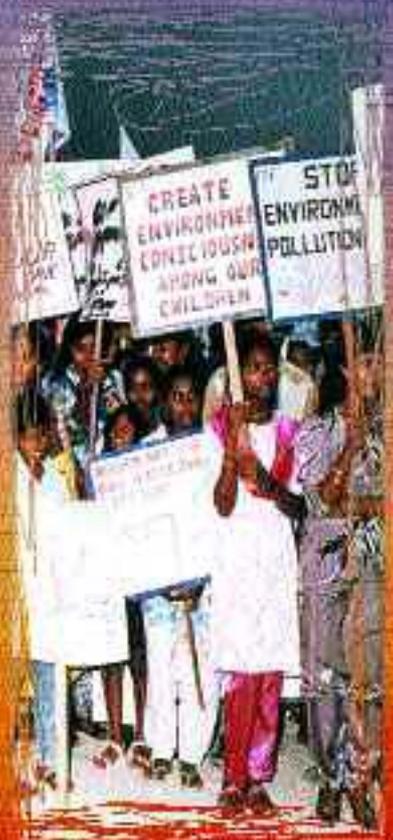
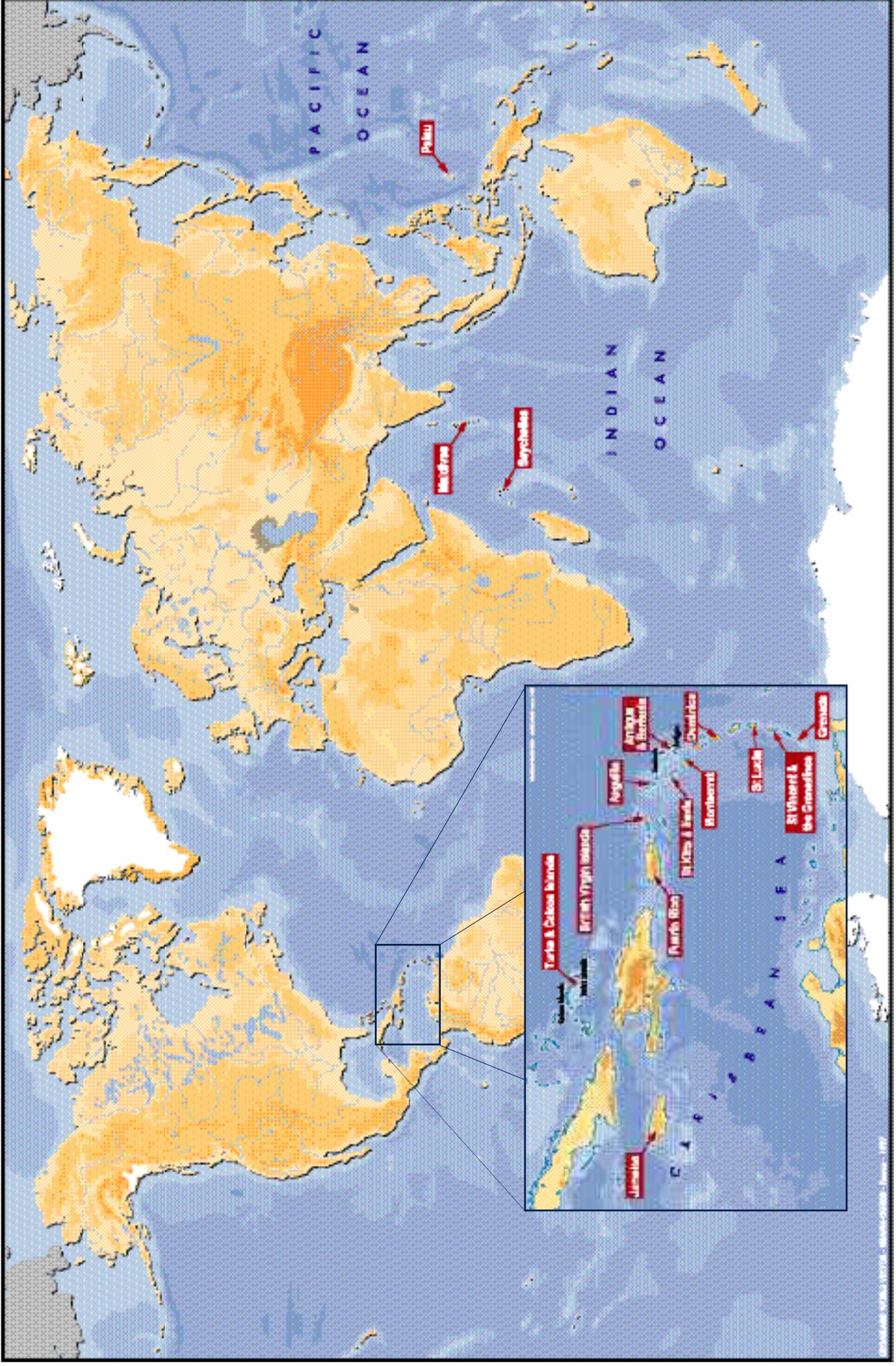


Wise practices  
FOR CONFLICT PREVENTION  
AND RESOLUTION  
in small islands





Location of the Caribbean, Indian Ocean and Pacific islands, participants from which were present at the workshop



# WISE PRACTICES FOR CONFLICT PREVENTION AND RESOLUTION IN SMALL ISLANDS

Results of a workshop on  
'Furthering Coastal Stewardship in Small Islands'  
Dominica, 4–6 July 2001

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UNESCO, 2002. *Wise practices for conflict prevention and resolution in small islands. Results of a workshop on 'Furthering Coastal Stewardship in Small Islands', Dominica, 4–6 July, 2001*. Coastal region and small island papers 11, UNESCO, Paris, 70 pp.

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*Cover photos: top: Building sand fences at Savannah Bay, Anguilla, 1998; middle: Abandoned development too close to maritime zone, Princesa del Mar, San Juan, Puerto Rico, 2001; bottom: Demonstrating about sea-level rise and the need to protect their coral reef environment, Maldives, 1989.*

*Photos courtesy of:* Herman Belmar, Gillian Cambers and Rolph Payet.

*Design:* Eric Loddé  
*Layout:* Micheline Turner

Published in 2002 by the United Nations Educational,  
Scientific and Cultural Organization  
7, place de Fontenoy, 75352 Paris 07 SP

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## Foreword

Small islands, pinpoints of land in a seemingly endless expanse of water, have been making theirs a 'special case' in a world increasingly dominated by continental countries. Their plight has been described and discussed at global meetings such as the 'Earth Summit' in Rio de Janeiro in 1992, and at the 'Global Conference on the Sustainable Development of Small Island Developing States' in Barbados in 1994.

However, besides obtaining world-wide understanding of their situation, and at the same time seeking external assistance to implement programmes of action for sustainable development, such as the one agreed to in Barbados in 1994, small islands also need to look inward and to their island neighbours to see what they can do on their own and together with the resources at hand.

Recognizing the value of human resources in small islands, and especially the inherent self-reliance of islanders, UNESCO's interdisciplinary platform for 'Environment and Development in Coastal Regions and in Small Islands' (CSI) has sought to work with small islands on their paths to sustainability. Capacity building is at the forefront of these efforts, as specific initiatives have been launched and supported in varying fields, including local and indigenous fishers' knowledge, conservation of beach, coral-reef and mangrove resources, disaster preparedness, ecotourism, to name but a few.

In order to overcome the geographical isolation of small islands, linking these initiatives within and between regions has become a complementary focus. In December 2000, an inter-regional workshop for technical and professional persons from small islands was held in Samoa. Here the benefits of inter-regional linking were confirmed, as islanders from diverse geographical and cultural backgrounds, working in government service, non-governmental organizations, academia and aid agencies, came together to advance a small-island agenda, built on an essentially pragmatic approach, that of wise coastal practices for

sustainable human development. This approach acknowledges the inequalities and diversities of the real world and attempts in a practical manner to provide guidance on what can wisely be done under the prevailing circumstances.

To further this small-island agenda, a second inter-regional workshop was held in Dominica in July 2001. Here participants developed specific ideas relating to coastal conflict prevention and resolution through wise practice agreements and ethical codes of practice, while continually focusing on the need for improved communication. These ideas are discussed in detail in the present publication.

Workshops such as these in Samoa and Dominica, are not endpoints, but represent progress along the road to sustainable development. The outcomes from the meeting in Dominica are already being developed into further initiatives linking small islands. One of these relates to the issue of land tenure, which lies at the root of many conflicts in small islands. A second initiative is 'Small Islands Voice', an endeavour started in January 2002, which seeks to strengthen internal, regional and inter-regional communication in and among small islands.

Through such efforts, which continually focus on enhancing the capacity of human resources in small islands, it is hoped to assist islanders to chart their own future – a future based on practicality, which recognizes the uniqueness and self-reliance of island peoples, and founded on the principles of sustainability.

DIRK G. TROOST, Chief CSI

ALEXANDRA BURTON-JAMES, Secretary-General,  
UNESCO National Commission for the  
Commonwealth of Dominica

GILLIAN CAMBERS, UNESCO Consultant



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## List of acronyms

AUS\$	Australian dollar (1.93 AUS\$ = US\$ 1, rate of 26.01.02)
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COSALC	Managing beaches and planning for coastline change, Caribbean islands
CSI	Environment and Development in Coastal Regions and in Small Islands (UNESCO platform for intersectoral action)
EAG	Environmental Awareness Group (Antigua and Barbuda)
EC\$	Eastern Caribbean dollar (2.67 EC\$ = US\$ 1)
EXCO	Executive Council (Anguilla)
FSM	Federated States of Micronesia
LAMA	Local Area Management Authority
LINKS	Local and Indigenous Knowledge Systems (an intersectoral UNESCO project)
NGO	Non-governmental organization
OECS	Organisation of Eastern Caribbean States
OECS-NRMU	Organisation of Eastern Caribbean States Natural Resources Management Unit
SCHS	St Christopher Heritage Society (St Kitts)
SIDS	Small Island Developing States
SMMA	Soufriere Marine Management Area (St Lucia)
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
WiCoP	Wise Coastal Practices for Sustainable Human Development (forum)

## Executive summary

An inter-regional small island workshop was held in Dominica from 4–6 July 2001 to further ideas on coastal stewardship, especially in relation to beach resources, in small islands. Participants came from the Caribbean, Indian Ocean and Pacific regions. This event followed a series of national workshops held in the smaller eastern Caribbean islands during 2000–2001 on 'Wise Coastal Practices for Beach Management'.

With expanding coastal populations, many small islands are finding that their beaches and coastal areas, which formerly they had taken for granted, are becoming less available for their use and enjoyment. This is leading to conflicts over access and recreation, traditional uses, sea defences and pollution. Successful examples of conflict resolution relating to sand mining issues are described in Montserrat and the Maldives, and the role of regional and non-governmental organizations is discussed. Constraints facing the successful resolution of the conflicts include a lack of inter-agency coordination and political support, as well as inadequate legislation and insufficient enforcement.

In the earlier national workshops, coastal stewardship had been suggested as one way to reduce conflicts by engendering a sense of ownership and pride in a country's heritage. Coastal stewardship is an attitude of voluntary compliance demonstrated by a strong commitment and willing participation in efforts to ensure sound and sustainable use of coastal resources. Moral and economic aspects of stewardship are explored, and examples presented of activities involving the private sector, government, communities and school students.

Wise practice agreements are proposed as another way in which to reduce conflicts by bringing together all stakeholders, including the government, in a framework of voluntary compliance. Ideas and proposals are considered and analysed for using such less formal agreements to resolve conflicts over beach resources at Pinney's Beach in Nevis and at Batalie Beach and Picard Beach in Dominica. A slightly more formalized form of agreement, the Soufriere Marine Management

Area in St Lucia, was also discussed. Such agreements have considerable potential for conflict prevention and resolution; however, they need to be in place before conflicts reach crisis proportions.

Ethical considerations in sustainable living and decision-making is discussed, including the UNESCO recommendations for the 'Safeguarding of the Beauty and Character of Landscapes and Sites', the 'St George's Declaration of Principles for Environmental Sustainability in the Organisation of Eastern Caribbean States', and 'The International Federation of Landscape Architects Code of Ethics'. At a local level, the ethical aspects of a local coral farming activity in Dominica are discussed. There is a spectrum of tools, with wise practice agreements representing a way to include ethical concepts at the local level, while ethical codes of practice provide a way of including moral values at the international and professional level.

Effective and efficient communication lies at the heart of all the concepts discussed in this report: conflict prevention and resolution, wise practice agreements and ethical codes of practice. Indeed it is most likely that ineffective or inefficient communication is among the causal factors of many, if not most, coastal conflicts. Examples of various methods of communication are considered, in particular a project entitled 'Small Islands Voice', which seeks to ensure that the voice of civil society on environment-development issues is heeded and becomes an effective catalyst for on-the-ground action as well as providing input to the 10-year review of the Programme of Action for Small Island Developing States.

Small islands face many constraints and limitations in the long road to sustainable development, especially in an era of continual change. However, these disadvantages can be turned to strength, such that islanders, utilizing their traditional self-reliance and taking advantage of improved communications, can lead the world in charting their own destiny and finding solutions to coastal resource conflicts.

'In small tropical islands the coast is not just the coast. It is an entire way of life. It is the meeting point of two different worlds, the sea and the land. The sea becomes a symbol of our existence in that it sustains us through its fruit and, in its vastness and power, also reminds us of our

# 1 Introduction

frailty and the transitory nature of our existence.

It reminds us of our isolation while at the same time serving as a link and a connection with other countries and cultures. It unifies the world and all of mankind as one. It calms and reassures us in its sleep; it terrifies us in its anger. Forever changing, forever speaking to us in myriad tongues.

For those who live on these islands, the beach is the location of some of our strongest memories, most of them with intense joy and happiness, some with immense pain and sorrow.

A tropical beach is not just a beach. It is a world. A realm of dreams.

A precious gift to be preserved, to be embraced and loved, to be cherished by all generations. The beauty of the beach, its rejuvenating and recreational qualities, its sunrises and its sunsets, its moonlit nights, its music, its romance, its wild life, its flora and fauna – all come together to say 'I am special, I am blessed. Be gentle with me'.

