

Report of the Strategic Meeting on Development of Co-management System in Puducherry



09 January 2017, Puducherry, India



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Puducherry, India**

**Bay of Bengal Programme
Inter-Governmental Organisation
91, Saint Mary's Road, Abhiramapuram
Chennai - 600 018
Tamil Nadu, India**

This document records the proceedings of the ‘*Strategic Meeting on Development of Co-management System in Puducherry*’ organized by the Bay of Bengal Programme Inter-Governmental Organisation (BOBP-IGO) in Puducherry, India on 09 January 2017. The Meeting was organized under the Global Environment Facility (GEF)/World Bank funded ‘Ocean Partnerships for Sustainable Fisheries and Biodiversity Conservation- Models for Innovation and Reform: Bay of Bengal Project’. The designation employed and the presentation of material in this Report do not imply the expression of any opinion whatsoever on part of the GEF/World Bank or the BOBP-IGO concerning the legal status of any country, territory, state or its authorities or concerning the delimitation of its frontiers or boundaries. Opinion expressed in this publication are those of the authors/speakers at the Strategic Meeting and do not necessarily reflect the views of the GEF/World Bank or the BOBP-IGO.

For bibliographic purpose this document should be cited as *BOBP-IGO: Report of the Strategic Meeting on Development of Co-management System in Puducherry, BOBP-IGO, January 2017, 52p.*

Layout, design and graphics

S Jayaraj
M Krishna Mohan

Copies of the document can be requested from:

Director
Bay of Bengal Programme Inter-Governmental Organisation
91, St Mary’s Road
Abhiramapuram, Chennai - 600 018
Tamil Nadu, India
Tel: +91- 44- 24936294, 24936188; Fax: +91- 44- 24936102
Email: info@bobpigo.org; website: www.bobpigo.org; www.oppbob.org

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Printed at L S Graphic Prints, Chennai - 600 002, Tamil Nadu, India

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1.0 கூட்டத்தின் பின்னணி

அதிகரித்து வரும் மக்கட்தொகை, வளங்குன்றாத அளவை விட அதிகமான மீன்பிடிப்பு மற்றும் மீன்பிடிப்பு தொடர்பான சச்சரவுகள் காரணமாக இந்திய மீன்வளம் கடுமையான அழுத்தத்தினால் பாதிப்பு அடைந்துள்ளது. 2010-11 ல் செயல்படுத்தப்பட்ட வளங்குன்றா வாழ்வாதாரத்திற்கான மீன்வள மேலாண்மை திட்டம்-ஐ (FIMSUL-I) மூலம் அனுமதிக்கப்பட்ட அளவுக்கு அதிகமாக மீன்பிடிப்பு மட்டுமல்லாமல், மீன்பிடிப்பின் பல பிரிவுகளில் திறனை அதிகரித்தல் (பெரிய மீன்பிடி படகுகள், திறன்மிக்க இயந்திரங்கள் முதலியன), சமத்துவமற்ற முறையில் வளத்தை பங்கீடு செய்தல் மற்றும் பலனில்லாத வலை கட்டுப்பாடுகள் போன்ற காரணங்களால் புதுச்சேரியும் தமிழ் நாடும் பல்வேறு மீன்வள மேலாண்மை பிரச்சினைகளை எதிர்கொள்கின்றன என்பது அறியப்பட்டுள்ளது.

வளரும் நாடுகளில் சிறிய-அளவிலான மீன்பிடிப்பில், சமூக அடிப்படையிலான கூட்டு மேலாண்மை மூலம் வளம் குன்றாமல் மீன்வளத்தை பாதுகாக்கமுடியும் என்பதற்கு சான்றுகள் உள்ளன. வளங்குன்றா வாழ்வாதாரத்திற்கான மீன்வள மேலாண்மை திட்டம் ஐ (FIMSUL-I) புதுச்சேரி மற்றும் தமிழ்நாட்டில் மீன்வள மேலாண்மைக்கு கூட்டு மேலாண்மையை செயல்படுத்த மேலும் பரிந்துரைத்துள்ளது. கூட்டு மேலாண்மையை ஒரு பங்காண்மை ஏற்பாடாக கூறலாம், இதில் மீனவர்களும் அரசும் மீன்வள மேலாண்மைக்கான பொறுப்பு மற்றும் அதிகாரத்தை பகிர்ந்து கொள்கின்றனர். கலந்தாய்வுகள் மற்றும் பேச்சுவார்த்தை மூலம், பங்காளர்கள் மேலாண்மையில் தங்கள் பொறுப்புக்களுக்கும், உரிமைகளுக்கும் ஒரு முறையான ஒப்பந்தம் செய்து கொள்கிறார்கள். இது நம்பிக்கை, நம்பகத்தன்மை, சட்டபூர்வமான பங்காளர்களின் வெற்றி மற்றும் காலப்போக்கில் மாற்றங்களை சரிசெய்தல் என்று வள மேலாண்மையை ஒரு அனுசரிப்புள்ள செயல்முறையாக செய்து விடுகிறது. கூட்டு மேலாண்மையின் நன்மைகளாவன (i) ஒரு வெளிப்படையான, பொறுப்புவாய்ந்த மற்றும் தற்சார்புடைய மேலாண்மை செயல்முறை (ii) உள்ளூர் பிரச்சினைகளுக்கு மேலாண்மை உத்திகள் மற்றும் சரியான கட்டுப்பாடு நடவடிக்கைகள் மூலம் உள்ளூர் தீர்வுகள் (iii) வள ஆதாரத்தை ஒரு நீண்ட கால சொத்தாக பார்க்கும் ஒரு அதிகாரமிக்க சலுகையாக உணர்தல் (iv) வள ஆதாரம் தொடர்பாக தகவலை வழங்க மற்றும் மேலாண்மைக்கு அறிவியல் பூர்வமான தகவலை நிறைவு செய்ய மீனவர்களின் பாரம்பரிய அறிவு மற்றும் நிபுணத்துவத்தின் பயன்பாடு (v) சச்சரவுகளை குறைக்க ஏதுவாக பங்காளர்கள் மத்தியில் தகவல் தொடர்பு மற்றும் புரிந்து கொள்ளும் திறனை அதிகரித்தல்.

FIMSUL-I ஐ தொடர்ந்து, உலக வங்கி FIMSUL-II ஐ செயல்படுத்துவதற்கு ரூ 7.71 கோடிக்கு ஒப்புதல் அளித்துள்ளது, இதில் புதுச்சேரியில் மீன்வள கூட்டு மேலாண்மைத் திட்ட அமைப்பை நிறுவுவது ஒரு முக்கிய அங்கமாகும். இது சம்பந்தமாக, வங்காள விரிகுடா திட்டம்-அரசிடை அமைப்பை (BOBP-IGO) வளங்குன்றா வாழ்வாதாரத்திற்கு மீன்வள மேலாண்மை திட்டம் ஐஐ ன் கீழ் நடவடிக்கைகளைச் செயல்படுத்துவதில் உதவுமாறு கேட்டுக்கொள்ளப்பட்டுள்ளது.

2.0 புதுச்சேரியில் கூட்டு மேலாண்மை அமைப்பதற்கான திட்டக் கூட்டம்

புதுச்சேரியில் கூட்டு மேலாண்மை அமைப்பை நிறுவுவது தொடர்பாக, 2017 ஜனவரி 9 ஆம் தேதி அன்று ஹோட்டல் அண்ணாமலை இன்டர்நேஷனலில் BOBP-IGO மற்றும் புதுச்சேரி மீன்துறை மற்றும் மீனவர் நலம் சார்பாக, ஒரு செயல் திட்டக் கூட்டம் நடத்தப்பட்டது. இந்த கூட்டம் முற்றிலுமாக புதுச்சேரி மீன்துறை மற்றும் மீனவர் நலத்துறை அலுவலர்களுடன் கலந்து உரையாடுவதற்காக நடத்தப்பட்டது. முனைவர் ஓய். எஸ். யாதவா, இயக்குநர் BOBP-IGO தன்னுடைய அறிமுக உரையில் டிசம்பர் 2004 ல் ஏற்பட்ட ஆசிய சுனாமியால், முன் எப்போதும் இல்லாத பேரழிவின் பின்னணியில் வளங்குன்றா வாழ்வாதாரத்திற்கான

மீன்வள மேலாண்மை திட்டம் ஐ (FIMSUL-I) வடிவமைக்கப்பட்டது என்று தெரிவித்தார். இப்படிப்பட்ட பேரழிவு மீன்வளங்களின் வாழ்வாதாரங்களை எளிதில் எப்படி பாதிக்கமுடியும் என்று வெளிப்படுத்தியது மற்றும் புதுச்சேரியில் மீன்வள பிரிவில் வளங்குன்றா வளர்ச்சிக்கு ஒரு நீண்ட கால கொள்கையின் அவசியத்தை உயர்த்தி காட்டியது. FIMSUL-I பின்வரும் முக்கிய பரிந்துரைகளை செய்தது:

- மீன்வள கூட்டு மேலாண்மையை அமல்படுத்துவதற்கு வசதி செய்யவும், அது மேலும் வளர்வதற்காக கொள்கைகளை ஒருங்கிணைத்தல்.
- அடி மட்டத்தில் இருந்து ஒரு பரவலாக்கப்பட்ட பல அடுக்கு அமைப்புகளை நிறுவுதல்.
- ஏற்கனவே இருக்கின்ற (வரலாற்று ரீதியாக) மீன்பிடி குடும்பங்களுக்கு முன்னுரிமை கொடுத்து, திறந்த மீன்பிடிப்பில் இருந்து கட்டுப்படுத்தப்பட்ட மீன்பிடிப்புக்கு முன்னேறுதல்.
- தேவைக்கேற்றவாறு அவ்வப்போது விதிகள் மற்றும் கட்டுப்பாடுகளை ஏற்படுத்த அரசுக்கு அதிகாரம் அளிக்கும் ஒரு நடைமுறைப்படுத்தக்கூடிய சட்டமாக புதுச்சேரி கடல் மீன்பிடி சட்டத்தை திருத்தியமைத்தல்.
- மீன்பிடி சமூகங்கள் தங்கள் வாழ்வாதாரங்கள் பற்றி உரிய விருப்பங்களைத் தேர்வு செய்ய அவர்களை ஊக்குவிக்கும் வகையில் அவர்களின் திறன்களை அதிகரித்தல்.
- வளங்குன்றாத தன்மைக்கு முக்கியத்துவம் கொடுத்து, மீன்வள மேலாண்மையில் இருந்து (அல்லது வளர்ச்சி) மீன்வள ஆளுகைக்கு முன்னேறுதல் மற்றும் இத்தகைய முன்னேற்றத்திற்கு தேவையான மாற்றங்களைக் கொண்டுவருதல்.

