

Caribbean  
Conservation  
Association



Coastal and Marine  
Management Program

Barbados

Projects Promotion  
Ltd.

St. Vincent and the  
Grenadines

Supported by:

Carriacou  
Environmental  
Committee

Carriacou, Grenada



Natural Resources  
Management  
Programme

CERMES, UWI  
Barbados

## **SUSTAINABLE INTEGRATED DEVELOPMENT AND BIODIVERSITY CONSERVATION IN THE GRENADE ISLANDS -- PHASE 1**

(ST. VINCENT AND THE GRENADES AND GRENADA)

# **MARINE PROTECTED AREA (MPA) PLANNING FOR CARRIACOU AND PETITE MARTINIQUE**

## **REPORT OF THE CARRIACOU AND PETITE MARTINIQUE MPA PLANNING SESSION**

**Friday, December 6th, 2002, CEC Headquarters, Carriacou**

**and**

## **REPORT OF THE STAKEHOLDER CONSULTATION ON THE SANDY ISLAND- OYSTER BED MPA, CARRIACOU**

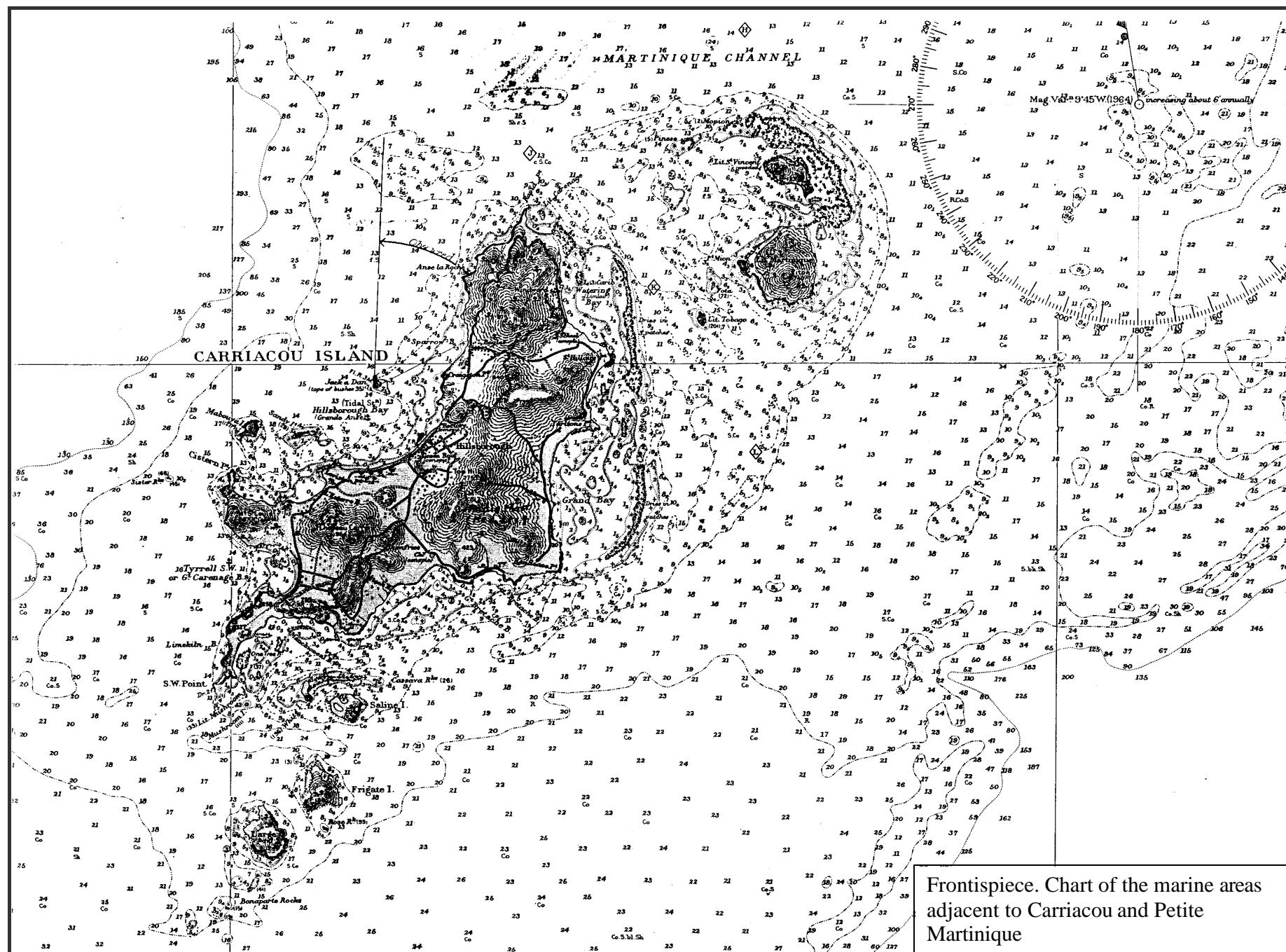
**Sunday, December 8<sup>th</sup>, L'Esterre Roman Catholic School, Harvey Vale, Carriacou**

