

FAO Basic Framework for Medium and Long Term Fisheries/Aquaculture Rehabilitation and Reconstruction Activities in relation to the Tsunami Disaster

The Tsunami tidal waves that recently struck the South-East Asian region and some African countries have destroyed the livelihoods and the economic basis of many coastal communities in terms of death, injury, unemployment, loss of assets and equipment. Fisheries and aquaculture are the sectors most seriously hit by the disaster with a devastating effect on many millions of mostly small-scale fishers who are dependent on a daily fish catch for food and sale. In addition to the human tragedy, fishers have lost their boats, fishing gear, support industries, and aquaculture installations have been damaged or lost. The need for emergency rehabilitation of fisheries and aquaculture in the region is enormous and assessment teams are currently out in the region to obtain a clear picture of the damage. The needs for medium and long term rehabilitation and reconstruction will be considerable higher. While much involved in providing immediate assistance, FAO is also preparing to contribute to the considerable undertaking of rebuilding livelihoods in fisheries and aquaculture communities.

The present document outlines FAO's Strategic Framework for Medium and Long Term Fisheries/Aquaculture Rehabilitation and Reconstruction Activities in relation to the Tsunami disaster. This general framework was developed to serve as a guide for actions to be undertaken by the Fisheries Department of FAO under the overall leadership of the Governments concerned and in close collaboration with other partners.

FAO has developed a three-level response to the Tsunami crisis, as outlined below (with the indicated timeframes defined from the date of the disaster):

- **Immediate** (up 6 months) with emphasis on relief and damage assessments;
- **Medium-term** (up to 12-18 months), through the joint needs assessment and strategic framework for rehabilitation, which will be presented to donors in the spring of 2005; and,
- **Long-term** (over 18 months and for up to 5 years) through reconstruction projects and programmes that should include elements of longer-term planning.

The Basic Strategic Framework of the Fisheries Department presented in this document does not explicitly distinguish medium to long-term responses at this early stage of programming. A more specific document will be elaborated in due course.

Key guiding principles to be adhered to in responding to the Tsunami disaster in the months and years ahead are elicited in Section 1 of the document. These are common or compatible with the principles adopted by other international fisheries organizations, with which the FAO Fisheries Department cooperates under a Consortium for concerted and collaborative actions.¹

¹ Consortium to Restore Shattered Livelihoods in Tsunami-Devastated Nations. Core partners of the Consortium are The Food and Agriculture Organization of the UN through its Regional Office for Asia and the Pacific (FAO RAP); the Bay of Bengal Programme – Intergovernmental organization (BOBP-IGO); the Network of

The envisaged scope of actions to be undertaken by the FAO Fisheries Department as part of the immediate response is presented in Section 2. Those actions to be carried out as part of the medium- to long-term-response are described in Section 3. A more specific programme of action will be elaborated subsequently on the basis of the elements contained in the aforementioned section. Section 3 of the present document also outlines areas for which co-ordinated expert guidance would be needed. These relate in particular to analysing and advising on the scope of the reforms that could be envisaged in the context of fisheries/aquaculture rehabilitation and reconstruction efforts.

1. Key Guiding Principles for FAO assistance

FAO proposes that the following principles in planning and contributing to fisheries and aquaculture rehabilitation and reconstruction be applied:

- Ensure that relief and rehabilitation efforts are perceived by local people as a right and addressed in a compassionate manner - bringing in stakeholders; building their capacity to respond; developing a common vision for rebuilding their livelihoods; and focussing on finding the best ways to deliver rehabilitation outcomes in partnership with target groups.
- Adopt a livelihood approach. This approach recognizes, *inter alia*, the need to consider that people livelihoods are based on a number of dimensions (physical, human, social, natural and financial), and that stakeholders are linked by policies, institutions and processes. Key principles of a sustainable livelihood approach (people-centred, responsive and participatory, multi-level, conducted in partnership, sustainable, adaptive) should be emphasized.
- Couple rehabilitation and reconstruction with reforms in order to avoid the re-institutionalization and repetition of factors of vulnerability or unsustainability formally identified as affecting the livelihoods and living conditions of fishing communities. Similarly avoid the appearance of new factors or related risk. The type of reforms that could be considered and the need for guidance on this matter are discussed in Section 3.2.
- Adopt a collaborative approach with international development partners. Under the overall coordination framework of concerned governments, this implies strengthening existing cooperation with donors as well as with specific regional institutions (such as BOBP, FAO, NACA, SEAFDEC and WFC) and developing new linkages as needed for the planning and implementation of fisheries/aquaculture rehabilitation programmes as well as for improved coordination of fisheries/aquaculture assistance in general.
- Networking intensively with international development partners to achieve information sharing, coordination as well as the undertaking of complementary or joint activities.