**Alwin Bully**

(Bully, 2001)



This cultural vision of the interface of the land and sea exemplifies some of the concepts facing small-island representatives meeting in Dominica in July 2001 for a workshop on 'Furthering Coastal Stewardship in Small Islands'. It emphasizes the need, indeed the necessity, to consider the environment holistically, encompassing the spiritual, the scientific, the managerial and the social contexts. In many ways the concept comprises more than just the sum of its parts.

Small islands, like other countries, are seeking equitable balances between economic development and environmental protection. However, because of the limitations of size and isolation, and their vulnerability to natural disasters and global economic events, the problems they confront are particularly challenging. Thus, planning for their sustainable development calls for special solutions.

In 1992, at the 'United Nations Conference on Environment and Development' in Rio de Janeiro, the world community adopted Agenda 21 (UN, 1992). This represents a global consensus and political commitment at the highest level on development and environment cooperation. Following on in 1994, the 'Global Conference on the Sustainable Development of Small Island Developing States' held in Barbados, attempted to translate Agenda 21 into specific policies, actions and measures to be taken at the national, regional and international levels. The resulting Declaration of Barbados and the Programme of Action for the Sustainable Development of Small Island Developing States listed 15 priority areas for specific action (SIDS, 1994). In 1999, a Special Session of the United Nations General Assembly was held to assess progress and boost support for the islands (Barbados + 5). During this meeting, six problem areas were

identified as being in need of priority attention for the next five years:

- Climate change – adapting to climate change and rising sea levels, which could submerge some low-lying island nations.
- Natural and environmental disasters and climate variability – improving preparedness for and recovery from natural and environmental disasters.
- Freshwater resources – preventing worsening shortages of freshwater as demand grows.
- Coastal and marine resources – protecting coastal ecosystems and coral reefs from pollution and over-fishing.
- Energy – developing solar and renewable energy to lessen dependence on expensive imported oil.
- Tourism – managing tourism growth to protect the environment and cultural integrity.

Among the global initiatives set up to assist small islands after these two important meetings was the platform for 'Environment and Development in Coastal Regions and in Small Islands' (CSI), established in 1996 by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The overall objective of the CSI platform is to contribute to the development of an intersectoral, interdisciplinary and integrated approach to the prevention and resolution of conflicts over resources and values in coastal regions and small islands.

Three modalities lie at the core of the CSI approach:

- Field-based projects provide a framework for collaborative action on the ground and represent the building blocks of the endeavour.
- University chairs and twinning networks provide for intersectoral training, awareness and capacity building, and also support the field project activities.

- A multi-lingual, Internet-based discussion forum on 'Wise Coastal Practices for Sustainable Human Development' (WiCoP forum), builds on the experiences of the field projects and the university chairs/twinning arrangements, to formulate and test wise practice concepts in a global perspective.

Wise practices have been defined as *actions, tools, principles or decisions that contribute significantly to the achievement of environmentally sustainable, socially equitable, culturally appropriate, and economically sound development in coastal areas* (UNESCO, 2000a). The concept of 'wise practices' builds on previous efforts, which have attempted to define what should be done through 'best practices'. Acknowledging the inequalities and diversities of the real world, the wise practices initiative attempts to provide guidance on 'what can wisely be done under the prevailing circumstances'. Thus the goal is to define the wisest possible action under sustainable criteria.

### Background to the workshop

The building blocks of the CSI initiative are 19 field projects, located around the world. They are listed in Annex I. Eleven of these field projects are located in small islands, and in December 2000, leaders of these small-island projects met in Samoa to discuss and advance 'Wise coastal practices for sustainable small-island living' (UNESCO, 2001a). It is within these proj-

ects that wise practices are formulated, tested and implemented on the ground at the local level before being transferred to other areas and sites. One of these projects, located in the Caribbean islands and started in 1985, is called 'Managing beach resources and planning for coastline change, Caribbean islands' (COSALC<sup>1</sup>). This project seeks to develop in-country capabilities so that small islands in the Caribbean, often economically dependent on coastal tourism, can effectively manage their changing beach resources and plan for coastline change in a framework of integrated coastal management. A summary of the project is included as Annex II.

Between 1999 and 2001, the COSALC project received considerable support from the Caribbean Development Bank to further develop the capacity for beach monitoring and management in the islands belonging to the Organisation of Eastern Caribbean States (OECS)<sup>2</sup> and the Turks and Caicos Islands. In order to explore the local dimension of beach management, a series of national workshops on 'Wise Coastal Practices for Beach Management' were held in nine of the islands between September 2000 and February 2001 (Cambers, 2001). These national workshops brought together government agencies, non-governmental and community-based organizations, representatives of the private sector – especially tourism and the construction industry – other stakeholders, students and the public.

The workshops identified various conflicts relating to beach management as well as factors exacerbating these conflicts. It was recognized that in order to resolve the existing conflicts, mechanisms need to be put in place to provide for the equitable sharing of beach resources. Suggestions included developing the concepts of coastal stewardship and civic pride.

In order to try and further develop some of these ideas, it was decided to hold a small-island workshop on coastal stewardship, which would focus not only on the



Abandoned development too close to maritime zone, Pınassa de Mar, San Juan, Puerto Rico, 2001

<sup>1</sup> The original name of the project was 'Coast and beach stability in the Caribbean islands (COSALC)'; the project has retained its original acronym.

<sup>2</sup> Islands belonging to the OECS are Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia, and St Vincent and the Grenadines.

Caribbean islands, but also involve other small-island regions, specifically the Indian Ocean and Pacific Ocean.

### Workshop objectives

Against this background, a workshop was held in Cane-field, Dominica on 'Furthering Coastal Stewardship in Small Islands' from 4–6 July 2001, with the following objectives:

- To advance concepts for coastal stewardship proposed during several national, island workshops held in the eastern Caribbean islands in 2000–2001 on 'Wise Coastal Practices for Beach Management'.
- To explore potential instruments for implementing coastal stewardship, e.g. developing social contracts among groups of beach users.
- To explore the ethical dimensions of beach management, and to discuss ethical codes of practice developed in other domains.
- To discuss communication for beach management, and in particular to further a proposal, 'Small Islands Voice', designed to ensure that the voice of civil society in small islands plays a significant role in the environment-development debate at the local, national, regional and inter-regional levels.

While the title of the workshop refers to coastal stewardship, participants were asked to concentrate particularly on beach management when preparing their presentations and papers, so as to maintain a principal focus and a main line of action for future activities.

### Workshop programme

The workshop programme is shown in Annex III. Prior to the workshop, participants were asked to prepare and submit short papers on coastal stewardship in their island. These papers were circulated at the workshop. Presentations and discussions during the first one and a half days focused on national perspectives of coastal stewardship, communications, ethical dimensions and the CSI platform. During the afternoon of the second day, participants visited three coastal sites in Dominica where there were specific resource-conflict

situations. During the morning of the final day there were further presentations and discussions on national stewardship perspectives, and in the afternoon, the participants discussed and analysed the three resource-conflict situations visited the previous day.

### Workshop participants

A list of workshop participants is given in Annex IV. Persons from the following islands were present at the meeting:

Anguilla	Nevis
Antigua and Barbuda	Palau
British Virgin Islands	Puerto Rico
Dominica	St Kitts
Grenada	St Lucia
Jamaica	Seychelles
Maldives	Turks and Caicos Islands
Montserrat	

(Unfortunately, the invitee from St Vincent and the Grenadines was unable to attend). The figure on the inside front cover shows the location of the islands present at the workshop.

### Workshop report

The highlights of the presentations and papers, and the key discussion items have been incorporated into five chapters in this report as follows:

- Chapter 2- Conflicts over beach resources and values
- Chapter 3- Coastal stewardship
- Chapter 4- Wise practice agreements
- Chapter 5- Ethical dimensions
- Chapter 6- Communications

The final chapter contains conclusions. The titles and authors of the papers prepared by the participants prior to the workshop are listed by author and geographical area in Annex V and the full papers are available at <http://www.unesco.org/csi/papers2/domp.htm>. Readers are referred to these papers for comprehensive coverage of each island's national perspective on coastal stewardship issues.

'Many of our islands have problems with coastal management. It seems we have inherited our colonial masters' mentality where our beaches are concerned – strip them bare, take their wealth, absorb their

## 2 Conflicts over beach resources and values

productivity, then leave them empty and useless.

While we play on our golden sands and share our islands' beauty with the tourists we welcome, while we play cricket and soccer in the surf and watch our picnic fires burn, we do not see the changing contours of the beach line. We do not note the slow march inland. We hop over the piles of litter and flotsam. We take little notice of the vanishing species from the reefs, or the dying coral, until they are long gone.'

***Herman Belmar***

(Belmar, 2001)



The coast plays an important role in island life and almost every economic sector has a strong stake in the coast. Anguilla, like many of its sister islands, often boasts with pride that it has some of the best and most pristine beaches in the Caribbean. Yet, with its small size, Anguillians realize that if they were to destroy even one beach, or sacrifice one on behalf of development, it would in fact represent a significant percentage of the island's natural resources, its 'bread and butter'. Due to this dependency on the coast, it is impossible to allocate the use of the coast or beach to a single economic sector for development or to give one sector priority over another. Hence, there always arise conflicts and struggles amongst private and quasi-private property-based operations on the shore, and public (common) property-based activities on the beach and in the coastal waters. There are also conflicts between regulatory agencies and developers wanting to do as they wish in coastal areas; and between regulatory agencies and elected members of government, who may wish to ignore various regulations and policies in the name of development and short-term economic gain. In light of this, it is essential that there be a coastal management process in place that has a mechanism to cope with conflict resolution.

In many islands, the indigenous population have taken it for granted that the coastal areas and the beaches would always be available for their use and enjoyment. However, with the expanding tourism industry, as for example on the north shore of Providenciales in the Turks and Caicos Islands, conflicts are arising and islanders are concerned about their 'presumed rights'.

Even in an island less dependent on beach-based tourism, such as Dominica, 75% of the island's com-

munities live within one kilometre of the coast. And in Dominica, with the country's over-dependence on agriculture and export in an era of globalization, outside factors are forcing the country towards economic diversification with a focus on tourism and the service sector.

In all the islands land tenure is a major cause of conflict. The granting of property rights without giving the necessary consideration to customary resource users has, in many cases, undermined the 'common' or 'public' status of the beach.

### Nature of the conflicts

Following the national workshops on 'Wise Coastal Practices for Beach Management' held in the eastern Caribbean islands in 2000–2001, the results were synthesized. The analysis showed that the major conflicts were between the following groups:

- Developers and beach-user groups, e.g. fishers and beach vendors.
- Coastal landowners and the public over the right of access to the beach.
- Sand mining operators and beach users.
- Coastal property owners protecting their land from inundation by the sea and other beach users.
- Persons dumping solid and other waste at the beach or inland and beach users.

Examples of some of these conflicts can be seen in St Kitts, where the beaches are largely unmanaged and user conflicts result in overcrowding, illegal sand mining, unplanned development, dune destruction, the removal of coastal vegetation, and pollution. These problems often result in quick-fix solutions such as the construction of sea walls or offshore dredging, which may exacerbate the situation. An examination of the problem areas include the conflict among vendors at South Friars Bay, the unsustainable extraction of sand at Belle Tete Beach in

Sandy Point, the construction of a poorly designed seawall at North Frigate Bay, and the excessive pollution of Basseterre Bay. These problems are compounded by a sense of complacency on the part of island residents, who still uphold the traditional belief that the sea is self-purifying and sand will always be there on the beach. St Kitts is by no means alone in facing these issues.

### ***Conflicts between developers and other beach users***

Conflicts between developers and other beach users at Batale Beach in Dominica were presented and discussed. In 1995, fishermen found the entrance to the beach, which they had traditionally used, closed by a gate and a fence. During the workshop, participants had the opportunity to discuss this issue and how it was resolved with representatives of the Village Council and the fishermen. This conflict is further analysed in the context of wise practice agreements in Chapter 4.

Often conflicts arise because one group of stakeholders does not accept the rights of another group. In the Maldives, for example, fishermen have traditionally used the reefs for bait fishing. However, tourists who dive on the reef view fishing as destructive.

### ***Conflicts between coastal landowners and the public over the right of access to the beach***

Beach access is a concern in many Caribbean islands and it relates to the fact that islanders take their beaches and coastal areas for granted and assume that because they had free and easy access in the past, this will always be the case. Traditional rights of way have to be in use over a period of years before they acquire legal status.

This was discussed during a workshop field visit to Picard Beach in Dominica where,

because of serious coastal erosion, the only road access to the Coconut Beach Hotel now lies on a neighbour's property and is the subject of a legal dispute. This situation is described and analysed in detail in Chapter 4- Wise practice agreements.

In the Seychelles, access to the beach has not yet arisen as a major problem, but due to the recent increase in hotel construction, there is concern that island residents may feel like 'intruders' on beaches adjacent to large hotels. This is already the case in some of the Caribbean islands. In Nevis, there is a growing concern among residents who use the beaches for bathing, picnicking, fishing, jogging, etc., about the increasing exclusiveness of some of the beaches being marketed for tourism, and also among the population who feel they are being 'planned-away' from the coast.

Another issue that arises is that of privately owned islands such as exist in the British Virgin Islands and the Grenadines, where nationals are often not allowed access to the beaches. In the Maldives, foreigners are not allowed to own land, only to lease it. Whole islands may be leased for tourism resorts; the Tourism Ministry monitors such leaseings and is also responsible for coordinating resort planning and granting permits.

The concept of 'coast' in the Maldives includes the total land area of each island, its surrounding lagoon extending over the reef flat to the outer edge of the reef. Resident communities of individual islands regard the surrounding lagoon and reefs as an integral part of their coast. While individual home and agriculture plots are delineated, the rest of the land area, the beach, lagoon and reef are community wealth and used by all. Access to and from beaches is not a major issue as individual land plots are set well back from the beach.

**Narrow beach access path to Arguin Beach, Goroka 1997.**



Generally the participants felt that the public should have the right of access to the beach. In Anguilla, it is not permitted to restrict access to the beach. While in the Turks and Caicos Islands, enhancement of public accesses is sometimes included as a condition for development.