Caribbean Conservation Association  
'Chelford', Bush Hill, St. Michael, Barbados  
January 2003

## CONTENTS

REPORT OF THE CARRIACOU AND PETITE MARTINIQUE MPA PLANNING SESSION.....	1
Introduction.....	1
Background.....	1
The development of MPAs in Grenada.....	1
The Government of Grenada MPA Project .....	2
Legislative basis for MPAs .....	2
The technical basis for MPAs as per the Carriacou and Petite Martinique Integrated Physical and Environmental Development Plan .....	3
The strategic approach to implementing the four MPAs in Carriacou and Petite Martinique .....	4
Detailed implementation of Sandy Island Oyster Bed MPA .....	4
Confirm appropriateness of MPA boundaries.....	4
Present utilisation by various stakeholders.....	5
Management areas and zoning.....	5
Management areas .....	5
Zones.....	5
Comanagement arrangement .....	7
Park facilities and services .....	7
Enforcement .....	8
Revenue generation and financial support.....	8
REPORT OF THE STAKEHOLDER CONSULTATION ON THE SANDY ISLAND-OYSTER BED MPA, CARRIACOU .....	9
Opening.....	9
Presentation.....	9
Discussion.....	9
Fishers .....	9
Small businesses .....	10
Tourism, and concerned citizens .....	10
Closing .....	10
THE NEXT STEPS TOWARDS ESTABLISHING THE SANDY ISLAND/OYSTER BED MPA .....	11
Appendix 1: Issues to consider in creating and maintaining MPAs – by James Finlay .....	12
Appendix 2: Grenada – Fisheries (Marine Protected Areas) Regulations 2001 .....	14
Appendix 3: Report of the 2001 community consultation for the: Sandy Island & Oyster Bed MPA .....	34
Appendix 4: Considerations for a local area comanagement arrangement for MPAs of Carriacou and PM .....	35
Appendix 5: PowerPoint Presentation at the consultation on the Sandy Island Oyster Bed MPA, Carriacou.....	38
Appendix 6: Participants in the MPA planning session.....	42
Appendix 7: Participants in the stakeholder consultation on the Sandy Island/Oyster Bed MPA, Carriacou .....	43

Correct citation: CCA and CEC. 2003. Marine Protected Area (MPA) planning for Carriacou and Petite Martinique. Sustainable Integrated Development and Biodiversity Conservation in the Grenadine Islands, Coastal and Marine Management Programme, Caribbean Conservation Association, Barbados, Version 1, 43 pp.



# REPORT OF THE CARRIACOU AND PETITE MARTINIQUE MPA PLANNING SESSION

## INTRODUCTION

This activity is part of Phase 1 of the project “Sustainable Integrated Development and Biodiversity Conservation in the Grenadine Islands (St. Vincent and the Grenadines and Grenada)”. The establishment of MPAs was identified in the participatory strategic planning component of the above project as being a priority area for action. This report is aimed at assembling the information pertaining to MPA development in Carriacou and Petite Martinique, developing a proposal for the Sandy Island/Oyster Bed MPA and presenting stakeholder views on the feasibility of, and possible problems with, implementing the proposal. Consequently, this report comprises three sections:

- The proposal developed at a technical meeting at the CEC Headquarters on Friday, December 6<sup>th</sup>;
- The report of the consultation held at L’Esterre Roman Catholic School on Sunday, December 8<sup>th</sup>;
- The way ahead, developed in a meeting at CEC headquarters on Sunday, December 6<sup>th</sup>.

## BACKGROUND

### The development of MPAs in Grenada

The current initiative to establish and maintain a system of Marine Protected Areas (MPAs) in the Carriacou/Petite Martinique area, and in doing so apply the principle of comanagement, is part of an ongoing national MPA programme administered by the Fisheries Division of the Ministry of Agriculture. The idea of specially protected natural areas of which MPAs are only one type has become popular over the years mainly because government agencies responsible for resource management have been failing in their efforts to ensure sustainable use under conditions of open access to natural areas.(See Appendix 1 for a discussion of issues relating to creating and maintaining MPAs.)

Within the last 20-25 years, in response to both local and international concerns regarding unsustainable use of marine areas (for subsistence and commercial fishing; for ecotourism; for recreational diving and for various other extractive activities that impact resources) the following initiatives were undertaken:

- An EcNAMP/OAS project to identify a number of natural areas as candidates for incorporating into a system of national parks and protected areas. Through a consultative and participatory process, plans and policies were adopted for Grenada, Carriacou and Petite Martinique (GOG/OAS, 1980s).
- Fisheries Division, MOA; with support from various agencies and programmes incorporated the idea of designated MPAs in it's corporate plan and work programme. Notably the UNFAO in its post 1982, UNCLOS III Regional Seas Programme facilitated the development of fisheries laws (Grenada Fisheries Act #15, 1986 and Fisheries Regulations SRO#9, 1987) (Appendix 2) giving considerable support for management of Marine Reserves (later to be called MPAs). Additionally, a CCA initiative in the 1980s

in collaboration with the Fisheries Division, sought to establish and maintain a system of reef habitat monitoring within a number of areas identified to be designated Marine Reserves/MPAs.

