

**DRAFT**



Food and Agriculture  
Organization of the  
United Nations

Developing and implementing a  
National Plan of Action for  
Small-Scale Fisheries (NPOA-SSF)

## **SRI LANKA (Marine Fisheries)**

**INCEPTION PHASE**



Bay of Bengal Programme  
Inter-Governmental Organization (BOBP-IGO)  
2026



**Developing and implementing a  
National Plan of Action for Small-Scale  
Fisheries (NPOA-SSF)**

**SRI LANKA**

**INITIATION PHASE**

Working Document

## Table of Contents

<b>Stage 1 - NPOA-SSF initiation</b> .....	<b>1</b>
Step 1-1: Task Force Formation .....	1
1. Role and purpose .....	1
2. Term .....	3
3. Membership .....	3
4. Roles and Responsibilities .....	4
5. Meetings .....	6
6. Amendment, modification or variation .....	7
Step 1-2: SSF Profile .....	8
1. Definition of small-scale fisheries in SRI LANKA .....	8
2. Characteristics of small-scale fisheries in SRI LANKA .....	8
3. Small-scale fisheries structure .....	10
4. Small-scale fisheries management .....	10
5. Small-scale fisheries knowledge .....	10
6. Issues and Opportunities .....	1
7. SSF profile gaps and plans for updating or consideration for NPOA-SSF content.....	1
Step 1-3: SSF Stakeholder Mapping .....	2
1. Stakeholder Types .....	2
2. Stakeholder influence .....	4
3. Stakeholder connections .....	5
4. Stakeholder Interests .....	5
Step 1-4: SSF Governance Review and Gap Analysis .....	6
1. Status and Key Gaps .....	6
2. Summary .....	9
Step 1-5: Rationale for an NPOA-SSF .....	10
1. Rationale for NPOA-SSF .....	10
2. Contribution to national and international commitments .....	10
Step 1-6: NPOA-SSF development plan template .....	20
Step 1-7: National platform establishment .....	26
<b>Stage 2: NPOA-SSF development</b> .....	<b>27</b>
Step 2-2: Intervention Logic .....	27
Step 2-3: Stakeholder consultation .....	28

Step 2-4: Log Frame .....	29
Annex 1: Country profile .....	30
Annex 2: Governance analysis .....	30

### List of tables

Table 1: Membership of NTF .....	3
Table 2: Contribution and coordination .....	4
Table 3: NTF Meetings .....	6
Table 4: Characteristics of small-scale fisheries in Sri Lanka .....	8
Table 5: Key issues in the small-scale fisheries subsector .....	1
Table 6: SSF Profiles and Gaps .....	1
Table 7: Small-scale fisheries stakeholders .....	2
Table 8: Stakeholder Influence .....	4
Table 9: List of stakeholders by type of connection with each other to be filled .....	5
Table 10: Stakeholders' interests to be filled .....	5
Table 11: Opportunity/ Gap analysis - governance .....	9
Table 12: Rationale for NPOA-SSF .....	10
Table 13: Where the NPOA-SSF will support delivery of national and international commitments.....	12
Table 14: Tasks, Costs and time scales .....	20
Table 15: NPOA-SSF Development plan overview .....	24

## Stage 1 - NPOA-SSF initiation

### Step 1-1: Task Force Formation

#### Preamble

The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines)<sup>1</sup> are an international instrument focusing on the needs of developing countries. However, they are applicable globally and to all types of small-scale fisheries and the whole small-scale fisheries value chain. They provide a comprehensive framework for guiding the governance and development of small-scale fisheries, but are by definition broad and not action-specific at the national or local level: they provide recommendations on what needs to be done, but not how.

The SSF Guidelines themselves, in Chapter 13, refer to the need to support implementation and monitoring. Thus, to facilitate their implementation, country-tailored implementation plans are needed that identify the strategies and priority actions to be taken at the country level. Such a comprehensive implementation plan can be drawn up in the format of a National Plan of Action for Small-Scale Fisheries (NPOA-SSF).

#### 1. Role and purpose

Sri Lanka has long recognized the significant contribution of small-scale fisheries (SSF) to food security, employment, and coastal community livelihoods. The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the context of food security and poverty eradication (SSF Guidelines) adopted by the FAO in 2014 provide an international framework for ensuring that SSF are socially, economically, and environmentally sustainable, while promoting human rights, gender equity, and community empowerment.

To guide this national process, National Task Force (NTF) and National Advisory Committee (NAC) are established as a multi-stakeholder platform to coordinate the development, validation, and subsequent implementation of the NPOA-SSF.

#### **National Advisory Committee<sup>1</sup>**

##### **Composition**

Chairman: Secretary, Ministry of Fisheries Aquatic and Ocean Resources

##### Ex-Officio Members

- I. Additional Secretary (Fisheries Management), MoFAOR
- II. Director General, Department of Fisheries and Aquatic Resources
- III. Chairman, National Aquaculture Development Authority (NAQDA)
- IV. Chairman National Aquatic Resources Research and Development Agency (NARA)
- V. Director, Bay of Bengal Inter-Governmental Organization (BOBP-ICO)

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<sup>1</sup> Letter dated 7.11.2025 from the Secretary, Ministry of Fisheries, Aquatic and Ocean Resources on "Nomination of Members for the National Task Force and National Advisory Committee on the Development of the National Plan of Action for Small-Scale Fisheries (NPOA-SSF) – Sri Lanka.

- VI. Director General, Dept. of Coast Conservation and Coastal Resources Management
- VII. Director General of Central Environmental Authority
- VIII. Director General, Sri Lanka Tourism Development Authority
- IX. Chairman, Sea Food Exporters Association Sri Lanka

Expert Members:

- I. Prof. D. Achini M. De Silva - Department of Agribusiness Management, Faculty of Agricultural Sciences, Sabaragamuwa University of Sri Lanka.
- II. Mr Sebastian Mathew, International Collective in Support of Fishworkers (ICSF)

Convener Director (Ocean Resources), MoFAOR

The Chairperson may, from time to time, invite resource persons or specialists from relevant organizations, NGOs, or research institutions to provide technical input to the deliberations.

Terms of Reference

Purpose and Functions of the National Advisory Committee:

- (i) Provide strategic guidance and ensure inclusivity, legitimacy and transparency in developing and implementing the NPOA-SSF.
- (ii) Endorse scoping, priorities, safeguards, and key milestones; review and recommend annual work plans
- (iii) Ensure stakeholder participation across harvest and post-harvest value chains, with enabling measures for women, youth, and marginalized groups.
- (iv) Guide Monitoring, Evaluation and Learning (MEL), including indicators, baselines, reviews, and course corrections.
- (v) Coordinate with the National Task Force (NTF), which serves as the executive/implementing body and reports at agreed milestones.

**National Task Force**

The Task Force is a small group of persons dedicated to the inclusive, equitable and sustainable development of small-scale fisheries in SRI LANKA. This document provides the terms of reference (ToR) for the working arrangements of this Task Force, which will guide and facilitate the development and implementation of an NPOA-SSF in SRI LANKA.

The National Task Force (NTF) serves as the primary coordinating and advisory mechanism for the formulation and endorsement of Sri Lanka's NPOA-SSF. Its overall purpose is to ensure that the NPOA-SSF is developed through an inclusive, participatory, transparent, and evidence-based process, representing the views of all stakeholders in the SSF value chain.

The NTF shall:

- Provide strategic guidance for the development and implementation of the NPOA-SSF;
- Ensure alignment with FAO VG-SSF principles, national development goals, and international fisheries management obligations;

- Promote cross-sectoral coordination among ministries, agencies, and civil society partners;
- Oversee the technical review and validation of outputs, including the SSF profile, legal readiness assessment, and national roadmap;
- Facilitate national and regional dialogue, knowledge sharing, and stakeholder engagement.

The specific objectives of the NTF are to:

- 1) Coordinate the formulation of the NPOA-SSF through participatory consultations at national and district levels;
- 2) Guide the assessment of the current policy, legal, and institutional frameworks related to SSF
- 3) Identify key priority areas, action lines, and measurable targets for implementation;
- 4) Recommend mechanisms for integrating gender equality, youth engagement, climate resilience, and social protection into fisheries planning;
- 5) Oversee the preparation of a draft NPOA-SSF document and recommend its submission for national approval;
- 6) Support the dissemination of the NPOA-SSF across relevant ministries, provincial authorities, and fisher communities;
- 7) Provide ongoing advice on the monitoring, evaluation, and reporting framework for implementation.

## 2. Term

These ToR are effective from **7 November 2025** and continue until the **<EXPECTED DATE THAT STAGE 1 WILL BE COMPLETED, I.E. THE NATIONAL PLATFORM IS ESTABLISHED AND THERE IS FINAL AGREEMENT TO PREPARE AN NPOA-SSF>** / will be ongoing until terminated by agreement between the parties.