வளங்குன்றா வாழ்வாதாரத்திற்கான மீன்வள மேலாண்மை திட்டம் I (FIMSUL-I) ன் முக்கிய வெளியீடுகளில் ஒன்று 15 குறிப்புகளை கொண்ட 'தொலைநோக்குப் பார்வை ஆவணம்' ஆகும், இந்த முக்கிய குறிப்பின் சாராம்த்தை பின்வரும் அறிக்கையில் காணமுடியும்:

“மீன்பிடி சமூகத்தின் வாழ்வாதாரங்கள் பாதுகாப்பாக உள்ளன, மேலும் அனைவரும் வறுமையற்ற, ஒரு நிலையான வாழ்க்கையை அனுபவிக்கின்றனர்”.

தொடர்ந்து முனைவர் யாதவா தன்னுடைய உரையில் FIMSUL-I ன் முக்கியமான பரிந்துரைகளில் ஒன்றாக ஒரு திறன்மிக்க கூட்டு மேலாண்மை செயல்முறையை தொடங்குதல், மற்றும் நடைமுறையில் உள்ள முறையான மற்றும் முறைசாரா ஏற்பாடுகளில் இருந்து மேலாண்மை செயல்முறை வலிமை பெறவேண்டும் என்று சொன்னார். இறுதியில், முனைவர் யாதவா புதுச்சேரியில் கூட்டு மேலாண்மையை செயல்படுத்த பின்வரும் மூன்று அடுக்கு வேலை திட்டத்தை சுருக்கமாக தெரிவித்தார்:

- மீன்வள கூட்டு மேலாண்மையை ஏற்படுத்துவதற்கான ஒரு செயல்திட்டத்தை இறுதிசெய்ய மீன்வள மற்றும் மீன்வள நல்வாழ்வு துறை மற்றும் கூடிக்கூடு-ஐழுட ன் மொத்த அலுவலர்களையும் ஈடுபடுத்தும் ஒருநாள் செயல் திட்டக்கூட்டம்.
- பங்காளர்கள் புருந்து கொள்வதற்கும் உடன்படுவதற்குமான செயல்திட்டத்தை முன்வைக்க இரண்டு நாள் கலந்தாய்வு கூட்டம்.
- பங்காளர்களின் கலந்தாய்வு கூட்ட அடிப்படையில் வேலை திட்டத்தை இறுதி செய்தல்.

திரு. ஏ வின்சென்ட் ராயர், இயக்குநர், மீன்துறை மற்றும் மீன்வள நலம், புதுச்சேரி அவர்கள் தன்னுடைய தொடக்க உரையில் FIMSUL-I ஐ செயல்படுத்துவது தொடர்பாக துறையின் மூலம் எடுக்கப்பட்ட நடவடிக்கைகளை விரிவாக தெரிவித்தார். அவர் மீன்வள கூட்டு மேலாண்மை திட்டம் தயாரிக்கப்பட்டு, ஒப்பதலுக்காக அரசுக்கு அனுப்பப்பட்டது உட்பட, பல்வேறு கூறுகளை செயல்படுத்துவதற்கு விரிவான திட்ட அறிக்கை பற்றி கூறினார். ஒப்பதலை எதிர்நோக்கி, (i) ஒரு அறிவு மையம் அமைக்க, (ii) கூட்டு மேலாண்மைக்கு சுழல் நிதி வழங்க, (iii) பங்காளர்கள் மற்றும் அலுவலர்களுக்கு பயிற்சி மற்றும் விழிப்புணர்வு திட்டத்தை நடத்த, மற்றும் (iv) வெற்றிகரமாக நடைபெறும் கூட்டு மேலாண்மை அமைப்பை பார்வையிட

கல்வி சுற்றுப்பயணம் திட்டமிடுதல், ஆகியவற்றை செய்யத் தேவையான முயற்சிகள் எடுக்கப்பட்டு வருகின்றன என்பதை தெரிவித்தார்.

தேசிய ஆலோசகர் முனைவர் இ விவேகானந்தன், கூட்டு மேலாண்மை தொடர்பாக உலக முன்னோக்குகள் குறித்த ஒரு தொழில்நுட்ப விளக்கக் காட்சியை வழங்கினார்கள். வெளிநாடு அதே போல் இந்தியாவில் இருந்து பல்வேறு கூட்டு மேலாண்மை அணுகுமுறைகள் மற்றும் வகைகளை, கூட்டு மேலாண்மையின் நன்மைகளை விளக்கமாக கூறினார்கள். கூட்டு மேலாண்மையை செயல்படுத்துவதில் கற்ற படிப்பினைகள் குறித்தும் விரிவாக எடுத்துரைத்தார்.

தேசிய ஆலோசகர் முனைவர் வே வெங்கடேசன் புதுச்சேரி கடல் மீன்வள மேலாண்மையில் பிரச்சினைகள் மீதான தன்னுடைய விளக்கக்காட்சியில், குடிஆளுருடு-ஐ இல் அடையாளம் காணப்பட்ட பிரச்சினைகளை நினைவுபடுத்தினார் மற்றும் புதுச்சேரியில் கூட்டு மேலாண்மையை அறிமுகம் செய்யும் தற்போதைய சூழலில் அந்த பிரச்சினைகளை புதிதாக ஆய்வு செய்ய மீன்வள மற்றும் மீனவர் நலத்துறையை கேட்டுக்கொண்டார்.

இறுதி தொழில்நுட்ப விளக்கக்காட்சியில், முனைவர் யாதவா FIMSUL-I இல் முன்மொழியப்பட்டுள்ள கூட்டு மேலாண்மை கட்டமைப்பை விவரித்தார். அவர் புதுச்சேரியில் கூட்டு மேலாண்மை திட்டத்தை செயல்படுத்துவதற்கான அணுகுமுறைகள் FIMSUL-I இல் அமைக்கப்பட்ட கட்டமைப்பை சார்ந்து தான் இருக்கும் என்றார். அந்த அணுகுமுறைகள் பின்வருமாறு:

கிராம அளவிலான கட்டமைப்புகள்	முறைசாரா அளவில் தற்சமயம் மீன்பிடிப்பை ஆளுகை செய்கின்ற மீனவர்களின் நிறுவனங்கள்; பாரம்பரிய மீன்பிடிப்புக்கான பாரம்பரிய கிராம நிறுவனங்கள்; விசைப்படகுகள் முதலியவைகளுக்கான படகு சங்கங்கள். தனிப்பட்ட பிரிவுகள் மற்றும் மீனவர்கள் இந்த கட்டமைப்பின் கீழ் சிறப்பாக நிர்வகிக்கப்படுகின்றனர்
மாவட்ட அளவிலான கட்டமைப்புகள்	கிராம அளவிலான பிரதிநிதிகள் மாவட்ட நிர்வாகத்துடன் இணைந்து விதிகளை அமைத்து செயல்படுத்துவார்கள்
மாநில அளவிலான கட்டமைப்புகள்	மீன்வள மேலாண்மைகளுக்காக ஒட்டுமொத்த இலக்குகள், கொள்கைகள் மற்றும் அணுகுமுறைகளை அமைக்கும் அமைப்பு

தொழில்நுட்ப அமர்வுக்கு பின்னர், பங்கேற்பாளர்கள் மூன்று குழுக்களாக பிரிக்கப்பட்டனர் மற்றும் இந்த குழுக்கள் ஆட்சிமுறை பிரச்சினைகள், செயல்படுத்த கட்டமைப்பு மற்றும் திறன் வளர்த்தல் மற்றும் அறிவு மேலாண்மை தொடர்பாக பரிந்துரைகளைச் செய்தனர்.

முடிவுரையில், பங்கேற்பாளர்கள் மீன்வளத்தில் வளங்குன்றா வாழ்வாதாரங்களை அடைய கூட்டு மேலாண்மை தவிர வேறு சாத்தியமான மாற்று அமைப்பு ஏதுமில்லை என்பதை முழு மனதோடு ஏற்றுக்கொண்டார்கள் மற்றும் செயல்திட்டத்தை அடுத்த நிலைக்கு எடுத்துச்செல்ல பின்வரும் பரிந்துரைகளையும் ஏற்றுக்கொண்டார்கள்.

மீன்பிடிப்பு மூடப்படும் பருவகாலத்தில் 10-12 மீன்துறை அலுவலர்களுக்கு பொறுப்பார்ந்த மீன்வளத்திற்கு நடத்தை விதித்தொகுப்பை செயல்படுத்துவதற்காக ஒரு பயிற்சி திட்டம் (ஏப்ரல்-மே, 2017).