- The Tourism Master Plan (1997) in its support for sustainable tourism incorporated the idea of promoting a system of protected and managed natural areas for the purpose of enhancing the ecotourism product options in the Carriacou and Petite Martinique areas among others.
- The Carriacou and Petite Martinique Integrated Physical Development and Environmental Management Plan (1998) also identified a number of marine natural areas and ecosystems for special protection (GOG/UNDP/UNCHS,CDB Report pp71-73).
- The ongoing Marine Protected Areas Project was initiated in 1996/97 by a designation by Government of two marine zones as MPAs, one at Clarke's Court Bay, the other at Brizan/Molinere. Institutional strengthening for enabling a comprehensive system of MPAs in the context of comanagement is provided for within the MPA programme and the recent legislation (Fisheries (MPA), SRO#77/78, 2001).

### **The Government of Grenada MPA Project**

The thrust towards the creation of MPAs in Grenada evolved out of the Fisheries Division, Ministry of Agriculture. It takes the form of an MPA Project that resides within the Fisheries Division. The objectives of the MPA project are to:

- Protect, rehabilitate and manage coral reefs and other coastal ecosystems;
- Protect and manage biodiversity, stocks, habitats and nursery areas;
- Provide educational opportunities for locals and visitors alike;
- Provide aesthetic enhancement of the area;
- Minimise user conflict among resource users.

The project is funded jointly by the French Fund for the Global Environment (FFEM) through the Agence Franciase De Developpment (AFD) and the Government of Grenada by Agreement [N° C GD 1005 01 Y – Marine Protected Areas]. The original agreement was signed on January 29, 1996 and made available as 964.600 FRF, to be used for the implementation of the MPA project.

Two areas, the Molinere/Beausejour Bay and Woburn/Clarks Court Bay areas were declared Marine Protected Areas by Cabinet *vide* conclusion # 842 of June 2, 1997 and published in Government Gazette [No. 44 Vol. 117 pages 376-378] of September 3, 1999 under the Marine Protected Areas Project. On January 15, 2001 and August 2, 2001 a Project Manager and Warden respectively, were recruited to implement the project.

### **Legislative basis for MPAs**

As indicated in section 2.1 above, the Government has recently passed regulations pertaining to MPAs (Appendix 2). These regulations provide for the establishment of an MPA Management Authority, a Management Committee comprising Government and NGO representatives, the designations of four types of areas within MPAs and the further designation of 9 types of zones (Appendix 2).

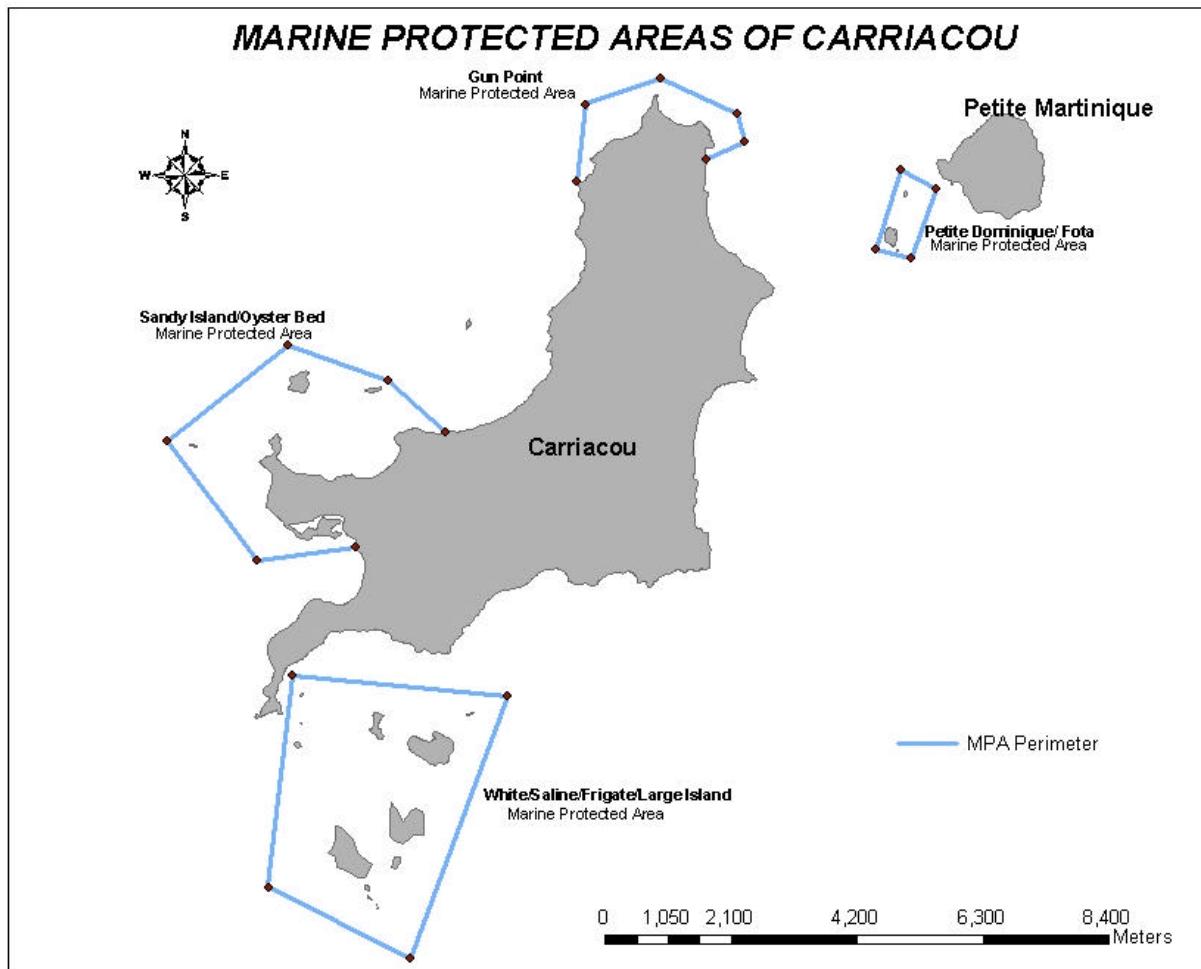
The regulations provide details of activities that can take place in MPAs, fees for the various types of uses, and the means of enforcement of regulations.

