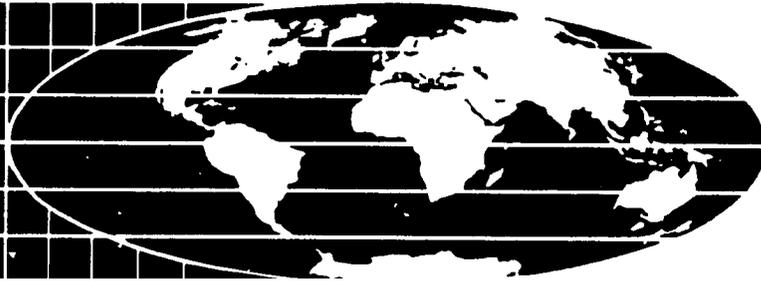


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International Coastal Resources Management Project

The University of Rhode Island

The four major goals of the AID/URI Coastal Resources Management Project (CRMP) are: 1) to apply, as appropriate, existing experience in coastal resources management to developing countries; 2) to assist three developing nations in the design and implementation of integrated coastal resources management programs; 3) to advance the state-of-the-art of coastal resources management in developing countries; and 4) to build URI's capability to assist developing nations with coastal resources management.

The CRMP will work with the cooperating pilot countries to:

- develop procedures for the assessment of the impacts of coastal development proposals
- develop institutional and technical solutions for resource use conflicts
- support research to better understand the issues that affect the condition and use of coastal ecosystems
- improve the capabilities of in-country professional staff to plan for and manage coastal development

The countries selected for pilot projects are Ecuador, Sri Lanka and, tentatively, Thailand.

The AID/URI Coastal Resources Management Project is funded by the Office of Forestry, Environment and Natural Resources, Bureau of Science and Technology, U.S. Agency for International Development through a Cooperative Agreement with the International Center for Marine Resource Development, at The University of Rhode Island.

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**THE SRI LANKA COASTAL ZONE
MANAGEMENT PROGRAMME**

July 11, 1988

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THE SRI LANKA COASTAL ZONE MANAGEMENT PROGRAMME

1. Background

- Sri Lanka has a land area of 64,000 sq. km and a coastline of 1585 km. In the last 5 centuries, following foreign occupation, the country's development has been closely related to maritime activities. During the 4 decades following independence (1948), the economic importance of coastal areas has grown further. Human settlements have also increased. More than half its population of 16 million now live in cities, towns and villages in the coastal areas.
- Economic development and pressures of population in the coastal areas have brought problems - increasing conflicts over coastal uses, depletion and degradation of coastal resources, and loss of life and property due to natural hazards.
- Interest in coastal problems was initially focussed on curbing erosion. Several agencies (Public works, Railways, Highways, Irrigation, Ports) carried out coast protection schemes, mainly designed to meet their individual requirements. There was little understanding of the complexities, inter-relationships and fragility of the coastal zone and its ecosystems resulting in escalation of coastal problems and considerable degradation of the coastal environment.
- Recognizing this, in 1978, the government of Sri Lanka (GSL) established a separate government agency for Coast Conservation. Initially, it was a division in the Ministry of Fisheries (MOF). Subsequently in 1984, it was upgraded to a Department, the Coast Conservation Department (CCD).

2. The Governance arrangements

- In 1981, the Parliament of GSL enacted legislation, The Coast Conservation Act, with a view to manage the country's coastal zone. Administrative authority for implementing the provisions of the Act is vested with the Director Coast Conservation (DCC). In brief, the Act provides for
 - managing coastal resources through a regulatory scheme of grant or denial of permits for development activities within a 2.3 kilometer coastal zone.
 - formulation and implementation of schemes to ensure the stability, the productivity and the environmental quality of the coastal zone.
- In accordance with the provisions in the Act, a Coastal Zone Management Plan (CZMP) has been prepared in 1987. This Plan was based on available information on coastal resources including the condition of the coastal habitats and outlines the problems that need to be resolved and the management measures required.
- The implementing agency, the CCD is for the purpose of administrative convenience, organized as two divisions, the engineering division manned by coastal engineers dealing mainly with problems of coastal erosion and the planning and development division manned by coastal resources managers dealing mainly with regulation of development activities.
- There is provision in the Coast Conservation Act for delegation of the regulatory functions of the DCC to the Districts