## 3. Membership

The NTF is composed of representatives from government institutions, academic and research organizations, fisher cooperatives, civil society, and development partners:

**Table 1: Membership of NTF**

	Name	Role
1	Mr. Susantha Kahawatta - Director General. DFAR	Chairperson:
2	Mr. B. D. Abeyrathna, Director (Management), DFAR	Member
3	Mr. M. Marcus - Director (Development), DFAR	Member
4	Mr. R. H. Pothuwila - Director (Extension), National Aquaculture Development Authority, (NAQDA)	Member
5	Mr. B. Nirupraj - Assistant Director (Coastal Aquaculture), NAQDA	Member
6	Mr. Krishnan Akilan - Assistant Director. DFAR	Member
7	Mrs. W.A.D.P.D. Wanigasundara - Legal Assistant, DFAR	Member
8	Mr. M.M.A.S. Maheepala, Senior Scientist, NARA	Member
9	Mr. Upul Liyanage, Senior Scientist, NARA	Member

	Name	Role
10	Prof. M. G. Kularathne, Department of Economics, University of Kelaniya, Delungama, Kelaniya 2.	Member
11	Prof. K.H.M Ashoka Deepananda, Professor of Fisheries Biology, University of Ruhuna	Member
12	Mr. N.P.P. Liyanage - Senior Lecturer, Dept. of Animal Science, Uva Wellassa University	Member
13	Prof. Oscar Amarasinghe, National Fisheries Solidarity Movement (NAFSO)	Member
14	Mr. Liyana Gamage Ajantha Kumara - Secretary, National Fisheries Federation	Member
15	Ms. Seetha Sivasubramaniam - Member, Fisheries Sector (Jaffna)	Member
16	Mr. Anton Roshantha- Representative, Fisher Community, Chilaw	Member
17	Mr. Jayasiri Wickramaarachchi	Member
18	Ms. T. K. S. N. Karunarathne - Assistant Director, DFAR	Convener

The Chairperson may, from time to time, invite resource persons or specialists from relevant organizations, NGOs, or research institutions to provide technical input to the deliberations.

#### 4. Roles and Responsibilities

The roles and responsibilities of the Task Force members are as follows:

Members of the NTF are expected to:

- Participate actively in all meetings and technical sessions;
- Contribute expertise from their respective institutions or sectors;
- Review draft documents, provide feedback, and endorse outputs;
- Facilitate communication and coordination between the NTF and their parent organizations;
- Support awareness, capacity building, and stakeholder engagement in the SSF sector;
- Contribute to developing the implementation roadmap and institutional arrangements for NPOA-SSF execution.

**Table 2: Contribution and coordination<sup>2</sup>**

Reference activity from roadmap	Who leads or coordinates	Who contributes
<b>Stakeholder mapping and communication strategy plan</b>	Ms. Sinesha(AD/DFAR), Mr. Pothuwila (D/NAQDA)	Dr Maheepala (NARA), Mr. Nirooparaj (NAQDA), Prof Achini (Sabaragamuwa Univ), Mr Ajantha (NFF), Ms. Seetha (Fisher Community), Mr. Akilan (DFAR)
<b>Governance review, Rationale for NPOA-SSF</b>	Mr. Marcus (DFAR), Prof Ashoka (UOR), Mr. Pothuwila (NAQDA)	Mr. Akilan (DFAR), Mr. Nirooparaj (NAQDA), Prof Croose (Wayamaba Univ), (Mr. Upul (NARA)

<sup>2</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Reference activity from roadmap	Who leads or coordinates	Who contributes
<b>NPOA-SSF development plan</b>	Mr Nuwan (Uva Univ), Mr. Marcus (DFAR), Mr. Pothuwila (NAQDA)	Prof Achini, Prof Kumudu, Prof Ashoka, Ms Seetha, Mr. Maheepala, Mr. Ajantha, Mr Nirooparaj, Mr Roshantha (Fisher Community), Jayasingha (Fish market) Prof Oscar, Prof. Croos,
<b>Preparation for public launch of NPOA-SSF process</b>	Mr. Ajantha	Ms Seetha, Ms Sinesha, Mr. Pothuwila, Mr. Nuwan, Prof Kularathna, Ms Sinesha
<b>Public launch: Awareness building and understanding expectations of target stakeholders</b>	Prof Kularathna (UOK), Mr. Upul	Mr. Akilan, Mr Nirooparaj, Ms. Seethha, Mr Ajantha, Mr. Roshantha, Mr. Pothuwila
<b>Intervention logic</b>	Ms Sinesha, Mr Pothuwila	Mr. Maheepala, Prof Achini, Prof Kularathna, Prof Ashoka, Mr Ajantha, Mr Nirooparaj, Mr. Akilan,
<b>Preparation (question, materials) for consultations</b>	Prof Kumudu	Prof. Ashoka, Mr. Nuwan, Ms Seetha, Mr. Roshantha, Mr. Upul, Ms Sinesha
<b>NPOA-SSF Log frame</b>	Prof Croose, Prof Oscar	Mr. Maheepala, Ms Sinesha, Mr. Marcus, Ms Seetha, Mr. Roshantha, Mr. Ajantha, Mr Jayasiri
<b>NPOA-SSF drafting</b>	Prof Oscar, Prof Achini	Prof Kularathna
<b>Stakeholder consultations</b>	Mr. Upul, Mr. Abeyrathna (DFAR)	Mr. Nirooparaj, Mr. Akilan, Mr. Jayasiri, Mr. Pathirana, Ms Seetha, Mr Maheepala, Mr Nuwan, Prof Achini, Prof Kumudu, Prof Ashoka, Prof Croos

The NTF shall deliver the following key outputs:

1. A validated National SSF Profile summarizing the socio-economic, ecological, and governance context;
2. A Legal and Policy Diagnostic Report identifying existing gaps and opportunities;
3. A National Roadmap outlining actions, responsibilities, and timelines for NPOA-SSF implementation;
4. The Draft National Plan of Action for Small-Scale Fisheries (NPOA-SSF), ready for Ministry approval and submission to the Cabinet of Ministers;
5. A Monitoring and Evaluation Framework with measurable indicators and reporting procedures;
6. Recommendations for resource mobilization and coordination with regional and international partners.

## 5. Meetings

All meetings will be chaired by <INSERT NAME AND ORGANIZATION>

A meeting quorum will be <INSERT NUMBER> members of the Task Force.

Decisions will be made by consensus (that is, members must be satisfied with the decision even though it may not be their first choice). If this is not possible, the Task Force chairperson makes the final decision.

**Table 3: NTF Meetings<sup>3</sup>**

Meeting name	Objective	Who participates	Frequency/date	Roles
Inception meeting	Clarifying roles, scope, planning	All NTF members	Single meeting/20-22 Nov	Convener: Note-taker:
Stakeholder mapping and communication strategy plan Preparation meeting	Review identified stakeholder list Stakeholder mapping	Appointed members	12/01/2026	Convener: Ms Sinesha Note-taker: Mr Maheepala
Governance Review meeting	Reviewing the Governance and develop the rationale for NPOA-SSF	Appointed members	06/05/2026	
NPOA-SSF development plan	Development of NPOA-SSF plan	All NTF members	Jan 2026 2nd week	
Meeting for public launch of NPOA-SSF process	Awareness building and understanding expectations of target stakeholders	Appointed members	Jan 2026 last week	
Preparation for consultations	Preparation of question and materials	Appointed members	2026 March two weeks	
Stakeholder consultations	Obtaining views and ideas of stakeholders	Appointed members	May to Sep 2026	

<sup>3</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Meeting name	Objective	Who participates	Frequency/date	Roles
NPOA-SSF drafting	Preparation of draft document	Appointed members	May - jun2026	
NPOA-SSF draft finalization write-shop	Finalization of NPOA-SSF document	Appointed members	Jun 2026 last week	

Meetings will be held <HOW OFTEN> for <SPECIFY TIME> at <SPECIFY LOCATION>.

If required, subgroup meetings will be arranged outside of these times, at a time convenient to subgroup members.

#### **6. Amendment, modification or variation**

These ToR may be amended, varied or modified in writing by Task Force members after consultation and agreement.

Working Document

## Step 1-2: SSF Profile

This SSF profile informs the initiation of an NPOA-SSF. It is expected that this will be reviewed and further developed as part of the NPOA-SSF development. The detailed SSF Profile for Sri Lanka is available as a standalone document. Information presented below is extracted/summarized from the document.