பங்காளர் கலந்தாய்வு நடைமுறைகள்/ நெறிமுறைகள்/ முறைமையியல் மீது ஒரு பயிற்சிப்படிப்பு.

யூனியன் பிரதேச அளவில் செயலாக்க குழுவுடன் சந்திப்பு.

மீன்துறை மற்றும் மீனவர் நலத்துறையில் செயல்திட்டத்தை மேல் நடத்த அலுவலர்களில் ஒரு மையக் குழுவை அமைத்தல்.

செயல்முறையை மேல் நடத்த பங்காளர்களுடன் சந்திப்பு.



Participants at the Strategic Meeting

Report of the Strategic Meeting on Development of Co-management System in Puducherry

09 January 2017, Puducherry, India

1.0 Strategic Meeting

The Bay of Bengal Programme Inter-Governmental Organisation (BOBP-IGO) in association with the Department of Fisheries & Fishermen Welfare (DFFW), Puducherry, organized a one-day Strategic Meeting (SM) on 'Development of Co-management System' in Puducherry on January 9, 2017 at Hotel Annamalai International, Puducherry. The broad objective of the SM was to prepare an agreed work plan detailing the strategy on development of co-management system in Puducherry for presentation to fisheries stakeholders in the Union Territory (UT) of Puducherry for their consideration at a meeting to be held later in January/February, 2017. Within this broad objective, the sub-objectives of the SM were:

#	Sub-objectives
1	To review the co-management framework as proposed in FIMSUL-1
2	To review the issues in fisheries management in Puducherry in the context of a co-management framework
3	To share lessons learned from co-management experience in fisheries sector elsewhere in the world and identifying opportunities and challenges

The meeting was held exclusively for discussions with the officers of the DFFW. The larger objective of the SM was to get feedback and consent of the Fisheries Officials on the possible outline of the proposed co-management system in marine fisheries sector in Puducherry, which could be subsequently presented to the stakeholders for their consideration. The SM Prospectus, Agenda and List of Participants are placed in **Annexures 1-3**.

2.0 Opening Session

The SM began with the lighting of the traditional oil lamp followed by a welcome address by Mr V Venkatesan, National Consultant, BOBP-IGO. Dr Y S Yadava, Director, BOBP-IGO in his introductory remarks said that the 'Fisheries Management for Sustainable Livelihoods Project (FIMSUL-1)' was designed in the backdrop of the unprecedented catastrophe brought about by the December 2004 Asian Tsunami. The disaster exposed the vulnerability of fisher's livelihoods and highlighted the need for a long-term policy for sustainable development of fisheries sector in Tamil Nadu and the UT of Puducherry. A scoping study carried out subsequently by the Food and Agriculture Organization (FAO) of the United Nations, the World Bank and the United Kingdom's Department of International Development (DFID) resulted in the formulation of FIMSUL-1 Project, with funding support from the World Bank Trust Fund.

The Project was implemented during April 2010 to December 2011 and the primary objective of the Project was to support the Governments of Tamil Nadu and Puducherry in developing a policy framework for future management and use of marine fisheries in Tamil Nadu and Puducherry. Based on consultations with majority of the stakeholders at every stage of implementation, FIMSUL-1 made detailed recommendations, and some of the key recommendations are as follows:

- Incorporating policies for facilitation and natural evolution of co-management system.
- Establishing a decentralized multi-tier system from grass-root level through external facilitation.



Lighting of the Traditional Lamp



Mr A Vincent Rayar delivering the Opening Address



Participants at the Strategic Meeting

- Moving from ‘open access’ to ‘limited access’ with a preference for existing (historically) fishing families and fleet/gear regulations.
- Amending Marine Fishing Regulation Act to clarify it as an ‘enabling act’ that gives the Government power to make rules and regulations as required from time to time.
- Building capacities of the fishing community to enable them to make appropriate choices about their livelihoods.
- Moving from fisheries management (or development) to fisheries governance, with an emphasis on sustainability and bringing in necessary changes for such a move.

Besides the above recommendations, one of key outcomes of the Project was the 15 point ‘Vision Document’, the spirit of which can be seen in the following statement:

“Fishing community livelihoods are secure and all individuals enjoy a sustained life, free of poverty”.

Dr Yadava mentioned that FIMSUL-1 had also identified the challenges and issues in achieving the above vision and the present Project (FIMSUL-2) was conceived to implement the recommendations of FIMSUL-1. Elaborating further, Dr Yadava said that one of the important recommendations of FIMSUL-1 was ‘to initiate an effective co-management process’, which should draw its strength from the existing formal and informal arrangements within the users and between the users and the Government.

Explaining the objective of the SM, Dr Yadava said that a strategy for development of co-management system in Puducherry will be finalized that would be subsequently presented to the fisheries stakeholders in Puducherry for their consideration. In this context, he further explained the three sub-objectives, which would be discussed during the SM. After briefly mentioning the role of BOBP-IGO in dissemination of the results of FIMSUL-1; preparation of the Detailed Project Report (DPR) on ‘Improved Capacities and Knowledge Management’ under the FAO-Technical Cooperation Programme (TCP); and the connections between the Ocean Partnerships for Sustainable Fisheries and Biodiversity Conservation- Models for Innovation and Reform: Bay of Bengal Project (OPP) with FIMSUL-2, he made a presentation on the three-stage work plan for implementation of co-management system in Puducherry, which is as follows:

- ***One-day strategy meeting involving the entire officials of DFFW and the BOBP-IGO to arrive at a strategy for development of co-management;***
- ***Two-days stakeholder consultation to present the strategy for their understanding and agreement; and***
- ***Finalization of the work plan based on the stakeholder consultation.***

Concluding his presentation, Dr Yadava also outlined the expected outputs of the SM:

- ***An agreed strategy for development of co-management in Puducherry;***
- ***Improved understanding of ‘co-management system’; and***
- ***A checklist of requirements in terms of policy, law and human and institutional capacities to develop co-management in Puducherry.***

Dr Yadava’s presentation is placed as **Annexure 4**.

Mr A Vincent Rayar, Director of Fisheries & Fishermen Welfare, UT of Puducherry delivered the inaugural address. Welcoming the BOBP-IGO team and officials of the DFFW, he said that officials from Yanam and Mahe regions of the UT could not attend the SM due to other pressing works. Mr Rayar briefly explained the action taken by the DFFW with regard to the implementation of FIMSUL-2. He informed that the DPR for implementation of the various components, including



Dr E Vivekanandan



Mr V Venkatesan



Dr Y S Yadava

BOBP-IGO Staff making Technical Presentations

co-management has been prepared and sent to the Government for approval. Anticipating the approval, necessary initiatives are being taken towards i) setting up a knowledge centre, ii) providing revolving funds to co-management units, iii) conducting training and awareness programme to the stakeholders and officials, and iv) planning for study tour to places where co-management is working well, etc.

In the first technical presentation, Dr E Vivekanandan, National Consultant, OPP made a presentation on 'Global Perspectives on Co-management'. After defining co-management, Dr Vivekanandan, explained the various approaches to co-management, which include non-standardized approaches, such as co-management for single fishery, gear type, fleet, geographical area or multi-resource, and multi-stakeholder integrated management. He further elaborated on the types of co-management as shown below and explained how the role of government decreases when stakeholders start assuming management responsibilities.

Types of co-management:

- **Instructive:** Government instructs what should be done.
- **Consultative:** Government consults with users but the decision-making is by the government.
- **Cooperative:** Government and user groups cooperate in decision-making as equal partners.
- **Advisory:** User groups advise government in the decision-making process and government approves the decisions.
- **Informative:** Government delegates the decision-making process to the fisheries user groups, which will inform government of the results.

To explain the types of management, Dr Vivekanandan cited examples from various countries. He also explained the advantages of co-management, which include i) adapting to local needs and aspirations, ii) combining scientific and traditional knowledge, and iii) driven by user groups and also making them responsible. The following lessons learned in implementation of co-management in several countries, including India were also explained:

- Co-management varies with resource types and location.
- Success depends on capabilities, aspirations and willingness of user groups to take responsibilities.
- Unorganized and poor leadership, lack of interest, poorly represented user groups and low literacy, etc. hinder decision-making. In this situation, government has a greater role.
- Existing laws and policies may need alteration, or new ones created so as to allow for the structure of co-management.
- Time consuming.
- Availability of funds, data and resources are also contributing factors to successful co-management.

Annexure 5 contains Dr Vivekanandan's presentation.

Mr Venkatesan, National Consultant, OPP made the next presentation on 'Issues in marine fisheries management in Puducherry'. Recalling the issues identified in FIMSUL-1, he requested the DFFW to examine them afresh in the current context of introducing co-management in Puducherry. On the issue of 'open access', Mr Venkatesan said that despite being highlighted in FIMSUL-1, fisheries continue to remain in open access. The sector is also faced with 'over capacity' and

comparing with the optimum fleet strength suggested by the ‘Working Group for Revalidating the Potential of Fishery Resources in the Indian EEZ’ (Government of India; August, 2011), the mechanised fishing fleet in the UT is in excess by over 800 percent. Such overcapacity has also aggravated competition between the mechanised and traditional fishing fleet in the UT.

“There is weak understanding of fisheries management at all levels and as fisheries is considered a ‘common pool resource’, this is causing irreparable damage to the sector. Further, subsidies for construction of new vessels are increasing fishing capacity, leading to overfishing,” cautioned Mr Venkatesan. “The suggested alternatives such as diversified/resource specific fishing, etc. to reduce pressure in the inshore area can be of limited use, if access is not controlled.” Before closing his presentation, Mr Venkatesan emphasized on the need for a legal instrument for regulating fishing in the Exclusive Economic Zone (EEZ - or beyond Territorial Waters) and the amendments needed in the provisions of the Puducherry Marine Fishing Regulation Act (PMFRA) so that the co-management programme gets a proper legal support. Mr Venkatesan’s presentation is placed as **Annexure 6**.