- Rely extensively on local partnership with government specialized agencies, NGOs, and professional/community organization for planning and implementation of specific national projects.
- In rehabilitating the means of fisheries/aquaculture production, rely essentially on inputs and skills used previously - especially inputs locally produced in the past and still available in the affected areas or in the surrounding areas. This applies in particular to boats and gear, and implies that the rehabilitation effort should primarily concentrate on ensuring the restoration of capacity to produce such inputs and make them available. [This does not exclude certain 'reform' if more suitable inputs can be provided – e.g. provision of nets with more appropriate mesh size; however, these new inputs should be truly pertinent, i.e. technically and otherwise].
- Nesting fisheries/aquaculture rehabilitation efforts within a multi-sectoral approach. Recognizing in particular that the livelihoods of fishers/aquaculturists are not only multi-dimensional but also related to that of other communities living close by and dependant on socio-economic linkages with other sectors or geographic areas.
- With regard to the rehabilitation projects that will be developed on this basis of the aforementioned, these should also pursue a flexible and adaptive approach (adapted to the complexity and therefore the uncertainty of rehabilitation work). Synergies would also be sought to ensure appropriate linkages with other initiatives.

2. Immediate Response

2.1 Scope

Activities undertaken or to be carried out by the FAO Fisheries Department in the forthcoming weeks to address immediate needs cover the following areas listed hereafter:

- Immediate damage and needs assessments. FAO acted promptly to undertake such assessments, often jointly with other specialized organizations or development partners. Such assessments need to be regularly updated and the information needs to be shared and made available.
- Information sharing through a special FAO Fisheries department web site. The site is established and operational: <http://www.fao.org/tsunami/fisheries/index.htm>. It complements the FAO website: <http://www.fao.org/tsunami/>.
- Short-term posting of FAO Fisheries/Aquaculture advisors in affected countries. This activity is now in process and needs to be expended to all affected countries, upon request from the government of affected countries. The duration of these advisors' appointments will be extended as required.
- Recruitment of international and local fisheries/aquaculture experts to assist, on request, with in-country planning of fisheries/aquaculture medium term rehabilitation programmes. Such a team may provide further support for initial implementation.
- Development of collaborative arrangements with recipient countries, regional fisheries/aquaculture institutions and donors for undertaking medium rehabilitation,

starting with joint need assessments and the development of a common vision and harmonized strategies for long term reconstruction.

- Design/implement projects aimed at emergency rehabilitation work - e.g. assisting local boat builders or gear suppliers with the equipment and means required to resume production and/or to cope with a much larger demand.
- Identify extra-budgetary funding for immediate and longer term responses to be provided by the FAO Fisheries Department.

2.2 Financial requirements for immediate response

The FAO Fisheries Department is seeking additional funds in order to: (i) supplement its Regular Programme contribution to normative work associated with the disaster and resulting crisis, e.g. in the area of dedicated information system and need assessments; and (ii) develop an appropriate field response through the provision of advisory services and specific programmes and projects for rehabilitation. The latter is being progressively defined as needs are more precisely assessed and identified. Present needs for further financial support to actions to be undertaken over the next six months are estimated at about US\$ 10 million and would cover the following:

- Short- to medium-term posting of fisheries/aquaculture international and local experts in affected countries for assessment, planning and advisory work
- The further development of the capacity of the FAO Fisheries Department to provide technical and other support to these experts for the planning of fisheries and aquaculture rehabilitation work in affected countries.
- Funds for emergency rehabilitation work in specific countries and sites – e.g. replacement of equipment and re-building of capacity.