### 1. Definition of small-scale fisheries in SRI LANKA

- Definition based only on vessel capacity, not on depth of fishing operation, livelihood, gear, distance, or dependency.
- Definition needs to include 'depth of fishing operation not beyond 40m depth

#### Fishery units identified in the SSF sector<sup>4</sup>

S. No.	Fishery unit	Main Characteristics	Key issues/challenges facing fishery unit
1.	Gill net fishery	Use gill nets	Illegal practices and overexploitation, catching non target fishes
2	Beach seines	Use large encircling nets at selected beach areas.	Exceed the defined distance, use tractors and mechanical devices for towing.
3	Diving	Scuba, skin, snorkeling diving	Violation of legal limits
4	Hand lines and long lines	Using a line with hooks	Not much popular among fisher communities, lack of live baits, depredation
5	Purse seines	Use of large encircling net with small meshed cod-end	Violate the legal limits, small fishes, untarget fishes and juvenile stages were appear in the harvest
6	Culture based fishery	Introduce hatchery produced seeds into inland reservoirs	Lack of seed supply, unknown stocking densities, low catch rate, high mortality, lac of scientific studies were conducted

### 2. Characteristics of small-scale fisheries in SRI LANKA

**Table 4: Characteristics of small-scale fisheries in Sri Lanka**

Small-scale fisheries in numbers		A small-scale fishery is defined as... <i>Not defined. Probable definitions:</i>
National population 22037000 (2024)	Fishing household Population = 805440+323370 =1128810 Percent of national population = 5%	Fishing activities typically involve individual fishers or family groups using small boats, non-motorized or small motorized boats, characterized by being labour-intensive and low in capital investment, engaged in 1 day fishing trips in shallow waters, producing

<sup>4</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Marine fishers (men and women)	223270	fish mainly for home consumption and domestic markets.		
Inland fishers (men and women)	94750	<p>All marine small-scale fishers are involved in 1 day fishing trips and fishing activities are confined only to the area between the shore line and the Contiguous Zone (up to 24 nautical miles), which is roughly about 17% of the EEC.</p> <p>Fishers using smaller vessels, less capital, operating in shallower waters, conducting shorter fishing trips, mainly targeting local and domestic markets, and home consumption.</p>		
Inland water area (km <sup>2</sup> )	260,000 ha (2600 km <sup>2</sup> )			
Marine area (historic waters + continental shelf + EEZ) (km <sup>2</sup> )	568,500 (Territorial Sea: 21500km <sup>2</sup> ; Continental shelf area: 30,000km <sup>2</sup> ; EEZ 517,000km <sup>2</sup> )			
Lagoons, estuaries, mangroves, mud flats, salt marshes (km <sup>2</sup> )	158000			
Inland (freshwater) (km <sup>2</sup> )	260000			
Average production (MT)	410,760 MT (308,430 marine + 102,330 inland & aquaculture) <sup>3</sup>			
Contribution to National output (percent)	0.9 to national GDP (2024) (Marine 0.8 & Inland 0.1)			
Key small-scale fisheries	Name of species and fisheries – production in Metric tonnes			
	<b>Marine</b>	<b>2022</b>	<b>Inland</b>	<b>2022</b>
	Seer	3675	Tilapia	57,710
	Trevally	9,810	Carp/ Mrigal	9,530
	Skipjack tuna	46,120	Catla/ Rohu	14,180
	Other tuna like species	29,890	Labeo	990
	All Billfish	8,120	Lula (Murrel)	2,920
	Sharks/Skates	6,105	Cultured shrimp	14,080
	Rock fish	12,470	Freshwater prawn	680
	Small fishes		Cultured milkfish & seabass	880
	Shrimps	7,280	Other wildfish	15,590
	Lobsters	160		
	Crabs	6,890		
	Other marine	16,995		
	<b>Total Marine</b>	<b>2,80,610</b>	<b>Total Inland</b>	<b>1,16,620</b>

### **3. Small-scale fisheries structure**

Fishers can be grouped according to the gear they employ to catch fish, the crafts they use or by 'craft-gear combination' and fourteen such groups can be broadly characterized.

Fishing communities are generally quite closely knit communities where people are brought together through trust and reciprocity. Social capital or social networks are strongly present in fishing communities.

In Sri Lanka, fishing, in general is considered as an activity for men, although they play an important role in Catholic and Hindu communities in the west, north and the east of the country. In the predominantly Buddhist communities in the south of the country, the presence of women on the beach is socially shunned. While direct fishing or engagement in beach-based activities by women is rare, many of them are involved in marketing and post-harvest processing and also in inland fisheries (where they even engage in direct fishing). Although women play a major role in taking up household responsibilities, these roles are not well recognised.

### **4. Small-scale fisheries management**

Fisheries and Aquatic Resources Act No. 2 of 1996 (FARA) is the principal legal instrument that determines the opportunities and constraints available to the aquatic resource users in the country. The Department of Fisheries under the Ministry of Fisheries is responsible for implementing the provisions in the Act.

### **5. Small-scale fisheries knowledge**

The National Aquatic Resources Research and Development Agency (NARA), which is the research arm of the Ministry of Fisheries, is the major national institute entrusted with conducting fisheries and aquatic resources research. Marine fisheries research is undertaken by NARA and an array of universities in Sri Lanka; Ocean University, University of Ruhuna, University of Sri Jayawardenapura, Wayamba University, Eastern University, Jaffna University, Kelaniya University, Colombo University, being the key universities.

Fisheries data is primarily collected by the Ministry of Fisheries, Aquatic and Ocean Resources, the Department of Fisheries (DOF), and the National Aquatic Resources Research and Development Agency (NARA).

## 6. Issues and Opportunities

**Table 5: Key issues in the small-scale fisheries subsector**

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
5. Governance of tenure in small-scale fisheries and resource management a. Responsible governance of tenure	Local leaders Local government Regional government National government	<ul style="list-style-type: none"> <li>○ Small scale fisheries are strongly recognized in government policy.</li> <li>○ Small scale fishers do not enjoy secure tenure rights. Both fishing rights and human rights are violated*.</li> <li>○ No. There is a spatial separation of different technological categories**.</li> <li>○ Small-scale fisheries are involved in fisheries management decision-making, which is especially true with lagoons, where boundaries are clear.</li> </ul>	<p>The policy outlines strategies to develop the small-scale fisheries sector by focusing on key areas: sustainable resource management, improving livelihoods, and providing social security and safety. The new policy acknowledges the critical role the small-holding sector plays in both economic and social development. It aims to create opportunities for these small-holders to increase their incomes, improve their living standards, and achieve long-term, sustainable livelihoods.</p> <p>Additionally, the existing legal framework allows small-scale fishermen to participate in decision-making through co-management. This process empowers them to build business and social networks, represent their communities, get government support, and address the main challenges they face.</p>
5b. Sustainable resource management	Fishers Researchers, scientists, Resource managers	<p>There is high fishing pressure in coastal area occupied by SSF fishers. This has brought down CPUE and fishing incomes. Fishers complain of low incomes and there is a need for social protection***</p> <p>Anthropogenic forces such as coastal pollution and the use of environmentally unfriendly gear and fishing practices are causing serious threats to the ecosystem (e.g. use of banned gear such as</p>	<p>Additionally, the existing legal framework allows small-scale fishermen to participate in decision-making through co-management. This process empowers them to build business and social networks, represent their communities, get government support, and address the main challenges they face.</p>

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
		<p>monofilament nets, use of seines in lagoons, dynamiting).</p> <ul style="list-style-type: none"> <li>○ Loss of beach area due to coastal erosion and tourism activities,</li> <li>○ Illegal constructions on the coast (especially by tourism stakeholders),</li> <li>○ Lack of access to areas around lagoons and the beach,</li> <li>○ Coastal pollution (especially plastic pollution of near-shore waters.</li> <li>○ Lack of knowledge and awareness about coastal resources and communities,</li> <li>○ Lack of trained/skilled officers, weak post-harvest handling of fish,</li> <li>○ Obsolete fishing and fish processing technology,</li> <li>○ Poor concern for protecting resources during breeding periods,</li> <li>○ Failure to demarcate coastal boundaries (buffer zones, no-build zones, etc.).</li> </ul> <p>(Source: FAO/ICSF/SLFSSF, 2019)</p>	<p>Coastal aquaculture provides a very good avenue for coastal fishing families to earn not only supplementary incomes but also to start full-time farming activities, which would definitely contribute to reducing pressure on coastal resources</p>

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
6. Social development, employment and decent work	<p>Fisher groups (per fishery)</p> <p>Small-scale fisheries community groups, leaders, elders</p>	<ul style="list-style-type: none"> <li>○ Conflicts between SSF and commercial fishers (those operating large crafts with inboard engine in offshore and deep-sea water) are rare because the two categories exploit different resource areas and are spatially separated. However, conflicts often arise with others using same coastal resources, such as Tourism stakeholders, as enumerated under * below.</li> <li>○ Conflicts between fishers and farmers are common in area where inland fisheries are widespread (ex. perennial tanks). Since the tank waters are meant mainly for irrigation, fisher voices are not much respected in water management.</li> <li>○ Small-scale fisheries communities have reasonably good access to public services such as education, healthcare and public safety, except for isolated villages.</li> </ul>	<ul style="list-style-type: none"> <li>○</li> </ul>
7. Value chains, post-harvest and trade	<p>Supply chain groups:</p> <p>Upstream – suppliers (net and boat builders)</p>	<ul style="list-style-type: none"> <li>○ Other than fishers, fisherwomen often participate in discussions and small-scale fisheries decision-making, through fisheries cooperatives or through fisher women’s associations (such as Women’s Teppam (log raft) Association in</li> </ul>	<ul style="list-style-type: none"> <li>○</li> </ul>

