanitation, children, etc., which came up with guidelines and policies
- Ran a separate desk for legal aid for families of missing persons, and worked with the district administration for a single-window system for such cases to ensure speedy redress
- Worked out a consensus among NGOs on where each should work for interim shelter and thus avoid unnecessary overlap
- Put up policy notes to the government on the interim shelter and permanent rehabilitation plans

The Co-ordination Centre was run mainly with qualified volunteers from different parts of the country. A number of NGOs and organizations were happy to allow their staff to work with the Centre.

While relief activities needed co-ordination, the rehabilitation phase needs significant inputs of a different kind to ensure that the work is effective and that the long-term sustainability and development of the affected communities takes place. The response to the sectoral groups also indicates that the NGOs and donors involved in the rehabilitation would like to have access to technical expertise and policy guidelines in their respective areas of interest. The village communities themselves would like to have some entity which would help them understand the options available to them. Further, the strategy of working with volunteers is not sustainable for the rehabilitation phase, which could easily go on for at least a year.

In view of the above, SIFFS and SNEHA have decided to convert the Co-ordination Centre into a Resource Centre, which will provide a range of services to the communities and organizations involved in the rehabilitation process. The Resource Centre would work on the basis of a small core team of professionals and full-timers, supported by volunteers.

The Resource Centre will have two distinct constituencies: the communities and outside agencies. The outside agencies will include NGOs, donors, and governmental and inter-governmental agencies involved in the rehabilitation.

For the agencies involved in the rehabilitation, the Resource Centre will:

- function as an information centre for all relevant background studies, data and statistics;
- link with technical and other resource organizations and individual experts and make available technical knowhow, designs, etc. relevant for the rehabilitation process;
- provide technical and policy guidelines on themes like habitat, shelter, livelihoods, etc.;
- prepare policy notes for the use of the government and NGOs/donors; and
- organize regular interactions, meetings and workshops that will enable all the agencies involved in rehabilitation to learn from one another, develop common perspectives and strengthen collaboration.

Some heartburn, much confusion

According to one estimate, around 300 villages in the south Indian State of Andhra Pradesh were affected by the tsunami, which claimed 105 human lives and left 11 persons 'missing'. It completely destroyed 1,300 boats and damaged nearly 11,000 fishing vessels. Some 35,000 nets were lost, which was by far the most crippling effect of the tsunami for the fishers of the State. Nearly 300,000 fishers have been rendered jobless because their gear was lost or damaged. Over 1,500 houses were damaged and nearly 200 heads of cattle lost. The cost of reconstruction for the State has been estimated at Rs3.4 bn (us\$77.8 mn).

The response to the tsunami was quite confused in the early stages, with even the fishers unable to account for the strange happenings and fearing that the end of the world had come. Slowly, as the initial fears subsided, they began to organize relief measures. The district-level government agencies also recovered quickly with measures for evacuation and relief. Even as the waves continued to sweep in, senior officers reached some of the remote villages and took part in the evacuation, which was a notable achievement, considering that many of them had no idea

about the nature and magnitude of the disaster. Whole villages were quickly evacuated and people transported to hurriedly set up relief camps. The families of the dead were provided financial assistance on the spot for funerals and their insurance claims were settled quickly.

Once the threat passed and the fishers returned to the villages, rice was provided to those families that had ration cards, causing some discontent. Confining the assistance to providing rice alone and waiting for important officials to find the time to come and inaugurate the distribution programme (forcing the already starving people to wait for a day or more) added to the tensions too.

The response of non-governmental organizations (NGOs) and charity groups (particularly in the northern districts) was less evident, maybe because of the government's overwhelming response or because of funding constraints. One apparent shortcoming was the performance of the 'disaster preparedness' programmes in many areas, which simply seemed to have melted down in the face of a tsunami. "But we prepared people to deal with cyclones, and not this!" insisted one NGO field

For the communities, the Resource Centre will:

- strengthen the system of village volunteers (already in place) which provides two-way communication between the communities and the rehabilitation system (government, NGOs, donors, etc.); and
- equip village communities to prepare their own micro-level plans for rehabilitation and take greater control and ownership of the rehabilitation process.

The Resource Centre will be headed by a Chief Executive capable of giving leadership to the team and interfacing with both the government and NGOs/donors.

The rest of the organization structure will comprise sector team leaders, a head of administration, an information manager,

computer specialists, etc. There will also be a team leader who will lead the community support team (in place of the existing system of village volunteers and co-ordinators). A Steering Committee will supervise the activities of the Resource Centre. It will be composed of five persons who have been part of the Co-ordination Centre activities from the start, including the heads of SIFFS and SNEHA.

Volunteers needed

The actual human resources needed for each of the sectors and departments will depend on the workload and needs felt from time to time. In addition to the full-timers, part-timers and volunteers will be made use of for various tasks.

The Resource Centre will be in touch with a number of institutions and individuals with expertise in various thematic areas connected with the rehabilitation process.

It is expected that the Centre will be funded by a small group of donors who would like to encourage participatory

worker. The arrival of charity groups carrying hastily assembled relief materials—sometimes inappropriate or inadequate—that were dumped in the villages also caused some heartburn and much confusion.

The real disaster was the rehabilitation programme. There is no agency suitably equipped to handle post-disaster relief and rehabilitation in an organized manner in the State. So, every time a disaster strikes, an ad hoc body is set up to oversee relief and rehabilitation and it comes up with ad hoc responses rather than a clearly defined system of rules and guidelines.

Velugu, an ongoing State government rural poverty elimination programme focusing on the poorest of the poor, with a specific mandate and a clearly defined framework to implement it, was chosen as the nodal agency for the tsunami rehabilitation programme.

This proved problematic as it involved short-term, one-off measures and did not address the needs of a much wider constituency of people. Its group-based, women-oriented strategies did not match the objectives of a rehabilitation programme particularly targeted at a predominantly

male-oriented package of boats and nets. This too caused much heartburn among those not covered. The fishermen are upset about getting boats and nets through the women, and antagonism towards the women's groups has grown. Moreover, the *Velugu* groups do not cover *everyone* in the village. Some recent measures to form new groups exempted from fulfilling the existing *Velugu* guidelines are likely to have adverse implications on the performance of the existing portfolio of *Velugu* programmes. The rehabilitation efforts have also been hampered by reducing community participation to mere information gathering, long delays in providing support and political interference.

Migrant fish processor-traders have been ignored in the rehabilitation package, which has been confined to providing boats and nets alone. Ironically enough, support has been provided to people and areas that had no impact whatsoever from the tsunami.

—This piece is by Venkatesh Salagrama (vsalagrama@gmail.com) of Integrated Coastal Management, Kakinada, Andhra Pradesh, India

processes and support the autonomy of the Centre. Many NGOs, donors and corporate bodies will be encouraged to depute or second staff for the Resource Centre as their contribution to the rehabilitation efforts.

This note is by V. Vivekanandan (vivek@siffs.org), Chief Executive, South Indian Federation of Fishermen Societies (www.siffs.org), Trivandrum, India

Fundraising

Ripples of hope

An account of fundraising in the US by
Clean Catch and the Northwest Atlantic Marine Alliance

"Problems can become opportunities when the right people come together."
—Robert South

The world shook on 26 December 2004 literally and figuratively. The tsunami that followed the historic earthquake left indelible marks on the global psyche. Three months hence, the magnitude of human life loss is still incomprehensible.

In the aftermath, we found ourselves awed by a few things...

The reports of animal behaviour and survival ring of indigenous oral stories passed down generations. Survival of indigenous tribes that followed their ancestors' teachings to prevent disaster seems almost magical.

A stunned global public responded in unprecedented fashion through international aid agencies and private fundraising efforts.

Wondering about the efficiency by which aid would reach the actual victims, an effort to put money directly in the hands of those affected began in the United States by Clean Catch and the Northwest Atlantic Marine Alliance (NAMA).

The response left us speechless. What began as an email sent to a few friends resulted in individuals and communities from around the world responding not just to a call to give money, but a call to preserve a way of life that is critical to the health of the oceans.

Clearly, this was not just another relief effort—we had an agenda. Those of us organizing the fund continue to believe that how the fishing communities of the region are rebuilt will have a direct

impact on the region's marine ecosystem, with wide-reaching ripple effects. Therefore, we chose to direct the funds to fishing community organizations dedicated to preventing the expansion of industrial shrimp aquaculture, refusing factory fishing operations, working to eliminate toxics from the marine environment, and bolstering the economic rights of small-scale, indigenous and artisanal fishing communities. We knew they would fight hard for these principles while working on rebuilding their communities.

As one of the organizers of this fund, the necessity of supporting these communities came to light early on in this relief effort when I got a call from a fishing group offering help. I should note that this was the only offer for help in response to the tsunami that I turned down.

The particular group offering help represented the large-scale, industrial, agribusiness type of fishing effort. They were suggesting that in the wake of such loss, they would help those communities rebuild and 'modernize' after their own image. They would take their boats there, fish the waters, map what marine species were available, sell their catch to locals or elsewhere to recover their costs, and help rebuild shoreside facilities in a manner that would support their vessels.

I thanked them for their offer, but declined as I knew the fishing communities I worked with believed they should determine what their future should look like. It would be disrespectful to impose our vision of 'a' future on them. Simply put, it's about self-determination.

No dialogue

The conversation ended after my suggestion that, alternatively, their group

Fisherwomen for fisherwomen

A few days after the tsunami hit the coasts of several regions in Asia, on 31 December 2004, the women of VinVis, the women in fisheries network of the Netherlands, registered a new organization called “Fisherwomen for Fisherwomen in Asia” and began to raise funds in their local communities. They distributed self-made posters and flyers, approached schools and sent out press releases. The response was good and the women’s actions received national attention.

All funds raised by VinVis are meant for reconstruction activities in fisheries, in particular for activities that will benefit fisherwomen and their families. Through direct contacts with fisherwomen’s organizations in Asia, VinVis has been able to obtain immediate and factual information on the real problems and needs of the affected communities. VinVis wishes to ensure that the rehabilitation projects it supports are planned in consultation with the affected fisherwomen and will really benefit them.

Fundraising for tsunami relief and rehabilitation has been massive in the Netherlands and also elsewhere in Europe. Many villages and fishing families in the affected tourist belts in Sri Lanka and Thailand were “adopted” by various private initiatives. There have also been several private efforts to help the affected fishing communities with new craft and gear. Many of

these initiatives, although well-intentioned, carry the risk of new disruptions.

VinVis feels it is not only its responsibility to raise funds to help the victims, but also to raise awareness and warn against all forms of help that could create ill effects for local circumstances and the environment, and cause social disparity and conflict within fishing communities. That is why VinVis has been campaigning against the transfer of fishing boats and gear from Europe, and also against the indiscriminate distribution of locally made craft and gear. Apart from advocating that aid should not only focus on the rehabilitation of fish-capture activities, VinVis has also been paying attention to post-harvest activities, which provide an important source of livelihood for women of fishing communities, and to a system of community-based management of resources.

In co-ordinating aid to the tsunami-hit parts of Asia, VinVis has been promoting the foremost need to consult fisherwomen’s organizations from the affected fishing communities. VinVis realizes that reconstruction is a long-term process that calls for solidarity, partnership and commitment.

—This piece is by *Cornelie Quist* (cornelie.quist@wolmail.nl), a Member of ICSF and a Member of VinVis

Solidarity from unexpected places

After our first email, we began hearing from folks we never knew! Clearly, the emails were being forwarded to others, including the press. A story on the National Public Radio on 12 January 2005 created renewed interest in the effort. Most amazing were the efforts of school children in support of the fishing communities.

The Burns School in Saco, Maine raised over \$5,000 in coins which was matched by a local bank adding up to nearly \$11,000. Other schools such as the Paul Bunyan School in Minnesota and the Melrose High School in Massachusetts also held events.

From fundraising dinners, music festivals and coin drives to silent auctions, brewery benefits and art shows, the effort brought together a diverse population who began to look at fish and fishermen differently.

Nearly \$150,000 have been raised at the time of this writing and the fund will continue to accept donations that will be wired to the World Forum of Fisher Peoples (WFFP) accounts free

of charge by the kind folks at the St. Joseph's Credit Union in Maine.

But it's not just the money that keeps coming. It's the ideas, interest, inspiration and energy to help rebuild, not just to bring normalcy back to people's lives but also to ensure the future of the marine ecosystem.

The tsunami created the opportunity to work on rebuilding in an ecologically responsible and economically sustainable fashion in Asia. In other parts of the world, political decisions have created similar crises that offer rebuilding opportunities.

The tools we apply to the tsunami rehabilitation and reconstruction are applicable to these other battles, whether in the US, where the fight against individual transferable quotas (ITQ) and privatization is still on, or in India, where the battle to keep shrimp farms at bay continues. The movement created to put ecologically minded fishermen back at sea in Asia can help.

should consider fulfilling the needs the communities have already articulated. I even emailed them a list. I never heard back from them.

The point is that that one call represented other similar ill-conceived, and usually opportunistic, efforts that have unearthed since the tsunami. From the European Union's promise of shipping its excess capacity represented by industrial vessels to the millions of dollars going to redeveloping coastal areas in a fashion that would keep the fishermen out and who knows what in, the prospects could range from destructive to unhelpful to the marine environment.

The industrial-scale factory fishing and aquaculture operations, with sights fixed on the current vacuum created by the tsunami-stricken state of the Southeast Asian fishing communities, follow the agribusiness model, which has already left its destructive mark on global food supply, land use and small-scale farmers.

The small-scale fishing communities of the region were the ones most severely affected. Their tradition of using

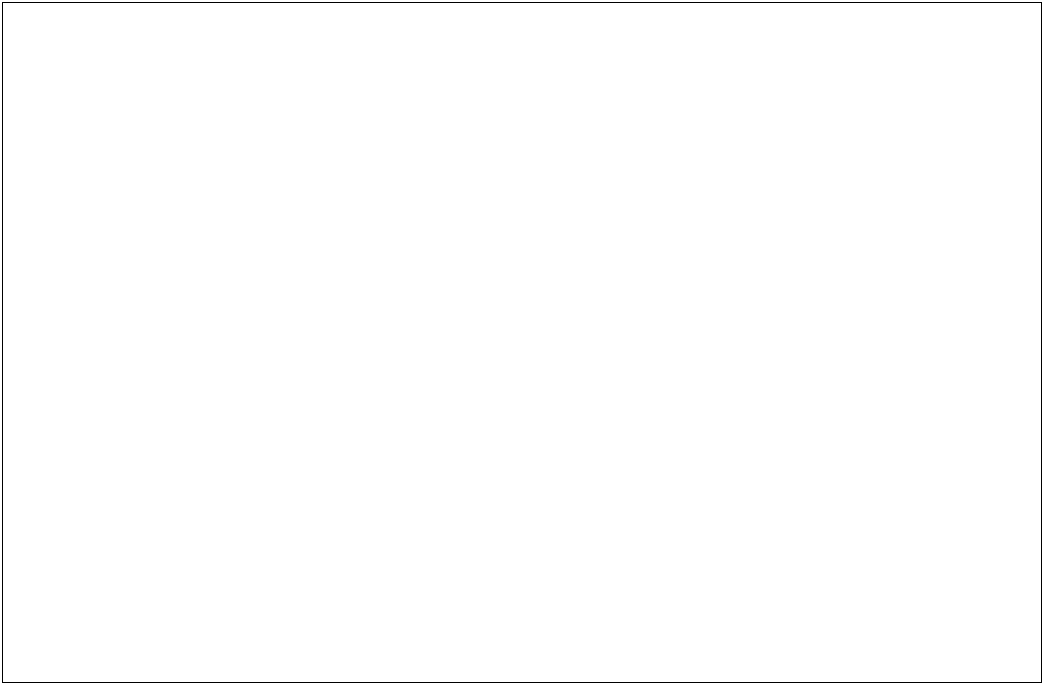
lower-impact fishing methods employed at lower scales and rates has less effect on the marine ecosystem and leads to higher contributions to their local fishing economies.

From the US to India, fishing communities are fighting against industrial aquaculture—particularly shrimp and salmon—and factory-style, industrial fishing operations.

Many of the Asian fishing communities affected by the tsunami have historically presented a nearly impenetrable fortress that has repeatedly fended off efforts for expansion of shrimp farms and issuance of joint-venture permits to distant-water industrial fishing fleets implicated elsewhere in large-scale overfishing and marine ecosystem damage, as well as in displacing fishing communities.