The final presentation in the session was made by Dr Yadava on ‘Co-management framework from FIMSUL-1.’ Dr Yadava said that the modalities/approaches for implementing co-management in Puducherry will be largely built on the structures laid out in FIMSUL-1. The three approaches for fisheries management evaluated in FIMSUL-1 included i) eco-system based management, ii) wealth based fisheries management, and iii) human rights based fisheries management. Dr Yadava suggested that in an ideal situation, all three would likely converge. FIMSUL-1 had further suggested that the most important action would be to establish a governance system that would ensure effective control over the fishing units and to ensure compliance with the management rules and regulations. FIMSUL-1 had also recommended that i) the process should be organic as against an official sanction, ii) rules, etc. need to evolve through actual practice, iii) hand-holding, capacity building and orientation would be required, iv) should be a dynamic process integrating feed backs, v) commitment would be required even before necessary policies and laws could be made, and vi) existing formal/informal arrangements (peace committee) should be considered as building blocks.

While emphasizing the need for a multi-tier system (functional/geographical) for setting up of co-management, FIMSUL-1 concluded that “geographical area-based fisheries management units (FMUs) have the biggest scope for addressing multiple factors and the overall system of multiple FMUs should be woven around a structure that would be essentially around geographical boundaries.”

Village-level structures	Existing fishermen institutions that informally govern fishing; traditional village organizations for artisanal fishing; boat associations for mechanised boats, etc. Individual units and fishermen are best managed under this structure.
District-level structures	Village-level representatives who will set rules and implement them in cooperation with the District Administration.
UT-level structure	Body that will set overall goals, policies and approaches for fisheries management in the UT.

On the lines of FIMSUL-1, and taking into consideration the specific requirements of Puducherry, Dr Yadava suggested a three tier system of co-management, comprising the following structure:

Dr Yadava’s presentation is placed as **Annexure 7**.

Post-technical presentations, the participants were divided into three groups and the groups were assigned the following topics for discussion and making recommendations.

Groups	Topic	Subjects to be covered
Group-1	Governance with relevance to co-management (policy & legal matters)	<ul style="list-style-type: none"> Existing provisions in the Act Amendments required Roles and responsibilities Coordination with other Departments
Group-2	Implementation framework	<ul style="list-style-type: none"> Who will be in the committees Issues in setting the committees and implementation Existing schemes/management framework
Group-3	Capacity building & knowledge management	<ul style="list-style-type: none"> What are the training requirements? Training to whom? By whom? And how? Other tools of capacity building Knowledge creation, auditing, using and sharing

3.0 Results

After discussions, the three groups presented the following recommendations:

3.1 Group-1: Governance with relevance to co-management (Policy and Legal Matters)

Existing provisions in the Act	<ul style="list-style-type: none"> Provisions exist in the PMFRA for regulating mesh size of gill net and trawl net; prohibition of fishing by pair trawl and ring seine; strict observation of closed season; banning of trawling within three nautical miles; and setting up of peace committee, etc.
Amendments required	<ul style="list-style-type: none"> At present, there is no fisheries policy in the UT. All existing legal frameworks have to be brought under Fisheries Policy, including three tier co-management committees.
Roles and responsibilities of co-management committee	<ul style="list-style-type: none"> Declaration and maintenance of village-level fleet strength for all categories of fishing vessels. Self-declaration and regulation of mesh size and usage of fishing nets. Declaration, demarcation and regulation of inshore/off shore fishing areas for each category. Fixation and recommendation of craft-wise diesel quota. Regulation on usage of fishing fleet size and engine horse power. Voluntary declaration of catch statistics and maintenance of proper records. Maintenance of various infrastructure facilities created by the Government. Dissemination of potential fishing zone data to fishers. Maintenance of cleanliness on shore and in the village and usage of approved solid waste management practices. Identification and recommendation of need-based alternate livelihood practices. Establishment of fisheries allied sectors and coastal area based tourism projects with the approval of village co-management committee.
Coordination with other departments	<ul style="list-style-type: none"> Effective contribution in implementation of various coastal based national security measures in coordination with line departments. Awareness on endangered species, etc. in co-ordination with village-level co-management committee for creating awareness regarding endangered species. Awareness on use of sea safety equipment in coordination with Coast Guard. Collection of samples in pollution prone areas in co-ordination with Puducherry Pollution Control Committee/Department of Science and Technology.

3.2 Group 2: Implementation framework

Who will be in the Committee?

Committee	Designation/status/no of members
Village-Level	
Village-level fishery officer	Member-Secretary (1)
Village panchayat representative	Member (1)
Fisher cooperative society representative	Member (1)
Traditional craft owner/crew	Member (2)
Motorized craft owner/crew	Member (2)
Mechanized boat owner/crew	Member (2)
Fisherwomen/vendor	Member (1)
NGO	Member (1)
District-level	
Deputy/Assistant Director of Fisheries	Member-Secretary (1)
Representative nominated by the VLC	Members (Based on the number of VLCs)
NGO	Member (1)
UT-Level	
Director/Joint Director of Fisheries	Member-Secretary (1)
Representatives nominated by DLC	Members (Based on the number of DLCs)
NGO	Member (1)

Issues in setting the committees and implementation and existing frameworks

Issues	<ul style="list-style-type: none"> • Selection of members- i) level playing platform at village-level and ii) variance in socio-economic status. • Political intervention.
Organised framework	<ul style="list-style-type: none"> • Puducherry Marine Fishing Regulation Act, 2008. • Puducherry Fishing Harbour Management Society. • Fisheries Monitoring Control and Surveillance. • Village Level Fisheries Officers; Primary-Cooperative Societies.
Unorganised framework	<ul style="list-style-type: none"> • Village Panchayat (informal); Self-Help Group/NGO (Formal). • Fisher Associations.

3.3 Group 3: Capacity Building and Knowledge Management

Training Requirements	<ul style="list-style-type: none"> • Resource persons; resource material; training and teaching aid; adequate fund; vehicle; fishing craft & gear on hire.
Training to Whom?	<ul style="list-style-type: none"> • VLFOs; Village-Level Committee.
Training by Whom?	<ul style="list-style-type: none"> • Subject Experts; NGOs; Department Officials, etc.
Other capacity building tools	<ul style="list-style-type: none"> • Audio visuals; digital tools. • Workshop and orientation programmes; awareness programme, exposure visits (in India and abroad), etc.; services of foreign experts.
Knowledge creation	<ul style="list-style-type: none"> • Documentation of age old management practices; best practices in other states/countries. • Creation of exclusive web portal; establishment of common service and fisheries knowledge centre.
Auditing	<ul style="list-style-type: none"> • Analysis of best practices by experts in fisheries and social management.

4.0 Discussion on group presentations

During discussions on the group presentations, participants expressed apprehensions on how co-management programme could be initiated in Puducherry villages alone as fisher villages of Tamil Nadu and Puducherry are located in close vicinity of each other, and fishers from both Tamil Nadu and Puducherry fish in almost the same grounds. Concerns were also raised on the likely political interference in the selection of members/office bearers of the co-management units.

Responding to the issues, Director, BOBP- IGO expressed confidence that Puducherry DFFW could set up co-management units in the UT without waiting for Tamil Nadu to make a beginning. At a later stage, when Tamil Nadu also sets up its co-management units, synergies can be built in implementation of the activities. By taking a lead in setting up of co-management, Puducherry can set an example for the entire country, and also for the region. As far as political interference is concerned, once the establishment of co-management structures is enshrined in the law, no external interference will be able to destabilize the process. The importance of NGOs was also emphasized as they would be able to cooperate in capacity building and hand-holding.

5.0 Recommendations

In conclusion, the participants wholeheartedly agreed that there is no other viable system except co-management to achieve sustainable livelihoods in the fisheries sector and adopted the following recommendations for taking the process to the next level.

- A dedicated training programme for 10-12 DFFW Officials in implementation of the Code of Conduct for Responsible Fisheries during the closed season (April-May 2017).
- Training course on stakeholder consultation procedures/methodology.
- Meeting with UT-level Project Implementation Unit (PIU).
- Setting up of a core group of officers in the DFFW to lead the process.
- Meeting with stakeholders to take the process further.





Participants engaged in Group Discussion

Dr Martin S Kumar, World Bank Consultant (Fisheries) leading a mission to Tamil Nadu and Puducherry also addressed the SM and appreciated the progress made by Puducherry in setting up of co-management in the UT. Mr Vincent Rayar, Director, DFFW in his concluding remarks expressed satisfaction on the outcomes of the SM and assured that his Department will make all efforts to further the process in the most satisfactory manner.

6.0 Vote of thanks

Mr Rajdeep Mukherjee, Project Coordinator, OPP offered vote of thanks.



Strategic Meeting on Development of Co-management System in Puducherry

09 January 2017, Puducherry, India

Prospectus

1.0 The Strategic Meeting

1.1 The Bay of Bengal Programme Inter-Governmental Organisation (BOBP-IGO) in agreement with the Department of Fisheries and Fishermen Welfare (DFFW), Government of the Union Territory (UT) of Puducherry proposes to organize a one-day Strategic Meeting (SM) on 'Development of Co-management' in Puducherry. The meeting will be held on 09 January 2017 in Hotel Annamalai, Puducherry. The meeting is organized under the GEF/World Bank supported 'Ocean Partnership for Sustainable Fisheries: Models for Innovation and Reform – Bay of Bengal Project (OPP-BOB)' being implemented by the BOBP-IGO.