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
	Downstream – buyers, processors, traders, retailers	<p>Wellaweediya, Negombo; Southern Fisheries Organisation in Dondra of the south) or as associations of fish processors. But other supply chain actors, such as fish middlemen, transport agents, retailers, etc. do not participate in such meetings.</p> <ul style="list-style-type: none"> <li>○ For the same task women are paid less than men. However, there are no complaints on this issue.</li> <li>○ Alternative employment is often found within the sector: artisanal fishers working as crew labourers in motorized crafts during off-season; fish processing (mainly undertaken by women); fish selling; agriculture (in areas of the South, such as Godawaya; Children of fishers finding employment in the tourism sector as guides and diverse service providers, etc. Integrated Tourism also has a high potential, which will be discussed under opportunities.</li> <li>○ There is no competition with industrial fisheries as noted above: different resource areas; spatial separation; even governed by legal systems; SSF strongly influenced by community legal system,</li> </ul>	

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
		whereas industrial fisheries is guided by state law.	
8. Gender equality	Small-scale fisheries community groups, leaders, elders		<ul style="list-style-type: none"> <li>○ Differences in opportunities in small-scale fisheries vary among ethnicity and religion. Women in Muslim communities enjoy less freedom in taking up diverse opportunities available in fisheries (religious and cultural barriers), whereas women in Catholic and Hindu communities often engage in diverse activities in fisheries. Gender equality an even equity is often respected in such communities (Negombo, Jaffna, Batticaloa). However, due to religious and cultural barriers women in Buddhist communities (south) do not engage in beach-based activities, although they are even engaged in active fishing in inland fisheries in interior villages.</li> <li>○ Both men and women have equal access to public services.</li> </ul>
9. Disaster risks and climate change	Resource managers, Scientists Fisher groups (per fishery)	<ul style="list-style-type: none"> <li>○ Scientifically, climate change has several impacts on fisheries; Sea level rise, increase in sea water temperature, ocean acidification, loss of wetlands, <b>coastal erosion, increase in frequency and intensity of storms, seasonal shifts,</b></li> </ul>	<ul style="list-style-type: none"> <li>○</li> </ul>

Small-scale fisheries dimension	Stakeholders to ask*	Key issues*	Opportunities
	Small-scale fisheries community groups, leaders, elders	<p><b>etc.</b> However, fishermen only notice the latter three impacts.</p> <ul style="list-style-type: none"> <li>○ Climate change might cause idiosyncratic shocks affecting individuals (damage and loss of crafts and gear) or collective shocks (affecting the whole community). But the latter is more common with climate change shocks.</li> <li>○ Fishers tend to increase their resilience by adopting strategies such as, adopting mechanised fishing (by artisanal fishers), engaging in ‘activity diversification’ (both fishing and non-fishing related), borrowing (instant loans by coops; fish merchant, private money lender), Mortgaging jewellery, etc. Adopting also Group strategies (reciprocal help; sacrificing individual wellbeing for community wellbeing, tightening of belt, etc. Finally, in the absence of any effective strategy within the village, they fishers might resort to migration or even leaving fisheries.</li> </ul> <p>It is evident that social capital or social networks, based on trust and reciprocity play an important role in coping with climate change impacts.</p>	

## 7. SSF profile gaps and plans for updating or consideration for NPOA-SSF content

**Table 6: SSF Profiles and Gaps<sup>5</sup>**

S.No.	Main gaps in SSF profile	Action required to update or implication for NPOA-SSF content and activities	Responsibility (if action)	Timeline (if action)
1.	No information on the number of women employed in fisheries sector	Introduction of reliable data collection systems and maintaining centralized data base under MoFAR and relevant institutions	MoFAR/DFAR/NAQDA /NARA	6 months
2	Price fluctuation	Implementation of proper post-harvest handling and storage <ul style="list-style-type: none"> <li>• Awareness</li> <li>• Ocean ranching</li> <li>• Provide concessions</li> </ul>	MoFAR/DFAR/NAQDA /NARA/CFC	2 years
3	Fragile market and unfair profit margins	Introduction of readily available real-time market price information system	MoFAR/DFAR/NAQDA /NARA/ CFC	2 years
4	Lack of financial literacy/ collateral	<ul style="list-style-type: none"> <li>• Strengthen CBOs, Cooperatives</li> <li>• Introduction of low interest loan schemas</li> <li>• Increase awareness</li> </ul>	Universities/NARA/Mo FAR/DFAR/NAQDA	2 years
5	Declining catch rates	Strengthened the co-management, awareness, habitat enhancement, stock enhancement, transboundary fishing	Universities/NARA/Mo FAR/DFAR/NAQDA	3 years
6	IUU	Strengthened the low enforcement, awareness	Universities/NARA/Mo FAR/DFAR/NAQDA	3 years
7	Pollution/ Ghost fishing	RRRR, awareness programmes, Strengthened the low enforcement	Universities/NARA/Mo FAR/DFAR/NAQDA	4 years
8	High fuel cost	Introduction of sustainable energy sources	Renewable energy authority, Universities/NARA/Mo FAR/DFAR/NAQDA	2 years

<sup>5</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

## Step 1-3: SSF Stakeholder Mapping

### 1. Stakeholder Types

**Table 7: Small-scale fisheries stakeholders<sup>6</sup>**

Stakeholder types	National	Regional	Local
<b>Small-scale seafood value chain</b>			
Fisher groups (covering specific areas or fisheries)	National Fisheries Federation National Fishery Solidarity	District Fisheries Federation Southern Fisheries Organisation Divisional Fishery Organisation	Sri Vimukthi Fisherwomen Society Negambo Rural Fishery Organisation Fishery Cooperative Society Aquaculture Society Dry fish producers societies (South, Trinco)
Suppliers to small-scale fisheries (port, boat, net and fuel suppliers)	Service All Ceylon National Multi day boat owners Society All Ceylon Beach Seine Owner Society CEYNOR Foundation Private Sector Boatyards Technology NARA, NAQDA, Universities, Sea Food exporters, ITI, Slintech		
Post-harvest (buyers, processors, traders and retailer)	Sri Lanka Sea Food Exporters Association	Northern Sea Cucumber Processors Association	
Public-sector organizations	DFAR, MOF, NAQDA, NARA, Irrigation, Wildlife dpt, CCD, CFC, CFHC, Navy, Coast Guard, MEPA, Ministry of Environment,	Provincial ministries	Local Government Agencies FO Office Police/ Tri forces MOH

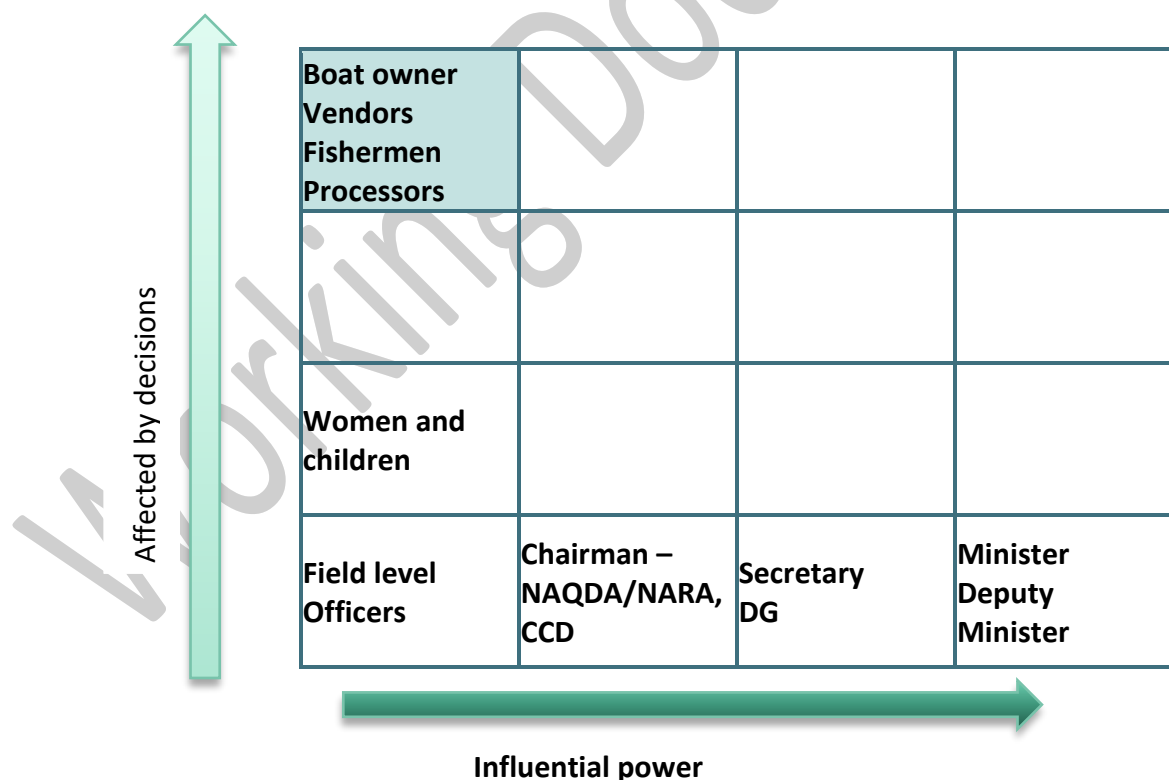
<sup>6</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Stakeholder types	National	Regional	Local
	CEA, National Universities & Vocational Training Institutions, Fisheries Training College, Public Administration, Bank, Insurance, Ocean univ, SLSI, SLAB, Widatha, IDB, Agrarian Services, Mahaweli, Water board, UDA		
Elected representatives (ministers, councillors and community leaders)	Minister of Fishers Aquatic and Ocean Resources Deputy Minister of Fishers Aquatic and Ocean Resources Secretary NFF President – Ornamental fish exporters association President – Fish production exporters association President – All Ceylon divers association President – Forum for SSF President – Fish market vendors association President – All Ceylon “Madal fishers association”	Member of the Parliament Member of the Provincial Council Chairman/DCC	Chairman/DCC/DFCC Members of Local Government Agencies President and elected officials of RFO, FCS,
Civil servants (from fisheries and non-fisheries departments)	Secretary of MOF, Director Generals of CCD, DFAR, NARA, NAQDA	District Secretary Chief Secretary Governor OIC – NARA regional centers	Divisional Secretary Secretaries of Ps EO, FO/FI, PHI
<b>Third-sector groups</b>			
Research (fishery, social and economic)	National Universities NARA NAQDA		
Non-governmental organizations (environmental and social)	Small Fishers Federation, National Fishery Soliditory, World vision, UNDP, FSSF, IUCN, Environment Foundation	Regional level NGOs	Local level level NGOs
Resource partners	FAO, WTO, BOBP, JICA, KOICA, UNDP, UNEP, EU, USAID,		Local Governments