3. Medium- to Long-Term Response

3.1 Scope

At this preliminary stage, the Fisheries Department has initially identified the following activities to address the medium- and long-term responses:

- Continuing the gathering and analysis of information related to the Tsunami, its impact and implications for fisheries/aquaculture. This work should be conducted on an 'Indian-Ocean wide' basis and serve to exchange information and to undertake for comprehensive assessments, including in terms of lessons learned.
- Facilitation of government efforts to coordinate work on fisheries/aquaculture rehabilitation and reconstruction – inter alia, through information sharing and the provision of advisory services.

- Contribution to joint overall need assessments for fisheries/aquaculture rehabilitation and reconstruction.
- Undertaking of other more specific need assessments (site specific or fisheries-aquaculture specific).
- Conducting participatory need assessments for rehabilitation of local institutions and processes relevant to fisheries/aquaculture, e.g. local NGOs, fishers organization and providers of cooperative services.
- Assisting with the rehabilitation of these institutions and related processes.
- Assisting the fisheries authorities of affected countries to elaborate a strategic framework for fisheries/aquaculture rehabilitation/reconstruction (in collaboration with other donors and development partners, as required).
- Leading or contributing to a number of experts and decision-level meetings aimed at integrating specific considerations for 'better' rehabilitation and reconstruction (better in the sense of sustainable development or food security, for example).
- Contributing to the preparation of specific rehabilitation programmes and projects dealing with fisheries and aquaculture.
- Executing selected projects (designed along the key guiding principles described in Section 1 and implemented with all the flexibility that the situation may require).
- Initiating work on lessons learned for disaster prevention and relief/rehabilitation relevant to fisheries/aquaculture communities and their environment.
- Contributing, as required, to the development of an early warning system (for Tsunami as well as storms, floods and cyclones), particularly on the socio-economic and environmental aspects of the issue.

3.2 Provision as appropriate guidance for coupling rehabilitation and reconstruction with reforms

In close collaboration with specialized international fisheries institutions (especially those based or most active in the area affected by the Tsunami), several topics need to be addressed in order to provide guidance to planning and implementing fisheries/aquaculture rehabilitation and reconstruction work. There is some urgency in undertaking this work so as to ensure a common vision among specialists and to provide guiding principle to governments and development partners on the matter of coupling rehabilitation/reconstruction with sustainable development. This will involve in particular the following measures:

- To review and advise on the scope of reforms that could be envisaged in the context of fisheries/aquaculture rehabilitation and reconstruction efforts in relation to factors of vulnerability that affects the livelihoods of fisherfolk communities (e.g. with respect to access to coastal land and renewable natural resources; to poverty reduction or the promotion of increased food security in the long term).

- To review and advise on the scope of reforms that could be envisaged similarly in rehabilitation and reconstruction efforts aimed at promoting a more sustainable utilisation of resources (e.g. in relation to rebuilding fishing capacity in line with sustainable fisheries resource use; using more suitable gear or mesh size; rebuilding aquaculture production capacities according to more environmentally appropriate systems; or building community processes that would involve better strategic approaches to natural resource management and conservation).
- To assess the extent of environmental destruction in fisheries/aquaculture habitats and sites and its effect on production potentials, and advise on actions that may be required to rehabilitate these habitat/sites and their productivity.

3.3 Financial requirements for medium- to long-term response

The financial requirements in support of FAO's expected contribution to the medium- and long- term rehabilitation and reconstruction in fisheries and aquaculture substantially exceed the limited regular programme resources and extra-budgetary resources that are presently available for such activities.

Additional financial support is therefore urgently required to undertake the various assessments and planning activities stipulated in 3.1 and to provide the required advisory assistance to institutional stakeholders on the issues described in 3.2. Over the next 12 months an additional amount of US\$ 10 to 15 million may be required to conduct these specific tasks.

Planning for rehabilitation and reconstruction would progressively lead, over the next 6 to 12 months, to a range of proposals for specific programmes and projects to be executed at least in part by the FAO Fisheries Department. These proposals will be presented to donors as they become available. The amount of financial support required for the implementation of these programmes and projects is difficult to estimate at this time.

<p>A more comprehensive strategic framework will be elaborated over the next few weeks. Meanwhile this document will serve as a basis for the preparation of programmes and projects for medium to long term fisheries and aquaculture rehabilitation and reconstruction.</p>