1.2 The broad objective of the Strategic Meeting is to prepare an agreed work plan detailing the strategy on development of co-management system in Puducherry for presentation to the fisheries stakeholders in the UT of Puducherry for their consideration. Within this broad objective, the sub-objectives of the SM are:

#	Sub-objectives
1	Review the co-management framework as proposed in FIMSUL-1
2	Review the issues in fisheries management in Puducherry in the context of a co-management framework
3	Sharing lessons learned from co-management experience in the fisheries sector elsewhere in the world and identifying opportunities and challenges

1.3 The SM will be attended by the staff of the DFFW and the BOBP-IGO.

2.0 Background and Scope of Work

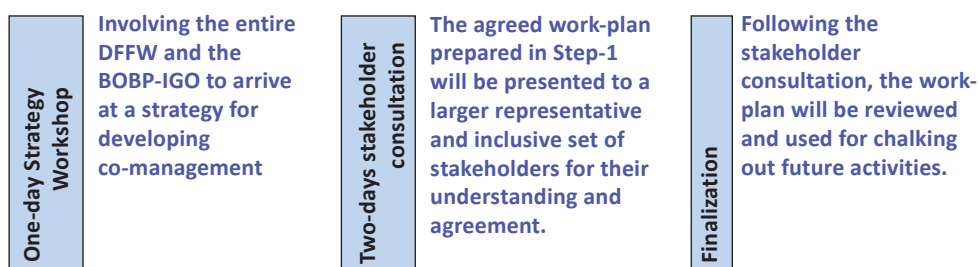
2.1 Following the implementation of the World Bank funded 'Fisheries Management for Sustainable Livelihood (FIMSUL-1) Project', the Government of Puducherry received a loan from the World Bank under the 'Coastal Disaster Risk Reduction Project (CDRRP)' to implement the recommendations of FIMSUL-1. The implementation activities are being carried out as a sub-component of CDRRP (named FIMSUL-2) for which Rs. 7.71 crores have been allocated by the World Bank. Detailed information on FIMSUL-1 Project and Project Reports can be found in the FIMSUL website.

2.2 Based on the recommendation of FIMSUL-1 and a subsequent Technical Cooperation Programme (TCP) of the Food and Agriculture Organization of the United Nations (FAO) to prepare a Detailed Project Report (DPR) to implement the recommendations of the FIMSUL-1, the DFFW, Government of Puducherry identified the following components for implementation during FIMSUL-2:

#	Sub-components	Rs. (crores)
1.	Implementation of marine fisheries co-management	2.51
2.	Improved capacities and knowledge management	1.45
3.	Fisheries livelihood support	2.50
4.	Management support	1.25
	Total	7.71

2.3 The BOBP-IGO played a major role in dissemination of the messages of FIMSUL-1 and was subsequently involved in the preparation of DPR on ‘Improved Capacities and Knowledge Management’ under the FAO-TCP. The BOBP-IGO also subsequently received a grant from the World Bank to implement the OPP-BOB in the Bay of Bengal Region. The objective of the OPP-BOB is to **“catalyze pilot investment into selected transformational public-private partnerships that mainstream the sustainable management of highly migratory fish stocks spanning areas within and beyond national jurisdictions.”** The Project Appraisal Documents (PADs) of CDRRP and OPP envision close cooperation between the two projects. Apart from this project-related cooperation, the BOBP-IGO is also mandated to assist its members to provide need-based support in consultation with the link Ministry/Department, which in this case is the DFFW.

2.4 In the above context, the BOBP-IGO will provide technical support, knowledge and advisories as may have deemed necessary by the DFFW and the other stakeholders through DFFW to develop a marine fisheries co-management framework in Puducherry. The present SM is convened as a preparatory step to chalk out the roadmap for taking the process further to the fisheries stakeholders in the UT of Puducherry as also for future collaboration between the two organisations in respect of improving fisheries management through co-management. The flow of work envisioned and agreed under this programme is shown below:



3.0 Expected Outputs

3.1 The following outputs are expected from the Meeting:

3.1.1 A report of the SM (electronic copy);

3.1.2 An agreed strategy for development of co-management in Puducherry;

3.1.3 Improved understanding of co-management system; and

3.1.4 A checklist of requirements in terms of policy, law and human capacities to develop co-management in the UT of Puducherry.

4.0 Conduct of the Strategic Meeting

- 4.1 **Date & Venue:** The SM will be held on **09 January 2017** in Hotel Annamalai International from 0930-1700 hours. The Hotel is located at No. 479, Kamaraja Salai, Saram, Puducherry – 605 013.
- 4.2 **Medium:** The Meeting will be conducted in English. Tamil Translation will be provided, if required.
- 4.3 **Participation:** It is expected that about 40 personnel together from DFFW and BOBP-IGO will attend the Meeting.
- 4.4 **Agenda & Time-Table:** The Provisional Agenda for the SM is attached.

5.0 Contacts

For further information, please contact:

Dr Yugraj Singh Yadava

Director
Bay of Bengal Programme
Inter-Governmental Organisation & Project
Manager, OPP-BOB
91, St Mary's Road, Abhiramapuram
Chennai – 600 018, Tamil Nadu
Tel: +91 44 24936188; Fax: +91 44 24936102
Mobile: +91 9841042235
Email: yugraj.yadava@bobpoigo.org

Mr S Ravi

Deputy Director
Department of Fisheries & Fishermen Welfare
Botanical Gardens Premises
Puducherry – 605 001
Tel: + 91 413 2228761
Mobile: + 91 9445381153
Email: ravisubburam@yahoo.in



Strategic Meeting on Development of Co-management System in Puducherry

09 January 2017, Puducherry, India









Agenda





Time (Hrs)	Agenda	Person/Venue	Remark
0930 - 1700	Workshop	Hotel Annamalai International, Puducherry	
0930 - 1045	Session-1: Opening Session		
0930 - 1000	Registration		
1000 - 1005	Lighting of the Traditional Lamp		
1005 - 1010	Welcome	BOBP-IGO	National Consultant
1010 - 1020	Introduction to the Strategic Meeting	BOBP-IGO	Director, BOBP-IGO
1020 -1030	Inaugural Address	Government of Puducherry	Director of Fisheries
1030 – 1035	Self- Introduction	Participants	—
1035 - 1115	Group Photographs/ Refreshments		
1115 - 1300	Session 2: Technical Session		
1115 - 1140	Global Perspective on Co-management	BOBP-IGO	National Consultant
1140 - 1205	Issues in Fisheries Management in Puducherry	BOBP-IGO	National Consultant
1205 - 1230	Co-management Framework from FIMSUL-1	BOBP-IGO	Director, BOBP-IGO
1230 - 1300	Discussion on the Presentations	—	Participants
1300 - 1315	Setting up of Three Groups	—	BOBP-IGO
1315 - 1415	Lunch		
1415 - 1700	Session 3: Group Discussion		
1415 -1530	Group Discussions	—	Participants
1530 -1615	Group Presentations	—	Groups
1615 -1630	Discussion on Group Presentations	—	Participants
1630 -1650	Concluding Remarks	Government of Puducherry & BOBP-IGO	Government of Puducherry & BOBP-IGO
1650 - 1700	Vote of Thanks	BOBP-IGO	Programme Coordinator, BOBP-IGO
1700 -	Refreshments		









Strategic Meeting on Development of Co-management System in Puducherry



09 January 2017, Puducherry, India

List of Participants

Sl.No	Name	Designation & Address	Contact Details
1.	A Vincent Rayar 	<i>Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Fax: + 91 413 2226014 Mobile: + 91 9944808799 Email: fish.pon@nic.in
2.	S Ravi 	<i>Deputy Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Mobile: + 91 9445381153 Email: ravisubburam@yahoo.in
3.	S Danassegarane 	<i>Deputy Director of Fisheries</i> Department of Fisheries and Fishermen Welfare, Government of Puducherry Fishing Harbour Complex, Thengaihattu Puducherry – 605 004	Tel/Fax: +91 413 2354699 Mobile: + 91 9443630928 Email: danassegarane1961@gmail.com
4.	V Jayanand 	<i>Deputy Director of Fisheries</i> Department of Fisheries and Fishermen Welfare, Government of Puducherry Fishing Harbour Complex, Thengaihattu Puducherry – 605 004	Tel: + 91 413 2357708 Mobile: + 91 9443905898 Email: ddmfish.pon@nic.in
5.	J Nadarajan 	<i>Deputy Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Fax: + 91 413 2220614 Mobile: + 91 9486415244 Email: nattu1969@gmail.com
6.	P Meera Saheb 	<i>Deputy Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Fishing Harbour Premises, Thengaihattu Puducherry – 605 004	Tel: + 91 413 2355708 Mobile: + 91 8754244794 Email: meerasaheb.purvala550@gmail.com
7.	G Natesa Pillai 	<i>Deputy Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Beach Road, Karaikal Puducherry – 609 602	Tel: + 91 4368 222616 Fax: + 91 4368 222630 Mobile: + 91 9944501370 Email: gnatesapillai@gmail.com
8.	K Deivasigamani 	<i>Joint Project Director (Fisheries)</i> Project Implementation Agency Perunthalaivar Educational Complex Anna Nagar Puducherry – 605 005	Tel: + 91 413 2204236 Mobile: + 91 9486636274 Email: deiva66@gmail.com