Stakeholder types	National	Regional	Local
(donors and agencies)			
Community associations	National Fisheries Federation National Fishery Soliditory	District Fisheries Federation Southern Fisheries Organisation Divisional Fishery Organisation	Sri Vimukthi Fisherwomen Society Negambo Rural Fishery Organisation Fishery Cooperative Society Aquaculture Society

## 2. Stakeholder influence

Table 8: Stakeholder Influence<sup>7</sup>



<sup>7</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

### 3. Stakeholder connections

Table 9: List of stakeholders by type of connection with each other to be filled


### 4. Stakeholder Interests

Table 10: Stakeholders' interests to be filled

Stakeholders	Stakeholders' interests	How much they know about the SSF Guidelines/NPOA-SSF

## Step 1-4: SSF Governance Review and Gap Analysis

The Governance Review and Gap Analysis was based on the SSF Policy and Legal Diagnostic Toolbox developed by FAO, which provides three different tools for assessing the implementation of the SSF Guidelines through national legal and policy frameworks:

- tool 1 for identifying the status of a country in relation to global and regional legally binding instruments relevant to small-scale fisheries;
- tool 2 for identifying national policy and legal instruments relevant to small-scale fisheries, and the extent to which these instruments address key questions in accordance with the SSF Guidelines; and
- tool 3 for collecting information and views from small-scale fishers and their communities on the implementation of national laws and policies.

The detailed report of the Legal and Policy review for Sri Lanka is available as a standalone report.

### 1. Status and Key Gaps

The following is the status and key gaps as derived from the report.

#### Outcome from Tool 1 (International Conventions)

Forty-three instruments related to fisheries were identified and the country's status was assessed.

- Environment/ Biodiversity: Sri Lanka is party to eight of the eleven key instruments. (It is not a signatory to 1946 International Convention for the Regulation of Whaling, 2010 Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization and Nairobi International Convention on the Removal of Wrecks)
- Human Rights: Sri Lanka is party to all of the nine key instruments
- Trade: Sri Lanka is party to CITES as well as the WTO Agreement on fisheries subsidies)
- Labour (ILO): ILO has listed eleven fundamental instruments of which Sri Lanka has ratified ten; and of the four governance (priority) instruments, we chose three as being relevant to fisheries and note that Sri Lanka is party to all three. In addition, seven instruments that were considered relevant to fisheries were also included of which Sri Lanka has ratified three (it has not ratified 2007 ILO Work in Fishing Convention (C188), 1949 ILO Migration for Employment Convention (Revised) (C097), Night Work (Women) Convention (Revised), 1948 (No. 89) and Indigenous and Tribal Populations Convention, 1957 (No. 107).

Sri Lanka is yet to ratify key SSF-related international conventions such as the ILO Work in Fishing Convention (C188, 2007), the Migration for Employment Convention (1949), and the Migrant Workers' Convention (1990). This gap highlights in protecting migrant and informal fish workers, who are increasingly present in Sri Lanka's fisheries.

National implementation of ratified instruments is uneven. While some commitments are embedded in primary legislation (e.g., Fisheries and Aquatic Resources Act, No. 2 of 1996, which operationalizes UNCLOS and the UN Fish Stocks Agreement), others are only addressed through policies and strategies with limited enforceability. For instance, CEDAW obligations are reflected in the Women’s Charter (1993), but this is a non-binding policy instrument, weakening protection of women in fisheries. Similarly, Sri Lanka’s climate commitments under the UNFCCC and Paris Agreement are integrated into National Adaptation Plans, but fisheries-specific adaptation is poorly developed.

Regional cooperation is relatively strong, with Sri Lanka being an active member of APFIC, BOBP-IGO, INFOFISH, and NACA. These memberships support regional collaboration in fisheries management, aquaculture, and trade. However, Sri Lanka’s engagement has been more policy-driven than legally binding, raising questions about how regional participation translates into tangible benefits for small-scale fishers at the community level.

Labour and safety-related instruments remain largely unimplemented. Codes and voluntary guidelines developed by FAO/ILO/IMO, as well as ILO’s port State control guidelines, are absent in Sri Lanka’s domestic law. This is a critical gap, given the high incidence of occupational risks, safety-at-sea challenges, and poor working conditions faced by small-scale and migrant fish workers.

#### Outcomes from Tool 2 (National Policies and Legislation)

Assessment Area	Key Findings	Level of Alignment
<b>Policy and legal framework reviewed</b>	28 national policies, 9 primary legislations, and 5 secondary legislations relevant to fisheries and small-scale fisheries were assessed using the FAO SSF Policy and Legal Diagnostic Toolbox.	—
<b>Definition of small-scale fisheries</b>	No formal legal definition of small-scale fisheries; artisanal vessels are defined, but women, Indigenous Peoples, and value-chain actors are not included.	0% fully addressed; ~40% partially addressed; ~60% not addressed
<b>Objectives</b>	Objectives address food security, poverty alleviation, and sustainability; however, they do not explicitly refer to women, Indigenous Peoples, or SSF as a distinct sector.	~60% fully addressed; ~40% not addressed
<b>Principles</b>	Sustainability and precautionary principles are included; human rights-based approach, gender equity, and customary practices are weak or implicit, mainly at policy level.	0% fully addressed; predominantly not addressed
<b>Institutional and administrative arrangements</b>	Fisheries governance is centralized under the Department of Fisheries; limited formal representation of SSF actors, women, and customary institutions.	~25% addressed; ~75% not addressed

Assessment Area	Key Findings	Level of Alignment
<b>Tenure and access rights</b>	Licensing and registration systems exist; customary tenure, preferential access for SSF, and gender-specific provisions are largely absent.	~38% addressed; ~62% not addressed
<b>Sustainable resource management and conservation</b>	Conservation measures such as gear restrictions, licensing, and closed seasons exist; gaps in co-management, ecosystem approach, and traditional knowledge integration remain.	~26% addressed; ~15% partially addressed; ~59% not addressed
<b>Social development, employment and decent work</b>	Welfare schemes exist; labour rights, safety-at-sea standards, migrant worker protections, and child safeguards are weak or missing.	~23% addressed; ~10% partially addressed; ~67% not addressed
<b>Value chains, post-harvest and trade</b>	No specific legal provisions supporting SSF market access, fair trade, or post-harvest improvements.	0% addressed
<b>Gender equality</b>	Gender equity is referenced in policy instruments; absence of binding legal provisions on leadership, tenure, maternity protection, and violence prevention.	~50% addressed; ~50% not addressed
<b>Disaster risk and climate change</b>	Climate resilience is integrated into national policies; SSF-specific adaptation measures, insurance, and relocation safeguards are limited.	~60% addressed; ~40% partially addressed
<b>Access to justice, enforcement and accountability</b>	Legal aid and enforcement mechanisms exist; lack of alternative dispute resolution, uneven enforcement, and uniform penalties across scales raise equity concerns.	~40% addressed; ~40% partially addressed; ~20% not addressed

### Outcomes from Tool 3 (Community Responses)

S.No.	Section	Responses
1	Recognition of small-scale fishers	83% yes, 17% unsure
2	Institutional and administrative arrangements	87.5% yes, 12.5% no
3	Tenure and access rights	61.5% yes, 34.5% no
4	Sustainable resource management and conservation	60% yes, 10% no, 30% not sure
5	Social development, employment and decent work	47% yes, 53% no
6	Value chains, post-harvest and trade	25% yes, 75% no
7	Gender equality	100% yes
8	Disaster risks and climate change	40% yes, 60% no
9	Access to justice, enforcement, and accountability	100% yes