(there are 24 districts) and since early 1988, initial steps towards devolution of power has been taken. GSL is proceeding to devolve power to larger decentralized units viz. Provincial Councils (there are 9 provinces) and the 13th Amendment to the Constitution and the Provincial Councils Act contain the legal, political, financial and administrative arrangements made. The CCD has already made proposals for devolution to Provincial Councils. These go beyond mere delegation of regulatory functions.

- The role of non-government agencies in coastal zone management has been recognized as important and the Coast Conservation Act provides for representation by NGO's in the Coast Conservation Advisory Council. NGO's played a prominent role e.g. in the case of the EIA for the coal based power plant project for Trincomalee and by commenting on the draft Coastal Zone Management Plan. The EIA and the Plan were subjected to public scrutiny and comments. There is also consultation with NGO's and the scientific community as in the case of the 1986 Workshop on Coastal Habitats which identified the management issues and set priorities for research and management initiatives. The findings of this workshop were incorporated in the CZM Plan. However, such consultation with NGO's is desultory.

3. Foreign Aid

- The coastal erosion management components of the CZM Programme have attracted several foreign donors. DANIDA funded a Master Plan for Coast Erosion Management and Stage I implementation (70 million Kroner) is underway. Stage II is being negotiated with DANIDA while a MOU has been signed for West German assistance.

- USAID operating through the URI has provided US 448,000 for a 5 year period commencing 1986 and ending 1990 to support GSL efforts in formulating and implementing a coastal zone management programme. Counterpart GSL capital budget allocations (excluding salaries and overheads) have been around Rs.1.5 million per annum for this programme.

4. The 1988 Work Plan

The 1988 work plan will concentrate on the following:

- Institutional
 - Refinements to the CZM Plan and Amendments to the CC Act for consistency (the Plan and the Act) and improving management and enforcement capability.
 - Devolution of regulatory functions to 2 selected Districts (Matara and Gampaha) and ascertaining possibilities for Devolution of functions to Provincial Councils.
- Strengthening Management Capacity
 - Training CCD staff abroad. Post graduate at Hawaii University.
 - On the job training (joint inspections) of District staff at Matara and Gampaha.
 - Training District officers at SLIDA.
 - Training District, UDA and CEA staff in Thailand.
 - Computerizing the permit system.
 - Review of organization and methods of CCD.
 - Routinizing permit processing and preparation of guidelines for developers.
 - Formulating a post graduate programme in resources management at Kelaniya University.

- Research - Limited programme (continuation from 1987 and new) of surveys and studies of relevance to CZM.

- Public Awareness - Programme through media - News papers, TV, Radio
- School competitions (slogans, posters, projects.
- Production of pamphlets, posters.
- District seminars.
- Exhibitions.

The main workload of the CCD will be in regards to its regulatory functions with grant or denial of permits for development activities (roughly 500 permits are processed per year). In addition, CCD will be involved in imposing the ban on coral mining, controlling sand mining and in relocating persons in erosion prone areas.

Socio-economic impacts of these measures require due consideration.

Another function which imposes a heavy work load on CCD is the evaluation of EIA's in respect of major projects. Hithertoo, EIA's were done for 3 major projects:

- SPBM for Petroleum Corporation - West Coast
- Aquaculture Project (withdrawn) - North West Coast
- Coal Power Plant Trincomalee - East Coast.

Arrangements for public scrutiny and comments, Advisory Council scrutiny and comments, obtaining expert opinion etc. are required before decisions on grant or denial of permits are taken by DCC.