Sl.No	Name	Designation & Address	Contact Details
9.	M Shamshaad 	<i>Assistant Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Fishing Harbour Premises, Thengaihettu Puducherry – 605 004	Tel: + 91 413 2358020 Mobile: + 91 9894297434
10.	R Kaviyarsan 	<i>Assistant Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel/Fax: + 91 413 2228761 Mobile: + 91 9843537752 Email: <i>kaviyarsan15372@gmail.com</i>
11.	P Govindasamy 	<i>Assistant Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Mobile: + 91 9442067779 Email: <i>pg_samy70@yahoo.com</i>
12.	R Soundarapandian 	<i>Assistant Director of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2336538 Fax: + 91 413 2220614 Mobile: + 91 9952460301 Email: <i>soundarad@ymail.com</i>
13.	J Mary Shanthi 	<i>Assistant Director of Fisheries</i> Department of Fisheries 18, First Main RoadAvvai Nagar Lawspet Puducherry – 605 008	Tel: + 91 413 2359844 Mobile: + 91 9443497178
14.	V Senthil Kumar 	<i>Inspector of Fisheries</i> 18, IV Cross Street, Anna Nagar Puducherry – 605 005	Mobile: + 91 9894149439 Email: <i>senthilfisheries@gmail.com</i>
15.	A Antoniraj 	<i>Inspector of Fisheries</i> Project Implementation Agency Perunthalaivar Educational Complex Anna Nagar Puducherry – 605 005	Tel: + 91 413 2204236 Fax: + 91 413 2203080 Email: <i>antoniraj1979@gmail.com</i>
16.	K Balaji 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry 6, Beach Road, Karaikal Puducherry – 609 602	Tel: + 91 4368 222616 Fax: + 91 4368 222630 Mobile: + 91 8870093829 Email: <i>skbbio@gmail.com</i>
17.	Simon Leo 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Mobile: + 91 9894264005 Email: <i>ddmfish.pon@nic.in</i>
18.	M Rajashekar 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry 6, Beach Road, Karaikal Puducherry – 609 602	Tel: + 91 4368 222616 Fax: + 91 4368 2226301 Mobile: + 91 9442421513

Sl.No	Name	Designation & Address	Contact Details
19.	G Sivapragasam 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2336538 Fax: + 91 413 2220614 Mobile: + 91 9486367298 <i>Email:</i> <i>gsivapragasam@gmail.com</i>
20.	C Arumugam 	<i>Sub-Inspector of Fisheries</i> 35, Mariamman Koil Street Sellaperumal Pet Lawspet Post Puducherry – 605 008	Tel: + 91 413 2336538 Mobile: + 91 9443043885 <i>Email:</i> <i>mugambc@gmail.com</i>
21.	D Gurumurthy 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry Botanical Gardens Premises Puducherry – 605 001	Tel: + 91 413 2228761 Fax: + 91 413 2220614 Mobile: + 91 9894132209 <i>Email:</i> <i>pudufish@gmail.com</i>
22.	K Ainnarappan 	<i>Sub-Inspector of Fisheries</i> 147, Villianur Road Murugappakkam Puducherry – 605 005	Tel: + 91 413 2355708 Mobile: + 91 9677686006 <i>Email:</i> <i>k_ainnarappan@yahoo.com</i>
23.	A Balamurali 	<i>Sub-Inspector of Fisheries</i> Department of Fisheries & Fishermen Welfare, Government of Puducherry No 6, Beach Road, Karaikal Puducherry – 609 602	Tel: + 91 4368 222616 Mobile: + 91 9443875737 <i>Email:</i> <i>abalamurali13@gmail.com</i>
24.	Martin S Kumar 	<i>Fisheries Expert</i> 32, Henry Street, Ottoway South Australia	Tel: + 61 883414534 Mobile: + 61 401122121 <i>Email:</i> <i>martin.kumar@senet.com.au</i>
25.	Y S Yadava 	<i>Director & Project Manager</i> World Bank Ocean Partnership for Sustainable Fisheries and Biodiversity Conservation – Bay of Bengal Project Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: + 91 44 24936102 <i>Email:</i> <i>yugraj.yadava@bobbigo.org</i>
26.	E Vivekanandan 	<i>National Consultant</i> World Bank Ocean Partnership for Sustainable Fisheries and Biodiversity Conservation – Bay of Bengal Project C/o Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: + 91 44 24936102 <i>Email:</i> <i>e.vivekanandan@hotmail.com</i>

Sl.No	Name	Designation & Address	Contact Details
27.	V Venkatesan 	<i>National Consultant</i> World Bank Ocean Partnership for Sustainable Fisheries and Biodiversity Conservation – Bay of Bengal Project C/o Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: + 91 44 24936102 Email: venkat15541@gmail.com
28.	Rajdeep Mukherjee 	<i>Project Coordinator</i> World Bank Ocean Partnership for Sustainable Fisheries and Biodiversity Conservation – Bay of Bengal Project C/o Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: + 91 44 24936102 Email: pc@bobabnj.org
29.	S Jayaraj 	<i>Publication Officer</i> Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: +91 44 24936102 Email: s.jayaraj@bobpigo.org
30.	P Umakandan 	<i>Consultant</i> Bay of Bengal Programme Inter-Governmental Organisation 91, St Mary's Road, Abhiramapuram Chennai – 600 018, Tamil Nadu	Tel: + 91 44 24936188 Fax: + 91 44 24936102 Email: pumakandan@bobpigo.org

Introduction to the Strategic Meeting

Y S Yadava



Introduction to the Strategic Meeting

The FIMSUL-1

- The FIMSUL-1 Project was commissioned in the backdrop of the 2004 Asian Tsunami Devastation.
- The 2004 Tsunami nearly destroyed the physical assets of the marine fisheries sector. However, it also exposed the vulnerability of sector.
- Subsequent recovery efforts, planning and studies indicated that there is a need to -

BUILD BACK BETTER

The objectives of FIMSUL were to establish:

- frameworks,
- processes, and
- to build the capacities of various stakeholders, especially the Government,

-to facilitate planning, design and implementation of appropriate fisheries development and management policies. It was funded through a grant from the World Bank.

The Shared Vision

- One of the major outcomes of FIMSUL-1 is to arrive at a shared vision through an inclusive and extensive consultation. The spirit of the 15-point vision document is captured in the first vision point:

'Fishing Community livelihoods are secure and all individuals enjoy a sustained life, free of poverty.'

However, FIMSUL-1 also identified a series of issues and challenges that need to be addressed to achieve this vision (to be discussed later)

From FIMSUL-1 to FIMSUL-2

- FIMSUL-1 stopped at recommendation stage.
- FIMSUL-2 WAS CONCEIVED TO IMPLEMENT THE RECOMMENDATIONS.
- One of the major recommendations of FIMSUL-1 is to initiate a co-management process, which need not be perfect, but effective.
- FIMSUL-1 suggested that the process should draw its strength from existing formal and informal arrangements within the users and between the users and the Government.

This Strategic Meeting - Objectives

- **To prepare an agreed work plan detailing the 'Strategy on Development of Co-Management System in Puducherry' for presentation to the fisheries stakeholders in the UT of Puducherry for their consideration.**

#	Sub-objectives
1	Review the co-management framework as proposed in FIMSUL-1
2	Review the issues in fisheries management in Puducherry in the context of a co-management framework
3	Sharing lessons learned from co-management experience in the fisheries sector elsewhere in the world and identifying opportunities and challenges

The role of the Bay of Bengal Programme IGO:

- Played a major role in dissemination of the messages of FIMSUL-1.
- Was involved in the preparation of DPR on Improved Capacities and Knowledge Management under the FAO-TCP.
- Also subsequently received a grant from the World Bank to implement the Ocean Partnership Project (OPP) in the Bay of Bengal Region.

The Project Appraisal Documents (PADs) of FIMSUL-2 and OPP envision close cooperation between the two Projects in technical aspects.

BOBP-IGO is also mandated to assist its members for providing need-based support.

The proposed work-plan



One-day Strategy Workshop

Involving the entire DFFW and the BOBP-IGO to arrive at a strategy for developing co-management



Two-days stakeholder consultation

The agreed work-plan prepared in Step-1 will be presented to a larger representative and inclusive set of stakeholders for their understanding and agreement.



Finalization

Following the stakeholder consultation, the work-plan will be reviewed again used for chalking out future activities.

Plan for Today



Expected outcome

An agreed strategy for development of co-management

Improved understanding of 'co-management system'

A checklist of requirements in terms of policy, law and human capacities to develop co-management in the UT of Puducherry.

Thanks!

Global Perspectives on Co-management

E Vivekanandan

Global Perspectives on Co-Management

E. Vivekanandan
National Consultant
OPP – BOB / BOBP-IGO
Chennai



Co-management

“A partnership arrangement between government and local community of resource users and other stakeholders, to share the responsibility and authority for management of the fishery”

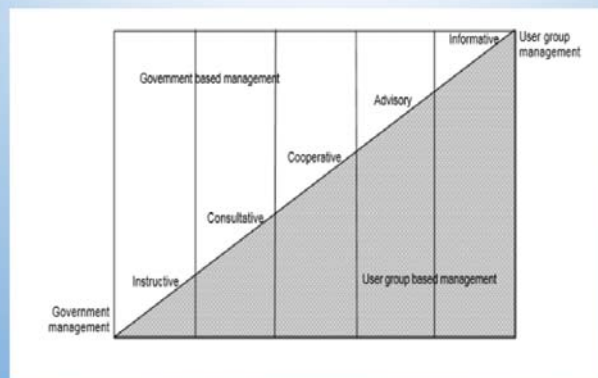
Source: Food and Agriculture Organisation (FAO)

Approach

- Not a standardised approach (*can be a single fishery, gear type, fleet, geographical area; or multi-resource, multi-stakeholder integrated management*)
- Principles are the same, but the policies and methods of implementation may differ.
- Basically a range of arrangements, levels of sharing of responsibility and power
- Ways of integration of local management and formalised government systems

Types of Co-management

- **Instructive:** Government instructs what should be done.
- **Consultative:** Government consults with users but the decision-making is by the government.
- **Cooperative:** Government and user groups cooperate in decision-making as equal partners.
- **Advisory:** User groups advise government in the decision-making process and government approves the decisions.
- **Informative:** Government delegates the decision-making process to the fisheries user groups, which will inform government of the results.