The legal declaration of Carriacou and PM MPAs requires a formal request through Ministry of Carriacou and Petite Martinique Affairs to Ministry of Agriculture and Fisheries for consideration.

## THE TECHNICAL BASIS FOR MPAS AS PER THE CARRIACOU AND PETITE MARTINIQUE INTEGRATED PHYSICAL AND ENVIRONMENTAL DEVELOPMENT PLAN

The Carriacou and Petite Martinique: Integrated Physical and Environmental Development Plan proposed five areas for designation as MPAs. This is based on an ecological assessment of the marine habitats around these two islands (Price 1998). The question as to whether this plan was officially adopted by Government<sup>22</sup> requires clarification.

On the basis of this proposal, the Fisheries Division prepared a revised proposal for the establishment of MPAs in these areas in which the precise coordinates of the MPA boundaries were determined by Global Positioning System (GPS) (Figure 1). At this time it was proposed that the two proposed MPAs at Sandy/Mabouya Islands and Oyster Bed be combined into a single MPA and that the commercial areas of Tyrell Bay and Jack-a-Dan be excluded (Figure 1).



**Figure 1. The proposed MPAs for Carriacou and Petite Martinique based in the integrated development plan and refined by Fisheries Division and CEC.**

A public consultation held in 2001 addressed the proposed single park and it was agreed that this would be acceptable (Appendix 3).

## **THE STRATEGIC APPROACH TO IMPLEMENTING THE FOUR MPAS IN CARRIACOU AND PETITE MARTINIQUE**

### **Guiding principles**

The following guiding principles are proposed for the establishment of the MPAs

- Sustainability
- Enhancement of livelihoods
- Public safety – Blue Flag
- Participatory processes used
- Decisions by consensus where possible

### **Approach**

The CEC perceives the system of four proposed areas as described above to be an acceptable starting point for development of a system of MPAs for Carriacou and PM.

The recommended approach is to start small, demonstrate benefits, build trust and support, especially of fishers. Involve fishers in the planning and implementation, and in the process of measuring success.

The overall approach would be to see implementation of the four MPAs as a sequential process over a period of about five years. The initial focus would be on establishment of the Sandy Island/Oyster Bed (SI/OB) MPA. Further planning and consultation will be needed for the other three.

The question of whether Jack-a-Dan Island should be a separate MPA or incorporated into the northern MPA will be considered later.

Questions that will need to be resolved during the implementation process are:

- How to integrate the marine and terrestrial aspects of the parks, especially the High North area which includes a large terrestrial area;
- How to deal with privately owned islands, lands adjacent to or included within the parks' boundaries.

The initial focus on the SI/OB area would be supported by the availability of funding for that area. Therefore, CEC should first focus on getting the SI/OB area declared as an MPA by Government.

## **DETAILED IMPLEMENTATION OF SANDY ISLAND OYSTER BED MPA**

### **Confirm appropriateness of MPA boundaries**

The CEC considers the marine boundaries as shown in Figure 1 to be appropriate. Offshore islands and rocks are included in their entirety. The shoreward boundary should be the high water mark. This will include areas of mangrove and salt flats near the airport and in Tyrell Bay (Figure 2).

## Present utilisation by various stakeholders

It is recognised that the proposed area is presently used by a wide variety of stakeholders for commercial and recreation purposes. These include fishing, snorkelling and SCUBA diving, picnicking.

## Management areas and zoning

As described above, the MPA regulations provide for four types of management areas and several types of zones.

### Management areas

**Sanctuary:** The mangrove area near the airport to protect boa constrictors.

**Reserve:** The Oyster Bed mangrove area, except for the purposes of emergency shelter for vessels in storms.

**Park:** The remainder of the area will be a Park

**Historical sites:** there will be no historical sites within the MPA

### Zones

It is proposed that a variety of activities be accommodated within the MPA area (Figure 3). These will be determined by the establishment of zones as per the regulations.

#### *Access zones*

Access zones will be designated to allow access through the aquatic sports zones on Lauriston, Beach and in L'Esterre Bay.