However, at one beach in Dominica, Macoucherie, where there is no public access because the land is privately owned and it is necessary to cross a river to get to the beach, the landowner has installed facilities (showers, wash-rooms, picnic tables, etc.) and charges a small fee for their use. Picnickers have welcomed these measures, and as a result, this beach is one of the few that is not mined for sand and is relatively free from solid waste.

Similarly, at Anse Chastanet in St Lucia, one hotel occupies the whole of the beachfront and the bay, and enjoys unrestricted access to the bay and the reef. The operators of this hotel have adopted a behaviour pattern synonymous with owning the beach and the reef, which has resulted in the resources remaining relatively intact. However, neighbouring stakeholder groups view this arrangement negatively, and conflicts have resulted, only partly resolved by the Soufriere Marine Management Area (see also Chapter 4). While it is acknowledged that coastal resources may be better managed under private stewardship, this conflicts with the generally held perception of coastal resources being common property, and the guaranteed constitutional right of access by St Lucians to these resources.

#### ***Conflicts between coastal property owners protecting their land and other beach users***

Protecting beachfront development and other coastal infrastructure with sea walls and revetments causes significant erosion of the land on either side of the sea defence structure, and may even result in the loss of the beach in front of the structure. This concern is being increasingly expressed in Nevis by coastal developers and others. Several speakers at the Opening ceremony of the workshop noted the growing proliferation of seawalls in Dominica following the recent hurricanes, and the impacts these were having on beaches and on wildlife, specifically crabs and turtles.



**New seawall under construction, Ptitersville, Dominica 2001.**



**Turtle resting on Silhouette Island in the Seychelles**

In contrast to the Caribbean islands, beach protection is regarded as a community responsibility in the Maldives. Community members contribute in kind (such as labour, cement bags, food for the workers) to the construction and maintenance of beach protection structures such as breakwaters, groynes, sea walls and harbour protection structures. The appointed administrative head of each inhabited island, the Island Development Committee and the Women's Development Committee, guides community activities. Furthermore, concerns in the Maldives about sea level rise and coastal inundation have resulted in a centralization programme, such that very vulnerable communities are given the opportunity to move to the larger islands and are provided with new housing as compensation for the property left behind.

### ***Conflicts between persons indiscriminately dumping solid waste and other beach users***

In Dominica and Grenada, a number of coastal villages dump garbage in rivers and over the edge of cliffs, thereby impacting the coastal ecosystem and the health of people who use the coast for fishing and recreation. While the deep waters surrounding Dominica might appear as suitable sites for dumping, this would not only be unethical environmentally, but would also be uneconomic in an island promoting itself as the 'Nature Island' with an important focus on dive tourism.

## **Examples of conflict resolution**

### ***Conflict resolution: developers and other beach users***

In Providenciales in the Turks and Caicos Islands, there is an ongoing conflict between the managers of some all-inclusive hotels and beach vendors. The latter wish to sell their wares directly to tourists on the beach, but are often accused of harassing the tourists. At present, all the stakeholder groups, including the government, are working together to identify specific locations, vendors markets, where the vendors can operate successfully.

Industrial pollution in the coastal area of Cane-field, Dominica, is a serious issue. While several local industrialists were invited to the workshop, unfortunately they did not attend. This emphasizes the need

to find innovative ways to bring all stakeholders into the conflict resolution process. In this regard, reference was made to another CSI field project in Gujarat, India, where a major ship-breaking industry has caused serious environmental and social conflicts in the local area. Through individual and combined consultations with stakeholder groups – villagers, migrant workers, ship-breaking plot owners and the government – efforts are being made to resolve the many conflicts (UNESCO 2000b).

### ***Conflict resolution: sand mining operators and other beach users***

The need for an analytical approach to solve complex conflicts such as beach sand mining is often not recognized. For instance in Nevis, after a survey of sand resources, several options were tried before an appropriate solution was found. These included the use of quarry dust, and importation of sand, first from Dominica, then from Barbuda. As situations evolve, new options have to be continually sought, and islanders need to learn from each other.

In Montserrat, sand has traditionally been considered a free resource available to all. Following two serious hurricanes, a strategy was implemented in 1994 to resolve the resource conflict. This included the importation of a new rock crusher to provide an alternative to beach sand, and the closure of the beaches. Other measures included the government's commitment not to use beach sand in government contracts, training sessions for contractors in the use of quarry dust, and a permitting system for the extraction of sand from one specific beach for use as a finishing material only. An extensive public education programme was undertaken. However, as mentioned above, situations continually change, and following the volcanic crisis and the relocation of the population to the northern third of the island, there was another construction boom in 1998, endangering the few remaining accessible beaches. This has necessitated the development of a new strategy devised by all the stakeholders. The strategy is based on the formation of a public awareness committee; the holding of regular stakeholder meetings to discuss concerns relating to sand mining; and the formation of a commission to guide policy on beach



**Vendors markets have been constructed in some islands, such as here at Grand Anse, Grenada, where visitors can buy locally-made items 2001.**

management. The lessons learnt in Montserrat over the decade of the 1990s have illustrated the important role of education in changing the misconception that the sea has a limitless supply of sand.

Coral and sand mining have been addressed in the Maldives using a similar approach to Montserrat, including regulation, providing alternatives, and raising awareness. The approach included a ban on coral mining, economic incentives such as reducing the duty on imported aggregate and cement, and an extensive awareness programme on the importance of reefs for fisheries, tourism and coastal protection.

### ***Conflict resolution: role of regional organizations***

There is a commonality of problem issues within small islands. Thus regional organizations such as the Organisation of Eastern Caribbean States Natural Resources Management Unit (OECS-NRMU), and island groupings such as the Federated States of Micronesia (FSM), may have an important role to play in incorporating conflict prevention and resolution into regional programmes and projects. However, this may be harder to achieve in the FSM, where the islands all have different languages, which makes programme implementation a difficult task.

### ***Conflict resolution: role of non-governmental organizations***

Non-governmental organizations (NGOs) may play different roles in conflict prevention and resolution. In some cases they act as a watchdog; for instance, the St Christopher Heritage Society (SCHS) is quickly informed by its members of instances of coastal degradation and destruction, and then brings these issues to the attention of the government of St Kitts-Nevis and the public. The SCHS is sometimes seen as a threat by the government which does not always accept the validity of their information or agree with their views.

However, the SCHS also provides an important linkage between government, the private sector and the community. So too, in the Turks and Caicos Islands, the National Trust is working with two government agencies to implement a public awareness programme on coastal resources. The government is considering the transfer of ownership and management of some of the public beach accesses to the National Trust.



**Sand stockpiled behind a beach, as seen here at Surge Park Beach, was a common site in Montserrat in the 1980s**



**All too rarely are beach accesses clearly marked such as this one in Providenciales in the Turks and Caicos Islands 2000**

NGOs exist to serve the needs of civil society. In Antigua and Barbuda, where government is a major employer, and people may not want to be seen criticizing it, they will support the Environmental Awareness Group (EAG). A similar situation exists in Dominica, with the Dominica Conservation Association.

In cases, where NGOs have opposed government over a particular issue, they may suffer a backlash as a result. This was the case in Antigua and Barbuda when the EAG opposed the Guiana Island development.

It is very important for NGOs to be fully in touch with their members and stakeholders. In the case of the EAG, they have just undergone a major review process with their members. This involved full consultation on the issues to be addressed by the organization, using questionnaires, workshops and meetings. In

some cases there are quasi-NGOs, e.g. the National Science and Technology Council in Grenada, which receives a subvention from the government. Reference was made to a discussion thread on the WiCoP forum relating to unscrupulous NGOs, particularly in Africa and Southeast Asia (Riedmiller, 2000). Complete transparency in all matters, and especially in financial accounting, is very important.

### Constraints to conflict resolution

The main constraints to conflict resolution discussed related to fragmentation of government responsibility for beach management and a lack of political support. In addition, enforcement is often focused more towards protecting the economy than the environment.

#### *Lack of agency coordination*

Although some progress has been made in the management of Grenada's beaches over the years, there still does not seem to be a set strategy geared towards overall beach management. Indeed, environmental management is fragmented, and often shared among different government ministries, agencies and NGOs. A similar situation was observed in other islands, e.g. Anguilla and Palau. In Anguilla, regulatory bodies such as the Physical Planning Department are often viewed as being impractical and anti-development. This negative attitude is perpetuated by misinformation circulated within the community and it causes friction and mistrust between regulatory bodies, developers and members of the public.

In Antigua and Barbuda, another aspect of this problem was noted, namely the territorial behaviour of some government agencies, not wishing to integrate activities or share information. This is indeed a major problem in many islands with a sectoral system of government having to deal with intersectoral, interdisciplinary issues such as environmental management.

The same problem is often seen in the COSALC project. In the Caribbean islands, individual government agencies are not used to working together and actually sharing data, e.g. on beach changes. There is a need for a proactive approach to information exchange among the agencies involved.

#### *Lack of political support*

The lack of political support for environmental initiatives was noted in several islands. For instance in St Kitts, alternatives to the use of beach sand for construction including importation and the use of quarry dust are being explored. However, it is recognized that political support will be an important factor in implementing such alternatives, especially in view of the fact that some political leaders have business interests in transporting sand.

Influencing policy makers is easier if: (i) they are part of the entire process, since they are major stakeholders; and (ii) the recommendations have the support of the majority or all of the stakeholders. The nature of the issue or issues under consideration will determine the length of the process of negotiation towards solutions.

In Anguilla elected officials appear to be more concerned with short-term economic benefits rather than those of a long-term, sustainable nature. This is most apparent when considering the planning appeals process, where developers can appeal to the Executive Council (EXCO) if they do not agree with a decision made by the Land Development Control Committee. It is alarming to note that as many as 90% of planning appeals that go to EXCO are approved. This undermines government agencies as well as the very policies endorsed by elected officials. It also weakens the system put in place to monitor, regulate and enforce coastal management.

#### *Enforcement issues*

In Antigua and Barbuda, enforcement is often geared towards safeguarding the economy rather than the environment. One of the most significant problems with enforcement is that key players in the legal system, particularly magistrates and judges, do not take environmental laws seriously. Magistrates have the power to set fines, and often these are kept very low, so they do not act as a deterrent. In Antigua and Barbuda, the recent implementation of an EC\$500 fine for littering has reduced the litter problem. There is a need to apply similar fines to sand mining violators.

Limited enforcement capabilities in small islands are another serious constraint. Implementation of the



Garbage and pollution at the mouth of a gut (stream), Barbados, St Kitts 1996.

Litter Act in Dominica is inadequate in view of the fact that there are only four litter wardens for the entire island. This compares with St Kitts, where there are five litter wardens in each parish. In Montserrat, beach littering has been reduced by charging an EC\$200 user fee for the use of beaches for public functions. This is returned to the applicant if the beach is properly cleaned after the event. Publishing the names and actions of violators may be a deterrent. For instance, in Cuba, video coverage of men found urinating in public very quickly stopped the problem; in Montserrat, publishing in the newspaper the names of those fined for littering was also effective.

Stakeholder involvement in enforcement is another important area. There was an attempt to include village councils in the implementation of the Litter Act in St Kitts; this failed because of unclear regulations. However, in Palau, marine conservation areas are run by the communities and are working well. They are based on the traditional management systems and people generally respect this system and their chiefs. However, problems arise with persons outside the community breaking local laws. In Jamaica, honorary game wardens have been appointed to act as fisheries inspectors, and this has proved effective. It is proposed to also have honorary litter wardens. However, such mechanisms have to be included in the law or they can be revoked when there is a change in political power.

Including stakeholders in the preparation of legislation and regulations is another important mechan-

ism to ensure the resulting legal instruments are fair and practical. In Jamaica, stakeholders were involved in the preparation of fisheries regulations for the Portland Bight Protected Area. These regulations are now before government, and aspects of them are being incorporated into comprehensive fisheries regulations for the country.

## Concluding comments

In order for conflict resolution to be successful, the following factors must be incorporated into the process:

- There needs to be an analytical approach to conflict resolution, which should include the historical and cultural background as well as an understanding of the local dynamics.
- All stakeholders need to be fully involved throughout the entire process.
- Education and awareness are critical to changing attitudes.

Furthermore, situations change and strategies for conflict prevention and resolution need to evolve appropriately.

The following specific tools were proposed to reduce conflicts over beach resources:

- Education and awareness.
- Community responsibility for beaches.
- Improved inter-agency coordination.
- Clear definition of agency responsibilities regarding beach management.
- Specification of user rights including a duty of care for the beach.
- Clarification of land tenure over the beach and adjacent lands.
- Proactive approaches to planning, which include participatory processes.
- Implementation of adequate coastal development setbacks.
- Improvement of beach facilities.

'In managing our coastal resources, we are being called upon to play the all-important role of stewards of that resource, for other present day

# 3 Coastal Stewardship

users. However, these resources have also been

entrusted in our care for future generations.

Because of the way that we have been doing things in the past, conflicts will arise from time to time among various stakeholders for such limited and shrinking resources, and we will have to find creative ways to resolve such conflicts, and even to learn from our sister and 'cousin' islands who may have had to deal with similar experiences.'

**Arlington James**

(James, 2001)



## Concepts of coastal stewardship

Several definitions of coastal stewardship were proposed in the workshop presentations. Some of the main concepts contained in these definitions are included below:

- Coastal stewardship may be described as an attitude of voluntary compliance demonstrated by a strong commitment and willing participation in initiatives or efforts to ensure the sound and sustainable use of coastal resources.
- The complex, multifaceted issue of promoting stewardship in small islands should be seen as a challenge to inform, educate, empower and motivate island people towards becoming managers and custodians of their environment and especially their coastal environment.
- Coastal stewardship should focus on conservation and sustainable use of coastal and marine environments so that future generations will be able to benefit from the coastal and marine environments as do people today.
- Coastal stewardship is the effective management of coastal resources by all the stakeholders involved in their utilization.
- Stewardship clearly calls for domestic, context-based policies that are constructed locally, with practices evolving out of real conditions in an island, but not exclusive of external factors.
- Stewardship implies collective responsibility for coastal (beach) resources. Every individual should play a role in the implementation of wise coastal practices, which should not necessarily be dominated by financial goals.