Direct contribution

At such times of tragedy, it is hard to pick a bad place to give, but we chose to put money directly in the hands of fishing community groups that know what to do but do not have the means to do it. And we are not alone in thinking this is right, as proven by those who have given to the



fund and the many letters of support for our work.

We should be *very* careful that when giving, we're not just giving to organizations that create dependency and replicate unequal and unfair power relationships," says Karla Zombro, a community activist working with AGENDA, a grassroots economic and social justice organization in south central Los Angeles.

Of Sri Lankan heritage, Zombro had planned, before the tsunami struck, to visit her mother's birth place, but she could keep her plans to visit the country only a week after the disaster. While there, Zombro met with the National Fisheries Solidarity (NAFSO), one of the Sri Lanka-based affiliates of the World Forum of Fisher People (WFFP).

"Organizations like NAFSO have a long-term commitment to the people there and represent their interests. These are the ones we should be supporting," says Zombro. "NAFSO is not about cooking for refugees, it's about letting them have the dignity to cook and fish for themselves. My people are not victims, they are survivors... and they have their own ideas about what needs to be done."

This report comes from Niaz Dorry (niazdorry@earthlink.net), a freelance writer and activist based in Gloucester, Massachusetts, US

Tsunami rehab

Not just four walls and a roof

An architect's thoughts on reconstruction and design of projects in the wake of a tsunami

Our knowledge of the destructive nature and force of tsunamis is limited and is only still being developed. Even standards of earthquake-resistant design are being constantly revised to incorporate new developments in the field.

Tsunami loads are far too great and it is costly and impractical to design normal structures that are resistant to all tsunamis. There is no point in making new houses extra safe, when they cannot resist all tsunamis. What about the buildings and areas that were not affected by the last tsunami? The next tsunami could affect them as well.

To calculate the potential damage to structures, several factors must be considered, including the characteristics of the particular tsunami, the exposure of the coastline, the configuration of local bays and harbours, and the area of inundation of the coastal zone. According to Diane Pierzinski (*Tsunamis*, California Geology, Vol. 34, No.3, 1981), one of the major causes of tsunami damage is surge-carried debris piled on to the shore.

Although the distance from the sea plays a significant part in damage mitigation (the energy of the waves gets dissipated with the distance), the elevation is a more critical factor.

Section 7.2.2 of the Coastal Construction Manual published by the Federal Emergency Management Administration in United States states that:

"Tsunamis have been known to damage some structures hundreds of feet inland and over 50 feet above sea level. Coastal construction in tsunami hazard zones must consider the effects of tsunami runup, flooding, erosion and debris

loads. Designers should also be aware that the 'rundown' or return of water to the sea could also damage the landward sides of structures that withstood the initial runup."

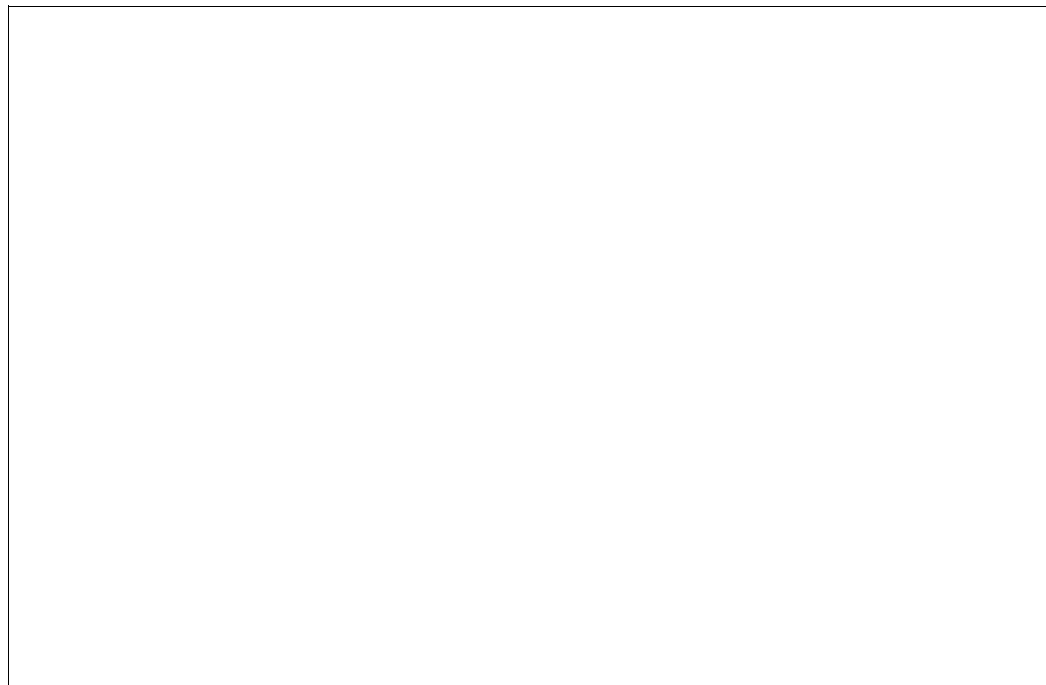
To reduce tsunami damage, the layout of new villages should consider the following aspects:

- Placing houses behind a barrier, which can be a reinforced cement concrete wall or dense vegetation.
- Elevating the buildings to allow water to pass through.
- Providing maximum spacing between the buildings.
- Providing greater mass, as with some structures that have survived the tsunami (for example, the Tranquebar Fort and the Shore Temple at Mahabalipuram), which may, however, prove very costly by present standards.

The strategy to adopt is to ensure that the structures do not collapse all of a sudden, and the occupants are able to run to a place of safety.

Expensive options

Seawalls, dykes and so on may reduce the damage, but they are very expensive and may adversely affect the environment. According to the 2001 Regional Tsunami Hazard Scoping Project Report prepared for the Wellington Regional Council by Geo Environmental Consultants, such structures constructed in Japan met with limited success as the tsunami wave heights were not accurately predicted and subsequent waves overtopped the barriers. Protective measures such as



these may be used in areas that contain essential infrastructure, such as the Kalpakkam Nuclear Power Plant in Tamil Nadu, India.

Trees that are deep-rooted, and grow with branches high off the ground, are very resistant to tsunamis. They can be used as effective barriers to partially dissipate the tsunami and catch the debris carried in the wave. The major advantage of dense vegetation over sea walls is that the former does not affect the wind movement along the coast. The planting of appropriate coastal species of vegetation would create functional and productive use for the local populations; the product yield and protection thus gives a twofold justification for implementation.

One of the best ways to do buildings is on stilts because they let the water through. If the epicentre of the earthquake is not far away, the time gap available between the warning and the real tsunami is very small, and the only way of escape is to go vertical. The houses can be made two-storeyed of reinforced cement concrete framed construction and the villagers can build around it using the normal construction practices according to their requirements.

The height of the elevated structures could be 10 feet from the ground level. There is no sanctity about this 10 feet

measurement, but based on the experience of tsunamis so far, we can say that most tsunamis cause the sea to rise no more than 10 feet. Special structures such as hospitals and shelters that come very close to the sea can be built up to a height of three storeys. Building standards for common facilities such as hospitals, schools and community centres should be made very stringent, to resist even the worst of tsunamis.

The positioning of the buildings should be such as to allow the energy of the tsunami waves to get dissipated, rather than try to be a physical barrier. Giving a large plot of land for each family will facilitate a layout that will be able to resist tsunamis better.

As far as possible, the new houses should be built in the same location of the existing village. As the villagers have developed a social bonding with the places, it is very difficult to shift to a new locality. In the case of Banegaon, in Latur, India, which was hit by a 6.3 magnitude earthquake on 30 September 1993, the new village was built on the other side of the existing village. In the case of Chapredi village in Bhuj district, 125 families refused to move into a new site which was 1 km away. So we built the houses in their old plots.

New locations

Whenever a village is relocated, for some people at least, their agricultural fields become distant, and their places of work

and worship far away from their houses. In most cases, the new location of the site is never discussed with the villagers, and the decision is taken by a few government officials.

Different strategies have to be developed for villages, towns and cities, based on the cost of land. The damaged houses might have been of various sizes and belonged to people of different economic strata. The extent of land required for each has to be worked out separately.

In rural areas, the government should be able to allocate bigger plots for each family. The main advantage of this is that there will be less overcrowding in future and the villagers have more flexibility in extending their houses based on available resources.

If there is no flexibility for expansion, then another slum will be formed in the coming years. As families expand, the demand will rise for more units for the next generation. For the poor, who have very little resources left after meeting their food and clothing needs, land can be a major resource.

The old house damaged by the tsunami might have been overcrowded, and now is the time to give the affected family two houses in the new layout. Definite criteria have to be evolved to decide about the

allocation of extra houses to overcrowded families.

A house located in the middle of a plot, with vacant space all around, might not suit the villagers' lifestyle. Flats and grid layouts could be disastrous. In deciding the final layout of the village, fishing communities need to factor in their relationship with the surroundings, and their occupational requirements regarding craft and gear, disposal of fish waste, and so on.

Any new housing scheme must provide each house with a lavatory of its own (communal lavatories rarely work) and with a cooking space designed so that smoke from the stove will not fill the entire house. The living and sleeping areas must be at least partially separated from each other.

One possibility is to provide a solid permanent core, or nucleus, of a house, around which the inmates can add their own rooms and living spaces, perhaps at first with only temporary materials such as mud and corrugated galvanized iron sheets and later with more permanent materials.

Common facilities

In many of the reconstruction projects, the thrust given for common facilities and infrastructure is low. Markets, a library, a community hall, schools, village council

office, and places of worship are some of the community facilities that can be added for a reconstruction project.

Water supply and sanitation plans are important. Many of the villagers might not have had toilets and bathing facilities in their old houses. The new layout can add water closet and bath and wash areas. Water storage facility is another important feature for each house. In many areas, tsunami inundation has caused salinity in the wells, which were the main source of drinking water.

One basic mistake we make in rehabilitation is that we want to give the villagers what we think is right. We never want to know their real needs. “People’s participation” is an oft-repeated cliché; even where it does happen, it is only in the case of implementation, and not in the case of planning, design and choice of technology.

The villagers have to be convinced about the techniques and materials we use for reconstruction. In Banegaon village, in Latur, India, the villagers rejected stone for masonry walls because the same material had fallen over them during the earthquake. One of the buildings in the village which survived the earthquake was a building built with burnt bricks. Although brick is not a local material—it has to be transported from a distance of more than 70 km—the villagers’ preference was for bricks. In Chapredi village in Bhuj district too, the villagers did not want stone for masonry walls, because many of them had collapsed. They agreed for cement-stabilized mud blocks for walls since the traditional mud structures had survived the earthquake.

One NGO had constructed houses in the shape of geodesic domes. The villagers could not relate with such shapes and they refused to live in those houses, which were eventually used for storing things.

Whatever the choice of technology for reconstruction, it is very important to make sure that the villagers and local masons are able to construct similar buildings in future. One major caution to be exercised here is that reinforced cement concrete framed structures, especially in a

highly corrosive coastal environment, needs lot of care in construction and maintenance. If the quality of construction cannot be ensured, the maintenance of these structures over a period of time can lead to a serious crisis.

The quantum of construction activities which are going to take place in the tsunami-hit areas in the next one year is huge. There will be a tremendous shortage of construction workers, and migration of construction labour will occur. Wages will go up. Unskilled workers will become skilled masons overnight. Based on the experience in Bhuj and Latur, it is very difficult to ensure the quality of construction, which is very critical in the case of the structures that are going to come up.

When we built earthquake-resistant structures in Latur and Bhuj, we were quite convinced about the soundness of the structures. But the villagers always had doubts about the safety of such structures. It is very important that we bring them into confidence before, during and after construction. In Banegaon, we started living in one of the model houses. After one of those after-tremors, which was of moderate intensity, the villagers came running to the house where we were staying to check whether the structure had developed any cracks or damage.

To conclude, the housing problem is not a mere question of four walls and a roof. It is, in fact, a social problem, which has many cultural, economic, technical and political dimensions. The house as a microenvironment is very essential for the healthy living of individuals. We have to approach the problem in a holistic way, taking into account regional variations.

We can consider the following actions for the future:

- Producing inundation maps, which will help in the adoption of different criteria in the design of new buildings based on the data generated.
- Deploying tsunami warning systems. (Whether the dissemination of information can be done under the present



circumstances is still doubtful, since we need experience in responding to warning systems.)

- Locating and designing new buildings by taking into account the possibility of a tsunami in the future, and giving quality of construction extra importance.
- Providing tsunami-resistant structures that can function as shelters for people during a natural disaster, and finding alternative uses for them so that they can be justified.



This article has been written by
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A new approach to sanitation

Ecological sanitation is a sensible option for tsunami-hit coastal communities

I am sure you will agree that, as reconstruction of tsunami-hit villages gets under way, ecological sanitation should be very seriously considered as an important option. Below I outline some of the reasons.

Ecological sanitation not only provides safe sanitation and protection of the groundwater, but it also provides important fertilizer and soil improvers to establish coastal shelterbelts for protection against erosion, cyclones and tsunamis.

Sanitation is a serious issue throughout the tsunami-affected coastal belt in Tamil Nadu. Fishing communities, as well as agricultural communities and small traders and services, all suffer in this regard. The issue of safe sanitation was already a serious matter prior to the tsunami, but this disaster brings it into stark relief.

One option is to simply provide conventional sanitation in the form of pit latrines and septic tanks in the massive reconstruction phase, which is about to commence.

However, if this is done, some tremendous opportunities for addressing some of the very serious issues affecting coastal communities would have been lost. Furthermore, new problems would have been created.

Some important issues facing coastal communities are:

- poor sanitation
- lack of protection from coastal erosion, cyclones and tsunamis
- poor water supply

- unproductive soils
- poor health due to poor water, sanitation and diet

Many coastal communities are in areas of significant waterlogging and very high water tables. Groundwater is an important resource, but much of it has been affected by salt water intrusion due to the tsunami, though it will most likely recover after significant rains.

During the reconstruction phase, it is likely that conventional sanitation will be promoted and constructed on a scale that has not existed in these communities.

In high water-table areas, water-flush toilets, pit latrines and septic tanks offer the significant threat of faecal pollution of the groundwater. Thus, high concentrations of water-flush toilets will almost certainly pollute the groundwater in many of these settlements, ruining a good resource and threatening the health of the community. In a State where water is so precious, one should seriously consider protecting this resource. As such, in many locations, conventional water-flush toilets may be an inappropriate sanitation choice.

Ecological sanitation offers a far more sustainable option under these conditions. Ecological sanitation:

- protects the groundwater from faecal pollution
- saves water
- comprehensively protects public health
- provides valuable fertilizer and soil improvers for establishing and

increasing the density of coastal vegetation and shelterbelts to protect against coastal erosion, cyclones and tsunamis

- provides valuable fertilizers and soil improvers for vegetable growing, and thereby improves income and nutrition

EcoSolutions offers awareness-raising, workshops and hands-on training in ecological sanitation for children, youth, women, self-help groups, non-governmental organizations and others. We also offer quality control, project management and implementation with the objective of leaving in place high-quality toilets appreciated by the users, together with the skills and knowhow to promote, propagate and sustain a new approach to sanitation, an approach that is truly sustainable and appropriate both now and in the future. 3

This letter, dated 19 January 2005 and addressed to Shantha Sheila Nair, Rural Development Secretary, Government of Tamil Nadu, was written by Paul Calvert (paulc@vsnl.com) of EcoSolutions (www.eco-solutions.org)

Build new, better lives

Solidarity is key to recovering from a disaster, as the experience of Mexican earthquake victims reveals

Early in the morning of 19 September 1985, at 7.19 am, Mexico suffered a magnitude 8.1 earthquake that damaged several parts of the country, affecting Mexico City the most.

In Mexico City the situation was catastrophic: around 50,000 people died and 100,000 were injured. In all, around 120,000 families became victims of the earthquake. Hundreds of schools, some of the main hospitals, many factories, offices and different facilities were severely damaged or collapsed.

Neighbourhoods around the centre of town were the main affected areas. So extensive was the damage to human life and property that the government entered a state of shock and did not know what to do.