#### *Anchoring zones*

There will be one anchoring zone in L'Esterre Bay

#### *Aquatic sports zones*

There will be three aquatic sports zones adjacent to the public beaches at Lauriston and in L'Esterre Bay.

#### *Fishing zones*

Clarification is needed on whether certain types of commercial fishing be legally allowed in the area by permit, once the area has been declared as an MPA.

The proposed approach is that existing fishers will be permitted to continue fishing for pelagics in the area, and as these fishers leave the fishery, the MA will determine if new entrants should be permitted.

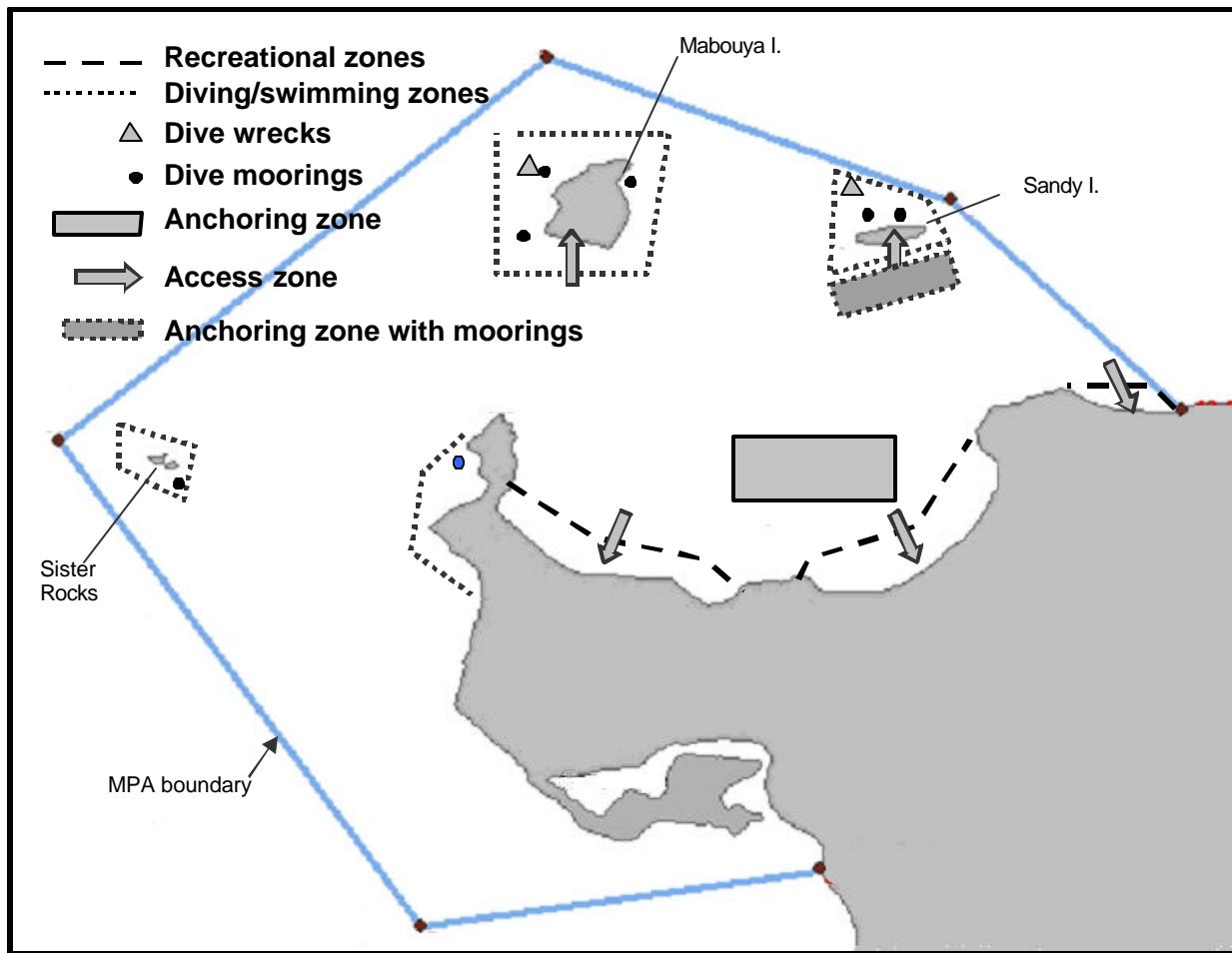


**Figure 2.** The land areas enclosed by the thick dashed lines will be included in the MPA.

It is proposed that seine fishing and gillnet fishing should be permitted provided that the seine net is not hauled onshore. The reason for allowing this fishing is that the species targeted are migrating in and out of the area.

Recreational fishing, as defined in the regulations, will be permitted throughout the MPA, except in reserves.

No other kinds of fishing will be permitted in the MPA.



**Figure 3. Proposed zoning of the SI/OB MPA.**

#### *Camping zones*

No need is envisioned for camping zones.

#### *Parking zones*

Parking will be provided for at Lauriston Beach, at beach access points in L'Esterre Bay, and at the proposed mangrove trail in the Oyster Bed mangrove area.