A major task in 1988 is the undertaking of three studies.

They are:

- An analysis of the institutional arrangements for management in the coastal zone of Sri Lanka.
- An analysis of the economic significance of coastal zone resources.
- An analysis of the conditions and trends in coastal zone resources and development activities.

Workshops and roundtables are planned for end 1988 or early 1989 and will be followed by a composite document entitled "State of the Coast - 1990" which is proposed to be presented as a White Paper on Government policy.

5. Evaluation of performance of Sri Lanka's CZM programme

The Sri Lanka CZM Programme is still in its initial stages of development. Its achievements/shortfalls in regard to some aspects of the CZM Programme are listed below:

- Legislation has been enacted to enable the implementing agency, the CCD to exercise due controls over the coastal zone. Certain amendments are required to ensure consistency and also to strengthen enforcement capability. An institutional analysis is also being undertaken to identify gaps and overlaps and other agencies who have management functions in the zone.
- The geographic scope of the jurisdiction (2 km seawards and 300 metres landwards) appears to be rather narrow and amendments to widen the scope have been designed.

- The functional responsibilities of the CCD through permitting, including EIA's for major development activities, though entailing considerable workload and pressures are being carried out. In fact the 2.3 km coastal zone is the only area of land in Sri Lanka which requires permits for development activities and where environmental impacts are assessed before permits are issued or denied.
- Some information has been gathered about the opportunities for and the consequences of coastal development. Several studies on the resources, the impacts of development and socio-economic impacts of management have been carried out. However, such information is inadequate to support a comprehensive coastal zone management strategy.
- Although some rapport and understanding has been established with environment management conscious NGO groups there is still insufficient public support for the CZM Programme. Residents and developers in the coastal zone (both large scale entrepreneurs as well as traditional small scale developers) have still to accept the necessity for management. CCD has been more successful in establishing interagency cooperation with government groups such as CEA, UDA, Tourist Board etc.

6. Scope for International Assistance

The Sri Lanka CZM Programme is still at its initial stages of development. Several shortcomings have been listed in para 5. The USAID/URI programme will terminate in 2 years time. Due to limitation of funds the last year (Year 5) will be a mopping up operation.

The level of GSL funds for continuation of programme is not likely to increase. There is therefore an urgent need for donor assistance to enable consolidation of the achievements of the initial stages and to overcome the constraints to performance already observed.

The areas or purposes to which such assistance could be directed are briefly summarized below:

- Institutional arrangements

With devolution of power to the Provincial Councils the key issues will be how power will be shared between the centre (CCD) and the Provinces and what will be the arrangements for financing, staffing and administering the the CZM programme. Cooperation between the centre and the Provinces will be necessary. Also required will be inter-agency cooperation and close involvement of NGO's. As a first step Provincial CZM Plans will have to be formulated.

- Implementing capacity

Skills and competence of centre (CCD) staff and Provincial staff in administering CZM Programmes : have to be upgraded. This could be done by:

- On the job training
- Short term training by SLIDA
- Short term training by specialized agencies abroad
- Post graduate training in Sri Lanka and abroad
- Attendance at Conferences, Seminars, Workshops in Sri Lanka and abroad.

- Theory and Information

Improving understanding of impacts on coastal resources from development activities through to biological/physical and social consequences is required.

The Provinces will have to organize the collection of baseline environmental and socio-economic data for consistent geographic units (townships, estuaries and lagoons etc) of special concern to them. This will enable them to take specific management measures to prevent degradation or/and enhance environmental quality and productivity.

- Public Awareness

Effort hitherto has been sporadic largely due to constraints in funding. A sustained effort to create public awareness and enlist support is required. It should be aimed at coastal dwellers, developers, school and university students and politicians.

- NGO's and the Scientific Community

Closer involvement by NGO's and the scientific community in the CZM is desirable. This could be through institutional arrangements and implementing CZM plans, programmes and individual projects at national and provincial level.

13th June 1988.