But we, the victims, did not have the time to wait for the government to react. From the start we handled the situation on our own. In my neighbourhood, Tlatelolco, where more than 1,000 died, we began searching for survivors as soon as conditions allowed us to do so, that is, the instant the cloud of dust disappeared. By 8 am, we had already begun assembling different commissions of volunteers, to list the injured, the dead and the missing, to install shelters, and to search for medical aid.

When officials of the government showed up hours later, we were the ones who told them what to do and co-ordinated their activities. Around 500,000 volunteers were collaborating everywhere. In the beginning, our only tools were our own hands; only later did machinery and tools begin to arrive. By 9 am, we had the first shelters functioning. By noon, we began sending volunteers out to other areas to find out what was happening there. At 5

pm, we held the first assembly of the survivors. In the afternoon of the next day we had a meeting with local authorities where we presented our first list of demands. This meeting was abruptly interrupted by a second and powerful earthquake of magnitude 7.2.

The next few days were spent organizing shelters and camps, even as rescue work continued. One week later, we held our first demonstration, marching towards the President's house to demand solutions to our problems. That was when we had the first contact with ministers of the government. As an outcome of our meetings and assemblies, unions of victims and neighbours were formed in each of the affected neighbourhoods of the city.

When the government recovered its wits, it decided to follow the Nicaraguan government's policy for the victims of the Managua quake: to expel them to the outskirts of the city. We strongly opposed that policy and, in our assemblies, we resolved not to allow anyone to relocate us. So the tents and camps were built exactly in front of the collapsed or affected houses and buildings. We also began regular meetings with the elected representatives of the unions. On 23 October, we held a big demonstration at the main square of the city to demand that the government stop debt repayments and, instead, use that money for reconstruction.

Big demo

One day later, also in Tlatelolco, we held the foundation congress of the Co-ordinadora Unica de Damnificados (CUD), the co-ordination centre for the victims. Two days later we held another big demonstration outside the President's house, which forced him and some of his

ministers to meet us. That meeting led to a lot of other meetings with different ministers, who began to discuss our demands.

Meanwhile, the unions were organizing a lot of activities in each neighbourhood. The commissions had now enlarged to include social, technical, cultural, communication and womens issues. We began organizing large art festivals, in which both victims and well-known artists participated.

Several months later, on 13 May 1986, we finally signed with the Mexican government the Democratic Agreement for the Reconstruction. This document gave warranties to each one of the victims and gave birth to different housing programmes. An expropriation decree gave all victims equal rights, and private properties became the property of the State, to be developed as part of the reconstruction process. All the victims became inhabitants of the expropriated land. No matter what their status was before the quake whether they were owners or tenants, rich or poor—they all had the same rights. Thanks to the agreement, special consideration was given to the poorest, the elderly and widows.

Apart from focusing on housing reconstruction, we also began to work in

the fields of health, education, labour and culture. We established direct relationships with different agencies and non-governmental organizations (NGOs), both local and international, so that they could support us directly. Through different programmes, we got houses for all the victims and we ourselves built around 5,000 houses.

It was not easy, and we had to spend hundreds, perhaps thousands of hours, in negotiations, demonstrations, rallies, assemblies, press conferences, academic and social encounters, arts and sports activities, solidarity encounters and much more.

There are many lessons from our struggle. All solidarity was welcomed, as long as it was given unconditionally. We fought the battles on our own; we did not allow political parties or churches to represent us.

We worked for all the victims without exception, and we took care to ensure greater support for those more in need. The reconstruction process was handled in accordance with the needs and demands of the victims and not those of the government.

New future

The philosophy behind our reconstruction was not to go back to our past but to build a new and better future,

with the participation of everyone and for the benefit of all. The basic value that drove us was—and remains—solidarity.

There were other consequences of our movement. Existing laws were changed, and new ones created. A new generation of politicians, musicians, artists and poets, among others, was born. The people had won new rights. The political situation in Mexico City changed forever. So great was the influence of our movement that it got reflected all over the country.

Since then, we have tried to use our experience to help others who, like us, became the victims of disasters. We did it in El Salvador, in 1986, when a big quake struck, and in many other places, both in Mexico and abroad. As a result of contact with the victims of the great Hanshin quake in 1995 in Japan, a co-ordination network of local NGOs was born. That group of Japanese NGOs later consolidated into a network called the Citizens towards Overseas Disasters Emergencies (CODE). CODE (www.code-jp.org) has done a lot of work in disaster-hit areas in countries like Taiwan, Afghanistan, Iran, El Salvador, Mexico, Algeria and Turkey. Currently, we are developing relief activities and recovery projects in Sri Lanka and Indonesia.

We hope that the victims of disasters can take advantage of our experience. If we can be helpful in any way, just let us know! Remember, the basic value is solidarity. We have to fight for all, without exception. The idea is not to rebuild but to build new and better lives!

This article is by Cuauhtémoc Abarca Chávez (coordtlatelolco@mail2mexico.com), Co-ordinator General, Mexico Co-ordinadora de Residentes de Tlatelolco, Mexico

Post-tsunami conference

New disaster management

The following release was issued by representatives of organizations of peasants, fisher peoples, and victims of the tsunami

We, representatives of organizations of peasants, fisher peoples, victims of the earthquake and tsunami of 26 December 2004 that wrought immense damage and loss of lives in the regions of Asia and Africa, and also non-governmental organizations (NGOs) that work with, and support, peasants' and fishers' organizations issue today the following important statement regarding the recent catastrophes and their effects on the affected communities:

We are extremely saddened by the fact that the twin catastrophes of the earthquake and tsunami have resulted in the loss of an unimaginable quantum of lives and property, including houses, livestock, farmlands, fish ponds, fishing gear and craft, all of which are directly related to the livelihoods and socioeconomic condition of the people of the tsunami-affected regions, most of whom are small-scale, artisanal beach-based, labour-intensive communities living in marginalized socioeconomic conditions.

In reality, most of the victims of the twin catastrophes are those who were already suffering from the ill effects of misdirected development policies long before the tsunami struck, including small-scale, artisanal fisherfolk in coastal regions, wage labourers, coastal communities without rights to land and access to coastal resources, and peasants evicted from their traditional lands.

We are shocked by how, despite the so-called great advances in science and technology, no human agency was able to either predict the catastrophes or devise an early warning system that would have mitigated the damage caused by the earthquake and tsunami. That the

catastrophes affected the livelihoods of hundreds of thousands of victims in 15 countries in Asia and Africa, across a stretch of about 4,000 km of the Andaman Sea and the Indian Ocean, in the course of just a few hours, is another pointer to the failure of modern science and technology to serve the social needs of marginalised communities, even as it has bypassed and, in some cases, even destroyed indigenous traditional ecological knowledge systems that have been passed down from generation to generation as received wisdom, especially in coastal communities. We emphasize that in effect the tsunami has revealed that the geography of disaster is the same as the geography of economic poverty.

After the terrible destruction caused by the quake-induced tsunami, hundreds of thousands of victims have had to flee their homes, their fishing grounds and farmlands and shift to relief camps, leading to a great sense of despair and despondency in having to depend on charity and others for their living. This condition has only been worsened by the attempts of governments in some tsunami-hit countries to clear the beaches and coastal areas in the name of tsunami-preparedness, preventing coastal communities from exercising control of, and access to, traditional sources of beach-based economic activities, while simultaneously planning to hand them over to corporate and business interests in the tourism, industrial fisheries and aquaculture, and maritime industries. We take serious objection to such attempts to privatize common property resources and the collective rights of communities.

Future prospects

The present condition and future prospects of the tsunami victims remain

uncertain as the aid landing in relief camps and tsunami-hit regions, mainly from overseas international donor agencies, has arrived uninvited and without any prior consultation whatsoever with the affected victims and intended beneficiaries.

Based on field realities and reports, we are extremely worried about the accountability of the operations of aid distributors and agencies because these organizations have neither made public their statements of accounts or budgets, nor been transparent in the manner in which they have been apportioning and distributing aid.

On the other hand, some of the international and multilateral institutions, governed by a largely neoliberal perspective, have pledged aid to tsunami-hit countries in the form of loans with conditionalities attached. This tendency only exposes how the tsunami catastrophe is being exploited by such institutions to pave the way for debt dependency in the affected countries and development policies dictated by these very same institutions, and not generated by the people from the grassroots and their organizations.

Some of the emergency aid programmes meant for the tsunami victims have actually so far been benefiting transnational corporations who have

found in the tsunami catastrophe a good vehicle to sell their goods and services to the consuming public in the affected regions, using funds earmarked for tsunami relief, rehabilitation and reconstruction work. The lack of transparency and accountability in the operations of such corporations, especially in the area of food aid and the use of genetically modified organisms (GMOs), has only increased suspicion about the real intent of these organizations.

Based on the abovementioned issues and concerns, we, representatives of peasant and fisherfolk organizations, members of the Via Campesina, the international peasant movement, members of the World Forum of Fisher Peoples (WFFP), and concerned NGOs, including local and international ones, meeting in Medan, North Sumatra, Indonesia during 17-19 February 2005 at the "Regional Conference on Rebuilding Peasants and Fisherfolk's Livelihoods After the Earthquake and Tsunami Catastrophes" do hereby demand the following:

Rehab efforts

Rehabilitation and reconstruction efforts in the affected areas should be undertaken only after ensuring that the sovereignty and future livelihood prospects of the victims and their organizations are guaranteed. Since most of the victims come from the small-scale/traditional

fishing and peasant communities, such efforts should also guarantee their rights to land tenure and access to coastal resources, including the use of the shore area for beach-based livelihood activities.

To ensure social justice for the tsunami victims, their rights to fertile and productive land and coastal areas must be recognized and legally guaranteed, so that they can utilise these resources productively for their food, housing and other livelihood needs in order to emerge from a life of poverty and deprivation to a superior standard of living. For this to happen, pro-people agrarian reforms in the affected regions must be implemented, and control of land and coastal resources in the post-tsunami scenario should lie with the victims and people affected by the tsunami, in particular peasants and coastal fishing communities, and not in the hands of corporate or other outside interests.

Rehabilitation and reconstruction efforts should always uphold the principle of food sovereignty, ensuring the delivery of safe and healthy food, free of GMOs, produced locally rather than imported, and matching local cultural and social tastes and preferences.

We summarily reject "relocation" programmes meant for the tsunami victims since these are designed merely to evict the victims from their traditional lands and resources, and free them up for use by the tourism and housing/real estate and other industries, further marginalizing the affected communities, while ensuring profits for a selected few. We emphasize that the issues of safety and livelihood needs of beach-based fishing communities are organically linked.

Rehabilitation and reconstruction activities in the affected coastal areas should give utmost priority to traditional, artisanal, small-scale communities relying on beach-based fishing activities, and not to large-scale mechanized fishing vessels or industrial aquaculture farms.

We reject aid for the affected coastal fishing communities that comes in the guise of discarded fishing vessels from the developed Northern countries and

are not locally appropriate or designed to suit the needs of beach-based labour-intensive fishing practised by most coastal fishing communities in the affected regions, in contrast to the harbour-based fishing prevalent in the donor countries, supposedly designed for the safety of fishing communities. By utilising local resources and services in the reconstruction of fishing craft and gear, not only will the affected communities regain lost means of livelihood but such efforts will also spur local ancillary economic activities that will benefit the larger populations in the affected regions. The tsunami tragedy should not be used by the Northern countries to subsidize the overcapacity of their large-scale fisheries and the relocation of fishing craft to the affected regions in a kind of quick fix solution.

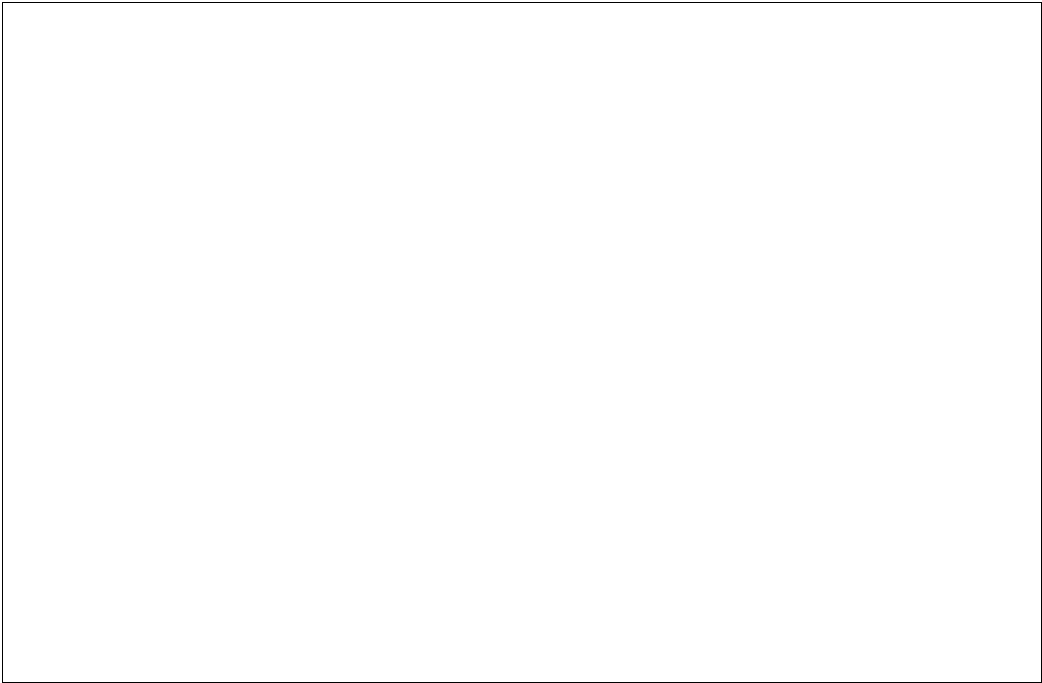
We reject all aid and loan programmes for tsunami victims that come with conditions attached since these are designed to engineer a dangerous debt trap, leading to another fiscal tsunami that will wipe out the future for these communities, as they continue to struggle with indebtedness.

Based on the experience of other countries in handling natural disasters, we believe there is a need for autonomous, independent disaster management and preparedness agencies, as well as early warning systems, both nationally, regionally and internationally, which, importantly, should be community-based, leading to a new form of community-based disaster management system that recognizes both political and human rights.

Finally we would like to recognize and acknowledge the support and commitment of all the people and groups that have shown great solidarity in alleviating the suffering of the victims of these twin catastrophes.

Signatories :

- Henry Saragih (Via Campesina-Indonesia)
- Thomas Kocherry (World Forum of Fisher Peoples, WFFP/National Fishworkers Forum, NFF-India)



- Adul Jiwtan (Federation of Southern Fisherfolk FSF, member of Assembly of the Poor- Thailand)
- Morawakage Anton Priyantha (National Fisheries Solidarity NAFSO- Sri Lanka)
- Yoshitaka Mashima (NOUMINREN- Japan)
- Thilak Kariyawasam (Green Movement Sri Lanka)
- Cuauhtemoc Abarca (CODE/CRT Mexico)
- Linus Jayatilake (Monlar and ANRHR Sri Lanka)
- Sago Indra (Federasi Serikat Petani Indonesia FSPI Indonesia)
- Ridwan Munthe (Koalisi Solidaritas Korban Bencana Alam Aceh dan Sumatera Utara/ KSKBA Indonesia)

This media release was issued on 19 February 2005 at Medan, North Sumatra, Indonesia at the “Regional Conference on Rebuilding Peasants’ and Fisherfolk’s Livelihoods After the Earthquake and Tsunami Catastrophes”

Post-tsunami meet

The Medan Declaration

Declaration on "Rebuilding Peasants' and Fisherfolk's Livelihoods After the Earthquake and Tsunami Catastrophes"

Organizations of peasants, fisher peoples and victims of the earthquake and tsunami of 26 December 2004, as well as non-governmental organizations (NGOs) that work with, and support, peasants' and fishers' organizations, came together at the "Regional Conference on Rebuilding Peasants' and Fisherfolk's Livelihoods After the Earthquake and Tsunami Catastrophes" between the 17th and 19th of February 2005. Over 80 participants from 11 countries, representing around 20 organizations, were present.

On the 17th February some of the participants visited Serdang Bedagai, North Sumatra. And then the participants participated in a field trip to Aceh on the 20th -21st of February, visiting Banda Aceh, Sigli, Bireun, Lhokseumawe, Langa and Medan, the six coordination centres of the KSKBA (Koalisi Solidaritas Kemanusiaan Bencana Alam di Aceh dan Sumatera Utara—Coalition of Humanitarian Solidarity for Natural Disaster in Aceh and North Sumatra).