## 2. Summary

**Table 11: Opportunity/ Gap analysis - governance<sup>8</sup>**

S.No.	Opportunity/Gap analysis – key findings	Implications for NPOA-SSF content and activities
1	Fair labour	Need to ratify the ILOs labour convention
2	Lack of safe working environment	Need to ratify the relevant legal provisions
3	Exclusion of fishery related service providers	Can be solved by revising existing labour rules
4	Issues in licensing process for migratory fishers	Will be solved after introduction of new act
5	Unregularized landing sites	Do
6	Unequal remuneration	Need to make suggestions to change existing regulations
7	Discriminations in employment and occupation	Do
8	Priority issues in space/water allocation and management	Introduction of new regulations
9	Issues in tenure and access rights	Do
10	Transboundary fishing issues	Strengthening the implementation system
11	Inappropriate insurance scheme	
12	Disaster risk and climate changing issues	

<sup>8</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

## Step 1-5: Rationale for an NPOA-SSF

### 1. Rationale for NPOA-SSF

The SSF Guidelines, and therefore the NPOA-SSF to implement them, will be interpreted and applied consistently with the existing rights and obligations of SRI LANKA under national and international law and with due regard to voluntary commitments under applicable regional and international instruments. They are complementary to and support national, regional and international initiatives that address human rights, responsible fisheries and sustainable development. The SSF Guidelines were developed complementary to the Code of Conduct for Responsible Fisheries and support responsible fisheries and sustainable resource utilization in accordance with this instrument. Implementing the SSF Guidelines can also act as a springboard towards achieving the Sustainable Development Goals (SDGs) by 2030, in particular SDG 14.b: to “provide access for small-scale artisanal fishers to marine resources and markets”.

**Table 12: Rationale for NPOA-SSF<sup>9</sup>**

<b>Problem Statement</b>	<b>Specific Objectives</b>
<ol style="list-style-type: none"><li>1. Incomplete national fisheries policy process for SSF implementation</li><li>2. Issues related to implementation on poverty, alleviation measures, addressing human rights, gender equality, climate change adaptation and social security aspects.</li></ol>	<ul style="list-style-type: none"><li>• Ensuring economic benefits</li><li>• Uplifting socio-economic status</li><li>• Improve efficiency and sustainability of fisheries resources</li><li>• Improvement of the value chain</li><li>• Improvement of infrastructure facilities</li><li>• Generate alternative employment opportunities</li><li>• Strengthen and empower of FCS and RFO</li></ul>

### 2. Contribution to national and international commitments

The NPOA-SSF will contribute to achieving the objectives of:

- National Fisheries and Aquaculture Policy
- National Policy and Strategy on Cleaner Production for the Fisheries Sector
- National Plan of Action to Prevent, Deter and Eliminate IUU Fishing (NPOA-IUU)
- National Plan for the Safety of Fishers and Fishing Vessels at Sea

The main fisheries legislation include the following:

- Fisheries and Aquatic Resources Act, No. 2

<sup>9</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Nothing in the SSF Guidelines should be read as limiting or undermining any rights or obligations to which SRI LANKA subject under international law.

The NPOA-SSF will also support Sri Lanka's commitments to the SDG.

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**Table 13: Where the NPOA-SSF will support delivery of national and international commitments**

(list of National Instruments as per the Chapters of the SSF Guidelines taken from [SSF-LEX](#), 3 Feb 2026) to be checked and finalized

SSF Guidelines	National law or policy	International commitment
<p><b>5a. Responsible governance of tenure</b></p>	<ul style="list-style-type: none"> <li>• <a href="#">Departure and Arrival of Mechanized Fishing Boats Regulations, No. 1 of 2023</a>.Date: 2023-02-01</li> <li>• <a href="#">Order by the President made under the Essential Public Services Act No. 61 of 1979 declaring essential services</a>.Date: 2020-12-30</li> <li>• <a href="#">Minimum Standards for the Citizens of Sri Lanka engaged in Fishing Operations in Foreign Flagged Fishing Vessels Regulations of 2015</a>.Date: 2015-12-14</li> <li>• <a href="#">Implementation of Satellite based Vessel Monitoring System (VMS) for Fishing Boats Operating in High Seas Regulations 2015</a>.Date: 2015-03-26</li> <li>• <a href="#">Implementation of Port State Measures to Prevent, Deter and Eliminate Illegal Unreported and Unregulated Fishing Regulations 2015</a>.Date: 2015-03-25</li> <li>• <a href="#">High Seas Fishing Operations Regulations No. 1 of 2014</a>.Date: 2014-09-01</li> <li>• <a href="#">Order of the Minister of Fisheries and Aquatic Resources Development under paragraph (a) of Sub-section (1) of Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996</a>.Date: 2013-03-14</li> <li>• <a href="#">Fishing Operations Regulations of catching Chank or Lobster in the South Coast (Hambantota District) Fisheries Management Area, 2012</a>.Date: 2012-09-07</li> <li>• <a href="#">Fishing Operations Regulations of Catching Live Ornamental Fish or Lobster in the South Coast (Matara and Galle District) Fisheries Management Area, 2012</a>.Date: 2012-08-06</li> </ul>	<ul style="list-style-type: none"> <li>• 1982 United Nations Convention on the Law of the Sea (LOSC)</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• <a href="#">Prohibition of Catching Thresher Shark Regulations 2012</a>.Date: 2012-07-27</li> <li>• <a href="#">Order of the Minister of Fisheries and Aquatic Resources Development under paragraph (a) of Sub-section (1) of Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996</a>.Date: 2012-02-08</li> <li>• <a href="#">Order under Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996 establishing a Fisheries Management Area</a>.Date: 2010-08-04</li> <li>• <a href="#">Lobster Fisheries Management Regulations, 2000</a>.Date: 2000-03-10</li> <li>• <a href="#">Order under section 23Z of the National Environmental Act 1980</a>.Date: 1993-06-18</li> <li>• <a href="#">North Western Province Environmental Statute 1990 (No. 12 of 1990)</a>.Date: 1990</li> <li>• <a href="#">Coast Conservation Act, No. 57 of 1981</a>.Original date: 1981-09-09Date of consolidation: 2011-11-30</li> <li>• <a href="#">Foreign Fishing Boat Regulations, 1981</a>.Date: 1981</li> <li>• <a href="#">Maritime Zones Law No. 22 of 1976</a>Date: 1976-09-01</li> </ul>	
<b>5b. Sustainable resource management</b>	<ul style="list-style-type: none"> <li>• <a href="#">Economic Transformation Act, No. 45 of 2024</a>.Date: 2024-08-09</li> <li>• <a href="#">National Hydrographic Act, No. 7 of 2024</a>.Date: 2024-02-01</li> <li>• <a href="#">Departure and Arrival of Mechanized Fishing Boats Regulations, No. 1 of 2023</a>.Date: 2023-02-01</li> <li>• <a href="#">National environmental action Plan 2022-2030</a>.Date: 2022</li> <li>• <a href="#">National Plan of Action for the Conservation and Management of Sharks</a>.Date: 2018-12</li> <li>• <a href="#">Coastal Zone Management Plan (CZMP) 2018</a>.Date: 2018-05-25</li> <li>• <a href="#">Marine Environmental Protection (Waste Reception Facilities) Regulations 2016</a>.Date: 2016-11-23</li> </ul>	<ul style="list-style-type: none"> <li>• 1971 Ramsar Convention on Wetlands of International Importance Especially as Waterfowl Habitat</li> <li>• 1992 Convention on Biological Diversity (CBD)</li> <li>• 1995 Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea relating to the Conservation and Management of</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• <a href="#">Minimum Standards for the Citizens of Sri Lanka engaged in Fishing Operations in Foreign Flagged Fishing Vessels Regulations of 2015</a>.Date: 2015-12-14</li> <li>• <a href="#">Implementation of Satellite based Vessel Monitoring System (VMS) for Fishing Boats Operating in High Seas Regulations 2015</a>.Date: 2015-03-26</li> <li>• <a href="#">Implementation of Port State Measures to Prevent, Deter and Eliminate Illegal Unreported and Unregulated Fishing Regulations 2015</a>.Date: 2015-03-25</li> <li>• <a href="#">Fishing Gear Marking Regulations No. 1 of 2015</a>.Date: 2015-02-28</li> <li>• <a href="#">High Seas Fishing Operations Regulations No. 1 of 2014</a>.Date: 2014-09-01</li> <li>• <a href="#">Freight Forwarders and Non Vessel Operating Common Carriers (Licensing), Regulations, 2014</a>Date: 2014-01-31</li> <li>• <a href="#">Merchant Shipping (Safe Manning) Regulations, 2013</a>.Date: 2013-07-01</li> <li>• <a href="#">Order of the Minister of Fisheries and Aquatic Resources Development under paragraph (a) of Sub-section (1) of Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996</a>.Date: 2013-03-14</li> <li>• <a href="#">Fishing Operations Regulations of catching Chank or Lobster in the South Coast (Hambantota District) Fisheries Management Area, 2012</a>.Date: 2012-09-07</li> <li>• <a href="#">Fishing Operations Regulations of Catching Live Ornamental Fish or Lobster in the South Coast (Matara and Galle District) Fisheries Management Area, 2012</a>.Date: 2012-08-06</li> <li>• <a href="#">Prohibition of Catching Thresher Shark Regulations 2012</a>.Date: 2012-07-27</li> </ul>	<p>Straddling Fish Stocks and Highly Migratory Fish Stocks (UNFSA)</p> <ul style="list-style-type: none"> <li>• BBNJ Agreement</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• <a href="#">Order of the Minister of Fisheries and Aquatic Resources Development under paragraph (a) of Sub-section (1) of Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996.</a> Date: 2012-02-08</li> <li>• <a href="#">Fisheries (Cancellation of Fees) Regulation, 2011.</a> Date: 2011-03-23</li> <li>• <a href="#">Order under Section 31 of the Fisheries and Aquatic Resources Act, No. 2 of 1996 establishing a Fisheries Management Area.</a> Date: 2010-08-04</li> <li>• <a href="#">Mahinda Chintana – Vision for the Future.</a> Date: 2010</li> <li>• <a href="#">Costal Zone Management Plan (CZMP) 2006.</a> Date: 2006</li> <li>• <a href="#">Lobster Fisheries Management Regulations, 2000.</a> Date: 2000-03-10</li> <li>• <a href="#">Fishing Operations Regulations of 1996.</a> Date: 1996-10-31</li> <li>• <a href="#">Purse-Seine net Fishing Regulations, 1986.</a> Date: 1986-01-13</li> <li>• <a href="#">Coast Conservation Act, No. 57 of 1981.</a></li> <li>• <a href="#">Foreign Fishing Boat Regulations, 1981.</a> Date: 1981</li> <li>• <a href="#">National Environmental Act 1980 (No. 47 of 1980).</a> Date: 1980</li> <li>• <a href="#">Fisheries (Regulation of Foreign Fishing Boats) Act, No. 59 of 1979.</a> Date: 1979-09-25</li> <li>• <a href="#">Spiny Lobster and Prawn (Shrimp) Regulations, 1973.</a> Date: 1973</li> </ul>	
<b>6. Social development, employment and decent work</b>	<ul style="list-style-type: none"> <li>• <a href="#">Hazardous Occupations Regulations No. 01 of 2021.</a> Date: 2021-11-18</li> <li>• <a href="#">Bay of Bengal Large Marine Ecosystem Strategic Action Programme.</a> Date: 2015</li> <li>• <a href="#">National Policy and Strategy on Cleaner Production for Fisheries Sector.</a> Date: 2008</li> <li>• <a href="#">Minimum Wages (Indian Labour) Ordinance (Chapter 135).</a></li> </ul>	<ul style="list-style-type: none"> <li>• 1965 International Convention on the Elimination of All Forms of Racial Discrimination</li> <li>• 1966 International Covenant on Civil and Political Rights</li> <li>• 1966 International Covenant on Economic, Social and Cultural Rights (ICESCR)</li> <li>• 1990 International Convention on the Protection of the Rights of All Migrant</li> </ul>