Bangladesh (Instructive)

- New Fisheries Management Policy 1986:
- Discontinue the leasing of public water bodies to middlemen; replace the system with direct access rights to fishermen
- A few NGOs took central role; representing fishermen until fishermen were organized
- One NGO obtained long term lease of 800 waterbodies, entered into cooperative arrangement to fish.
- Finally, the NGO made all management decisions and fishermen provided only labour



Malawi (Consultative)

Lake Malombe:

- Fishing committees established and trained by government for management on biological basis and for institutional capacity building.
- Fishing regulations developed through negotiations
- Enforcement by fisheries department



San Miguel Bay, Philippines (Cooperative)

- Government established the San Miguel Bay Management Council consisting of all stakeholders to design and implement management plan.
- Supported by advisory committees and task forces (mostly by district and state government officials)
- Decisions taken by the government after consulting the users.



Faroe Islands (Cooperative)

- 'Fish Fund' established under a legislation to reduce subsidy, promote tax regime, fix minimum price
- Intended to be a self financing mechanism
- Surplus in good years can be used in bad years
- Administered by a Board of processing industry and government representatives
- Failed as the Board could not withstand pressure from various groups: resulted in more subsidy; self financing did not work
- Ended with high subsidy, distorted price, over-capitalisation and collapse of fish stocks



Fishing Rights, Fiji (Advisory)

- Fishing Rights under the control of Chiefs, recognised by the government.
- Management of small-scale commercial fishery shared between traditional chiefs and government: a fisherman should get permit from local chief; the local chief determines the fishing area, target species, gear, season
- Fisherman then applies for license from fisheries department. Management implementation is by the local chief as well as fisheries official.
- Can result in conflict between users, Chiefs and officials.



Beach seine fishery, Mozambique (Informative)

- Beach-seine fishermen organized into an association;
- Association regulates fishing, calls meetings, makes decision on start and closure of fisheries;
- District fisheries officials attend, but do not interfere in the decisions;
- Letter signed by district officials sent to state officials, which is forwarded to central government
- As approval takes long time, decisions are implemented without formal government approval.
- In effect, the Association only *informs* the decision to the government.



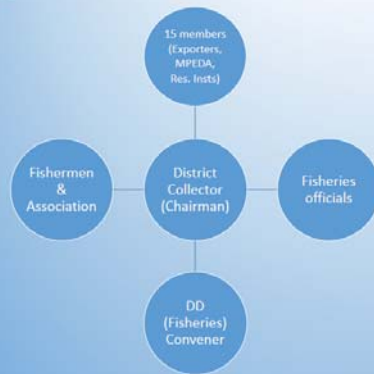
Fiji: Locally Managed Marine Area Network (Informative)

- Managing marine resources at the village level
- Network consists of members representing the island's village communities, research institutes and nonprofit organizations.
- The network convenes to share information and ideas about conserving ocean life and engaging local people in decisions about resource management

Impacts

- Biodiversity increase
- Increased fish abundance
- Increased household income
- Strengthened community cohesion

Ashtamudi short-neck clam fishery in Kerala, India



Ashtamudi short-neck clam fishery

- Closed season
- Prohibition on mechanical fishing
- Mesh size restriction
- Minimum export size



Advantages of Co-management

- Adapted to local needs and aspirations
- Builds on combination of scientific and traditional knowledge
- Gets the approval of user groups and make them responsible



Lessons learned

- Co-management varies with resource types, location.
- Success depends on capabilities, aspirations and willingness of user groups to take responsibilities.
- Unorganised, poor leadership, lack of interest, poorly represented user groups, low literacy hinder decision making. In this situation, government has greater role (instructive and consultative)
- Existing laws and policies may need to be altered, or new ones created so as to allow for the structure of co-management
- Time consuming
- Availability of funds, data and resources are also main contributing factors to successful co-management.

Lessons Learned

- Co-management should not be viewed simply as a tool for fisheries management, but as a fisheries management *process* that is adaptive to changing conditions over time.



Co-management vs Community management

- In [co-management](#), the user group and government develop laws and regulations jointly and work towards implementation as a unit.
- In [community management](#), laws are not developed and enforced by government. This makes prosecution difficult.
- If community management forms part of national legislation or developmental plans, it is classified as co-management.

THANK YOU!



Issues in Marine Fisheries Management in Puducherry

V Venkatesan

ISSUES IN MARINE FISHERIES MANAGEMENT IN PUDUCHERRY

FISHERIES MANAGEMENT

- Effective management is essential if marine fisheries resources are to be utilized in a sustainable and a responsible manner
- Fish stocks are complex and precious resources
- Management is made difficult by the fact that the resources are largely invisible until harvested, impacts are frequently long-term and causes of problems can be hard to identify. More over, many species are migratory in nature, the stock of them may be shared or straddled between countries or areas and their number vary naturally from year to year.

ISSUES IN FISHERIES MANAGEMENT IN PUDUCHERRY

- While discussing fisheries management options for the UT of Puducherry, the FIMSUL team identified some key issues in the implementation of sustainable fisheries management. They are:
- Problem of open access
- Over capacity
- Weak understanding of fisheries management
- No appreciation of Common Pool Resources
- Welfare, development and management
- Optimism about alternatives
- The employment issue
- Other issues (Investment in FHs, The Palk Bay Issue, Coastal and Inter-sectoral issues, inadequate fisheries regulations etc.

ISSUES IN FISHERIES MANAGEMENT CONTINUED.....

Open access

- Open access is the condition where access to the fishery (for harvesting fish) is unrestricted i.e. right to catch fish is free and open to all. The attitude of harvesters is "Because fish are free, take all you can get, right now".
- Open accessibility tends to attract an excessive amount of effort that fritters away the resources.
- FIMSUL document rightly points out that PMFRA provisions have not been applied to limit fishing rights. Despite registration & licensing procedures in place, the fishery officially remains as "open access" fishery.

ISSUES IN FISHERIES MANAGEMENT CONTINUED.....

Over capacity

- In simple terms overcapacity means 'too many powerful and destructive boats are chasing too few fish', or 'the size and capacity of fishing fleet is several times above the sustainable level of fish'. **Over capacity drives overfishing.**
- FIMSUL study reveal there is considerable overcapacity in the UT. Severe competition among mechanised vessels lead to 'finding edge' in the form of increase in scale (size, HP) larger number and size of improved gear etc.
- Artisanal boats are forced to follow the mechanised sector in increasing capacity.

ISSUES IN FISHERIES MANAGEMENT CONTINUES...OVER CAPACITY

Optimum fleet size recommended for the UT of Puducherry (GOI,2011)		
Vessel type	Recommended	Actual under fishing
Mechanized multi-day trawlers	--0--	997
Mechanised trawlers	75	
Mechanised gill netters	13	
Other mechanised vessels	--0--	
Total mechanised	88	
Motorized Traditional craft	1567	3645 (including non-motorised) (Govt. Of Puducherry)

ISSUES IN FISHERIES MANAGEMENT: OVER CAPACITY CONTINUED....

- **Problems associated with excess capacity**
 - In the absence of fleet size and capacity control , use of gears like pair trawls & ring seines could not be stopped.
 - 3 Nautical mile stipulation for mechanised boats is not strictly followed
 - Because of higher capacity, bigger vessels corner maximum catch at the cost of traditional vessels.

- **Alarming fact about overfishing:**
 - Fishing vessels wage war on the seas and oceans.
 - Apex predators are disappearing fast(Sharks, blue fin tuna, sword fish, marlin, etc.)/replaced by smaller plankton feeding fish
 - Fishing nets catch far more than intended
 - Ocean fisheries tapped too much- catch stagnating
 - Bottom trawling tearing the ocean bed(equivalent to clear cutting of a forest).
 - Over fishing has been happening for years and years
 - We are bidding farewell to world's fisheries- at present rate of harvesting all world's fisheries would collapse by 2048.
 -

ISSUES IN FISHERIES MANAGEMENT CONTINUED.....

- **Weak understanding of fisheries management**
 - Effective management is essential if marine resources are to be utilized in a sustainable and a responsible manner.
 - Several measures/systems followed in developed countries for sustainable management of fisheries (Individual transferable quotas; catch limitation system; area restrictions; fishing gear restrictions; and closed areas for conserving important vulnerable habitats, etc.).
 - Except fishing holidays, no other management measure is adopted.
 - Economics of fishing *i.e.* profitability is totally ignored. No attempt made to study even the economics of operation.
 - Social aspect of distribution of benefit from fishing is also not recognised fully.

ISSUES IN FISHERIES MANAGEMENT CONTINUED.....

- **Issue of common pool resource**

- Exploitation of common pool resource by one user reduces the availability to other. A resource that benefits a group of people, but which provides diminished benefits to everyone if each individual pursues his or her own self interest.
- Marine resource is a typical common-pool resource that is likely to fall prey to the 'tragedy of the commons'. **Quoting Aristotle: When the resource is common to the greatest numbers, it has the least care bestowed upon it.**
- To avoid tragedy of collapsing, we need to keep consumption to a sustainable level, which can be achieved through property right, community norms or government regulation on preventing the grave danger of depletion.
- Project & schemes for increasing production, investment in additional infrastructure, etc. lead to further investment in fishing effort. Absence of controls make it easier to such capacity enhancements.