#### *Swimming zones*

Four swimming zones are proposed: Sandy I., Mabouya I., Two Sisters, Point Cistern

#### *Training zones*

These will be the same as the swimming zones

### *Water ski zones*

No water ski zones are proposed but these could be considered if there is a demand.

It is proposed that there be two wreck diving sites in the SI/OB MPA (Figure 3). There is a significant process involved in getting permission to sink a wreck for diving. This would be a collaborative effort by the CEC and the dive operators in Carriacou. The CEC and dive operators need to prepare a proposal giving details of vessel, location procedure, marking, etc. The proposal should state clearly that the wreck is for a dive site and is part of the MPA that is being developed.

### **Comanagement arrangement**

The St. Georges Declaration (Article 4, Section e) is supportive of the establishment of comanagement arrangements in OECS countries. Similarly, the Fisheries Act and the MPA regulations both support comanagement through a specialised body.

Various possible approaches to comanagement of the Carriacou and Petite Martinique MPAs are presented and evaluated in Appendix 4. Because of Government capability to deal with cross-jurisdictional issues, facilitating multi-agency enforcement, providing technical competency and handling externalities such as land-based sources of pollution and other impacts, option (B) comanagement is preferred. In this arrangement, while the district Government agency is not the sole representative of Central Government it can use the skills, knowledge and competencies of the National MPA Authority to make the comanagement arrangement more effective than with other cases.

Based on the above assessment, CEC proposes to pursue a comanagement arrangement between the MPAMA and CEC. In this arrangement, it is perceived that CEC will provide the day-to-day management of the Carriacou PM MPAs with technical support from relevant Government Departments through the MPAMA. This will be based on an MOU between the two entities regarding their relative roles and functions. These should be developed in detail in a MPA Management Plan. Funding will be sought to develop the detailed management plan. These funds may be available from the Caribbean Regional Environmental Programme (CREP).

### **Park facilities and services**

The park headquarters will be at Lauriston Beach and will include administration offices, store rooms and workshop, monitoring facilities as well as an interpretation centre and environmental signs. The headquarters will be staffed by a Manager, Secretary and two Wardens who will be equipped with a boat.

There will be beach facilities at Lauriston Beach and Paradise Beach. It is intended that these be established and operated according to Blue Flag beach standards:

- Changing rooms with showers and toilet facilities
- Beach shelters and picnic tables
- Boat launching ramp
- Handicap facilities

Other facilities that will be established include:

- A mangrove area nature trail from Lauriston Beach to Paradise Beach
- Oyster Bed Reserve nature interpretation trails

- Mabouya Island jetty and nature trails
- Dive moorings in specified areas

The development of these areas will include opportunities for livelihoods including:

- Vending and canteen concessions;
- Concessions for chairs, sun shades, beach sports;
- Water taxi base;
- Water sports equipment rentals;
- Guides.

### **Enforcement**

According to the MPA regulations, enforcement will be the responsibility of park wardens. Various approaches to community involvement in enforcement will be explored, e.g. hot lines, community policing.

### **Revenue generation and financial support**

There will be a multifaceted approach to revenue generation:

- User fees
- Licenses
- Vending concessions
- Fines
- Donor support

# **REPORT OF THE STAKEHOLDER CONSULTATION ON THE SANDY ISLAND-OYSTER BED MPA, CARRIACOU**

## **OPENING**

The consultation was opened by Mr. Benson Patrice, Chairman of the Carriacou Environmental Committee. He invited Mr. Brian Whyte to start the meeting with a prayer. Mr Patrice then explained the purpose of the consultation as being to share what the CEC had in mind regarding MPAs for Carriacou and Petite Martinique, in particular the one proposed for the Sandy Island/Oyster Bed area, and to get feedback from stakeholders as to how they might be impacted by, or benefit from the proposed MPA. He explained that the process of the meeting would be as follows:

- A presentation on the proposed MPA,
- Discussion of issues in small groups,
- Review of unresolved issues with the entire group.

## **PRESENTATION**

An overview of the proposed MPA system for Carriacou and Petite Martinique was presented by Dr. Robin Mahon (Appendix 5). He noted that the Carriacou and Petite Martinique Development Plan had proposed five MPAs and that this proposal had been refined to four MPAs by CEC and the Fisheries Division. The CEC approach would be to start with the Sandy Island/Oyster Bed MPA to demonstrate the benefits of MPAs and to build trust among stakeholders. Full participation and consultation of all stakeholders would be a guiding principle for the CEC. The presentation outlined the proposed zoning and activities for the MPA as well as the facilities and services that were to be developed.

## **DISCUSSION**

The discussion was facilitated by Mr. John Adams of the CEC. Participants broke into four discussion groups: (1) fishers, (2) small businesses, (3) divers/water sports, (4) tourism, and concerned citizens. Each group listed their concerns and attempted to resolve them in discussion. Concerns that could not be resolved were reported back to the whole group and discussed there.

### **Fishers**

Fishers noted that there was a reluctance on the part of many fishers to attend meetings such as the present one. Consequently, there were only a few present. Fishers then expressed concern that as there were several types of fishing in the area, fishers from adjacent communities could be negatively impacted by the proposed restrictions. They noted that as this was a sheltered area, it was sometimes used by fishers from other areas in times of bad weather. They expressed the view that there was the need for comprehensive consultation among fishers.