SSF Guidelines	National law or policy	International commitment
		<p>Workers and Members of their Families</p> <ul style="list-style-type: none"> <li>• 1990 Convention on the Rights of the Child (CRC)</li> <li>• 2006 Convention on the Rights of Persons with Disabilities</li> <li>• 2006 International Convention for the Protection of All Persons from Enforced Disappearance</li> <li>• Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment</li> <li>• 1930 ILO Forced Labour Convention (C029) and its Protocol of 2014</li> <li>• P029 - Protocol of 2014 to the Forced Labour Convention, 1930</li> <li>• 1948 ILO Freedom of Association and Protection of the Right to Organise Convention (C087)</li> <li>• 1949 ILO Right to Organise and Collective Bargaining Convention (C098)</li> <li>• 1951 ILO Equal Remuneration Convention (C100)</li> <li>• 1957 ILO Abolition of Forced Labour Convention (C105)</li> <li>• 1958 ILO Discrimination (Employment and Occupation) Convention (C111)</li> </ul>

SSF Guidelines	National law or policy	International commitment
		<ul style="list-style-type: none"> <li>• 1973 ILO Minimum Age Convention (C138)</li> <li>• 1981 Occupational Safety and Health Convention (C155)</li> <li>• 1999 ILO Worst Forms of Child Labour Convention (C182)</li> <li>• Labour Inspection Convention, 1947 (No. 81)</li> <li>• Employment Policy Convention, 1964 (No. 122)</li> <li>• Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)</li> <li>• Protection of Wages Convention, 1949 (No. 95)</li> <li>• Seafarers' Identity Documents Convention (Revised), 2003, as amended (No. 185)</li> <li>• Minimum Wage Fixing Convention, 1970 (No. 131)</li> </ul>
<b>7. Value chains, post-harvest and trade</b>	<ul style="list-style-type: none"> <li>• <a href="#">Economic Transformation Act, No. 45 of 2024</a>.Date: 2024-08-09</li> <li>• <a href="#">Standardization and Quality Control Regulations under the Imports and Exports (Control) Act, No. 1 of 1969</a>.Date: 2024-05-17</li> <li>• <a href="#">Import and Export of Cultured Coral Species on Artificial Substrates Regulations, No. 1 of 2023</a>.Date: 2023-02-06</li> <li>• <a href="#">Hazardous Occupations Regulations No. 01 of 2021</a>.Date: 2021-11-18</li> </ul>	<ul style="list-style-type: none"> <li>• 1973 Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)</li> <li>• 2025 WTO Fisheries Subsidies Agreement</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• <a href="#">Collecting, holding and supplying of shrimp brooders in order to breed brackish-water shrimps (Penaeus species) regulations No. 2 of 2017</a>.Date: 2017-07-26</li> <li>• <a href="#">Cultivation of Coral Species on artificial substrates for export regulations No. 1 of 2017</a>.Date: 2017-07-26</li> <li>• <a href="#">Fish and Fishery Products, Export, Import and Re-export Management Regulations, 2017</a>.Date: 2017-06-14</li> <li>• <a href="#">Shark Fisheries Management (High seas) Regulations, 2015</a>.Date: 2015-10-14</li> <li>• <a href="#">Shark Fisheries Management Regulations, 2015</a>.Date: 2015-10-14</li> <li>• <a href="#">Fish Catch Data Collection Regulations, 2014</a>.Date: 2014-09-01</li> <li>• <a href="#">Live Rock Culture for Export Regulations No. 1 of 2011</a>.Date: 2011-11-30</li> <li>• <a href="#">Fishing (Import and Export) Regulations, 2010</a>.Date: 2010-08-04</li> <li>• <a href="#">Food (Formaldehyde in fish) Regulations, 2010</a>.Date: 2010-03-24</li> <li>• <a href="#">Fish Processing Establishment Regulations No. 1 of 2003</a>.Date: 2003-12-12</li> <li>• <a href="#">Aquaculture (Monitoring of Residues) Regulations 2002</a>.Date: 2002-05-22</li> <li>• <a href="#">Lobster Fisheries Management Regulations, 2000</a>.Date: 2000-03-10</li> <li>• <a href="#">Export and Import of Live Fish Regulations, 1998</a>.Date: 1998-07-16</li> <li>• <a href="#">Spiny Lobster and Prawn (Shrimp) Regulations, 1973</a>.Date: 1973</li> </ul>	
<b>8. Gender equality</b>	<ul style="list-style-type: none"> <li>• <a href="#">Women Empowerment Act, No. 37 of 2024</a>.Date: 2024-07-05</li> <li>• <a href="#">Bay of Bengal Large Marine Ecosystem Strategic Action Programme</a>.Date: 2015</li> <li>• <a href="#">Employment of Women, Young Persons and Children Act, No. 47 of 1956</a>.</li> </ul>	<ul style="list-style-type: none"> <li>• 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)</li> </ul>

SSF Guidelines	National law or policy	International commitment
<b>9. Disaster risks and climate change</b>	<ul style="list-style-type: none"> <li>• <a href="#">Sri Lanka Updated Nationally Determined Contributions</a>.Date: 2021-07</li> <li>• <a href="#">National REDD+ Investment Framework and Action Plan (NRIFAP 2017)</a>.Date: 2017-05-01</li> <li>• <a href="#">Nationally Determined Contributions, September 2016</a>.Date: 2016-09</li> <li>• <a href="#">National Adaptation Plan for Climate Change Impacts in Sri Lanka: 2016 - 2025</a>.Date: 2016</li> <li>• <a href="#">The National Climate Change Policy of Sri Lanka</a>.Date: 2012</li> <li>• <a href="#">National Policy on Disaster Management 2010</a>.Date: 2010-12-28</li> <li>• <a href="#">Disaster Management Act, 2005 (Act No. 13 of 2005)</a>.Date: 2005-05-13</li> </ul>	<ul style="list-style-type: none"> <li>• 1992 United Nations Framework Convention on Climate Change (UNFCCC)</li> <li>• 1997 Kyoto Protocol to the United Nations Framework Convention on Climate Change</li> <li>• 2015 Paris Agreement</li> </ul>