The tragic effects on the lives, property, livelihoods and socioeconomic basis of hundreds of thousands of people in the tsunami-affected regions of Asia and Africa are immense, and an important part of the victims are peasants and small-scale, artisanal, traditional, beach-based, labour-intensive fishing communities, living in marginalized socioeconomic conditions.

Over 220,000 people died and many others are still missing. We are in solidarity with their families and communities, whose lives and livelihoods have been shattered by this unprecedented disaster. We recognize and acknowledge the immediate support

and commitment of all the people and groups that have shown great solidarity with the victims of the tsunami catastrophe.

The victims, their communities and social organizations must be enabled to rebuild their livelihoods themselves. Victims of the tsunami, their communities and organizations have to be the key actors in rehabilitation and reconstruction efforts.

Such rebuilding has to be done by the people, should be democratic and non-discriminatory, and lead to improved and sustainable livelihoods. Traditional ecological knowledge systems for protecting and managing natural ecosystems, biodiversity and human habitats, have to play a central role in this.

Especially in disaster situations such as this, it is crucial to strengthen peasants' and fisherfolk organizations as key actors that defend the interests of these communities and support coalitions, networks and campaigns to further the cause of peasants and farming communities.

It is essential to guarantee that funds are utilized for building public infrastructure for fishing and peasant communities, like water and sanitation, free schooling, public housing and building of religious centres, and medical facilities that provide free healthcare and basic medicines.

Women and children

In the tsunami relief and rehabilitation work, special attention has to be given to children by setting up educational, and health and trauma care infrastructure especially designed for them. Women and elderly people, particularly those who have lost all their relatives, also need specific attention.

Relief, rehabilitation and reconstruction efforts for the tsunami victims have to be transparent. People have the right to know where the funds go and for what they are used. International and national NGOs and institutions have to respond to the agenda and demands articulated by organizations and communities of fisherfolk and peasants for the rebuilding of their livelihoods in the long term.

There is a need for autonomous, independent disaster management and preparedness agencies, as well as early warning systems, both nationally, regionally and internationally, which should be done by the people themselves. These bodies should be co-ordinated by democratically elected committees, should respect human rights and be aided by experts and supporters of fishing and peasant communities.

We call on governments, international institutions and other policy-making bodies as well as NGOs and peoples' organizations to support and guarantee the following rights for small-scale farmers, peasants and fisherfolk in the tsunami-affected regions:

In the case of peasant communities:

- Houses have to be rebuilt in their original locations, based on traditional practices and local knowledge, in contrast to some

official attempts to relocate people under the pretext of safety. In case of potential safety problems, a dialogue with the affected communities should lead to an adequate solution, also for the communities concerned.

- Ensure that peasants are not displaced from their own traditional lands and homes, and that they can stay on their farms.
- Guarantee clear and unambiguous rights to their lands, including recognizing customary rights where applicable; ensure clearly defined demarcation of boundaries of the lands they have been living in before the tsunami devastation; and, in case of land being wiped out by the tsunami, guarantee equitable provision of land to the peasants.
- Systems for irrigation, traditional wells, sanitation and potable drinking water have to be rehabilitated. Peasants and their organizations must have a clear say in the planning and execution process, including initiatives for soil desalination.
- Rehabilitation efforts have to ensure that land appropriated by transnational corporations or

other vested interests will be returned to peasant owners.

- Rehabilitation and reconstruction efforts have to take into account people's food sovereignty, including a genuine agrarian reform programme.
- We demand that national authorities reject genetically modified (GM) food aid and any imported food aid that depresses local prices, purchasing food locally wherever possible, and matching local cultural and social tastes and preferences.
- Ensure a fair and equitable trading and market system that will guarantee remunerative prices for crops and reasonable costs for inputs at the national level.
- General training and education for building up human resources among peasants, and training centres for organic agriculture have to be established. Promote, in tsunami-hit areas, the practice of organic agriculture as an alternative to the pressure by multinational companies for transgenic seeds or genetically modified organisms (GMOs) and industrial agricultural production.

- Co-operatives managed by peasants and their organizations must be set up as well as transportation infrastructure for agricultural products.

In the case of fishers and their coastal communities:

- Design housing projects that are safe and appropriate for fisherfolk and coastal communities engaged in beach-based fishing activities.
- Prevent private corporate interests, including in the tourism and travel industry, from appropriating coastal areas for profit-making activities.
- Ensure that craft and gear for small-scale fishing communities are designed and manufactured by traditional artisanal fishworkers.
- Make certain that government aid for fisheries development goes to small-scale traditional fishing communities, and not to large-scale, mechanized, harbour-based fishing interests.
- Prevent the eviction of fishing communities from coastal areas and recognize their rights of access to, and management of, coastal resources.

- Enforce legislation to ensure fishing zones only for traditional, small-scale fishers, with distances to be determined as locally appropriate, in consultation with fishing communities and their organizations.
- Ensure that rehabilitation plans involve fishers, their communities and organizations, respecting customary law and traditional rights and practices.
- Emphasize that, while rejecting the neoliberal agenda for reconstruction and rehabilitation, fishers and their organizations stress that the above principles should be applicable for all disasters, big or small.
- Strengthen local, national, regional and international organizations of fisherfolk and fishing communities.

As NGOs and other organizations that work in support of peasant and fisherfolk organizations and communities, we commit ourselves to:

- Support the defence of labour-intensive, beach-based fisheries and the livelihood interests of peasants, as well as the monitoring of relief and reconstruction efforts.
- Raise awareness and campaign against dumping of discarded fishing vessels in tsunami-affected areas.
- Support initiatives by the victims and their communities for a social audit of relief and reconstruction efforts so that they can control how and for what purposes funds are used.
- Demand that governments of tsunami-hit countries desist from anti-people and anti-democratic activities and policies, and respect the rights of the people for justice, without any discrimination whatsoever, whether this relates to their nationality, ethnicity or

religious beliefs, and guarantee the safety of all those engaged in relief and rehabilitation work.

- Press international NGOs to respond to the capacity-building and other requirements of fisherfolk and peasant organizations in order to strengthen themselves, and to fisherfolk and peasants to rebuild their livelihoods according to their needs.

Adopted on the 21st of February 2005 at Langsa, Aceh, Indonesia by the following participants of the Regional Conference on Rebuilding Peasants' and Fisherfolk's Livelihoods After the Earthquake and Tsunami Catastrophes.

Signatories:

The affected fisherfolk and peasant organizations

National organizations:

- Federasi Serikat Petani Indonesia (FSPI), Indonesia
- National Fisheries Solidarity (NAFSO) and Movement for National Land and Agricultural Reform (MONLAR), Sri Lanka
- National Fishworkers Forum (NFF), India
- Federation of Southern Fisherfolk (FSF), Thailand

International organizations:

- Via Campesina
- World Forum of Fisher Peoples (WFFP)

NGOs and other organizations supporting peasant and fisherfolk organizations present at the Conference:

- Green Movement of Sri Lanka
- OXFAM Solidarity, Belgium
- International Collective in Support of Fishworkers (ICSF)

- MORE AND BETTER, Italy
- Centro Internazionale Crocevia, Italy
- Focus on the Global South, Thailand
- INSIST, Yogyakarta, Indonesia
- YSIK, Jakarta, Indonesia
- YBA, Aceh, Indonesia
- JALA, Medan, Indonesia
- LEUHAM, Aceh, Indonesia
- SBSU, Medan, Indonesia
- SINTESA, Medan, Indonesia
- LENTERA, Medan, Indonesia
- KAU, Jakarta, Indonesia
- Coordinadora de Residentes de Tlatelolco (CODE), Mexico
- CECAM, Mexico
- Japan National Confederation of Farmers' Movement (NOUMINREN), Tokyo, Japan
- Confederation Paysan, France
- Catalan Department for Cooperation and Development, Spain
- Hyogo Research and Quake Restoration Centre, Kobe, Japan

This declaration was adopted on the 21 February 2005 at Langsa, Aceh, Indonesia by the participants of the "Regional Conference on Rebuilding Peasants' and Fisherfolk's Livelihoods After the Earthquake and Tsunami Catastrophes"

Towards an enabling environment

The text of the FAO paper COFI/2005/5 *Supporting Small-scale Fisheries Through an Enabling Environment*

Summary

This paper explores the importance of the context in which small-scale fisheries operate, and argues that only through the creation of an enabling environment can these fisheries fulfil their potential to contribute to reaching the important goals of poverty alleviation and food security as stipulated in the World Food Summit and the Millennium Declaration. There are a number of strategies that can be employed to facilitate small-scale fisheries operations, including initiatives aimed at making changes to fisheries policy and legislation, improving non-fisheries policy and legislative environment, tailoring fisheries management regimes, facilitating financial arrangements, improving information, developing human capacity and making markets work for small-scale fishers.

Introduction and background

1. At its Twenty-fifth Session in 2003, the Committee on Fisheries “strongly advocated that more efforts be made to support the small-scale fisheries sector, both inland and marine” and requested that technical guidelines on increasing the contribution of small-scale fisheries to food security and poverty alleviation be prepared. The Committee indicated that “such guidelines should, *inter alia*, stress the importance of national fisheries development strategies that promote good governance and inclusiveness....”.

2. Practical strategies are outlined in this paper, the adoption and implementation of which could significantly improve the conditions in which small-scale fisheries operate. Governments and non-governmental stakeholders, as well as the international community, are encouraged to improve these conditions.

3. An explanation of key terms and concepts is provided at the outset to justify the facilitating of the overall conditions in which small-scale fishers operate. Some possible strategies are then suggested, which could be adopted and implemented by stakeholders and the international community. The document concludes by inviting the Committee to address a list of suggested actions.

Key terms and concepts

4. The FAO Advisory Committee on Fisheries Research (ACFR) Working Party on Small-scale Fisheries, at its Second Session held in Bangkok, Thailand, in November 2003, agreed on a vision statement and a characterization of small-scale fisheries as follows:

Small-scale fisheries can be broadly characterized as a dynamic and evolving sector employing labour-intensive harvesting, processing and distribution technologies to exploit marine and inland water fishery resources. The activities of this subsector, conducted full- or part-time, or just seasonally, are often targeted on supplying fish and fishery products to local and domestic markets, and for subsistence consumption. Export-oriented production, however, has increased in many small-scale fisheries during the last one to two decades because of greater market integration and globalization. While typically men are engaged in fishing and women in fish processing and marketing, women are also known to engage in near-shore harvesting activities and men are known to engage in

fish marketing and distribution. Other ancillary activities such as net-making, boatbuilding, engine repair and maintenance, etc., can provide additional fishery-related employment and income opportunities in marine and inland fishing communities.

Small-scale fisheries operate at widely differing organizational levels ranging from self-employed single operators through informal micro-enterprises to formal sector businesses. This subsector, therefore, is not homogenous within and across countries and regions, and attention to this fact is warranted when formulating strategies and policies for enhancing its contribution to food security and poverty alleviation.

5. The **vision for small-scale fisheries** is one in which the contribution of these fisheries to sustainable development is fully realized. This vision affirms that:

- they not be marginalized and that their contribution to national economies and food security be recognized, valued and enhanced;
- fishers, fishworkers and other stakeholders have the ability to participate in decisionmaking, be empowered to do so, and have increased capability and human capacity, thereby achieving dignity and respect; and
- poverty and food insecurity do not persist; and that social, economic and ecological systems be managed in an integrated and sustainable manner, thereby reducing conflict.

6. Furthermore, the ACFR Working Party on Human Capacity Development, in April 2004, considered an **enabling environment** as a societal context that allows for development processes to take place. Some of the features that define 'enabling environment' are coherent sector policies and strategies as well as co-ordination across sectors, good levels of human capacity development and

organizational development, good governance, and a lack of conflict.

Why is an enabling environment so important for small-scale fisheries?

7. Small-scale fisheries play an important role with respect to such key issues as poverty reduction and food and nutritional security. Their contribution, at the macroeconomic level, is seemingly very small in comparison to other sectors, such as agriculture, and only in small island developing States (SIDS) economies and those of a few countries is gross domestic product (GDP) significantly increased by the contribution of the small-scale fisheries sector. However, the role of small-scale fisheries in the household and local (community) economies may be quite substantial. Through direct and indirect food security mechanisms, income and employer multipliers effects, small-scale fisheries and related activities play a significant role at the micro-levels, especially for the poorest households who depend more heavily on these activities. At household level, small-scale fisheries represent the difference between starvation and food security and fishing becomes the 'bank in the water'.

8. Given the appropriate conditions, small-scale fisheries can contribute significantly to pro-poor growth, in particular through its capacity to play the role of buffer and labour safety valve for increasing rural and unskilled population. In addition, small-scale fisheries, through their redistributive capacity, could be a very powerful way to reduce rural inequity and set up the institutional and economic conditions of a pro-poor growth for those who are chronically unable to engage in the productive economy. This may, in turn, favour faster economic growth, which can then trickle down to the poorest households. Finally, small-scale fisheries, fish processing and trade provide the population with important and sometimes crucial safety-net alternatives as part of a multi-activity, reducing vulnerability and risk. In terms of livelihood-based strategy toward sustainable development, small-scale fisheries play the role of substitute and/or complement to other

economic activities to help the households sustain their standard of living in the absence of formal unemployment and/or insurance schemes.

9. Despite these crucial roles and contributions of small-scale fisheries, the sector is still largely neglected by decision-makers and planners and absent from discussion relating to national poverty reduction strategies. The successful creation of favourable conditions would enhance small-scale fisheries' contribution to the themes/subjects/aspects alluded to in paragraphs 6 and 7 above but also allow the sector to contribute to both (a) ensuring implementation of the Code of Conduct and the appropriate International Plans of Actions, and (b) poverty reduction and food security, two issues highlighted in the goals of the Millennium Declaration, and particularly relevant to goal 1 (eradicate extreme poverty and hunger).

What can be done?

Making changes to fisheries policy and legislation

10. Frequently, small-scale fishers and fishworkers, and especially when they are poor, are unable to initiate and carry out the changes that would be to their own benefit, and this is because they are economically, socially and politically marginalized. They therefore require

special protection and assistance. Fisheries policy must provide a long-term vision for small-scale fisheries (rather than just a short-term development plan) through the clear specification of objectives and policy tools employed to achieve these objectives. Legislation should provide the mechanisms for implementation and enforcement of these objectives. Together, they will provide the overall framework in which small-scale fisheries can operate and they must, therefore, be formulated to include specific ways of supporting small-scale fisheries; it is not sufficient just to control activities of an industrial nature (although this may be important). And because small-scale fisheries have significant potential to alleviate poverty and food insecurity, unlocking this potential also requires policy and legislation that is specifically targeted at the poor and food insecure.

11. It may be necessary to consider how small-scale fishers and fishworkers are defined in legislation. A broad definition of artisanal/small-scale fisheries is required which, for example, includes fishworkers/fishers involved in processing and marketing activities so that their work can be formally recognized. A failure to do so can have adverse implications for accessing financial assistance, membership of unions or organizations, etc., and can disadvantage women, whose

involvement in many segments of small-scale fisheries but particularly post-harvest activities, is significant.

12. Policy and legislation supporting small-scale fisheries may cover a wide range of issues, and the following should be considered for their appropriateness in different situations:

- management measures specifying seasonal or area restrictions for foreign/domestic/industrial activity;
- priority access by small-scale fishers to coastal land and near-shore areas of sea;
- security of rights to resources more generally. This is especially important for poor small-scale fishers, whose rights are often easily eroded in the absence of such legislation;
- community-based fisheries management and co-management;
- the ability to make local bylaws which can support particular local circumstances;
- movement of migratory fishermen and access to fish resources

(although care needs to be taken over migratory rights coming into conflict with indigenous fishing rights);

- bycatch utilization in industrial fisheries, and support for the small-scale post-harvest sector and ensuring access to catch by small-scale processors and traders;
- safety at sea (small-scale fishermen may be especially at risk to accidents due to type of vessels being used, so legislation should focus specifically on safety at sea in small-scale fisheries);
- rights of small-scale fishers to access straddling stocks, recognizing the fact that in many countries, small-scale fishers now operate far offshore; and
- a process for redress by small-scale fishers and fishworkers, for example, the appeals process.