Fishers noted that visiting yachtsmen also spearfish in the area and that this would need to be addressed. They also expressed concern about the pollution impacts of sunscreen and other tourism practices on the reefs.

The group felt that there was the need for more direct examination of the possible impacts of the MPA on fishers.

## **Small businesses**

This group was concerned about stakeholder acceptance among fishers, water taxis and vendors due to lack of on the ground consultation. It recommended that there be a program to meet these stakeholders in small groups in their own environment for informal discussions. This could be supported by an awareness campaign with flyers based on the PowerPoint presentation (including maps).

The group also recommended that CEC use conflict resolution methods to address conflicts among stakeholders, and encourage the formation of stakeholder associations where feasible so that these groups could be interacted with collectively.

With regard to fishers, the group noted the need to explore in further detail how they would be impacted by the MPA by determining how many fishers operate in the area and what types of fishing they do. The idea of bringing fishers from other areas with MPAs to talk about the benefits was proposed.

## Divers/water sports

This group reported that they had no concerns regarding the MPA but noted the fact that there were few fishers at the consultation.

## **Tourism, and concerned citizens**

Participants in this group expressed concern about how the MPA management would deal with land-based and marine impacts on the MPA from external sources, for example, harmful land-use practices in the watershed and sewage from ships anchored in Tyrell Bay. It was proposed that although the MPA management might not have direct control over these matters, they should be proactive in promoting good environmental practices in these adjacent areas, and in lobbying the relevant agencies to enforce regulations that could curtail such activities. Also the possibility that MPA Wardens could be authorised to enforce pollution regulations in areas other than the MPA should be explored.

The problem of extensive erosion on Lauriston Beach, where the MPA headquarters is to be located, was flagged. The need for an assessment of beach protection measures for the area was noted.

The question of the fate of the derelict vessels in Harvey Vale Harbour was raised. Again it was thought that the MPA Management could lobby the Receiver of Wrecks to take action on this matter. The presence of several derelict vessels in the mangrove lagoon was also noted. It was observed that as these are within the MPA, the management would have direct authority to have them removed.

The group expressed strong support for the Reserve proposed for the Oyster Bed mangrove area. Participants were of the view that including the landward areas up to high water mark would not impact anyone as there were no present users of the area. Fencing would however be needed to keep out stray animals.

## **CLOSING**

Mr. John Adam closed the meeting by thanking participants for taking time on a Sunday to come and take part in the consultation. Ms. Sharon Almerigi led a reflection on the consultation in which participants expressed their support for the MPA and their appreciation to CEC for taking the lead in establishing it. They encouraged CEC to pursue further awareness

building and consultation on the matter. Final comments on the process by Dr. Robin Mahon, emphasised the need to conduct a focussed study on the impacts of the MPA on fishers so that the matter could be resolved.

## **THE NEXT STEPS TOWARDS ESTABLISHING THE SANDY ISLAND/OYSTER BED MPA**

The process for establishing the Sandy Island/Oyster Bed MPA is as follows:

- Establish a dialogue with the Ministry of Carriacou and Petite Martinique Affairs, by communicating this report and requesting a meeting to discuss it, and to establish an agreed process;
- Conduct the study to determine the probable impacts of the proposed MPA on fishers;
- Hold a consultation to present and discuss the results of the study;
- Discuss probable changes in needs for assistance from the Caribbean Regional Environmental Programme (CREP) with the Programme Director;
- Prepare a submission to Ministry of Carriacou and Petite Martinique Affairs requesting that the Sandy Island/Oyster Bed MPA be officially declared;
- Pursue discussions with Ministry of Carriacou and Petite Martinique Affairs and Ministry of Agriculture regarding the terms of an MOU with CEC to comanage the MPAs

## **APPENDIX 1: ISSUES TO CONSIDER IN CREATING AND MAINTAINING MPAS – BY JAMES FINLAY**

1. Marine Protected Areas (MPAs) are restrictive of uses such as: movement into, out of and within the area; harvesting and viewing or recreation (rights privileges and obligations are important).
2. MPAs are most often a last resort for management in response to failure of “total area” or “wide-area” conservation control measures.
3. MPAs however sometimes protect unique or pristine environments or ecosystems for demonstration, future value, and scientific study or for ecotourism product options; implications of restrictions in livelihood options for subsistence or traditional people are important.
4. MPAs seldom mean “all-use” restrictions; often who uses the area, at what time or period and how much use is to be considered; compensation of users and sustaining livelihoods by various means.
5. MPAs that seek to incorporate private property within its space must consider the rights of the private owners; diminishment or enhancement of such rights and privileges are important.
6. MPAs adjoining private properties and impacting restrictions on such private properties.
7. MPAs adjoining private property where such private property use cause restrictive impacts on the MPA, its operation and effectiveness.
8. MPAs must have stakeholder involvement in creation and maintenance. The process of changing access from free/open to restriction is not a trivial one and require the following actions:
  - Identify stakeholders and vested interest groups affected.
  - Classify and rank stakeholder interests.
  - Identify rationale and purposes for MPAs
  - Rank costs/benefits and identify such costs/benefits with each type of stakeholder.
9. MPAs and Governance – Management authority
  - The competent management authority, by law
  - Competency of the competent authority
  - Comanagement instruments in law
  - Local area management in the context of corporate state management
10. Localizing management for MPAs Governance
  - Geographical location of MPAs and implications for relations with neighbouring state jurisdictions.
  - Scope of management instruments needed for management of MPAs
  - Constituting the competent authority for the local area management
  - Powers reserved by the state authorities
  - Leverage, authority, ad capability of Government