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## Step 1-6: NPOA-SSF development plan template

Version number: 1 Date 22 Nov 2025

Table 14: Tasks, Costs and time scales

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost USD	Time scale	Status
1	Process launch and awareness building (Step 2-1)	Preparation for public launch of NPOA-SSF process		Mr. Ajantha,	0.15 m \$	Dec 25 – Feb 26	
		Media planning and event publicity		Prof Kularathna (UOK), Mr. Upul	10,000 \$	Mar 26	
		Public launch event: Awareness building and understanding expectations of target stakeholders		Prof Kularathna (UOK), Mr. Upul	15,000 \$	Mar 26- May 26	
		Document expectations of target stakeholders		Ms Sinesha	1,000 \$	May 26- Aug 26	
2	NPOA-SSF intervention logic (Step 2-2)	Develop intervention logic		Ms Sinesha, Mr Pothuwila	3,000 \$	Jan 26-May 26	
		Validation meeting		Ms Sinesha, Mr Pothuwila	1,500 \$	July - Sep	
		Finalize intervention logic		Ms Sinesha, Mr Pothuwila	1,500 \$	Oct – Nov 26	

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost USD	Time scale	Status
		Develop Log Frame		Ms Sinesha, Mr Pothuwila	1,200 \$	Jan – March 26	
		Validation meeting		Ms Sinesha, Mr Pothuwila	1,500 \$	July – Sep 26	
		Finalize Log frame		Ms Sinesha, Mr Pothuwila	1,000 \$	Oct – Nov 26	
<b>3</b>	Stakeholder consultations (Step 2-3)	Decided target groups, consultation methodology		Prof Kumudu	500 \$	Jan – Feb 26	
		Plan workshops/meetings		Ms Sinesha/ Mr Ajantha	5,000 \$	Jan – Mar 26	
		Hold consultation workshops/meetings		Mr. Upul, Mr. Abeyrathna (DFAR)	3,000 \$	Mar – Jul 26	
<b>4</b>	NPOA-SSF log frame (Step 2-4)	Document feedback from consultation		Mr. Upul, Mr. Abeyrathna (DFAR)	500 \$	Aug Sep 26	
		Incorporate feedback into Intervention logic / log frame		Prof Kularathna (UOK), Mr. Upul	500 \$	Sep – Oct 26	

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost USD	Time scale	Status
5	NPOA-SSF draft (Step 2-5)	Develop NPOA-SSF outline (based on logframe)		Prof Kularathna (UOK), Mr. Upul, Prof Ashoka	1,000 \$	Mar - Apr 26	
		Develop NPOA-SSF draft		Mr Nuwan (Uva Univ), Mr. Marcus (DFAR), Mr. Pothuwila (NAQDA)	1,200 \$	Apr – Jul 26	
		Review NPOA-SSF draft		Mr Nuwan (Uva Univ), Mr. Marcus (DFAR), Mr. Pothuwila (NAQDA)	1,000 \$	Jul - Aug 26	
		Finalize NPOA-SSF draft		Mr Nuwan (Uva Univ), Mr. Marcus (DFAR), Mr. Pothuwila (NAQDA)	1,000 \$	Sep - Oct 26	
6	NPOA-SSF draft consultation (Step 2-6)	Decided target groups, validation approach	Prof Achini, Prof Ashoka,		3,000 \$	May – June 26	
		Plan workshops/meetings	Ms Sinesha,		500 \$	Jan – Feb 26	

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost USD	Time scale	Status
		Hold validation workshops/meetings	Mr Marcus, Mr Pothuwila, Ms Sinesha,		3,000 \$	July – Sep 26	
		Document feedback from validation	Mr Marcus, Mr Pothuwila, Ms Sinesha,		500 \$	Sep – Oct 26	
		Incorporate feedback into NPOA-SSF	Mr Marcus, Mr Pothuwila, Ms Sinesha,		500 \$	Oct 26	
<b>7</b>	Final NPOA-SSF publication	NPOA-SSF Finalization	Prof Kularathna, Prof Croos, Prof Oscar, Nuwan		2,500 \$	Oct – Nov 26	
		Validation Workshop	Mr. Upul, Mr. Abeyrathna (DFAR), Ms Sinesha		2,000 \$	Aug – Sep 26	
		NPOA-SSF publication and endorsement	Prof Kularathna, Prof Croos, Prof Oscar, Nuwan, Prof Ashoka, Prof		3,000 \$	Oct – Nov 26	

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost USD	Time scale	Status
			Achini, Prof Kumudu, Mr Upul				
		NPOA-SSF launch event	Ms Sinesha, Mr Pothuwila, Mr Maheepala		2,500 \$	Nov 26	
		Planning for implementation and monitoring	Mr. Marcus, DG DFAR, Mr Pothuwila, Prof AchiAche ni, Mr Upul		1,500 \$	Jan 27	

**Table 15: NPOA-SSF Development plan overview**

Step	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
Process launch												
Intervention Logic & Log frame												
Consultations												

Step	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
NPOA-SSF drafting												
NPOA-SSF validation												
NPOA-SSF Finalization and launch												

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## Step 1-7: National platform establishment

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## Stage 2: NPOA-SSF development

### Step 2-2: Intervention Logic

Figure 1. Intervention logic structure

1	2	3	4	5	
<i>Problem Statement</i>	<i>Specific Objective(s)</i>	<i>Outcome</i>	<i>Outputs</i>	<i>Activities</i>	
Incomplete national fisheries policy process for SSF implementation	Ensuring economic benefits				
Issues related to implementation on poverty, alleviation measures, addressing human rights, gender equality, climate change adaptation and social security aspects	Uplifting socio-economic status				
	Improve efficiency and sustainability of fisheries resources				
	Improvement of the value chain				
	Improvement of infrastructure facilities				
	Generate alternative employment opportunities				
	Strengthen and empower of FCS and RFO				
				INPUTS	
<b>Assumptions and risks</b>	<b>Assumption 1</b>	<b>Assumption 2</b>	<b>Assumption 3</b>	<b>Assumption 4</b>	<b>Assumption 5</b>

Columns 3,4 and 5 will be finalized after the stakeholder workshops.

## Step 2-3: Stakeholder consultation

- *Based on the stakeholder mapping, which are the stakeholder groups to be consulted (including fishery sub-sectors)?*
  - *Fishermen, Relevant CBOs, Traders and Processors, input suppliers, fisher women groups, Gov and Non gov organisations*
- *What are the criteria for selecting consultation workshop participants?*
  - *Degree of relevance, Representing vulnerable groups*
- *Are different consultation methodologies needed for different stakeholder groups? Do separate consultations need to be held with different groups (e.g., men and women)?*
  - *Yes, based on language and understanding level, FGD, KPI, Questionnaire survey, Online surveys.*
- *What are the key geographic areas to cover? Are there SSF hotspots?*
  - *Southern, Eastern, Northern*
- *How many stakeholder consultation meetings should be held and how many stakeholders should be reached in total to ensure legitimacy of the process?*
  - *97 meetings (representing 15 coastal fisheries districts (5 for each), representing inland fisheries (20), for officers (02)*
  - *Around 5,000 stakeholders*
- *How long should each consultation workshop be (1-3 days)? Will different lengths be required for different groups depending on their knowledge of the SSF Guidelines?*
  - *1 day*
- *What ongoing processes can be tapped into for consultations?*
  - *Need to be identified*
- *What budget is available (this may influence answers to some of the above questions!)?*
  - *no*
- *How do you ensure the maximum representation (e.g. regions, fisheries, different stakeholders, etc.)?*
- *What materials you need to prepare before consultations? (e.g. Do you draft the NPOA-SSF first? Do you develop questionnaires or presentations and only after draft the NPOA-SSF?, etc.)*
- *What ongoing processes or structures, if any, can you tap into?*
- *How do you plan to communicate with the identified stakeholders? (e.g. Through SSF organizations, general media, mailing list)*
- *How long the process should be? Can you predict a timeline?*

## Step 2-4: Log Frame

A. Narrative summary	B. Objectively verifiable indicators	C. Means of verification	D. Important risks and assumptions
<b>NPOA-SSF objective(s)</b>			
<b>Outcomes</b> What are the intended effects of the outputs? What are the benefits and to whom do they accrue? What changes will the outputs and their use bring about?			
Outcome 1			
Outcome 2			
Outcome...n			
<b>Output</b> What outputs (deliverables) are to be produced in order to achieve the purpose?			
Output 1			
Output 2			
Output n			

**Annex 1: Country profile**

**Annex 2: Governance analysis**

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**Bay of Bengal Programme**  
Inter-Governmental Organisation

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