- Coastal stewardship policies should not only look at how activities interact to enable sustainable use of available resources, but provide a framework for consistently improving coastal environment quality and managing resources within a long term sustainable development strategy and vision.

In general, ideas about coastal stewardship ranged from the moral ...

- If as members of the global community, we agree with the principle of sustainability, then we have a moral duty to become the stewards of our environment – to use and manage it wisely for the generations still to come.
- Protection and preservation of the environment should be a privilege for all island residents.
- Effective coastal management should be accepted as people's sacred obligations to preserve and pass on their inheritance of the world around them to future generations and as important contributors to the quality of their own lives.

To the economic ...

- We are all, whether residents or visitors to our islands, custodians of our coastal environment, and the survival of our small island states ultimately depends heavily on the health of our beaches.
- Coastal stewardship is an important challenge, especially to an expanding tourism industry.
- Stewardship may stimulate islanders to participate in decision-making that can improve and reverse the abuse of coastal resources.

## Examples of coastal stewardship

Coastal stewardship exploits a little understood, but limitless resource, which is acquired at birth by every human being: this is the human capacity to care. Every

community and society has reserves of 'caring' that few recognize. Observations show that people do care about environmental issues, particularly at the local level; however, it is a case of finding out which issues they care about. This is one of the goals of the proposal for 'Small Islands Voice', which is discussed in Chapter 6. For instance, a general topic such as sea-level rise, may not be of particular concern in some of the more mountainous Caribbean islands, while in the low-lying atolls of the Indian and Pacific Oceans, it is a very real and pressing concern.

### **Private sector involvement**

Developing the entrepreneurial spirit will help instil a sense of coastal stewardship. The current attitude of a majority of the population in Antigua and Barbuda is to look to the government to provide employment. However, the private sector, with their capital resources, has a vast potential to influence the adoption of good coastal stewardship policies. Some businesses have taken specific steps in their coastal stewardship activities. The Royal Antigua Beach Resort has formed a conservation committee, with members from government agencies, non-governmental and community-based organizations, and has sought to hold clean-ups and to conduct public awareness campaigns.

In St Kitts, private sector agencies assist with the annual beach clean-up conducted in collaboration with the Center for Marine Conservation. In addition,

they have demonstrated stewardship in ways, which indicate an understanding of the resource on which they depend. The Sun 'N' Sand Resort in North Frigate Bay was built landward of the primary sand dunes and its owners have implemented a management system to conserve these dunes. The replanting of needed beach vegetation at Dieppe Bay Spit by the Golden Lemon Hotel is yet another example of stewardship by the private sector. In the Maldives, resort owners have demonstrated stewardship by building jetties on piles, so as not to disrupt sand movement around the atolls. Unfortunately, in many small islands such examples are few, indicating the need for more work, particularly in the fields of education, sensitization and awareness.

### **Government involvement**

In many small islands, government's involvement in coastal stewardship is indirect. In Australia, however, a federally funded programme focusing on coastal stewardship, 'Coastcare', operates nationally. Coastcare is a network which provides support to coastal communities to help, repair and protect the coast. 700 projects around the country focus on activities such as rehabilitation of coastal habitats, protection of endangered species e.g. sea turtles, preparation of local coastal management plans, reduction of pollution and litter, development of codes of practice for specific user groups, and the preparation of educational material for beach users.

### **Community involvement**

If community employment can be gained from improved coastal stewardship, the economic benefit will be translated to a sense of ownership and involvement. This is evident in the case of the Old Road community in Antigua. For the past few months (April to June 2001), they have been protesting the construction of additional hotel units, which would have encroached on the mangroves and beach. This community was well informed because they had participated in an inventory of wetlands, coastal clean-ups and Earth Day walks. Their protest action included a blockade of the access road to the hotel. They sought help from the EAG, and subsequently meetings were held with the Prime Minister and a Techni-



**New hotel under construction at Frigate Bay, St Kitts 2000, well inland from the active beach zone and the seaward dune – an example of good stewardship**

cal Advisory Committee was established. As of the time of the workshop, a decision had been made such that the hotel could renovate their existing property, but no new rooms were to be added.

**Monitoring coastal systems**

As described in Antigua, involving community members in coastal monitoring programmes heightens their sense of coastal stewardship. The same may be said for school students and other groups. For 13 years, volunteers from the Nevis Historical and Conservation Society have monitored beaches in Nevis, creating a cadre of persons trained and knowledgeable about their island's beaches, as well as a useful database. Dominica proposes to include persons from the Youth Environmental Programme in their beach monitoring programme. In the Maldives, fishers have been involved in beach monitoring programmes, with some success. However, in St Lucia, similar efforts to involve communities in beach monitoring programmes have had limited success because the communities did not perceive any clear benefit from such activities.

The potential exists to involve the private sector, especially hoteliers, in monitoring beach changes. These changes have obvious implications for hotel operations. While some participants felt that the information generated through monitoring might create panic, others considered that the benefits outweighed any potential disadvantages, especially since communication and stakeholder participation are essential for conflict prevention and resolution.

**Student involvement**

In Bequia, in St Vincent and the Grenadines, school students have been encouraged to take a personal responsibility for their beaches. They are monitoring beach changes through the COSALC project and have discussed their findings with the island's Tourism Association. They have also trained visiting college students from the USA in the monitoring techniques,



Involving community members in beach monitoring Belle Hill, Dominica 1995.



Students building stone barriers and planting cacti to prevent soil erosion, Park Bay, Bequia, St Vincent and the Grenadines 1997.

and have expanded the scope of their monitoring activities to other islands, e.g. the Tobago Cays Marine Park. A project to contour and replant a hillslope above an eroding beach so as to reduce siltation on a nearby coral reef has also been undertaken. Adopt-a-beach programmes, such as at Sandy Point in St Kitts, where a Young Volunteers group have taken over the cleaning, beautification and management of the beach, are also effective, and have the added benefit of being used by the students as part of their school-based assessment programme. Other school students' activities documented in the British Virgin Islands, Dominica and the Seychelles include tree planting, turtle monitoring and beach clean-ups. Coastal stewardship needs to become a part of students' education and well being.

**Beach clean-ups**

Different groups, communities, students, NGOs and government agencies carry out beach clean-ups in many islands, and indeed in continental countries around the world. Such clean-ups increase the level of consciousness about litter on the beach; the actual cleaning of the beach is a secondary aim. In St Lucia, beach clean-ups have been effective in sensitization and in improving the beach litter problem on the west coast beaches, but not on the east coast beaches, where ship-generated waste is a major problem. Beach clean-ups can be particularly effective if they are part of a programme of public awareness, such as the international beach clean-ups organized by the Center for Marine Conservation in Washington D.C.

**International standards and ecotourism**

In Dominica, international standards are being used to generate a sense of pride and ownership of the island's natural resources and ecotourism product; these include the Nature Island Standard of Excellence and the Sisserou Seal of Eco-Excellence. Since 2002 is



Results of a beach clean-up at Spring Bay, Bequia, St Vincent and the Grenadines 1997.



Sign at Park Bay, Bequia, prepared by a student environmental club (Interact Club) 1997.

World Ecotourism Year, and the definition of ecotourism includes nature and people, there is a special need to consider indigenous peoples impacted by tourism. A new UNESCO project on 'Local and Indigenous Knowledge Systems (LINKS) in a Globalizing World', for which CSI has the lead role, seeks to empower local and indigenous communities in their struggle against marginalization and impoverishment. A CSI field project in Ulugan Bay in the Philippines is assisting with the development of ecotourism activities, such that the communities play a major role in their implementation (UNESCO, 2001a).

**Environmental levies**

Environmental levies may be one way of funding stewardship activities. In many of the Caribbean islands; however, funds from environmental levies and park user fees go directly to the government's consolidated fund where they may be used for environmental or non-environmental purposes.

In some countries, environmental fees are used directly for resource management. At the Great Barrier Reef Marine Park in Australia, the tourism industry is charged Aus\$ 4 per passenger taken to the reef. This charge makes up the industry's contribution to the Cooperative Research Centre for the Great Barrier Reef. The involvement of the tourism industry in reef research has been instrumental in changing their attitudes and commitment to the long-term protection of the reef.

**Concluding comments**

While there are a great variety of coastal stewardship activities ongoing in the islands, they are for the most part undocumented and not always well publicized. The papers accompanying this report provide some attempt to record these activities. However, there is a need for improved coordination of these

activities within and between islands. Education, continuity, persistence and coordination are key to furthering coastal stewardship activities on the ground.

One of the many interesting ideas emerging from the discussions on coastal stewardship related to the need to look beyond the concept of sustainability to a wider vision that seeks to *improve* coastal environmental quality.

# 4 Wise practice agreements

‘In light of the limited success experienced with binding agreements, the exploration of non-binding mechanisms may provide us with the opportunity to adopt a new approach to deal with conflict resolution in the coastal zone’.

***Lillith Richards***

(Richards, 2001)



## The nature of wise practice agreements

A wise practice agreement may be defined as a voluntary agreement among multiple users of a resource characterized by mutual recognition of rights to the resource. Such agreements have the potential to enhance an integrated approach to coastal management, bringing together all stakeholders, including the government, in a framework of voluntary compliance.

Throughout the workshop, the terms 'voluntary agreement' and 'social contract' were used synonymously. A similar term, used in the literature, is 'sustainable development agreement'; another alternative used in this report is 'wise practice agreement'.

Obviously wise practice agreements are not a panacea for all conflict situations and they do not replace the need for legislation and enforcement. Indeed there is an entire spectrum from voluntary compliance to external enforcement. A wise practice agreement might be regarded as a first level attempt at conflict resolution, if unsuccessful it might be necessary to proceed to higher levels. It is most likely that wise practice agreements for beach management will work best where there is a national policy framework in place. Such policies are being prepared in Anguilla (policy for coastal development) and in St Kitts (policy framework for beach management).

As discussed in Chapters 2 and 3, one of the main factors leading to increased conflict over resources in many islands has been inadequate legislation and the limited enforcement of existing laws and regulations. Thus the exploration of less formal

mechanisms may provide an opportunity to adopt a new approach to deal with conflict prevention and resolution. There are several advantages of such wise practice agreements:

- The formative process is not as lengthy or as costly as with legislation.
- The necessary precautionary approach can easily be incorporated.
- Such less formal agreements may generate a moral authority that may affect behaviour through the pressure of public opinion.
- Parties to such agreements are not pressured to fulfil each principle, only those that are of specific interest, thus compliance is more likely.

Not everyone gains all the time in a wise practice agreement. The essential element is compromise, and to ensure that more people/stakeholders are better off with the agreement than without it.

Several steps may be identified in the formulation of a wise practice agreement:

1. It is necessary to identify the partners in the agreement, and a mechanism for bringing all the stakeholders together under equitable arrangements for discussion. There may be value biases in determining who are valid stakeholders. For instance those seen as 'trouble-makers' may be excluded. Difficulties may also be encountered in determining the representativeness of groups or individuals identified as stakeholders. Also some stakeholder groups may lack expertise in the consultative process.
2. A next step is to reach agreement on the multiple uses of the resource. This will also include defining the physical boundaries of the area.
3. A third step is to develop decision-making procedures, rules of enforcement of compliance, and dispute resolution mechanisms.

The agreement should be characterized by:

- Efficiency: a minimum or absence of disputes, with limited effort needed to ensure compliance.
- Stability: an adaptive capacity to cope with progressive changes, such as the arrival of new users or techniques.
- Resilience: a capacity to accommodate surprise or sudden shocks.
- Equitability: a shared perception of fairness among the members with respect to inputs and outcomes.

The lead agency, or catalyst, to initiate a wise practice agreement will depend on the specific context. It could be a university group, a government agency, a non-governmental or community-based organization, a private developer, or other concerned individual. It will also be necessary to carefully specify the role of the various partners in the agreement, and for those stakeholders to understand and comply with the conditions. It was noted that governments do not always fulfil their obligations as signatories to international conventions, and care must be taken that similar situations do not occur with wise practice agreements.

## Examples and analysis

### *Local area management authorities*

Local Area Management Authorities (LAMAs) have been established to manage the use of particular resources. LAMAs represent partnerships between government agencies and stakeholder groups and are supported by legislation.

The Soufriere Marine Management Area (SMMA) in St Lucia is an example of such a partnership. This was formally established as a Local Fisheries Management Authority in 1995 by the government of St Lucia through a Cabinet decision. The agreement was based on a lengthy process involving identification of stakeholders and consultations among stakeholders. Existing conflicts between different



Fishing boats and craft market at Soufriere, St Lucia, a part of the Soufriere Marine Management Area 1995.



Armouring the shoreline, such as here at Pigeon Point, St Lucia, prevents access along the beach and causes conflicts 1997.

groups were the driving force for this agreement. The SMMA comprises 11 km of coastline and has been zoned into five different types of usage: marine reserves, fishing priority areas, yacht mooring areas, recreational areas and multiple use areas. These zones were designed to cater to the myriad of uses in the area, reduce conflict among users, and protect critical marine resources. Continued input from all stakeholders is part of the management process. An office with full-time staff members has been established to manage the SMMA.

A similar partnership approach is being developed at the Soufriere-Scotts Head Marine Reserve in Dominica and has been proposed for Grand Anse in Grenada.

### *Agreements for beach management*

Developing wise practice contracts at the micro-level, e.g. for one particular beach, may be another way to approach conflict prevention or resolution. Most beach areas are common property in that the government owns the area below high water mark for the people, while the area landward of high water mark is often in private ownership. Any wise practice agreement for beach management will have to involve all stakeholders, including those who do not reside in the immediate vicinity of the particular beach.

#### *Pinney's Beach, Nevis*

Against a background of serious beach erosion, increased armouring of the shoreline, expanding tourism development, and a growing sense of alienation among resident beach users, the island of Nevis is experiencing increasing conflicts over its beach resources. Due to the limitations of existing legislation and the fact that in such a small island, individuals are not always willing to report offenders to the relevant authorities, a mechanism aimed at seeking compliance rather than enforcement may be more appropriate. Furthermore the island has limited financial and human resources, and much of the coastal land is owned by the private sector. The indications are that private developers and other stakeholder groups are ready for a mechanism that will provide them with long-term arrangements best suited to their individual needs.