13. Including small-scale fishers and fishworkers (and especially the poor and food insecure) in policy and legislative processes is also likely to maximize the potential for a supportive policy and legislative environment that reflects fishers' real needs. Improving such processes can be achieved through:

- more consideration of the stakeholders to be involved;
- formalization of processes to ensure appropriate involvement by small-scale fishers;
- careful planning to allow sufficient time and budgets for wide stakeholder involvement to become a reality;
- working with small-scale fisheries organizations and unions to strengthen the ability of their representatives to participate meaningfully;
- adaptation of workshop tools to cater for different educational levels and experience of technical issues, and to encourage contributions to be made by small-scale fishers at policy meetings;
- formalization of methods to ensure transparency; and
- decentralization involvement, and accountability, by bringing decisionmaking closer to the people.

Improving non-fisheries policy and legislative environment

14. Small-scale fisheries are impacted by policies outside the sector, and those wishing to support small-scale fisheries should strive to engage in policy and legislative processes in other sectors so as to influence them in favour of small-scale fisheries. Some important examples include:

- national policies and legislation relating to public sector reform and decentralization which may be supportive of co-management, and devolution of policy formation and management responsibilities to small-scale fisheries communities;
- national policies on poverty contained in national poverty reduction strategies and PRSPs, which may include reference to, or

impact on, small-scale fisheries, poverty reduction in coastal communities, and gender and equity issues;

- national policies and legislation on trade enabling the ability of small-scale fisheries to export fisheries products;
- national policies and legislation on finance and credit that support the activities of small-scale fishers;
- national level policy and legislation on social security, labour rights and migration;
- supportive national policy/regulations on co-operatives and organizations;
- national policy and legislation on human rights such as the right to food, the right to earn a living, the right not to be discriminated against, and the right to education, either through specific legislation on issues which will support such rights or by enshrining such rights in constitutions, to which all national legislation is subsidiary;
- policy and legislation in other sectors, for example, environment, water and forestry, to address marine pollution, water levels in inland water bodies, and mangrove deforestation, respectively;
- local policies and legislation on planning and infrastructure provision acting as a catalyst for small-scale fisheries where they facilitate business activity and do not disproportionately benefit the better-off, larger-scale interests; and
- local policies on granting and protecting rights of ownership to coastal/shoreline land. (Many small-scale fishers live in conditions of poverty because they do not have legally recognized tenure to the land on which they settle. With insecure tenure, fishing communities have no

incentive to invest in improving their housing conditions and are often found in 'unofficial' settlements that lack access to basic State-provided infrastructure, for example, schools, clinics, water drainage and sanitation.)

Tailoring fisheries management regimes

15. A management regime supportive of small-scale fishers can be created through a number of means. As alluded to above in considering changes to fisheries policy and legislation, one way is to define and enforce a rights-based management system, and one ensuring preferential access for small-scale fishers and/or the case of passive gear in areas in which they can operate (for instance, through zoning or seasonal trawl bans). Preferential access can be also achieved, for instance, through the use of artificial reefs (recommended in the Code of Conduct) since, in addition to creating new habitats for fish, they hinder industrial trawling in inshore areas.

16. Decentralized management responsibilities assigned to the local level (where local capacity exists) can improve the representation and accountability of the management system, thereby enhancing the chance for small-scale fishers to see their needs and priorities integrated into the decision-making process.

17. Co-management is also likely to improve the conditions of small-scale fisheries for similar reasons. Given recent pilot studies and research on co-management suggesting its benefits, there is now an urgent need to mainstream these activities where they have been successful, or have the potential to be so. This can be achieved if there is the political will and incentive for central government and fisheries departments to relinquish control over resource management, and if action plans are well specified. Action plans for co-management should pay attention to, *inter alia*: existing management and decision-making processes; the different management functions required of different parties under a co-management regime; necessary human capacity

developments; ensuring support at the local level; the costs and sources of finance to ensure sustainability; strong representation of all interest groups; and an appropriate policy and legal framework. With respect to this latter point, if co-management initiatives are to be successful, basic issues of government action to establish supportive legislation, policies, rights and authority structures must be addressed. Policies and legislation need to: articulate jurisdiction and control; provide legitimacy to property rights and decision-making arrangements; define and clarify local responsibility and authority; support local enforcement and accountability mechanisms; ensure that rights are provided for under the co-management regime; and provide fisher groups or organizations the legal right to organize and make arrangements related to their needs.

Facilitating financial arrangements

18. Fisheries Ministries and Departments, as well as Ministries of Finance and national treasuries, must ensure sufficient and specific budget allocations if strategies to support small-scale fisheries are to be successfully implemented. This might include funding for inshore monitoring, control and surveillance (MCS) of industrial fishing activities and recruitment of small-scale fisheries experts, as well as adequate financial support for social security, and appropriate technologies and practices within the small-scale sector. In providing funds to support small-scale fisheries, it is also necessary to look outside of fisheries sector budgets. At the national level, ensuring the inclusion of small-scale fisheries in national poverty reduction strategies can help access poverty-related funding. Support for small-scale fisheries can also be provided indirectly at the local level, for example, through support/finance for local administrations or NGOs working in fisheries and more generally in rural development. Decentralized management of funds may help to enhance their effectiveness in supporting the small-scale sector.

19. There are moves towards greater 'market discipline' in the sector as a way of contributing towards a transition to

responsible fisheries. This is evidenced by recent focus on issues such as withdrawal of subsidies, strengthening of use rights, substitution of grants with loans, and cost recovery programmes with greater emphasis on capture of resource rents (although this may be less relevant for small-scale fisheries than for industrial fisheries). The move to responsible fisheries will, in many cases, have significant impacts on small-scale fishers. As a result, targeted assistance for small-scale fisheries may be necessary to ease the impacts of this transition. For example, while subsidies and wider incentives (in fisheries and other sectors) which may lead to overexploitation should be guarded against, incentives and subsidies should be considered where appropriate but their use requires careful justification and specification of the period over which they are to be used. Subsidies might be appropriate if they enhance or diversify livelihoods without leading to increased fishing capacity or trade distortions, or are used to facilitate a structural change to assist with the move towards responsible fishing.

20. Many small-scale fishery enterprises would need access to credit or seed capital to start. Both capital investment and working capital loans are required. This is all more important in the context of the application of the Code of Conduct for Responsible Fisheries in small-scale fisheries, when small-scale enterprises

may need to acquire appropriate gear and adopt proper fishing methods, invest in value addition to make better use of scarce resources and, if necessary, move from capture fisheries to aquaculture or non-fishing enterprises.

21. Informal/traditional credit schemes have positive attributes in terms of providing access to capital or assets because they are 'closer' to the users, more flexible, and more adapted to their needs. However, in the absence of schemes run on a collective basis, these informal schemes tend to lack transparency and accountability, and moneylenders typically charge high interest rates and often enter into exploitive relationships. As a result, establishing rural credit institutions in the form of co-operatives, or encouraging commercial banks to provide cheap/subsidized credit to fishers, can be used as a strategy to support small-scale fishers. However, evidence from evaluations suggests that many formal credit programmes are often unsuccessful, both in terms of the viability of lending institutions, and the ability of intended beneficiaries to access credit. Some reasons for these failures include borrower-unfriendly products and procedures, inflexibilities and delays, insufficient levels of collateral held by the poor, high transaction costs as opposed to interest rates (both legitimate and illegal), and high rates of non-repayment.

22. The problems of informal credit markets and rural credit institutions discussed above have led to a growing recognition of the importance of microfinance as a crucial development tool for poverty alleviation. Microfinance is the provision of a broad range of financial services such as deposits/savings, loans, payment services, money transfers and insurance, and is characterized most commonly by small loans. Globally, women constitute the majority of microfinance clients, possibly because of their better repayment records. Targeting women in microfinance programmes in fisheries is equivalent to investing in their empowerment and improving livelihood diversification and well-being of their families and communities. FAO recently published a Technical Paper (Technical Paper 440: *Microfinance in Fisheries and Aquaculture: Guidelines and Case Studies*, Tietze and Villareal, 2003) that provides a contextualization of microfinance, and a consideration of lending and savings models. It contains many practical suggestions that should be followed about ways of ensuring that micro-finance initiatives are successful.

Improving information

23. Facilitating optimal conditions for small-scale fishers depends on access to good information on which appropriate policies and strategies can be based. This

requires improved data collection, as well as further research on small-scale fisheries that is participatory in nature and seeks to learn from indigenous knowledge.

24. Information systems are also needed that are low on data requirements. These systems should, however, monitor and evaluate small-scale fisheries and levels of poverty, vulnerability and food security in fishing communities. Improvements in systems of information exchange can also increase the ability of those in fisheries and non-fisheries administrations to appreciate the importance of small-scale fisheries. But getting relevant information across to the right parties in the most effective manner requires planning and budgeting for carefully planned communication strategies. The resulting impacts of successfully demonstrating the importance of small-scale fisheries might, for example, be the inclusion of small-scale fisheries in national poverty reduction strategies.

Developing capacity

25. Once appropriate information is available on which to base policies and strategies, they must be successfully implemented. Successful implementation can be underpinned by a process of human capacity development, which is "the process by which individuals, groups, organizations, institutions, and societies develop their abilities both

individually and collectively to set and achieve objectives, perform functions, solve problems and to develop the means and conditions required to enable this process" (FAO Fisheries Report No. 745, Rome, FAO, 2004).

26. There are four levels of human capacity development. It is desirable to conduct, at each level, a capacity needs assessment followed by training needs analysis and curriculum development for key capacity needs, and then selection and use of appropriate delivery mechanisms. Human capacity development at all levels may require a focus not just on fisheries-specific skills and knowledge, but also on improvements in more general management skills such as conflict resolution, planning, administration, etc.

27. For capacity development in the overall environment in which the fisheries sector operates, a focus on good governance is especially relevant. The key aspects of good governance would include inclusiveness, lawfulness, transparency, and accountability. At the sector/network level, increasing the ability to ensure coherent sector policies and strategies, as well as co-ordination across sectors, can enhance capacity. At the organizational/institutional and individual levels, there is the need for (a) more fisheries experts specializing in small-scale fisheries in fisheries departments and Ministries, donor agencies, and non-governmental organizations, (b) a greater emphasis on social, economic, and livelihoods skills in such organizations while not neglecting the natural sciences, including resource assessment, and (c) enhanced capacity in organizations representing and working for small-scale fisheries, for example, those concerned with technical fisheries management issues, social welfare, credit/savings and marketing, and/or political negotiation or lobbying.

Making markets work for small-scale fishers

28. When considering 'markets', it is important to consider both 'input' and 'output' markets. Input markets can be made to work for small-scale fisheries through some of the means discussed above, for example, micro-finance to

address issues of credit and enabling migration legislation to address issues of labour requirements. Other input markets, especially those for imported items, need to be carefully monitored to assess their impacts on small-scale fisheries, with logistical, and, in some cases, legal, interventions ensuring easy and equitable access to the inputs needed. Examples might include encouraging good competition between companies supplying small-scale fishers, facilitating the swift movement of imported items through customs, or facilitating transport of input items for sale in remote locations.

29. In terms of output markets, both domestic and international markets can offer huge benefits for small-scale fisheries. A first step would be to raise awareness about the importance of marketing and trade of fish and fishery products produced by a small-scale fisheries as a component of fisheries (and other sectoral) policies and programmes. Such a step is especially needed given (a) the strong historical emphasis on export-led growth from industrial fisheries, and (b) the important gender component of post-harvest activities.

30. Another step would be to recognize the global changes in fish trade, which are currently under way and will facilitate change in the overall conditions of small-scale fishers. Such global changes include: rapidly increasing levels of production in developing countries and increasing net receipts of foreign exchange; more fish and fish products being sold in fresh, chilled or frozen form, as opposed to traditional forms of preservation in developing countries of salting or drying; and increases in certification and branding based on environmental and/or social criteria as evidenced by Corporate Social Responsibility, the Marine Stewardship Council and many other initiatives (although their overall market share is still small).

31. Although such changes provide positive opportunities for small-scale fisheries, they may also impact negatively on some of those small-scale operators traditionally involved in fish trade. In many countries, changes have resulted in greater potential profits, and new

investment and technology in the catching sector are resulting in concentration of ownership in fewer hands, and landings at fewer landing sites. Likewise, the greater use of ice and sale of fresh and chilled products, coupled with improved transport, has important implications for traditional processors and those supplying inputs such as fuel wood, traditional packaging materials and so on, to such activities. These developments have also increased the ability of external buyers to access fresh fish from remote landing centres, increasing competition with traditional traders and processors. There may be gender impacts too, with women especially affected by concentration of ownership, where traditionally they had gained access to supplies of fish from husbands working in the catching sector.

32. Appropriate initiatives to ensure that small-scale fisheries can respond to opportunities resulting from global trends can involve lobbying for, and providing information on, changes to international trade policy and regulations, strategic marketing advice to assist with expansion into new markets based on the specific requirements of those markets, technological and practical support to facilitate greater levels of fresh/chilled sales, and assistance for compliance with certification criteria. Capacity development is also required so that small-scale fishworkers, and especially women and the very poor, can adapt/mobilize to minimize any potential negative impacts of global trends and local situations.

33. On a national level, ensuring reliable access by processors/traders to both fish and markets is essential. Access to fish by small-scale traders and processors can be enhanced through support for sustainable resource exploitation, coupled with support for the small-scale catching sector, as small-scale processors depend, to a large extent, on this sector for supplies of product. Access to fish can also be enhanced through greater levels of bycatch utilization from industrial fisheries. Appropriate facilities at harbours and landing sites where fish can be purchased can also increase access by small-scale traders and processors,

particularly women, to fish. Such facilities include running water, storage facilities, sanitation and toilets, and night shelters.

34. Improving access to markets by poor traders can be achieved through initiatives that support appropriate technologies in processing, preservation, transport and storage, all of which can help to increase value addition, and reduce fish spoilage and wastage. Free movement of fish products without unnecessary harassment at checkpoints and borders is another important issue for many small-scale traders and can be facilitated through greater awareness of current problems and overall improvements in levels of governance. Provision of appropriate facilities at market sites for traders themselves (for example, toilets, running water, childcare facilities, market stalls at low rentals, etc.) is as important in ensuring access to markets as it is to ensuring access to fish.

Conclusion

34. It should be recalled that the Expert Consultation (convened on the recommendation of the Twenty-fifth Session of COFI on the Role of Small-scale Fisheries in Poverty Reduction and Food Security) held in Rome in July 2004 recommended the development of a new Article on 'Small-scale Fisheries and Poverty Alleviation'. Such an Article should include the following elements:

- Responsible fisheries that address the Millennium Development Goals
- Integration of fisheries into national development and poverty reduction strategies
- Strengthening the rights of small-scale fishers
- Empowerment through communication, capacity building and organization
- Fisheries and related policy favouring the poor
- Legislation in support of the poor
- Appropriate financing for poverty reduction



- Pro-poor fisheries management approaches
- Reducing vulnerability through better coping mechanisms and social safety nets
- Making markets work for the poor.

Suggested action by the Committee

35. The Committee is invited to review the paper and provide guidance to Member Nations, FAO and other agencies and international organizations as to strategies that might be promoted to ensure an enabling environment for small-scale fisheries. Agencies and international organizations may wish to indicate specific areas where they might be involved. The Committee may also wish to recommend amending the Code of Conduct to include an article on small-scale fisheries.

This working document (COFI/2005/5) was made available at the 26th Session of the Committee on Fisheries (COFI), Rome, Italy, 7-11 March 2005

People-centred approaches

Statement made by NGOs at the 26th Session of the Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO)

We are representatives of organizations working with, and concerned about, small-scale and artisanal fishing communities in countries affected by the tsunami in Asia and Africa—fishing communities that engage in beach-based operations using labour-intensive techniques, that live in marginalized socioeconomic conditions and that depend on the coast for their survival.

The response by local, national and international organizations to the tragic events of 26 December 2004 has been spontaneous and generous. We stress, however, the importance of a clear policy framework within which aid is delivered, in a context where many private players and organizations are running large-scale relief and rehabilitation operations.

We, therefore, urge the FAO and Member States to ensure that all rehabilitation and aid is delivered within a clear policy framework that includes the following elements:

All rehabilitation strategies should employ people-centred and participatory approaches, taking cognizance of the work that has already been taken up by NGOs and fishworker organizations. Fishing communities and fishworker organizations should be directly involved in the design and implementation of rehabilitation interventions.