ISSUES IN FISHERIES MANAGEMENT CONTINUED.....

- **Issue of investment in welfare & development but not for management**

- Schemes currently implemented by the Department of Fisheries, UT of Puducherry include:
- Development of marine fisheries through mechanization and re-imbursement of ST on HSD oil used by mechanised boats (50% subsidy assistance for construction of steel & wooden fishing boats; for FRP Vallam; FRP catamaran; wooden Nava etc.).

WELFARE , DEVELOPMENT, ETC.....

- Development of shore based facilities such as ice plants, service units, quick transport facilities, etc.)
- Supply of ice boxes to vendors; Grant-in aid for FH management, etc.)
- Capacity building & strengthening of Cooperatives
- No budget allocation/scheme for management of fisheries/development schemes not coherent with management.
- No centrally sponsored scheme too.

ISSUES IN SUSTAINABLE FISHERIES MANAGEMENT CONTINUED...

- **Optimism about alternatives to resolve issue of overfishing and overcapacity**
 - Diversified/resource specific fishing
 - Aquaculture/mariculture/sea ranching
- These are unproven/mere technological interventions. Cannot serve the purpose.

ISSUES IN FISHERIES MANAGEMENT

- **The employment issue:**
 - Argued that not limiting entry meant to protect employment.
 - Proven wrong as investment in bigger and powerful vessel reduces employment opportunity to fishers/ non-fisher cheap labour employed in several centres.

OTHER ISSUES IN THE FISHERIES MANAGEMENT..

- Continuing investment in FHs and FLCs – **not applicable to UT.**
- The Palk Bay Issue- **a minor issue for UT?**
- Coastal and inter-sectoral issues
- Increasing coastal degradation and pollution (thermal power station, urban effluents, tourism projects, sand mining, etc.) May overtake overfishing as the main cause of fish depletion.

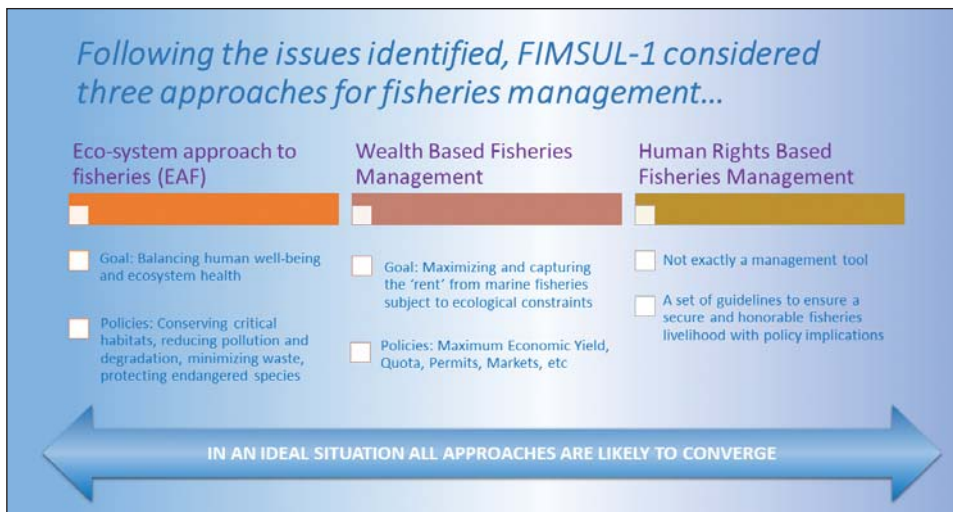
OTHER ISSUES

- The PMFRA provisions not implemented for regulating over fishing (except the 45 days ban).
- No central legislation to regulate fishing beyond territorial waters. Frequent executive guidelines/GOs for deep sea fishing failed to yield desirable results. Fishing beyond Territorial Waters is totally Uncontrolled.
- Fishing harbours serve as safe berthing and landing places only.

THANKS!

Co-management Framework from FIMSUL-1

Y S Yadava



However, FIMSUL-1 concluded that...

- What is most critical at the moment is to establish a governance system that will ensure effective control over the fishing units and can be expected to deliver in terms of compliance and enforcement.
- That is **NOT** to work with a **IDEAL** framework in mind, **BUT** a framework which is **EFFECTIVE** and which can come up with solutions, even if they are less than ideal, which will be effectively implemented.

The Proposed Co-management Structure should be viewed from this Perspective



Recommendations of FIMSUL-1 for Setting up of Co-management? (1/2)

The process should be

Organic as against an official sanction

Rules and organizational set-up need to evolve through actual practice

Hand-holding, capacity building and orientation will be required

Recommendations of FIMSUL-1 for Setting up of Co-management? (2/2)

The process should be

Developed by a dynamic process by integrating feedbacks

Commitment even before necessary policies and laws could be in place

Starting with existing informal/formal arrangements (e.g. Peace Committee) as building blocks

The study shows: A multi-tier system is necessary to capture the complexity. Options are...

Functional

- Resource-specific
- Gear-based
- Fleet based

Geographical

- Ecosystem based
- Landing centres
- Fishing grounds
- Administrative units
- Social groups

The Study concluded...

- Geographical area-based Fisheries Management Units (FMUs) have the biggest scope for addressing multiple factors.
- Given that the greatest scope lies with geographical area-based FMUs, the overall system of multiple FMUs would be woven around a structure that will essentially be a geographical area-based one.

THE PROPOSED STRUCTURE(S)

The Proposed Co-management Architecture

Union Territory: For setting overall goals, policies and approaches for fisheries management



In future, if available, District-level Units can also be part of corresponding ecosystem level units

The
task
ahead...

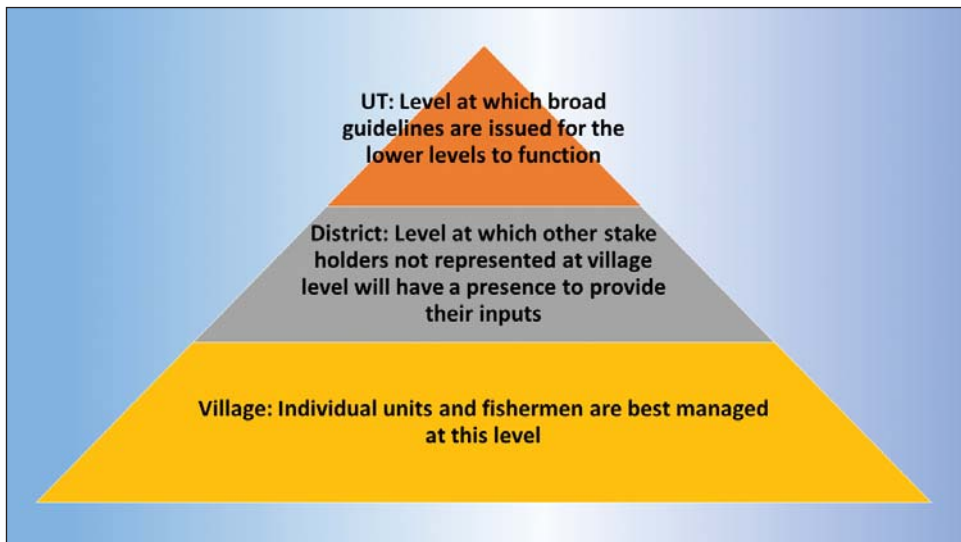
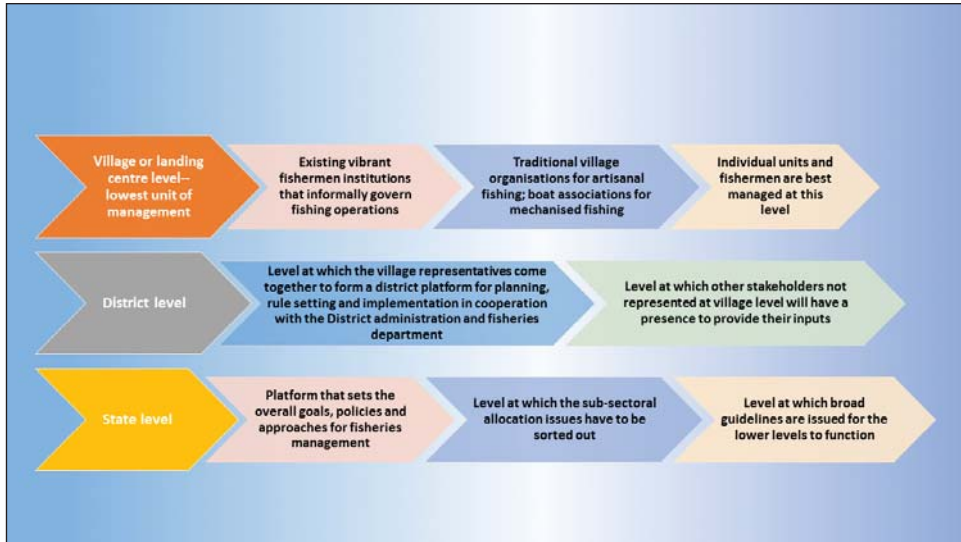
Do we ALL agree with the
proposed structure?

Is there a better alternative?

What are the necessary
wherewithal?



Alternative depictions of the proposed
co-management framework





**BAY OF BENGAL PROGRAMME
INTER-GOVERNMENTAL ORGANISATION**

91, Saint Mary's Road, Abhiramapuram, Chennai - 600 018, Tamil Nadu, India.

Tel: +91-44-24936294, 24936188; Fax: + 91-44-24936102

E-mail: info@bobpigo.org; URL: <http://www.bobpigo.org>; www.oppbob.org