Such a mechanism could be a wise practice agreement focusing on a selected group of principles designed to address the needs of the following stakeholders at this particular beach: coastal landowners, hotel owners and operators, government agencies (Agriculture, Fisheries, Planning and Tourism), NGOs, the Fishermen Cooperative, tour guide operators, recreational users, beach bar operators and community groups.

The wise practice agreement might consist of a number of principles – essentially a series of negotiated statements on the appropriate use of the area. There would need to be an arbitrating group, which would include government and non-governmental stakeholders. Finally there would need to be a mechanism for monitoring and reporting.

#### *Batalie Beach, Dominica*

Fishermen from the villages of Morne Rchette and Coulibistrie have traditionally used Batalie Beach for landing, beaching and repairing their boats; landing their catch; and repairing and storing their fishing gear. They have taken responsibility for keeping the beach clean. When the land behind the beach was sold in 1994, the new owners erected a fence and a gate to restrict access to their land, and in so doing they cut off access to the beach. When on January 9 1995, the fishermen found that the entrance to the beach had been closed with a gate, they immediately informed the Village Council. A meeting was held, after which the Village Council tried to get in contact with the new landowner. They were unsuccessful, despite sending a letter. Finally, the fishermen and some of the villagers took action and dismantled the gate and fence. The Village Council and the fishermen



Fishermen pulling in a boat, Batalie Beach, Dominica 2001



Fishermen's area at Batalie Beach, Dominica 2001.

have since been served with legal papers, and the case is still pending in court. The gate and fence have not been reconstructed.

After visiting the site and talking to some of the stakeholders (representatives of the Village Council and the fishermen), the workshop participants decided that it would be impossible to implement a wise practice agreement now because the conflict has progressed to a court of law. However, if such an agreement had been in place before the conflict erupted, it might have been used to resolve the conflict peacefully and change the end result. In coming to this decision, the workshop participants recognized they had only heard the events from some stakeholders, not the landowner's representatives.



**Coconut Beach Hotel, Road Beach, Dominica in 1987, before the recent hurricanes (Note the road is to the left of the building).**



**Coconut Beach Hotel, Road Beach, Dominica in 2000. The hotel was reconstructed after the hurricanes, in the same position. The shoreline has retreated landwards several metres.**

The main issues identified in this conflict were the value of traditional-user rights, land ownership rights, and land transfer procedures. The stakeholders were: the fishermen, the government (Fisheries Division), the Village Council, local communities, the public, the landowner, and relevant NGOs.

Proposals for a wise practice agreement in this situation (had the matter not progressed to court) include the following:

- Hold consultations individually with each stakeholder group.
- Invite all the stakeholder representatives to a general meeting with the media present. The facilitator could be a chosen neutral representative e.g. a member of the clergy, an NGO or a government representative.
- Out of the consultations should come a procedure (agreement) for the use of the area and an administrative structure to address present and future conflicts. This would include regular documented meetings of the stakeholders. Once the particular conflict is resolved, further meetings would not be necessary, although, from a social point of view, these would be beneficial. The Village Council could monitor compliance. The wise practice agreement could be made into a legal document.

#### *Picard Beach, Dominica*

The access road to the Coconut Beach Hotel used to run parallel to the shoreline, behind the beach. However, there has been extensive beach erosion since Hurricane Hugo in 1989 and the coast has retreated inland by several metres.

The road was completely washed away in the 1995 hurricanes, and was rebuilt by the management of the Coconut Beach Hotel, but repositioned further inland so that it encroached on the land belonging to a neighbour. A concrete archway at the entrance to the hotel also encroached onto the neighbour's land. There was further damage to the roadway during Hurricane Lenny (1999), after which the government rebuilt it. (Coconut Beach Hotel was also extensively damaged during the recent hurricanes; the seaward section of the property has been rebuilt in concrete in



Ms Elizabeth Kean-Williams, (standing), manager of the Coconut Beach Hotel, Dominica, explaining the events to the workshop participants 2001.



Workshop participants walking along the new access road to the Coconut Beach Hotel, constructed without permission on private property. 2001.

the original position, protected with boulders). For the past two months (May–June 2001) the roadway has been blocked off by the adjacent landowner forcing arriving guests to walk along the beach with their luggage. Coconut Beach Hotel has lost some long-stay guests as a result of the conflict. In addition, there is no vehicular access for ambulances or the fire service to the hotel. The matter has been taken to court and the judge ruled in favour of the neighbour because Coconut Beach Hotel had encroached on his property. The hotel is willing to pay the fine but in return they wish to receive title for the encroachment. The hotel management have complained that their neighbour tried to knock down their archway with a sledgehammer. A water-sports operator who used to have his business in front of the property adjoining Coconut

Beach Hotel has been ordered to move off the property and not to trespass further. He has moved to another site further along the beach. The dispute is still in court<sup>3</sup>.

After visiting the site and talking with some of the stakeholders (the manager of the Coconut Beach Hotel and one water-sports operator), the workshop participants felt that if a wise practice agreement had been in existence before the crisis erupted, then there would have been an opportunity for a different outcome. Again, the group recognized they had only heard the events from some of the conflicting parties.

The main issues identified in the conflict were land ownership, the loss of land through coastal erosion during natural events, and the permitting processes of the Physical Planning Division. The stakeholders were the landowners, the hotel management, the water-sports operators, the beach users, the Physical Planning Division, the Lands and Surveys Division, and the Department of Tourism.

Proposals for a wise practice agreement in this situation (had the matter not progressed to court) were similar to those for Batalie, although in this case it was felt that the Planning Division or the Department of Tourism should monitor compliance.

### Concluding comments

Against a background of fragmented government responsibility for beach management, limited human and financial resources, and inadequate enforcement of legislation, the need to explore alternative methods for conflict prevention and resolution is readily apparent. LAMAs show considerable potential. Another approach is discussed here and is based on wise practice agreements among all stakeholders at a specific beach. An analysis of situations in Nevis and Dominica indicates there is a potential for such agreements, although they need to be established before conflicts reach crisis proportions.

<sup>3</sup> The Government has since compulsorily acquired the portion of beachfront land from the adjacent/aggrieved landowner, and this is to be converted into a public parking lot, which would also provide public access to the beach (and to the hotel). That acquisition is currently being challenged in court.

‘Mankind must respect the integrity of the living system which is the planet Earth; in a real sense the earth has rights. The rights of humans should not supersede Earth rights, but rather be aligned

## 5 ETHICAL DIMENSIONS

and in balance with them to ensure the

survival, diversity, sustainability and harmony of the planet. The pursuit of profit and the right of man to procreate does not supersede the right of the Earth to remain in biodiversity and free of danger from pollution’.

***Peter Espeut***

(Espeut, 2001)



Ethics may be defined as a system of moral principles which define appropriate conduct for an individual or group; or as the study of moral standards and how they affect behaviour.

Ethics is the study of 'the ought', while both the natural sciences and social sciences study 'the is'. However, there are many concepts used in both the natural and social sciences, which are value-laden.

Once the scientist suggests a preference for healthy ecosystems and puts forward a strategy for conservation, ethical concepts have arisen. Conservation is an overtly value-laden concept, demanding that certain choices be made between competing uses of the terrestrial, riparian, coastal, aquatic or marine environment. Once the scientist decides to recommend measures to prevent species extinction, he has introduced the element of value into the equation and has become an activist.

The very concept of development – the preoccupation of all nations – contains many imbedded values such as advancement, improvement and progress. The judgement that democracy is the best form of government because of the role it gives to citizens is a value judgement. If it is agreed that there are many ethical statements already in scientific discourse – both natural and social – and that they enrich the discourse rather than impoverish it, the definition of the nature of science needs to be modified to openly accommodate this new dimension.

Accepting the ideas proposed in the 'Earth Rights Credo', part of which is reproduced at the

beginning of this chapter, relates back to many of the concepts discussed in Chapter 4 on Coastal Stewardship, specifically that mankind has a moral – or ethical – duty to use and manage the environment wisely, to enhance our existing quality of life and that of future generations. Many of these ideas are embedded in religions and cultures around the world. Similar ideas have been discussed in the 'Wise Coastal Practices for Sustainable Human Development' forum, e.g.:

*'Land to us in Papua New Guinea and to other native people of the world means our identity, culture, uniqueness and heritage. To us, the sea, the air, the birds and flowers, the trees, fish, reefs, all represent our cosmos and our universe. We refer to 'mother earth' as the provider. We are but temporary tenants who live off what she provides to sustain ourselves. What remains is for our future generations'.* (Gaudi, 1999)

Ethical principles are fundamental to wise practices for conflict resolution and attention should be drawn here to the Universal Declaration of Human Rights (December 10, 1948, Paris, France), which is reproduced in Annex VI.



**Destruction of mangroves makes way for road construction in Babeldaob, Palau 2002**

Ensuring stakeholder input to management, planning and decision-making is one way to ensure that wise coastal practices are also ethical. Ways to provide for this such as Local Area Management Authorities and through wise practice agreements have already been discussed (Chapter 4).

All too rarely do ethical considerations enter into the decision-making process. Particularly in small islands, economic concerns outweigh other issues; however, there are exceptions. In Nevis in the 1990s, sand mining had been identified as a major cause of beach erosion, and was therefore of concern to the island and its government. In their search for solutions, the government decided to import sand from a neighbouring island, Barbuda. However, this action was not undertaken before a team from the Ministry of Housing and Lands in Nevis, including the Minister and Director of Planning, visited the sand mining site in Barbuda to ensure that the operation was being done in an environmentally sensitive manner, and that they were not just transferring their environmental problem to another island. Unfortunately, such examples are few in number.

The international lobbying effort by certain countries to gain the support of small islands in voting for the continuation of whaling and against the establishment of a whale sanctuary in the Pacific Ocean is another area where ethical issues are uppermost.

### Ethical codes of practice

Such codes of practice have been drawn up for specific groups and domains. They try to incorporate a moral dimension and to set out a code of behavioural principles.

There are several such models from which to choose. These documents come in several forms – codes, standards, charters, principles, declarations, policies, and guidelines, among others. They are usually prepared by organizations (often non-governmental) when there is no law or no adequate national or international laws existing to guide people in making particular decisions. They usually articulate a set of values based on notions of achieving the highest possible good.

In preparing a code of ethics, the following factors need to be taken into consideration:

- Clarity: codes should avoid ambiguous statements open to wide interpretation.
- Effectiveness: the existence of the code should be well known; it will then stand a better chance of being considered and utilized.
- Enforcement: a code of ethics is not a law. However, there should be mechanisms in place to encourage persons to follow the code. Sanctions appear to be the most effective.
- Re-enforcing action by the State. The State may wish to pass certain laws that support the main concerns of the code.
- Legal implications: enforcement of the code or the imposition of sanctions could lead to lawsuits. Options for settlements of disputes should be considered.
- Dissemination and education: this is vital in ensuring the efficacy of the code.

### Examples and analysis of ethical codes of practice

There are many examples of codes of ethics, e.g. codes directed towards nations; institutions such as museums; and individuals/professionals such as artists, art dealers, terrestrial and marine archaeologists, historians, architects, landscape architects, writers, designers and engineers.

One such code, about which there is little general awareness, came out of the 1962 UNESCO General Conference, and was entitled 'The Safeguarding of the Beauty and Character of Landscapes and Sites' (UNESCO, 1962). This Recommendation/Code was adopted in 1962 before many small islands had gained their independence and joined UNESCO, which probably accounts for the lack of awareness about this Recommendation/Code, at least in small island states.

The Recommendation/Code recognizes the scientific and aesthetic value of landscapes and sites, and acknowledges that they form a heritage, which is a major factor in the living conditions of the general public. The Code calls for the implementation of protective meas-

ures to safeguard landscapes and sites, including special provisions in: urban and regional development plans, zoning, acquisition of sites by communities, creation and maintenance of natural reserves and national parks. Furthermore, it emphasizes the need for formal and informal education in order to awaken the public's respect for its heritage and to catalyse the public's involvement in protecting that heritage. This model addresses cultural and practical issues and draws attention to the intangible aspects of coastal regions.

Another and different type of code is the 'St George's Declaration of Principles for Environmental Sustainability in the Organisation of Eastern Caribbean States' (OECS, 2000). The St George's Declaration was endorsed in November 2000, and signed by the majority of the Member States in April 2001. It recognizes that environmentally sustainable development is essential for the creation of jobs, a stable society, a healthy economy and the natural systems on which this depends. The Declaration consists of 21 principles ranging from poverty reduction to integrated disaster management, and from civil society and private sector participation in decision-making to the implementation of international environmental agreements. The governments of the OECS have adopted these principles and expressed their commitment to provide the resources required for their implementation.

Codes of ethics may also be directed towards specific groups of persons, e.g. 'The International Federation of Landscape Architects Code of Ethics' (IFLA, 2000). This code, which was adopted on 28 September 2000, recognizes certain ethical standards towards society and clients, to professional colleagues, and to the landscape and environment. In its commitments to society and clients, it seeks to promote the highest standard of professional service and to undertake public service to improve environmental systems. Within the context of professional colleagues, it advocates, among other things, to ensure that local culture, place and regulation are recognized by working with a local colleague when undertaking work in a foreign country.

The section dealing with landscape and environment emphasizes the use of materials, products and processes, which exemplify the principles of sustainable management and landscape regeneration.

These are examples of three different ethical codes of practice, which have been prepared to advocate and pursue high standards and to clarify expectations, rather than as a basis for undertaking disciplinary action.

During the workshop the participants visited the site of a large coral farm, run by Applied Marine Technology Ltd., at Portsmouth, Dominica. They then discussed their observations in light of ethical considerations.

#### ***Applied Marine Technologies Ltd. Coral Farm, Portsmouth, Dominica***

The coral farm in Dominica is a fairly large operation which opened in 1999. Forty species of corals from Dominica and Indonesia are propagated in large tanks. Nets over the tanks are used to simulate different depths in the water column. There is an intake pipe from the sea to the farm and the seawater is purified as it enters the farm. A cement sluiceway takes the water back to the ocean.