Relief and rehabilitation should be recognized as a right of affected populations, and should be delivered on a humanitarian basis, irrespective of gender, legal status, ethnicity, etc., and with a particular focus on vulnerable groups. Post-tsunami rehabilitation of the fisheries sector must be within the

framework of sustainable and responsible fisheries, and should promote 'employment-intensive' fisheries operations that contribute directly to poverty alleviation and food security.

The right of fishing communities to occupy coastal lands traditionally inhabited by them must be recognized and protected. Where safety considerations require the rehabilitation of communities, this should be in consultation with them and with their prior informed consent. Land identified for rehabilitation should be close enough to the sea, to maintain the organic link with their livelihoods. Legal measures should be adopted to ensure that the priority use rights to coastal and beach spaces continue to rest with fishing communities, and that vacated coastal lands are not taken over by tourist, aquaculture, housing/real estate and other industrial interests.

Compensation packages for the mechanized fleet should be suitably designed to ensure that the problems of overfishing and social conflict that their operations were causing in the pre-tsunami period, including in waters of neighbouring countries, are eliminated.

Capacity transfer

Transfer of fishing vessels, or rather the subsidized transfer of overcapacity from the North to tsunami-affected countries, should be stopped. There can be no doubt that these vessels have been designed for completely different conditions and labour requirements. Such transfers, apart from potentially creating problems of overcapacity in tsunami-affected regions, will also hinder the development of local capacity for production of vessels, displacing local people of an important source of employment and livelihood.

In the case of artisanal and small-scale fisheries, interventions should be designed with care to ensure that the stock of craft, motors and gear are not increased beyond the pre-tsunami levels and that harmful fishing gear and methods are not promoted. Creation of overcapacity in the artisanal sector in the name of 'development' and 'upgradation' needs to be avoided. Social engineering of the artisanal sector, disrupting current patterns of ownership and organization of production by well-intentioned outsiders, is another danger to guard against.

There has been a great emphasis on aquaculture as a livelihood option for rehabilitation in the post-tsunami period. The social, environmental and livelihood problems created by intensive and industrial forms of shrimp aquaculture in the region in the pre-tsunami period are well known and it is imperative that such operations should not be resumed, till all concerns of environmental and social sustainability are suitably addressed. In this context, proposals to use lands that have been salinized by the recent tsunami for purposes of shrimp aquaculture—lands that, in most cases, have been under paddy cultivation—should be rejected.

There are also proposals to encourage other forms of aquaculture, including mariculture, as a rehabilitation option. It is essential to ensure that this does not lead

to social and environmental problems, particularly through 'privatization' of inshore waters and the consequent disruption of fishing operations and livelihoods.

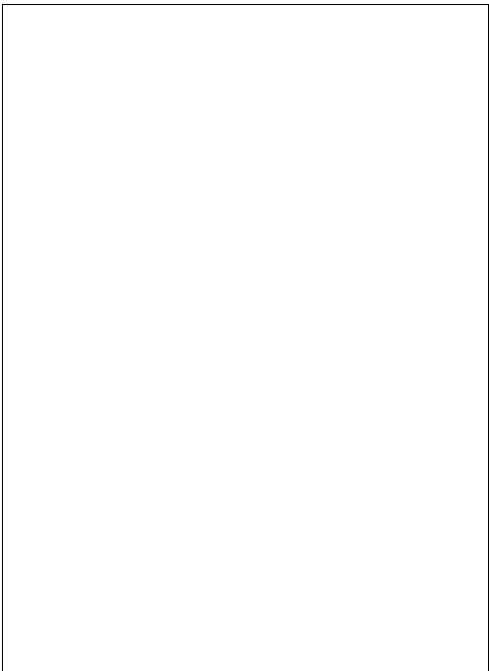
Strategies for the rehabilitation of the post-harvest sector, a sector that provides a significant source of livelihood for women of fishing communities, should emphasize the use and dissemination of employment-intensive, locally appropriate, low-cost and hygienic technologies.

The process of providing assistance should directly contribute to strengthening and empowering community organizations. It should not leave communities more vulnerable and conflict-ridden.

Clear and independent mechanisms to monitor the use of financial assistance for relief and rehabilitation should be set up. Audited statements of account for all aid, whether received by governments or NGOs/private agencies, in the name of tsunami victims, should be made available to the general public in the interests of transparency.

Preparedness

It is essential to set up autonomous, independent agencies, at various levels, for disaster prevention, preparedness and management. It is as essential to link these



to community-based disaster preparedness systems and to civil society initiatives. There should be particular focus on preventive measures, such as creation of natural shelterbelts through planting and protection of mangroves and other appropriate species.

Once again, we urge the FAO and Member States to ensure a policy framework that takes into account the above issues in designing and implementing post-tsunami interventions for the rehabilitation of fisheries-based livelihoods.

Signed by:

- World Forum of Fisher Peoples (WFFP)
- World Forum of Fish Harvesters and Fishworkers (WFF)
- South Indian Federation of Fishermen Societies (SIFFS), India
- National Fishworkers Forum (NFF), India
- Federation of Southern Fisherfolk (FSF), Thailand
- The Collaborative Network for the Rehabilitation of Andaman Communities and Natural Resources, Thailand

- The Coalition Network for Andaman Coastal Community Support (Save Andaman Network), Thailand
- National Fisheries Solidarity (NAFSO), Sri Lanka
- Jaringan Advokasi Nelayan Sumatera Utara (JALA), Advocacy Network for North Sumatra Fisherfolk, Indonesia
- International Collective in Support of Fishworkers (ICSF)
- Coalition for Fair Fisheries Arrangements (CFFA)
- Greenpeace International
- Birdlife International
- World Wide Fund for Nature (International)
- World Conservation Trust

This statement was made at the 26th Session of the Committee on Fisheries (COFI) on 8 March 2005 during the discussion on Agenda Item 5: Assistance to the fishing communities affected by the tsunami in the Indian Ocean and measures to rehabilitate and reactivate the fisheries and aquaculture sectors in the countries concerned

The Rome Declaration

The text of the 2005 Rome Declaration on Fisheries and the Tsunami

We, the Ministers and Ministers' representatives, meeting in Rome at the FAO Ministerial Meeting on Fisheries on 12 March 2005,

Appreciating the initiative taken by the Director General of the Food and Agriculture Organization of the United Nations (FAO) to organize the Meeting, thus providing an opportunity to address the issue of rehabilitation in relation to the tsunami disaster,

Recalling that the massive earthquake and subsequent tsunami waves that originated off the west coast of northern Sumatra has caused extensive loss of lives and damage to coastal communities throughout the southern Bay of Bengal and East Africa,

Acknowledging that the effects of the tsunami have been particularly devastating for fishers and fish farmers, with heavy loss of lives and homes, damage to fisheries and aquaculture infrastructure and facilities estimated at over US\$500 million, the destruction or damage of more than 100,000 fishing vessels, and the loss of more than 1.5 million gear units,

Expressing deep concern that the scale of the damage to coastal areas and communities is threatening the livelihoods of millions of people, many of whom depend on fisheries and aquaculture for income and food,

Commending the swift and dedicated response of the peoples and governments in the affected areas, as well as the unprecedented level of assistance being offered for relief and rehabilitation from the international community, including national governments, United Nations organizations, international financial institutions, civil society and

non-governmental organizations, and recognizing the importance of co-ordination of these efforts for effective rehabilitation,

Recognizing the role of FAO in the reconstruction and rehabilitation of the fisheries and aquaculture sectors in the affected areas and commending the efforts led by FAO in the aftermath of the disaster in advising and supporting the governments of the affected nations,

Expressing concern over the medium- and long-term social, economic and environmental impact of the disaster, as well as the risk of negative impacts from rehabilitation efforts if not appropriately designed and duly co-ordinated,

Committed to assist with the rehabilitation and reconstruction of the damage inflicted by the tsunami disaster and to duly account for the specific needs and requirements of the fisheries and aquaculture sectors and related coastal communities, in accordance with the three pillars of sustainable development recognized by the World Summit on Sustainable Development: environmental, social, and economic.

We declare that:

1. We are determined to ensure that the efforts, led by the international community to provide assistance to rehabilitate the fisheries and aquaculture sectors in the nations affected by the December 2004 earthquake and tsunami, develop in synergy so that, through co-ordinated action, we provide an effective response to the needs of the affected fishing communities, in particular their poorest members.

Supporting post-tsunami rehabilitation

Following the presentation by the Secretariat on the impact of the tsunami on countries in the Indian Ocean region, COFI was invited to review and comment on the response by FAO to the disaster and to provide guidance on the Fisheries Department's medium- and long-term strategies to support affected countries in the rehabilitation of their fisheries and aquaculture sectors.

COFI was specifically invited to consider the need:

- ° for fisheries and aquaculture rehabilitation to focus on sustainably rebuilding the livelihoods of fishers and fish farmers, giving due importance to improving sectoral governance and efficiency; and
- ° the need to rebuild fishing capacity in line with sustainable resource use, using more appropriate fishing practices and building community processes that strengthen fisheries management and the conservation of the coastal environment.

Member States affected by the tsunami were invited to speak first. The affected Member States present, including India, Sri Lanka, Thailand, Indonesia and Yemen, highlighted the impact of the tsunami on various sectors, particularly fisheries. On the question of replacing damaged vessels, India said that the effort is to replace "like with like", ensuring no

upgradation of technology or expansion of existing capacity. India was not considering using the tsunami as an opportunity to reduce overcapacity. It also stressed that the support for rebuilding the damaged fleet should not be considered as a subsidy. India added that all vessels would be compulsorily registered from now on. It also highlighted the importance of coastal conservation in the post-tsunami phase and the need for "soft armouring". India further requested FAO to undertake an assessment of damage to the fisheries resource base as a result of the tsunami.

The European Union (EU) requested FAO to play a leading role in the assessment of fisheries resources in the post-tsunami phase. The EU stressed that vessel transfers to tsunami-affected countries should not be seen as the export of capacity. In a context where so many fishing vessels have been damaged by the tsunami, it seemed unreasonable that the EU should be destroying vessels that could possibly be used elsewhere. The EU also stressed that there would be no transfer of vessels without specific requests from the affected countries, and unless FAO clears the transfer after a technical analysis of the appropriateness of the vessel for local conditions in the affected country. Also, only vessels of up to 12 m in length would be considered for transfer. EU fishers whose vessels were cleared for transfer would be given premiums. The EU assured affected

2. We therefore, encourage the international community, including donor countries, international financial institutions and relevant international organizations, as well as the private sector and civil society organizations, to deliver such assistance in a co-ordinated manner under the leadership of the countries affected.
3. We call upon donor nations and international financial institutions to fulfill the pledges that they have made in this regard so that relief and rehabilitation efforts can be sustained.
4. We emphasize the need for fisheries and aquaculture rehabilitation to focus on rebuilding the livelihoods of fishers and fish farmers, providing adequate protection from this and other environmental threats, and improving sectoral efficiency, sustainability and governance.
5. We recognize that environmental degradation of critical habitats caused by the tsunami in affected coastal areas, such as coral reefs and mangroves, may continue to affect the productivity of inshore fishing grounds and the potential for aquaculture rehabilitation for some time.
6. We emphasize the need to protect the rights of fishers and fishworkers, particularly those

countries that it would be able to respond immediately to requests for vessel transfer.

Japan too said that it could, on request, send either tailor-made or used vessels to tsunami-affected countries. However, it stressed that Japanese vessels would under no circumstances be forced on affected countries. As a country often affected by tsunamis itself, and having received much international assistance during such disasters in the past, Japan was keen to “pay back”.

Norway said that post-tsunami rehabilitation of the fisheries sector should stress restructuring the fleet, and strengthening institutional capacity. It is imperative to pay attention to monitoring and co-ordination of aid, Norway added, stressing the important role of FAO in post-tsunami rehabilitation.

Afghanistan emphasized the importance of ensuring the participation of fishing communities in the design and implementation of rehabilitation initiatives, drawing attention to the reference on this in the NGO statement. Afghanistan also highlighted the importance of increasing South-South dialogue in post-tsunami rehabilitation, while stressing that this should not be at the expense of North-South co-operation. It added that assistance should focus on technical and policy support.

Senegal wanted to ensure that the post-tsunami rehabilitation strategy should be based on the real needs, aspirations and

involved in subsistence and small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to fishing grounds and resources of affected areas.

7. We also emphasize the need for fisheries and aquaculture rehabilitation to be in line with the principles of the FAO Code of Conduct for Responsible Fisheries. Rehabilitation efforts, including transfers of vessels, must proceed under the leadership and control of the affected nations and must ensure that the fishing capacity that is being rebuilt is commensurate with the productive capacity of the fisheries resources and their sustainable utilization. We

cultures of the affected populations. The United States (US) said that there should be no transfer of overcapacity and inappropriate aquaculture technology in the post-tsunami phase. Mauritania and Canada too cautioned against the transfer of overcapacity. Canada emphasized the need to maintain status quo on the issue of capacity. It also expressed appreciation for FAO's approach of co-ordination, and suggested that FAO should also collaborate with other financial institutions. Australia highlighted its support to Indonesia in the post-tsunami phase, particularly focusing on fisheries and aquaculture development.

In response to the discussions, FAO's Fisheries Department said it has developed a joint project, in collaboration with competent national organizations, to assess the impact of the tsunami on the fisheries resource base.

Several observations were also made by the co-ordinator of FAO's rehabilitation activities. The large funds available with NGOs — in contrast to the limited funding available with UN agencies such as FAO — was highlighted. Also noted was the difficulty of co-ordinating large NGOs who were not interested in being co-ordinated. Attention was also drawn to the imbalances in aid flows, with countries like Maldives and Seychelles receiving comparatively little support.

— *This report is by Chandrika Sharma (icsf@icsf.net), Executive Secretary, ICSF*

- recognize the benefits associated with re-establishment, within affected nations, of the capacity that is required to rebuild infrastructure, including vessel building, fish processing and fishing port facilities.
8. We support the provision of greater assistance toward a co-ordinated assessment of fisheries resources in the affected region so that relief and rehabilitation efforts can proceed in a sustainable way, recognizing that the assessment must not delay the progress of relief and rehabilitation efforts.
9. We emphasize the need to rebuild and strengthen the capacity of the affected fisheries sectors, including

in the areas of fishing abilities, data collection, scientific analysis, assessments of fisheries resources and effective fisheries management, as well as to enhance the capacity of relevant communities and stakeholders to engage in this process, to achieve sustainable livelihoods.

10. We welcome the steps taken by FAO, jointly with development and research partners from the region, for the development of a strategic framework and the creation of collaborative arrangements for fisheries and aquaculture rehabilitation and the restoration of marine habitats.

We support the need for FAO to play a leading role in advising and supporting the international community in matters relevant to sustainable fisheries and aquaculture rehabilitation and the restoration of marine habitats.

This declaration was adopted by the FAO Ministerial Meeting on Fisheries at Rome on 12 March 2005

From Accra to Santa Clara

The recent Santa Clara workshop organized by ICSF sought to promote healthy fishing the artisanal way

The workshop on “The Imperative of Recognizing Artisanal Fishworkers’ Fishing Access Rights”, organized by the International Collective in Support of Fishworkers (ICSF) and Centro en Defensa de la Pesca Nacional (CeDePesca) during 1-4 March 2005, at Santa Clara del Mar, Argentina, represented the culmination of over seven years deliberations. The idea was first mooted in 1998, when the ICSF Animation Team met in Accra, Ghana and proposed that ICSF carry out a number of case studies in Latin America, Africa and Asia on the artisanal fishing zone.

One of ICSF’s first initiatives in Latin America was a workshop on electronic communication and the Internet (see *SAMUDRA Report No 19*, http://www.icsf.net/jsp/publication/samudra/pdf/english/issue_19/art15.pdf), held in Lima, Peru, from 27 to 29 May 1997 at the Catholic University. The workshop was designed to promote the use of the Internet as a communication tool for fishworker organizations in Latin America. Without the Internet, organizing subsequent workshops including the Santa Clara workshop— and continuing the discussions would have been impossible. The superb organization by ICSF’s local partner, CeDePesca, made the event one many of us will cherish for years to come.

In the run-up to the workshop, the concept of the artisanal zone changed from a static boundary at sea demarcating a line of no-entry for large-scale fishing activities to a complex set of dynamic relationships between the coastal zone and fishing communities, where access to sea and aquatic resources is as important as access to land and productive resources, and where zoning is but one example of a range of special management tools that

need to be developed for artisanal fisheries.