For every one coral fragment removed from the offshore zone in Dominica, three are replaced. According to the company personnel, follow-up



**Participants visiting the Coral Farm at Applied Marine Technologies Ltd, Portsmouth, Dominica 2001.**

surveys of the replaced coral have shown only a 3% mortality rate. The corals from Indonesia are not transplanted to Dominica. The company is promoting an 'Adopt-a-Coral Programme' for tourists and visitors who, for a fee (US\$ 65), can adopt a propagated coral. However, this programme has not yet received approval from the government of Dominica.

Corals from the farm have been used in reef reconstruction in Endeavour Bay, in Mustique, St Vincent and the Grenadines, and negotiations are underway for a similar project in Negril in Jamaica.

Dead corals from the farm are exported to the USA for use in the pharmaceutical industry and for bone reconstruction. The company personnel emphasized that only dead corals were used for this purpose.

The workshop participants, while recognizing that they did not know all the facts concerning this operation, and based only on their field visit to the site, identified the following ethical concerns regarding the coral farm:

- Dominica, represented by its government, has ownership of its biodiversity, a portion of which is apparently being exported. Questions were raised as to whether the public had full knowledge of this operation and whether they were supportive.
- The operation involves trade in endangered and fragile species, which are the subject of regional and international conventions such as The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES, 1973).
- The operation also needed to be considered in terms of bio-prospecting for pharmaceuticals, and the intellectual property rights of indigenous peoples. It is known that such bio-prospecting is going on in other countries around the world.
- Since Dominica is a volcanic island with few coral reefs, the question was raised whether it was ethical to harvest this limited resource.
- There was concern about who was benefiting from the operation, since it did not appear that the country was receiving many benefits, and there was a lack of transparency about the operation.

Recognizing that mariculture operations can be beneficial, the participants made several suggestions

which would ensure that an operation such as a coral farm could better meet ethical concerns in the future. These included the following:

- There needs to be a clear structured mechanism for issuing such permits which would include provisions for sustainable extraction; compliance monitoring (including the designation of a suitable team to undertake the monitoring); local employment at all levels of the operation, including management; royalties and benefit sharing. Reference was made to coral rehabilitation centres in Palau where limited permits are issued, employees and owners have to be from Palau, and only local residents can obtain collecting permits.
- There also has to be stakeholder consultation and input prior to the issuance of such permits, and it was recognized that this could be very time-consuming. Such consultation will help to ensure transparency and benefit sharing.
- The need for politicians to involve their own local technicians and professionals in evaluating proposals for such operations was strongly emphasized.
- There may be a need to elicit the assistance of regional scientific research institutes to help assess such projects and the validity of the scientific assumptions contained in their proposals. Institutes suggested in the Caribbean region included the Caribbean Environmental Health Institute (St Lucia), the Institute of Marine Affairs (Trinidad and Tobago), and the University of the West Indies (Barbados, Jamaica, and Trinidad and Tobago).

## Concluding comments

Inclusion of the ethical dimension in the debate on coastal stewardship was a new subject area for many of the workshop participants. However, it was one of intense interest, which generated heated debate. One further avenue through which to further the discussion on the ethics of coastal stewardship is through the Wise Coastal Practices for Sustainable Human Development forum where it could be adopted as a key theme (see <http://www.csiwisepractices.org/> with user name: csi, and password: wise).

a n d r e s o l u t i o n i n s m a l l i s l a n d s

‘People have to be informed of the connections between their interests and the preservation of their natural heritage from generation to

# COMMUNICATIONS

generation rather than

from day to day. In today’s parlance: What does coastal stewardship have to do with me?’

***Jocelyne Josiah***

(Josiah, 2001)



Communication is the transmission of data or information from one actor to another. One can attempt to communicate by sending a message or a piece of information, or by sharing a thought with someone. Such an act satisfies the definition of 'communication', provided there is reasonable assurance that the message has been received. All communication should have a purpose and the degree to which this purpose has been satisfied determines the success or failure of the communication.

During an intersectoral workshop 'Towards Wise Coastal Development Practices' convened at UNESCO, Paris, in 1998 (UNESCO, 2000a), wise coastal practices were defined (see Chapter 1). Sixteen characteristics of wise coastal practices for sustainable human development were proposed. These have been subsequently modified and are included in Annex VII. One of these characteristics relates directly to communication:

*Effective and efficient communication process:* a multi-directional communication process involving dialogue, consultation and discussion is needed to attain awareness.

Another of the characteristics relates to one specific aspect of communication, namely documentation: *Documentation:* The activity and the lessons learnt have been well documented.

Thus effective and efficient communication is recognized as one of the very important, indeed essential, characteristics of wise coastal practices.

The best forms of communication are those that achieve interactivity, encourage feedback and maintain a two-way flow, so that the message is influenced and informed by the views of the recipient, thus allowing a dialogue to replace a monologue. The

essence of dialogue is that there are two targets, and it is important that each target listen to the other.

All too many conflicts and failed projects can be traced back to a lack of effective communication. For instance, in the Maldives, marine protected areas have not worked well, mainly because of inadequate stakeholder consultation and the perception that such marine protected areas provide for conservation only and not extraction.

### Methods of communication

The proactive involvement of masses of citizens in coastal stewardship involves a step-by-step approach focused on the following elements:

- The message to be communicated.
- The targets of the messages.
- The medium to be used.
- The connection between new information and changed behaviour.
- The evaluative mechanisms and the means by which interactive messages could be informed and influenced by feedback to increase levels of understanding and ownership in the strategies to be employed.



**Mr James Jlien of the Mame Fatche-Guilidistrie Village Council, explaining the fishermen's conflict to workshop participants at Etale Beach, Dominica 2001.**



**A fisherman at Etalie Beach, Dominica, talks with islanders from the Turks and Caicos Islands in the Caribbean, the Maldives in the Indian Ocean, and Palau in the Pacific 2001.**

### *The message and the targets of the message*

The actual content of the message is very important, and this will also be determined by other factors, such as the medium to be used and the targets of the message. For instance, in St Lucia, the Fisheries Department collects a large amount of information and data which is very relevant to decision-making. However, the politicians, not the Fisheries Department, are the decision-makers. Thus there is a need to communicate information that is relevant and understandable to these decision-makers. Photographs showing a beach before and after a hurricane may be a much more effective means of communication than complicated graphs and tables or even Geographical Information System maps.

All too often research results are not communicated to stakeholders because the research is not in a form that can be easily understood. In such cases there is a need to present the material in a form such that all stakeholders can understand it.

Similarly, senior decision-makers rarely attend workshop technical sessions, because of time limitations and other commitments. Thus it is necessary to find alternative means to reach these individuals. For instance, they often attend opening ceremonies of workshops and training sessions, and this is an ideal time to get key messages across in a short, succinct manner.

It is therefore very important to define and focus on the nature of the message and the target of the

message, particularly when planning and implementing information dissemination activities.

### *Appropriate media*

In many small islands, radio, and in particular community radio, may be the most attractive conduit for getting the message out. Radio continues to be the most widely occurring mass media instrument and has proven to be an excellent tool for inclusiveness and wide accessibility. It also facilitates open discussions that, when augmented by telephones and other communication and information technologies, can include large numbers of people in exchanges of views and sharing of information. A radio call-in programme on 'Wise beach management practices' could be one way to start such a discussion. Such exercises can help to develop consensus building, leading to action, which if sustained, can influence the policies of the society.

Other methods have also proved successful in small islands. Popular theatre has been useful in transmitting concepts about the forest in St Lucia. Videos have been used effectively in Jamaica, and underwater videos of the coral reefs have made communities much more aware of the problems. Site visits are another method. During workshops for farmers and fishers in the OECS islands, groups were taken to watersheds, and with no prior briefing, asked to point out good and bad practices. They were then taken to coastal and underwater sites,



**Students displaying different beach stakeholders at a beach workshop in St Lucia 2001.**

both pristine and degraded. This proved to be a useful learning experience.

Whatever medium is used, the skill of the communicator in transmitting the material and understanding the material is extremely important.

Websites are another useful way to get information out. The CSI website (<http://www.unesco.org/csi/>) contains much information on all the field projects and associated activities, including related newspaper articles. However, it is always necessary to be proactive and to seek out new information.

Environmental material may not always be seen as news; this is one reason why sometimes material is not published or broadcast. The control of the flow of information is a very important source of power. Sometimes persons who own media stations may not allow certain material to be published or transmitted. In order to circumvent such limitations on communication, UNESCO and other agencies are promoting small, independent community media and telecentres; however, their range is often limited.

### ***Evaluative mechanisms***

Unfortunately too little attention is given to evaluating the results of communication efforts in environmental management. Without such evaluations it is difficult to assess the success or otherwise of communication activities, or to plan new, improved future efforts.

During the workshop, the representative from the British Virgin Islands mentioned that she had become involved in environmental work as a result of seeing a demonstration and display on conservation and fisheries at her high school, ten years ago. Such an isolated result provides some positive feedback of the effectiveness of the particular communication effort, but it is necessary to conduct more comprehensive surveys to determine the true impact.

### **Small Islands Voice**

Small islands are by their very nature, limited in size and relatively isolated. They are also particularly vulnerable to natural disasters and global economic events, making the problems they confront especially challenging. If they remain isolated and unable to take

part in the 'information age', the tendency will be to continue in the downward spiral of environmental degradation and growing poverty.

A project entitled 'Small Islands Voice' was prepared and approved in response to a 2001 call for proposals within UNESCO for intersectoral activities relating to the contribution of new information and communication technologies to the development of education, science, culture and the construction of a knowledge society. Following approval of the General Conference of UNESCO, 'Small Islands Voice' will commence early in 2002.

This project seeks to overcome the isolation of small islands by building capacity and strengthening modes of internal, regional and inter-regional communication. 'Small Islands Voice' will provide islanders with the opportunity to voice their opinions on environment-development issues and their views will contribute to the 10-year review of the Programme of Action for the Sustainable Development of Small Island Developing States (SIDS), adopted in Barbados in 1994. Continued dialogue, initiated at the grassroots level, supported by existing media and disseminated nationally, regionally and inter-regionally by Internet-based discussion fora, will provide for a feedback-driven flow of information up to and beyond 2004. The strategy will focus on the smaller SIDS in the Caribbean, Indian Ocean and Pacific regions. The views of young islanders, while included as part of civil society, will constitute a separate component of this project.

Obviously one of the major constraints this project has to face is the limited Internet access in small islands, especially for rural people. This is why so much emphasis will be placed on community-based activities such as meetings and debates, questionnaires and bulletin boards, videos and fliers. Local celebrities can assist by ensuring the activities receive maximum coverage. The media and community-based organizations have a major role to play. While the essence of the project focuses on obtaining the views of civil society on environment-development issues, it may also prove to be a good way to promote wise practices and examples.

Funding limitations mean that selected islands will be targeted for the 'Small Islands Voice' activities.

The main criterion for selection will be the presence of key people and organizations on the ground. Other criteria will include size, population, language, topography, single islands or archipelagos. Even though key activities will be concentrated in certain islands, all islands will be invited to participate in the project through the regional and inter-regional discussions via the internet.

A somewhat similar process of consultations is at present underway in the Maldives. Here extensive consultations have been held separately with two groups: civil society and government, in order to determine their views on development. This was a long, expensive process which is still ongoing. The views of the two groups are being compiled and there are many differences. It is planned to feed the results of the consultations into a National Development Policy.

The workshop participants discussed ways in which the results of 'Small Islands Voice' could feed into government policy at the island level, as well as the regional level. Islands were encouraged to be proactive if they are interested in participating in 'Small Islands Voice'.

### Concluding comments

The need for effective communication was a pervasive thread running throughout the workshop and its discussions, its absence lying at the root of many coastal conflicts, its inclusion seen as an essential input for successful coastal stewardship, wise practice agreements, local area management authorities and ethical codes of practice. One of the major gaps identified was the need for evaluation of communication activities in order to determine their effectiveness.

a n d r e s o l u t i o n i n s m a l l i s l a n d s

# CONCLUSIONS

‘Although the tourism industry is heavily dependent on coastal resources in many small island states, the primary goal of beach management should be for the benefit of islanders’.

***Alain De Comarmond***

(De Comarmond, 2001)



Conflicts over resources and values lie at the heart of many of the problems facing coastal managers today. These conflicts are on the rise, as more and more people move to live in coastal areas, and as populations expand leading to increased competition for dwindling resources. In small islands, with their limited land areas, such problems are accentuated, and added to this are restrictions such as isolation and vulnerability. However, adversity and limitations can lead to strength, thus small islands have the opportunity to turn these constraints to advantages and thereby to lead the world in finding solutions to coastal resource conflicts.

During the workshop, many different types of coastal conflicts were presented and discussed. Many of these are common to small islands whichever part of the world they are located in. However, each country is unique and individual, and the way the coastal conflicts are handled often differ; thus there is much to be learnt from 'sister islands' in the same region and 'cousin islands' in other regions of the world.

The traditional tools of legislation and its accompanying enforcement have shown little success in the field of beach management, a result of undefined agency responsibility, inadequate and antiquated laws and a lack of political support. And while it is undoubtedly necessary to strive to improve coastal laws and their enforcement, it is timely to simultaneously explore other options. Two of the most promising options discussed in this report are the use of wise practice agreements and local area management authorities. Both involve stakeholder participation in the management of the resources with government playing an important role as a major stake-

holder. The local area management authority is a slightly more formal form of agreement in that usually it is endorsed as a Cabinet decision and may have a full-time management secretariat. Wise practice agreements would be slightly less formal, involving all stakeholders, including government. However, they might not require a Cabinet decree or a fulltime secretariat.

One such management authority described in this report is that of the Soufriere Marine Management Area in St Lucia. However, if the history of this organization is examined, then one of the most striking characteristics is that continual adaptation and evolution of the guiding principles of the agreement are necessary, as part of an ongoing process, to effect successful compromises among stakeholders.

The concept of wise practice agreements described in this report has yet to be tested in the field of beach management in the small islands represented at this workshop. However, the general consensus of participants was that they had considerable potential. Thus this may be identified as one of the future directions to be explored.

It has been suggested that the inclusion of spiritual and aesthetic resources in a coastal management programme may be seen as a luxury in many countries which tend to give priority to the material side of things – tangible yields, products and consumption (Clark, 1998). However, since so many conflicts result from differences in the way a resource is valued, omission of the intangible aspects results in an incomplete picture. Furthermore, as has been shown in this report, moral and ethical statements and values already exist in the natural and social sciences, where they enrich the discourse.

Concepts of coastal stewardship and wise practice agreements are closely linked to ethical values. There may be another spectrum of tools here, in that such agreements may provide a way to incorporate ethical values at a local, on-the-ground level, while ethical codes of practice may lie at the other end of

the spectrum where moral principles are defined and upheld at a national or international level.

Effective and efficient communication lies at the heart of all the concepts discussed in this report – conflict resolution, wise practice agreements and ethical codes of practice. Indeed it is most likely that ineffective or inefficient communication is among the causal factors of many, if not most, coastal conflicts. Thus in every aspect and mode of conflict resolution, communication must play a key role.

Islanders are traditionally self-reliant peoples. Utilizing this and other characteristics, and enhancing them with effective and efficient communication, it remains up to islanders themselves to chart their future destinies in an era of continual change. For ultimately:

*'We must have a clear vision of what we want to see in the future and how to reach that stage without sacrificing our environment and natural resources'.*

Yimnang Golbuu (Golbuu, 2001)

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[http://www.unesco.org/csi/act/india/summary\\_1.htm](http://www.unesco.org/csi/act/india/summary_1.htm)

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<http://www.unesco.org/csi/pub/papers/samoa.htm>

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English at: <http://www.unesco.org/csi/wise/wip2.htm>  
French at: <http://www.unesco.org/csi/wise/wip2f.htm>  
Spanish at: <http://www.unesco.org/csi/wise/wip2s.htm>

UNIVERSAL DECLARATION OF HUMAN RIGHTS, December 10 1948, Paris, France (see Annex VI).

# Annex I

## CSI projects, university chairs and networks

*(Italics indicate activities in small islands)*

### 1. Projects (field and cross-cutting)

#### AFRICA-EAST/SOUTHERN

- Development-conservation strategies for integrated coastal management, Maputland, South Africa and Mozambique.

#### AFRICA-NORTH / EASTERN MEDITERRANEAN

- Sustainable development in small historic coastal cities, Essaouira, Morocco; [Kotor, Yugoslavia]; Mahdia, Tunisia; [Omisa], Croatia; Saida, Lebanon.

#### AFRICA-WEST/CENTRAL

- Sustaining human and environmental health in coastal communities, Senegal.
- Reducing the impact of flooding, Lagos, Nigeria.

#### AMERICA-SOUTH/CENTRAL

- Integrated coastal management, Rio de la Plata, Uruguay (ECOPLATA).

#### ASIA-SOUTH

- Environmental, social and cultural implications of a ship-breaking industry, Alang-Sosia, Gujarat, India.

#### ASIA-SOUTHEAST

- *Reducing the impact of a coastal megacity on island ecosystems, Jakarta and the Seribu Islands, Indonesia.*
- *Coastal resources management and ecotourism: an intersectoral approach to localizing sustainable development, Ulugan Bay, Palawan, Philippines.*
- *A place for indigenous people in protected areas, Surin Islands, Andaman Sea, Thailand.*

#### CARIBBEAN ISLANDS

- *Managing beach resources and planning for coastline change, Caribbean islands.*
- *Caribbean Coastal Marine Productivity Program (CARICOMP): Sustaining coastal biodiversity benefits and ecosystem services.*

- *Enhancing coastal and fisheries resource management through stakeholder participation, local knowledge and environmental education, Arcadins coast, Haiti.*
- *Sustainable livelihoods for artisanal fishers through stakeholder co-management in the Portland Bight Protected Area, Jamaica.*
- *Socio-economic and environmental evaluation and management of the southern coast of Havana Province, Cuba.*
- *Small Islands Voice – St Kitts and Nevis, and islands in the Caribbean Sea (cross-cutting project).*

#### EUROPE

- Sustainable development in small historic coastal cities, [Essaouira, Morocco]; Kotor, Yugoslavia; [Mahdia, Tunisia]; Omisa], Croatia; [Saida, Lebanon].
- Municipal and environmental management and public participation, North Kurzeme coastal region, Latvia.
- Sustainable coastal development in the White Sea – Barents Sea region, Northern Russia.

#### INDIAN OCEAN ISLANDS

- *Small Islands Voice – Seychelles and islands in the Indian Ocean (cross-cutting project).*

#### PACIFIC ISLANDS

- *Sound development in the Motu Koitabu urban villages, Port Moresby, Papua New Guinea.*
- *Promotion of indigenous wise practices: medicinal knowledge and freshwater fish, Moripi Cultural Area, Gulf Province; food security, Trobriand Islands, Milne Bay Province, Papua New Guinea.*
- *Education for sustainable village living, Saanapu and Sataoa villages, Upolu Island, Samoa.*
- *Small Islands Voice – Palau and islands in the Pacific Ocean (cross-cutting project).*

#### SMALL ISLANDS VOICE

- *Small islands in Caribbean, Pacific, and Indian Ocean regions (cross-cutting project).*

### **2. UNESCO chairs in sustainable coastal development, established at:**

- Université Cheikh Anta Diop, Dakar, Senegal.
- University of the Philippines, Quezon City, Philippines.
- University of Latvia, Riga, Latvia.
- Universidade Eduardo Mondlane, Maputo, Mozambique (Chair in Marine Sciences and Oceanography established by the Intergovernmental Oceanographic Commission of UNESCO).

### **3. University networks fostering wise coastal practices for sustainable human development**

#### ASIA-PACIFIC

- University of Bhavnagar, Bhavnagar, Gujarat, India.
- University of Chulalongkorn, Bangkok, Thailand.
- University of Indonesia, Jakarta, Indonesia.
- *University of Papua New Guinea, Port Moresby, Papua New Guinea.*
- University of the Philippines, Quezon City, Philippines (co-ordinating).
- *National University of Samoa, Apia, Samoa.*

## Annex II

# Summary of 'Managing beach resources and planning for coastline change, Caribbean islands' (COSALC) project

<i>Revision date</i>	23 January 2002
<i>Title</i>	Managing beach resources and planning for coastline change, Caribbean islands. (The project was formerly titled 'Coast and beach stability in the Caribbean' and is known locally by an old acronym – COSALC).
<i>Goal</i>	To develop in-country capabilities so that small islands of the Caribbean, often economically dependent on coastal tourism, can effectively manage their changing beach resources and plan for coastline change in a framework of integrated coastal management.
<i>Location</i>	The initial focus was on small islands in the eastern Caribbean: Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia, St Vincent and the Grenadines, Turks and Caicos Islands, United States Virgin Islands; more recently the scope was expanded to include Haiti and the San Andres Archipelago (Colombia).
<i>Starting date</i>	1985, the project was refocused in 1996.
<i>Partners</i>	Government agencies responsible for physical planning, fisheries, forestry, natural resources, national parks, science and technology councils; schools; and environmental non-governmental agencies in the 13 countries/territories; Caribbean Development Bank, Organization of American States, Organisation of Eastern Caribbean States Natural Resources Management Unit (all of which have provided support); University of Puerto Rico Sea Grant College Program (who have been joint partners since 1994); UNESCO: Communications sector (Kingston office), Associated Schools Project Caribbean Sea Project, Coastal Marine Programme (1985–1995), and the Coastal Regions and Small Islands platform (1996 onwards).
<i>Field project leader</i>	Dr Gillian Cambers University of Puerto Rico Sea Grant College Program PO Box 9011, Mayaguez, Puerto Rico 00681-9011 tel: 787 832 3585, fax: 787 265 2880 e-mail: g_cambers@hotmail.com
<i>Description</i>	Within COSALC, there are at present four main activity lines: <ol style="list-style-type: none"> <li>1. Understanding beach changes, 1985–present, 13 countries/territories: this involves providing persons from government agencies and non government organizations with the skills, equipment, training and software, to measure, assess and manage the various phenomena associated with beach erosion. Beach monitoring programmes, using standardized methodology, have been established in the islands, these are maintained and managed by the islands them-</li> </ol>

selves, databases cover periods of 1–12 years. The information is being used for coastal planning and erosion mitigation in the islands.

2. Planning for coastline change, 1996–present, 5 countries/territories: this activity seeks to apply the information collected in the activity line 'Understanding beach changes' so as to ensure that new coastal development is placed a 'safe' distance from the active beach zone, thereby providing for the safety of coastal infrastructure and the conservation of beaches. A generic methodology was developed which has been applied to 5 countries/territories (Anguilla, Antigua and Barbuda, Montserrat, St Kitts and Nevis, St Lucia) so that specific 'safe' setback distances have been determined for individual beaches in these islands.

3. Environmental video production and broadcast, 1998–present, 3 countries/territories, in collaboration with the UNESCO Jamaica Office: this activity seeks 'to get the message into the living room' by providing training and equipment to persons from environmental and broadcast agencies in 3 countries/territories (Anguilla, Grenada, St Lucia) to design, prepare and broadcast short environmental video clips (30 seconds to 1 minute duration) which carry a specific message and can be broadcast repeatedly.

4. Sandwatch project, 1999–present, 5 COSALC countries, 13 Caribbean countries total, in collaboration with the UNESCO Associated Schools Project Net, Caribbean Sea Project: this 3 year project seeks to train schoolchildren in the use of the scientific method through monitoring and observing changes, activities and processes at local beaches; and then, with the assistance of their teachers, parents and communities, to apply that information to design and implement specific projects to solve a particular problem while also improving the environment at their local beaches.

*Achievements  
and assessment*

1. Understanding beach changes: As a result of training and capacity building over a decade, beach monitoring programmes have been fully established in 13 countries/territories, and are self-sufficient (running without external assistance) in at least 60% of these countries/territories.

2. Planning for coastline changes: 'safe' setback distances have been designed for several countries/territories; in three countries/territories (Anguilla, Montserrat, St Kitts and Nevis) they are being implemented informally by Planning departments; in one country (Antigua and Barbuda) they are awaiting planning legislation; in one country (St Lucia) they are under review. In none of the islands have the setback distances yet been incorporated into planning legislation.

3. Environmental video production and broadcast: several short video clips have been produced and aired on local television in the three countries/territories. Further training and edit-

ing equipment is needed before this activity becomes an established one in the three pilot project countries/territories, and before the activity can be expanded to other countries.

4. Sandwatch project: this project was launched in 2000 and a first training workshop for teachers was held in May 2001. The project activities are now underway in the various countries.

*Future directions*

Future activities will be focused on beach management in the islands of the Caribbean, but wherever possible, linkages will be established with small islands in other regions of the world in order to share and enhance ideas and activities. Specifically future directions are to:

1. Evaluate the success of the longer-running beach monitoring programmes by determining if they continue once project support is reduced. To continue to work with the newer monitoring programmes to bring them to a level where they can continue without outside support. To expand the monitoring protocols to other islands in the region and in other regions.
2. Develop linkages and interfaces between the beach change databases and geographical information systems.
3. Evaluate the use and the effectiveness of the 'safe' setback concept, and to determine whether it can be applied as a planning concept to other islands in and beyond the region.
4. Continue to work with the islands of the region to reduce their dependence on beach sand for construction and to develop the use of alternative materials.
5. Establish an electronic communication network amongst the islands taking part in the project for the purpose of sharing information and solving problems.
6. Work with other agencies in the region to enhance and improve overall beach management, which is so important to the economic and tourism development of the region.
7. Develop a cadre of persons in the islands trained in environmental video production and broadcast, who will be skilled and equipped in the dissemination of information on environmental and coastal issues to the public.
8. Through the implementation of the Sandwatch Project, educate schoolchildren, their parents and communities in the scientific monitoring and wise management of their beach resources.