The workshop sessions dealt with three main themes: management systems and access rights; artisanal fisheries and food security; and working conditions in the artisanal fisheries sector.

The workshop recognized the need for both co-management and integrated coastal zone management, which would allow fishworkers and other interest groups, notably coastal communities and indigenous people, to participate both in the decision-making processes that affect them and in the equitable allocation of resource access and user rights.

There is a close link between developing artisanal fisheries and achieving conservation and development objectives, as listed in various forums like the World Summit on Sustainable Development, the World Food Summit and the United Nations Millennium Declaration. This was very elegantly articulated at the workshop by the observation that “artisanal fishing literally means ‘healthy fishing’, from the Spanish *arte* for ‘fishing gear’ and *sano* for ‘healthy’. But there was also a note of caution that “although it may be recognized that discards are mainly produced by industrial-scale fisheries, particularly by trawling, it is worrying that they can also occur in some artisanal fisheries that use the same gear.”

Earlier workshop

Santa Clara also saw echoes from ICSF’s earlier six-day workshop on “Gender and Coastal Fishing Communities in Latin America”, held in June 2000 in the coastal fishing village of Prainha do Canto Verde, in the State of Ceara, Brazil (see *SAMUDRA Report No 26* <http://www.icsf.net/jsp/publication/samudra/pdf/english/>

Provisional Workshop Statement

Sustainable Fisheries and Livelihoods in Latin America:

The Imperative of Recognizing the Resource Access Rights of Artisanal Fishermen, Coastal Communities and Indigenous Peoples

Santa Clara, Argentina, 1-4 March 2005

More than 50 participants from 7 countries in the southern region of Latin America – Ecuador, Venezuela, Peru, Chile, Brazil, Uruguay and Argentina – along with delegates from the United Kingdom, India and Norway, met in Santa Clara, Argentina from 1-4 March 2005. Coming from artisanal fishworker organizations, indigenous people's organizations, non-governmental organizations (NGOs), research institutions and universities, our purpose was to discuss issues and consider measures to guarantee fishing access rights for artisanal fishworkers, coastal communities and indigenous people in the southern Latin American region.

The meeting was organized by the International Collective in Support of Fishworkers (ICSF) and Centro en Defensa de la Pesca Nacional (CeDePesca), and was supported by the FAO FishCode Programme.

Over four intense days we shared a wealth of knowledge and experiences that highlight the dynamic nature and wide diversity that characterize artisanal fisheries in the southern Latin American region. Our understanding of how globalization processes in fisheries are impacting at the regional level was increased, and, amidst our considerable diversity, we found that we shared many common characteristics and concerns.

This statement describes our situation, highlights our concerns, and calls for both international and national actions to address common problems. Our shared vision for artisanal fisheries in the southern American region is set out in a separate Vision Statement.

We affirm the vital role that artisanal fishing plays in providing food and livelihoods in the southern Latin American region, where artisanal fishing is characteristically a small-scale, extensive activity, carried out directly by fishworkers using selective fishing gear. Providing the basis for both economic and social activities, artisanal fisheries also has important cultural dimensions. Artisanal fisheries attempts to provide benefits for both

current and future generations, and its intrinsic characteristics make it the most effective way to exploit aquatic ecosystems on a sustainable basis.

We acknowledge the important roles played by both men and women in the harvesting, processing and trading of fish and fishery products, and in sustaining coastal communities and indigenous peoples whose livelihoods, quality of life and culture depend on aquatic ecosystems.

We are extremely concerned by the negative impacts of globalization and liberalization in the region. These are the cause of unregulated development and expansion of economic activities in the coastal areas, including intensive aquaculture, industrial development of fisheries and other sectors, and luxury tourism. The result is that coastal ecosystems are being degraded, aquatic resources depleted, with artisanal fishworkers, coastal communities and indigenous people being displaced from their homes and their livelihoods disrupted. Privatization of natural resources is leading to concentration of ownership, further enhancing these disturbing trends.

We consider it a matter of urgency to regulate these trends by:

- ° recognizing the priority access rights of artisanal fishworkers, coastal communities and indigenous people to coastal lands and near-shore coastal waters;
- ° establishing legal frameworks and institutional arrangements for applying an integrated approach to granting access and use rights in coastal ecosystems, in ways that optimize equity and sustainability;
- ° instituting systems of co-management for artisanal fisheries, with participatory and transparent mechanisms for decisionmaking, and with provisions for strengthening the capacity of organizations of artisanal fishworkers, coastal communities and

indigenous people to participate fully in management decisions;

- ° establishing effective regulation for the use of potentially destructive fishing practices such as trawling, and halting the development and expansion of intensive and other unsustainable aquaculture activities;
- ° supporting coastal communities to develop community tourism, ecological agriculture and other activities that complement local economic development; and
- ° designing international and national fishery research programmes with the active participation of organizations of artisanal fishworkers, coastal communities and indigenous people in ways that incorporate their traditional knowledge, to meet their specific technical, economic and social requirements.

We affirm the need to guarantee food security and food sovereignty as basic rights for both food producers and the wider community in the southern Latin American region.

We recognize the importance of the FAO Code of Conduct for Responsible Fisheries in promoting sustainable fisheries and food security, and in addressing the specific needs of artisanal fisheries. We are committed to pressure our national governments to take the necessary measures to implement the Code and related international instruments for fisheries management.

We support the Ilo-Peru Declaration of the International Committee for the Defence of the Five-Mile Zone of 30 September 2004, and call for the establishment of an area in the coastal zones of Latin American countries, including both sea and land, for the exclusive use of artisanal fishworkers, coastal communities and indigenous people, where the dimensions, restrictions and regulations need to be defined in each country.

We are committed to supporting the calls of artisanal fishworker organizations, coastal communities and indigenous people to ban the use of potentially destructive fishing techniques like trawling in the zone reserved exclusively for artisanal fishing, while it needs to be decided on a country basis what fishing techniques should be banned.

We reject the use of individual transferable quotas (ITQs) as a management tool for artisanal fisheries, and express our concern that the use of ITQs can jeopardize the legitimate rights of artisanal fishworkers, coastal communities and indigenous people to secure and just fisheries-based livelihoods.

We deplore the practice of discarding associated with quota management systems, particularly ITQs, and condemn the use of destructive fishing techniques with intrinsically high discard rates, such as some forms of trawling.

We recognize the important role played by women in artisanal fisheries, where, in addition to undertaking household tasks and struggling with their children's education, they work as fishers, shellfish and seaweed gatherers, traders, fish processors and factory workers. We are committed to work for the recognition of their resource access rights and to create spaces for women to participate in our organizations of artisanal fishworkers, coastal communities and indigenous peoples and to promote debate and understanding of gender issues in artisanal fisheries.

We support the Fortaleza Declaration of Red Manglar International of 4 September 2004, which calls for States to fulfill their obligations under the 1971 Ramsar Convention, particularly with regard to paragraph 15 of Resolution VII.21 on Intertidal Wetlands, signed in Costa Rica in 1999 at COPS 7, which "urges all Contracting Parties to suspend the promotion, creation of new facilities, and expansion of unsustainable aquaculture activities harmful to coastal wetlands until such time as assessments of the environmental and social impact of such activities, together with appropriate studies, identify measures aimed at establishing a sustainable system of aquaculture that is in harmony both with the environment and with local communities."

We note with concern that international demand for fishery products has encouraged the use of destructive practices such as trawling and intensive aquaculture. There is an urgent need for trade-specific measures to protect food security and the future of artisanal fishworkers, coastal communities and indigenous people worldwide. We recognize the need to work with consumer groups and civil society to generate demand for fishery

contd...

issue_26/art04.pdf). One key observation from that workshop was that the “useful work and energy that women expend in fisheries remain invisible and undervalued.”

From that perspective, the Santa Clara workshop may be criticized for having failed to include more women as participants, and for failing to highlight the important gender dimensions of access issues. This failure was highlighted by a group of women participants who made a declaration during the workshop, which has been acknowledged in the Workshop Statement, reproduced above.

One bone of contention at the workshop amongst the (male) participants was whether or not women’s role in artisanal fishing was “indispensable”, “fundamental”, “very important” or just “important”. Several participants argued that even without women in the fishery, artisanal fishing would continue. This contention directly contradicts the 1996 slogan of ICSF’s Women in Fisheries programme: “Without women in fisheries, there will be no fish in the sea.”

Cosme Caracciolo, president of Confederación Nacional de Pescadores Artesanales de Chile (CONAPACH), summed up the views on working relations in Latin American artisanal fisheries thus: “We do not consider fishermen as crew members. We consider them as *compañeros* (working companions) or *socios* (associates), and, as such, they are entitled to a share of the catch. In Chile, fishing permits for fishermen are the same, whether he is a vessel owner or a *compañero*. The new fisheries law in Chile is trying to change this status, and this will undermine our working relations.” The fishermen are now demanding national laws that respect the share system (and its local variations); greater recognition of the rights of fishworkers to social security benefits; training courses specially tailored to their needs; and improved occupational safety.

products caught by selective and environmentally sound fishing practices.

We call upon States to recognize the rights of artisanal fishworkers, both as food producers and as workers, to benefit from labour laws that respect traditional systems of wage distribution based on catch shares; to just social security benefits that include provisions for death and injury, maternity, medical costs and retirement pension; and to training and education programmes in line with their needs.

We express our solidarity with the artisanal fishermen, coastal communities and indigenous people affected by the tsunami of 26 December 2004, which killed around 300,000 people and destroyed the livelihoods of millions of coastal dwellers. We support the Medan Declaration of 19 February 2005 on Rebuilding Peasants’ and Fisherfolk’s Livelihoods after the Earthquake and Tsunami Catastrophes, which promotes the rights of the affected communities to participate actively as the key actors in the planning and reconstruction processes, and for their organizations to play a key mobilizing and supporting role.

—More information on the workshop is available at <http://www.icsf.net/cedepesca/>

This report has been filed by Brian O’Riordan (briano@tiscali.be), Brussels Office Secretary, ICSF

Workshop

Aim for sound principles

This is a summary of the recommendations of the workshop on
“Post-tsunami Rehabilitation of Fisheries in Nagapattinam District”

A workshop on the post-tsunami rehabilitation of fisheries in Nagapattinam, Tamil Nadu, India was organized by the Department of Fisheries, Government of Tamil Nadu, in collaboration with the Non-governmental Organization (NGO) Co-ordination Centre at the District Collectorate Conference Hall on 13 March 2005.

The workshop was attended by over 150 persons; at least 100 were from the various NGOs involved in rehabilitation activities in Nagapattinam District. In addition, several officials from the Department of Fisheries, leaders from the fishing community, and media representatives attended.

The following recommendations were made:

Fleet size/fishing capacity

Given that the fish resources on the continental shelf are already exploited close to the level of the maximum potential yield and that the fish catches of Tamil Nadu are stagnating for the last few years, increasing the size of the fishing fleet to beyond pre-tsunami levels could lead to overcapitalization, uneconomic operations and even resource depletion. Hence, it is strongly recommended that the fishing fleet should not be increased beyond the pre-tsunami level.

The upgradation of *kattumarams* to motorized fibre-reinforced plastic (FRP) boats should not be encouraged in the rehabilitation phase.

Motorization of small boats is an ongoing process and needs to take place at its own pace, ensuring that fishing is economical at all stages and fish resource exploitation is not beyond safe levels. If upgradation

is encouraged in the rehabilitation phase, it could lead to indiscriminate distribution of fishing assets.

The trawl fleet of Nagapattinam, as well as that of Tamil Nadu, is overcapitalized and has been struggling to work profitably in the last few years. In such a situation, even a return to the pre-tsunami fleet size is not advisable. As some trawler owners are themselves willing to shift to alternative employment, it may be advisable to make modifications to the package of financial assistance announced by the government.

The financial assistance of Rs300,000 (US\$6,847) for partially damaged boats and Rs500,000 (US\$11,429) for fully damaged boats must also be given to boatowners who are willing to quit trawling operations and move into alternative livelihoods, whether fishery-based or non-fishery-based. In this case, the Department of Fisheries should ensure that new trawlers are not introduced subsequently, nullifying the effect of some trawlers leaving the fishery.

Role of NGOs

The NGOs/donors must be encouraged to partner with the government in the implementation of the financial package for replacement of damaged boats.

Since the government package only provides for 50 per cent subsidy for FRP boats and there exists no proper mechanism for recovery of bank loans, it is advisable for NGOs/donors to top up the government subsidy and help the concerned fishermen replace their lost fishing assets. The government may share its beneficiary lists with NGOs willing to partner it and encourage them to organize the supply of equipment in consultation with the concerned fishermen.

Independent distribution of fishing equipment by NGOs/donors parallel to the government package may not be advisable, and the Department of Fisheries should ensure that, to avoid such instances, NGOs are made aware of this, and it should work out registration formalities prior to the construction/supply of boats.

The component meant for rehabilitation of livelihoods as per Government Order No. 25 dealing with public-private partnership should not be used for distribution of boats or fishing equipment but for other forms of livelihood support. The District administration or State government may bring out guidelines in this regard.

Boat distribution to crew, group ownership

Distribution of boats to crew members with the intention of improving their lot should be strictly avoided in the rehabilitation phase as it will lead to proliferation of boats and uneconomic operations.

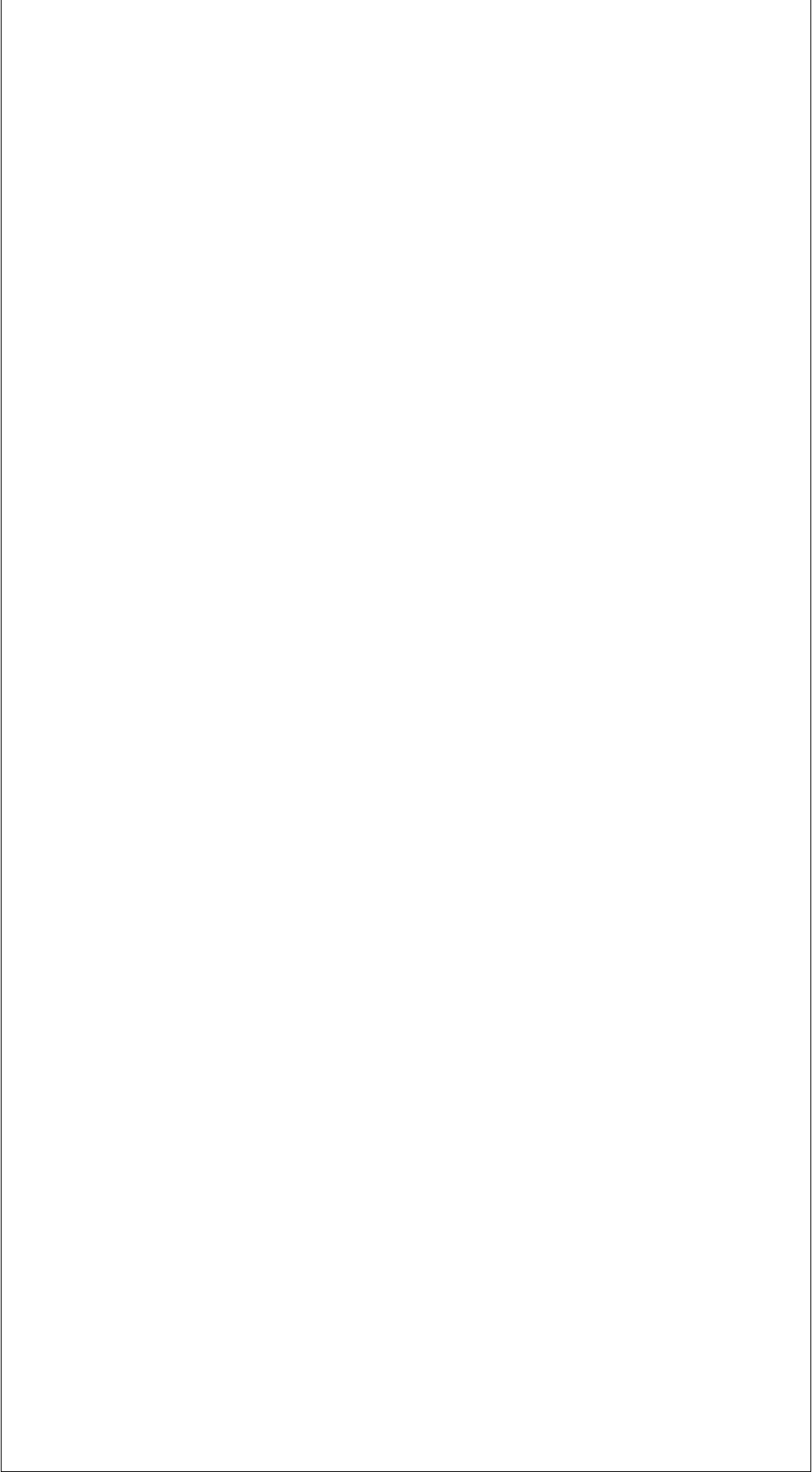
Such schemes completely ignore the fact that fishing incomes are shared and there is no wage labour in the Nagapattinam fishery. Group ownership in the name of equality is another impractical scheme and has not succeeded so far, despite many attempts in the past. This is another idea to be avoided in the rehabilitation phase.