## Annex III

### Workshop programme

#### Tuesday 3 July, 2001

- 19:30 Welcome ceremony  
 Master of Ceremonies – Mr Felix Gregoire, Permanent Secretary,  
 Ministry of Education, Youth and Sports  
 National anthem  
 Prayer and songs of praise – Gospel Singers  
 Welcome remarks – Ms Alexandra Burton-James, Secretary-General,  
 UNESCO National Commission for the Commonwealth of Dominica  
 Indigenous cultural dance – Carifuna Dance Group, Carib Territory  
 Greetings – Hon. Roosevelt Skerritt, Minister of Education, Youth and Sports  
 Greetings – Hon. Vince Henderson, Minister of Agriculture  
 Greetings – Hon. Charles Savoury, Minister of Tourism  
 Furthering coastal stewardship in small islands – Mr Dirk Troost,  
 Chief, Environment and Development in Coastal Regions and in Small Islands, UNESCO  
 Traditional dances – Petite Savanne Cultural Group  
 Remarks – Ms Gillian Cambers, Co-ordinator, COSALC Project  
 Principal address – Hon. Ambrose George, Minister of Finance and Acting Prime Minister  
 Traditional drumming – The Black Warriors, Grand Bay  
 Vote of thanks – Mr Arlington James, Forest Officer, Ministry of Agriculture

#### Wednesday 4 July, 2001

- 08:00 Workshop registration

##### **Framework of the Coastal Regions and Small Islands Platform**

- 08:30 The intersectoral and interdisciplinary platform for 'Environment and Development in Coastal  
 Regions and in Small Islands' (CSI) – Mr Dirk Troost  
*Discussion*
- 09:00 The 'Small Islands Voice' project – Ms Gillian Cambers  
*Discussion*
- 09:30 The role of communications in coastal stewardship – Ms Jocelyne Josiah  
*Discussion*
- 10:00 *Coffee break*

**Coastal stewardship in the Eastern Caribbean Islands**

- 10:30 Coastal stewardship in Dominica – Mr Arlington James  
*Discussion*
- 11:00 Coastal stewardship in St Kitts – Mr Bryan Farrell  
*Discussion*
- 11:30 Coastal stewardship in Dominica – Mr Terry Raymond  
*Discussion*
- 12:00 *Lunch*

**Coastal stewardship in the Indian Ocean and Pacific Ocean**

- 13:00 Coastal stewardship in Palau – Mr Yimnang Golbuu  
*Discussion*
- 13:30 Coastal stewardship in the Maldives – Ms Faathin Hameed  
*Discussion*
- 14:00 Coastal stewardship in the Seychelles – Mr Alain De Comarmond  
*Discussion*
- 14:30 *Coffee break*

**Coastal stewardship in the Eastern Caribbean Islands**

- 14:45 Coastal stewardship in Bequia, St Vincent and the Grenadines – Mr Herman Belmar  
*Discussion*
- 15:15 Coastal stewardship in Antigua and Barbuda – Mr Sherrod James  
*Discussion*
- 15:45 Coastal stewardship and the tourism industry in Dominica – Mr William McLawrence  
*Discussion*

**Coastal stewardship from a regional perspective**

- 16:15 Coastal stewardship in the Organisation of Eastern Caribbean States – Mr Keith Nichols  
*Discussion*

Thursday 5 July, 2001

***Ethical codes of practice***

- 08:30 Ethical codes of practice – Ms Alexandra Burton-James  
*Discussion*
- 09:00 Ethical codes of practice in various domains – Mr Alwin Bully  
*Discussion*
- 09:30 User conflicts and coastal stewardship – Ms Gillian Cambers  
*Discussion*
- 10:00 *Coffee break*

***Coastal stewardship in the Eastern Caribbean Islands***

- 10:30 Coastal stewardship in Nevis – Ms Lillith Richards  
*Discussion*
- 11:00 Coastal stewardship in Anguilla – Ms Sharon Roberts-Hodge  
*Discussion*
- 11:30 Coastal stewardship in Montserrat – Ms Melissa O'Garro  
*Discussion*
- 12:00 Background to the field trip – Mr Arlington James
- 12:30 *Lunch and depart for field trip*
- 14:00 Meeting at Batalie Beach with:  
Mr James Julien, Morne Rchette-Coulibistrie Village Council  
Mr Terryman Jno-Baptiste, fisherman  
Mr Patrick Jno-Baptiste, fisherman
- 15:00 Meeting at Coconut Beach Hotel, Picard Beach, with:  
Ms Elizabeth Karam-Williams, Manager of Coconut Beach Hotel  
Mr Eustace Joseph, watersports operator
- 16:00 Meeting at Applied Marine Technologies Ltd. Coral Farm, Portsmouth, with:  
Mr Alan Lowe, Director of Operations, Applied Marine Technologies Ltd.

Friday 6 July, 2001

**Coastal stewardship in the wider Caribbean**

- 08:30 Coastal stewardship in the British Virgin Islands – Ms Lauralee Mercer  
*Discussion*
- 09:00 Coastal stewardship in Grenada – Mr Peter Thomas  
*Discussion*
- 09:30 Coastal stewardship in the Turks and Caicos Islands – Ms Ethlyn Gibbs-Williams  
*Discussion*
- 10:00 *Coffee break*
- 10:30 Coastal stewardship in St Lucia – Ms Susanna Scott  
*Discussion*
- 11:00 Coastal stewardship in Jamaica – Mr Peter Espeut  
*Discussion*
- 11:30 Coastal stewardship in Australia – Ms Dominique Benzaken
- 12:00 *Lunch*

**Furthering coastal stewardship**

- 13:00 Small group discussions on wise practice agreements, ethical considerations and 'Small Islands Voice'
- 15:00 *Coffee break*
- 15:15 Plenary discussion on wise practice agreements, ethical considerations and 'Small Islands Voice'
- 16:30 Closure

## Annex IV

### List of workshop participants

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## Annex V

### List of workshop papers

(Available at <http://www.unesco.org/csi/papers2/domp.htm>)

#### a) List of papers by author

- BELMAR, Herman. 2001. Furthering coastal stewardship in small islands from a seven-square mile perspective: Bequia.
- BULLY, Alwin. 2001. Ethical codes of practice in various domains.
- BURTON-JAMES, Alexandra. 2001. Some ethical issues on furthering stewardship in coastal management in small islands.
- CAMBERS, Gillian. 2001a. The 'Small Islands Voice' project.
- CAMBERS, Gillian. 2001b. Coastal stewardship and user conflicts.
- DE COMARMOND, Alain. 2001. Furthering coastal stewardship in small islands: country report – Seychelles.
- ESPEUT, Peter. 2001. The ethical dimensions of coastal zone management: the case of the Portland Bight Protected Area, Jamaica.
- FARRELL, Bryan. 2001. Coastal stewardship in St Kitts.
- GIBBS-WILLIAMS, Ethlyn. 2001. Coastal stewardship in the Turks and Caicos Islands.
- GOLBUU, Yimnang. 2001. Coastal stewardship in Palau.
- HAMEED, Faathin. 2001. An overview of coastal stewardship in the Maldives.
- JAMES, Arlington. 2001. Coastal stewardship in Dominica.
- JAMES, Sherrod. 2001. Coastal stewardship in Antigua and Barbuda.
- JOSIAH, Jocelyne. 2001. Communication and coastal stewardship.
- MCLAWRENCE, William. 2001. Coastal stewardship and tourism in Dominica.
- MERCER, Lauralee. 2001. Coastal stewardship in the British Virgin Islands.
- NICHOLS, Keith. 2001. Furthering coastal stewardship in small islands.
- O'GARRO, Melissa. 2001. Coastal stewardship in Montserrat.
- RAYMOND, Terry. 2001. Wise coastal management: pollution issues in Dominica.

- RICHARDS, Lillith. 2001. Encouraging coastal stewardship in Nevis through the establishment of a social contract.
- ROBERTS-HODGE, Sharon. 2001. Conflict resolution in coastal zone management, the way forward in protecting our sandy white gold: Anguilla.
- SCOTT, Susanna. 2001. Coastal stewardship in St Lucia.
- THOMAS, Peter. 2001. Management of beaches in Grenada, Carriacou and Petit Martinique.
- TROOST, D. 2001. Wise coastal practices for sustainable human development.

#### b) List of papers by geographical region

##### Caribbean: General

- CAMBERS, Gillian. 2001b. Coastal stewardship and user conflicts.
- NICHOLS, Keith. 2001. Furthering coastal stewardship in small islands.

##### Caribbean: IsI and specific

###### *Anguilla*

- ROBERTS-HODGE, Sharon. 2001. Conflict resolution in coastal zone management, the way forward in protecting our sandy white gold: Anguilla.

###### *Antigua and Barbuda*

- JAMES, Sherrod. 2001. Coastal stewardship in Antigua and Barbuda.

###### *British Virgin Islands*

- MERCER, Lauralee. 2001. Coastal stewardship in the British Virgin Islands.

###### *Dominica*

- BURTON-JAMES, Alexandra. 2001. Some ethical issues on furthering stewardship in coastal management in small islands.
- JAMES, Arlington. 2001. Coastal stewardship in Dominica.

MCLAWRENCE, William. 2001. Coastal stewardship and tourism in Dominica.

RAYMOND, Terry. 2001. Wise coastal management: pollution issues in Dominica

#### *Grenada*

THOMAS, Peter. 2001. Management of beaches in Grenada, Carriacou and Petit Martinique.

#### *Jamaica*

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## Annex VI

# Universal declaration of human rights

(passed on 10 December 1948, Paris, France)

### Preamble

Whereas recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world,

Whereas disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind, and the advent of a world in which human beings shall enjoy freedom of speech and belief and freedom from fear and want has been proclaimed as the highest aspiration of the common people,

Whereas it is essential, if man is not to be compelled to have recourse, as a last resort, to rebellion against tyranny and oppression, that human rights should be protected by the rule of law,

Whereas it is essential to promote the development of friendly relations between nations,

Whereas the peoples of the United Nations have in the Charter reaffirmed their faith in fundamental human rights, in the dignity and worth of the human person and in the equal rights of men and women and have determined to promote social progress and better standards of life in larger freedom,

Whereas Member States have pledged themselves to achieve, in co-operation with the United Nations, the promotion of universal respect for and observance of human rights and fundamental freedoms,

Whereas a common understanding of these rights and freedoms is of the greatest importance for the full realization of this pledge,

Now, therefore, The General Assembly proclaims

This Universal Declaration of Human Rights as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction.

#### Article 1

All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

#### Article 2

Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Furthermore, no distinction shall be made on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty.

#### Article 3

Everyone has the right to life, liberty and security of person.

#### Article 4

No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms.

**Article 5**

No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.

**Article 6**

Everyone has the right to recognition everywhere as a person before the law.

**Article 7**

All are equal before the law and are entitled without any discrimination to equal protection of the law. All are entitled to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination.

**Article 8**

Everyone has the right to an effective remedy by the competent national tribunals for acts violating the fundamental rights granted him by the constitution or by law.

**Article 9**

No one shall be subjected to arbitrary arrest, detention or exile.

**Article 10**

Everyone is entitled in full equality to a fair and public hearing by an independent and impartial tribunal, in the determination of his rights and obligations and of any criminal charge against him.

**Article 11**

1. Everyone charged with a penal offence has the right to be presumed innocent until proved guilty according to law in a public trial at which he has had all the guarantees necessary for his defence.
2. No one shall be held guilty of any penal offence on account of any act or omission which did not constitute a penal offence, under national or interna-

tional law, at the time when it was committed. Nor shall a heavier penalty be imposed than the one that was applicable at the time the penal offence was committed.

**Article 12**

No one shall be subjected to arbitrary interference with his privacy, family, home or correspondence, nor to attacks upon his honour and reputation. Everyone has the right to the protection of the law against such interference or attacks.

**Article 13**

1. Everyone has the right to freedom of movement and residence within the borders of each state.
2. Everyone has the right to leave any country, including his own, and to return to his country.

**Article 14**

1. Everyone has the right to seek and to enjoy in other countries asylum from persecution.
2. This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.

**Article 15**

1. Everyone has the right to a nationality.
2. No one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality.

**Article 16**

1. Men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and to found a family. They are entitled to equal rights as to marriage, during marriage and at its dissolution.
2. Marriage shall be entered into only with the free and full consent of the intending spouses.

3. The family is the natural and fundamental group unit of society and is entitled to protection by society and the State.

#### **Article 17**

1. Everyone has the right to own property alone as well as in association with others.
2. No one shall be arbitrarily deprived of his property.

#### **Article 18**

Everyone has the right to freedom of thought, conscience and religion; this right includes freedom to change his religion or belief, and freedom, either alone or in community with others and in public or private, to manifest his religion or belief in teaching, practice, worship and observance.

#### **Article 19**

Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

#### **Article 20**

1. Everyone has the right to freedom of peaceful assembly and association.
2. No one may be compelled to belong to an association.

#### **Article 21**

1. Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.
2. Everyone has the right of equal access to public service in his country.
3. The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.

#### **Article 22**

Everyone, as a member of society, has the right to social security and is entitled to realization, through national effort and international co-operation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality.

#### **Article 23**

1. Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.
2. Everyone, without any discrimination, has the right to equal pay for equal work.
3. Everyone who works has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection.
4. Everyone has the right to form and to join trade unions for the protection of his interests.

#### **Article 24**

Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay.

#### **Article 25**

1. Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.
2. Motherhood and childhood are entitled to special care and assistance. All children, whether born in or out of wedlock, shall enjoy the same social protection.

**Article 26**

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.
2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.
3. Parents have a prior right to choose the kind of education that shall be given to their children.

**Article 27**

1. Everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.
2. Everyone has the right to the protection of the moral and material interests resulting from any scientific, literary or artistic production of which he is the author.

**Article 28**

Everyone is entitled to a social and international order in which the rights and freedoms set forth in this Declaration can be fully realized.

**Article 29**

1. Everyone has duties to the community in which alone the free and full development of his personality is possible.
2. In the exercise of his rights and freedoms, everyone shall be subject only to such limitations as are determined by law solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of morality, public order and the general welfare in a democratic society.
3. These rights and freedoms may in no case be exercised contrary to the purposes and principles of the United Nations.

**Article 30**

Nothing in this Declaration may be interpreted as implying for any State, group or person any right to engage in any activity or to perform any act aimed at the destruction of any of the rights and freedoms set forth herein.

## Annex VII

### List of wise practice characteristics

#### ***Long-term benefit***

The benefits of the activity are still evident 'x' years from now and they improve environmental quality.

#### ***Capacity building and institutional strengthening***

The activity provides improved management capabilities and education for the stakeholder groups as well as knowledge and efforts to protect the local coastal/marine environment.

#### ***Sustainability***

The activity adheres to the principles of sustainability. (The extent to which the results will last and development continue once the project/programme has ended.)

#### ***Transferability***

Aspects of the activity can be applied to other sites in and/or outside of the country.

#### ***Interdisciplinary and intersectoral***

The activity fully incorporates all relevant disciplines and all societal sectors.

#### ***Participatory process***

Transparent participation of all the stakeholder groups as well as the involvement of individuals is intrinsic to the process.

#### ***Consensus building***

The activity should benefit a majority of the stakeholder groups, whilst bearing in mind that in some cases certain under-privileged groups may need to be treated as special cases.

#### ***Effective and efficient communication process***

A multidirectional communication process involving dialogue, consultation and discussion is needed to attain awareness.

#### ***Culturally respectful***

The process values local traditional and cultural frameworks while also challenging their environmental validity.

#### ***Gender and/or sensitivity issues***

The process accounts for the many aspects of gender and/or other sensitive issues.

#### ***Strengthening local identities***

The activity provides a sense of belonging and self-reliance at various levels.

#### ***National legal policy***

The activity shapes current government environmental, economic, legal and social policies.

#### ***Regional dimension***

The activity should embody the regional economic, social and environmental perspective.

#### ***Human rights***

The activity should provide freedom to exercise fundamental human rights.

#### ***Documentation***

The activity and the lessons learnt have been well documented.

#### ***Evaluation***

The activity has been assessed to determine the extent to which integrated coastal management has been achieved and/or wise practice characteristics utilized.





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