Deep-sea fishing

There is ample scope for deep-sea fishing beyond the continental shelf, off the Nagapattinam coast. This is testified by the success of a few groups of pioneering fishermen in Nagore who are using the Philippines' fish aggregating device called *payao* to attract tuna and other fishes at a distance of 35-40 km from the shore. The operations of the Sri Lankan multi-day fishing boats that use gillnets and longlines are also testimony to this.

However, various ingredients, including enhancement of endurance and storage capacity of the boats, improvement to onboard handling of fish, and processing and marketing arrangements, have to be in place for deep-sea fishing to take off. The Department of Fisheries, central scientific institutions and technically capable NGOs should collaborate to develop a sound deep-sea fishing sector in Nagapattinam.

Deep-sea fishing, however, should be promoted on the basis of upgradation of the existing fleet of mechanized and motorized boats, rather than the introduction of so-called 'deep-sea' vessels from outside. Similarly, deep-sea fishing should be seen as an opportunity for those involved in fishing as a traditional occupation to improve their lot rather than as an investment opportunity for outside investors. Therefore, encouragement of deep-sea fishing



should go hand in hand with caution to avoid the anarchic growth process of previous interventions like trawling.

While the initial steps needed for the development of deep-sea fishing should be taken early, large-scale promotion of deep-sea fishing without all the abovementioned ingredients being in place may not be advisable in the rehabilitation phase. The offer made by the Fishery Survey of India to organize a demonstration-cum-training event for deep-sea fishing off the Nagapattinam coast may be followed up.

Mariculture, post-harvest aspects

There are a number of proven technologies available with central scientific institutions for mariculture, like lobster fattening, mussel culture and pearl oyster culture. The Fisheries Department should develop a detailed site-specific plan in consultation with the central institutions for the promotion of suitable technologies, taking into account economic viability and social feasibility.

There is a need to improve the post-harvest and processing aspects. Training and other support activities to encourage women to use the low-cost and appropriate technologies available with the central scientific institutions may be taken up by NGOs and the Department of Fisheries. The Department of Fisheries and the NGO Co-ordination Centre may organize a separate programme for this.

Research, management

Various changes have perhaps taken place in the marine ecosystem as a result of the tsunami. Several scientific studies are currently under way to document and understand these changes. The Department of Fisheries should be in touch with the academic and scientific institutions concerned to collate all the results and make them available to the NGOs and fishing communities.

The tsunami has exposed the various limitations in the fisheries management system of the State. A good fisheries management system, based on sound principles and the participation of fishing communities, needs to be developed in the State at the earliest. The Department of Fisheries and NGOs with the relevant

expertise should collaborate in creating such a system.

General

The workshop records its appreciation of the openness of the District administration to ideas and suggestions from NGOs, fishing communities and scientists. Similar workshops and consultations should be organized on other relevant topics and sectors connected with the rehabilitation of tsunami-affected areas and communities. The NGO Co-ordination Centre may take the initiative to organize such programmes.

These recommendations were made at Nagapattinam, Tamil Nadu, India, on 13 March 2005

News Round-up

Conch crunch

The Secretariat of Agriculture and Livestock (SAG) has decided to ban fishing for shrimp, lobster, winkle and queen conch between 1 March and 30 June in waters of Honduras.

Through Resolution 103-05, published in the official newspaper La Gaceta, the Honduran government has ordered the ban on these species over a four-month period, aimed at "its sustainable exploitation".

For shrimp, the subspecies banned include white, brown, and pink varieties.

As for common lobster, the government has decided to forbid catches until 30 June for industrial fishing vessels operating by way of dive and creel method.

Regarding winkle and queen conch, authorities have ordered a ban for an indefinite period of time.

Moreover, it has been established that those who trade, catch, store or transport any of the species banned during the aforementioned period will be penalized and will have their fishing or trading licence suspended over a period corresponding to one fishing season.

New agreement

The European Commissioner of Fisheries, Joe Borg, announced that the European Commission (EC) is awaiting a response from Morocco to confirm the possibility of negotiating a new fisheries agreement.

"Over the recent weeks, the European Commission has been in touch with Morocco in the first place to discuss the regulations in force over fisheries, but especially to find out whether Morocco is interested in resuming negotiations over a new fisheries agreement," said Borg.

During a press conference held in Brussels, Borg said that "Brussels will wait during 15 days for an answer from the African country," as a technical meeting on the Association Agreement between the European Union (EU) and Morocco is

scheduled for 16 March, in order to discuss agriculture and fisheries issues.

The previous fisheries agreement between EU and Morocco ended in November 1999. The absence of a new agreement was especially detrimental for the Spanish fleet, whose vessels from Andalusia, Galicia, and the Canary Islands had to stop operating in Moroccan fishing grounds.

The EC said some time ago that if new negotiations are initiated, they would try to achieve an agreement for the artisanal and pelagic fleets. This would grant the Andalusian fleet most of the benefits, as the Galician fleet is basically industrial.

Borg said that if Morocco intends to achieve a new fisheries agreement, a series of technical meetings would be held in order to specify the approach of such agreement. Formal negotiations would then begin, in order to reach a consensus over a policy that will benefit both parties.

Pact act

Foreign Minister of South Korea Ban Ki-moon has made it clear that the

government will not consider renegotiation of the 1999 Korea-Japan fisheries agreement, brushing aside concerns this may be a cause of the Dokdo dispute and declaring the islands are "clearly our land."

Ban was responding to growing assertions by some lawmakers that the fisheries agreement played a part in the present dispute sparked by Japanese sovereignty claims to the rocky islands in the East Sea.

At the first session of a National Assembly special committee set up to counter Japanese claims to Dokdo, ruling and opposition lawmakers yesterday strongly called for the fishing agreement to be canceled and

angrily questioned Ban and the government's "quiet" diplomacy.

Korea has maintained effective control of the islands since 1954, but the fisheries accord with Japan placed the area around Dokdo within a joint fishing zone.

The special Dokdo committee has been pushing for a renegotiation to prohibit Japanese fishing boats from operating near Dokdo, to secure the

nation’s sovereign control over the islands.

Gift trawl

After a four-week voyage, *Simon Kéghian*, the decommissioned 54-m semi-industrial trawler donated by a non-governmental organization (NGO), Les Amis de Ceylan/Lorient Matara Friendship Association, was handed over to the **Sri Lankan** authorities on 23 March at Galle in the presence of the Minister of Fisheries, the Minister of Reconstruction and the Chief of the Navy, and to the tune of bagpipe music.

The Sri Lankan government is expected to operate the trawler as a patrol and support vessel. The French crew has been put up by the Navy in a training camp close to the sea.

Four other French persons are bound for Matara to follow up on the housing project called ‘City of Lorient’.

An anthropologist and a psychologist from a Paris university will join them. This project is being implemented along with another NGO, Enfance et Partage.

Bumper harvests

Radiant, smiling faces can be found among the crowd of residents of Tam Giang in **Vietnam**, welcoming the offshore fishermen on their return home. Reaping bumper cuttlefish harvests is no longer unusual for the commune’s fishermen, who, until very recently, were very poor.

Successful fishing harvests have allowed for dramatic lifestyle changes in the central province of Quang Nam. More importantly, many poor residents now have their own fishing vessels, which they have managed to build with bank loans using their houses as collateral.

Despite the failure of a VND51.9 bn (US\$3.3 mn) government-funded project to build 44 ships in the province, the once-poor fishermen in Tam Giang commune now make billions of dong per year from shipbuilding.

Many cash-strapped fishermen are now able to afford new houses and motorbikes. The fishing output from Tam Giang was equal to half that of five coastal communes in the district put together. The industry has created employment for over 1,500 local and nearby residents.

Rights strike

Workers of Holiday Fishing Company

Limited (HFC) at Tema in **Ghana** have gone on a four-hour demonstration to back their demand for a Collective Bargaining Agreement to protect their rights.

They said attempts the Maritime and Dockworkers Union (MDU) made to get management of HFC to negotiate a CBA for its workers since 1999 has yielded no results. This, they said, has left workers being maltreated and cheated by management without compensation.

“We are not entitled to annual leave, any holidays, not even pension and someone who has worked for over 12 years in the company could just be sacked one day without compensation, and this is cheating on the part of management”.

They also demanded that 25 out of the 32 Laida sailors who

went to sea on November 24, 2004 but were brought back after 91 days and sacked from the company without any compensation be re-instated.

Ecolabels

Efforts to ensure the sustainability of the world’s marine fisheries got a boost

earlier this month when the Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO)

adopted a set of voluntary guidelines for the ecolabelling of fish products during its 26th session, held during 7-11 March.

The new guidelines are aimed at providing guidance to governments and organizations that already maintain, or are considering establishing, labelling schemes for certifying and promoting labels for fish and fishery products from well-managed marine capture fisheries.

The guidelines outline general principles that should govern ecolabelling schemes, including the need for reliable, independent auditing, transparency of standard-setting and accountability, and the need for standards to be based on good science.

They also lay down minimum requirements and criteria for assessing whether a fishery should be certified and an ecolabel awarded, drawing on FAO’s Code of Conduct for Responsible Fisheries.

Nothing But Death

There are cemeteries that are lonely,
graves full of bones that do not make a sound,
the heart moving through a tunnel,
in it darkness, darkness, darkness,
like a shipwreck we die going into ourselves,
as though we were drowning inside our hearts,
as though we lived falling out of the skin into the soul.

And there are corpses,
feet made of cold and sticky clay,
death is inside the bones,
like a barking where there are no dogs,
coming out from bells somewhere, from graves somewhere,
growing in the damp air like tears of rain.

Sometimes I see alone
coffins under sail, embarking with the pale dead,
with women that have dead hair,
with bakers who are as white as angels,
and pensive young girls married to notary publics,
caskets sailing up the vertical river of the dead,
the river of dark purple,
moving upstream with sails filled out by the sound of death,
filled by the sound of death which is silence.

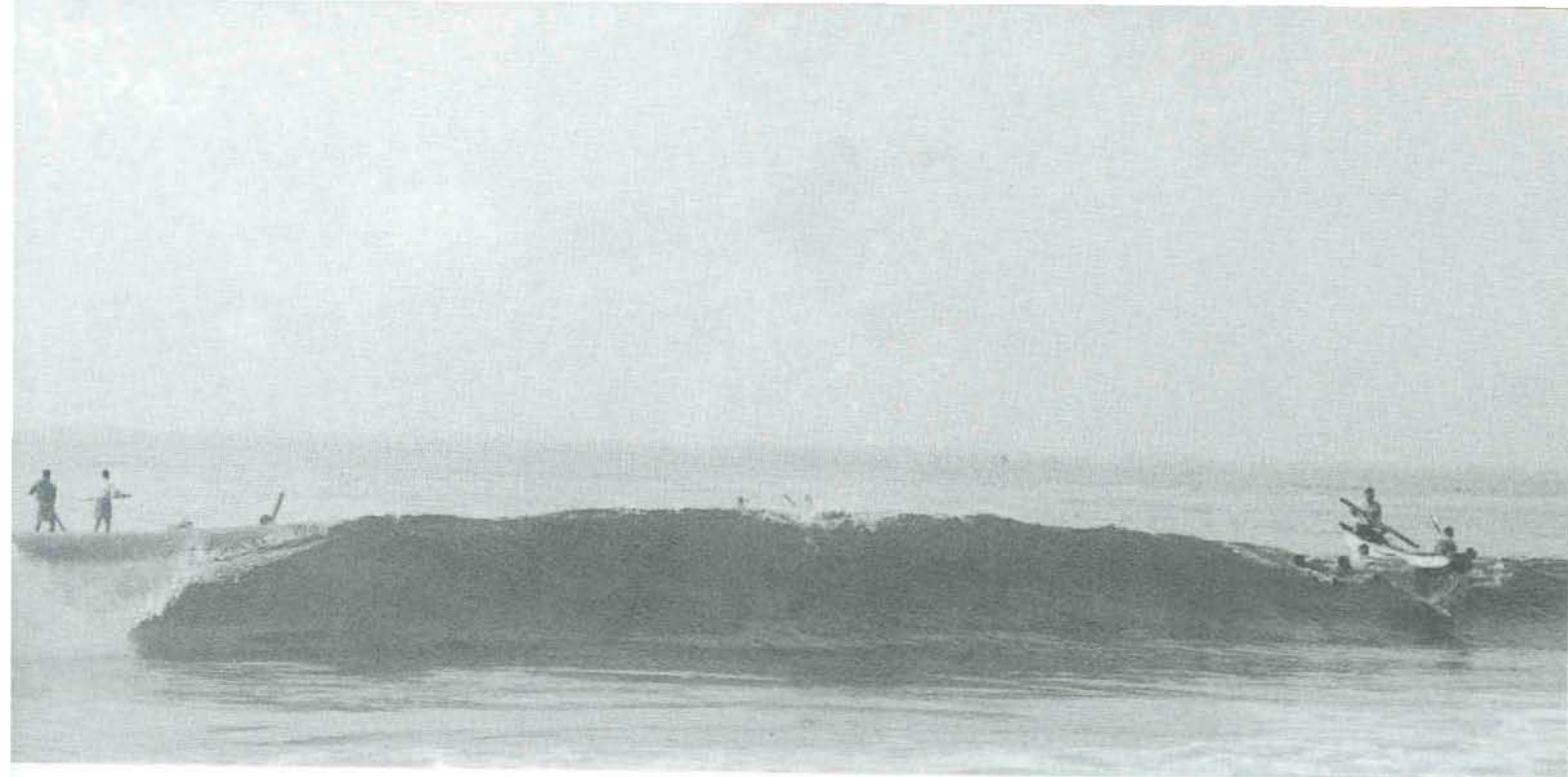
Death arrives among all that sound
like a shoe with no foot in it, like a suit with no man in it,
comes and knocks, using a ring with no stone in it,
with no finger in it,
comes and shouts with no mouth,
with no tongue, with no throat.

Nevertheless its steps can be heard
and its clothing makes a hushed sound, like a tree.
I'm not sure, I understand only a little, I can hardly see,
but it seems to me that its singing has the color of damp violets,
of violets that are at home in the earth,
because the face of death is green,
and the look death gives is green,
with the penetrating dampness of a violet leaf
and the somber color of embittered winter.

But death also goes through the world dressed as a broom,
lapping the floor, looking for dead bodies,
death is inside the broom,
the broom is the tongue of death looking for corpses,
it is the needle of death looking for thread.

Death is inside the folding cots:
it spends its life sleeping on the slow mattresses,
in the black blankets, and suddenly breathes out:
it blows out a mournful sound that swells the sheets,
and the beds go sailing toward a port
where death is waiting, dressed like an admiral.

—by Pablo Neruda, *translated by Robert Bly*



ICSF is an international NGO working on issues that concern fishworkers the world over. It is in status with the Economic and Social Council of the UN and is on ILO's Special List of Non-Governmental International Organizations. It also has Liaison Status with FAO. Registered in Geneva, ICSF has offices in Chennai, India and Brussels, Belgium. As a global network of community organizers, teachers, technicians, researchers and scientists, ICSF's activities encompass monitoring and research, exchange and training, campaigns and action, as well as communications. SAMUDRA REPORT invites contributions and responses. Correspondence should be addressed to the Chennai office.

The opinions and positions expressed in the articles are those of the authors concerned and do not necessarily represent the official views of ICSF.

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