11. MPAs and local Management Authority

- Dealing with externalities such as land-based sources of pollution (soil erosion from neighbouring landscapes, point and non-point sources)
- Oil spills
- Adjoining properties and jurisdictions

12. MPAs and costs of operations

- Competency of the local management authority and the cost of competent personnel.
- Securing and maintaining equipment and other support and their sustainability with time.
- Culture and legal environment for applying the principle of “the user pays” and community local area management.

13. MPAs as heritage sites

- Distinguishing between MPAs and marine reserves.
- The concept of MPAs or Marine reserves as World Heritage sites, partly or wholly.

14. MPAs and legal provisions/instruments and arrangements for their application

- Grenada Fisheries Act #15 (Cap 108)
- Grenada Fisheries Regulations (Cap 108)
- Fishing Vessels Safety Regulations (SRO#3, 1990)
- Fisheries Conservation Regulations (SRO#24, 1995)
- Ports (Amendment) Regulations (SRO#12,1997)
- Fisheries Amendment Act #1, 1999
- Yachting Act #17, 2000
- Fisheries (Marine Protected Areas) Order (SRO#77, 2001)

15. MPAs as common property must recognize the wide implications of managing common property e.g. traditional use by fishers, traditional authority by Ports Authority for navigation control; investment by present and potential users of the space.

16. MPAs and legal provisions/instruments and arrangements for their application.

**APPENDIX 2: GRENADA – FISHERIES (MARINE PROTECTED AREAS)  
REGULATIONS 2001**

## **APPENDIX 3: REPORT OF THE 2001 COMMUNITY CONSULTATION FOR THE: SANDY ISLAND & OYSTER BED MARINE PROTECTED AREA (REFORMATTED)**

### **REPORT**

VENUE FOR CONSULTATION:

L'Esterre Primary School

DATE & TIME HELD:

Friday Mar 30<sup>th</sup>, 2001, 3:30 pm.

FACILITATORS:

Carriacou Environmental Committee

OFFICIAL REPRESENTATIVE:

Ministry of Agriculture:

Forestry/Fisheries Division.

Permanent Secretary, Ministry of Carriacou & Petite  
Martinique Affairs.

ATTENDANCE:

Paul Phillip	Fisheries Dept.	Cuthbert Snagg	Water Taxi Operator
Crafton Isaac	Fisheries Dept.	Richard Compton	Cruise Ship Agent Rep.
Martin Barriteau	Forestry Dept.	Edward Niles	Physical Planning Consultant
Aden Forteau	Forestry Dept.	Gertrude Niles	Principal/ Bishop College
Benson Patrice	Forestry Officer/CRU	Brian Whyte	Chairman/CEC
Claudia Nagel	Carriacou Silver Diving	Foster Douglas	Fisherman
George Schmitt	Arawak Diving	Dexter Lendore	Board of Tourism
Tankard Warner	Paradise Diving	Esther Fleary	Hospital Admin.
Junior McDonald	Fisheries Officer/CRU	Marilyn Alexander	GBN
Bernadette Sylvester	Permanent Secretary/ M of C/P.M. A.	Rawle Paterson	Press

#### **PUBLICITY:**

**RADIO:** Kayak 106 FM: Program was advertised for four days, twice per day during the Community Happenings program. A call was made for all stakeholders to participate in the consultation.

**FLYERS:** A consultation flyer was prepared and posted at strategic points throughout the community. Some were delivered by hand along with a program of events.

**POSTERS:** Posters were also placed at various points in the community.

**PERSONAL INVITATIONS:** These were sent out to specific stakeholders.

**FORMAT:** The format for the program was as follows:

- 1) Official opening: Chairman of the Carriacou Environmental Committee made opening remarks and the Permanent Secretary gave the feature address.
- 2) Feature discussions were then delivered:
  - Zoning: Paul Phillip
  - Preservation & Recreation: Aden Forteau/Martin Barriteau.
  - Park Management/ Crafton Isaac.
- 3) Group Discussions.

#### **ISSUES ARISING:**

- 1) Importation of sand to reclaim and rebuilt Sandy Island.
- 2) Anchoring outside of Park (Yachts and sail boats) and using water taxi service to visit the park.
- 3) Oyster Bed Lagoon as a reserve and hurricane shelter for visiting yachts.
- 4) Need to conduct an environmental assessment/audit.
- 5) Need for more consultation on zoning fishing areas within Park.
- 6) Need for more publicity such as a call-in program.
- 7) Need to conduct a resource need assessment.
- 8) Recreation: diving, snorkelling, beach sports, sailing, picnicking/camping, hiking -- Emphatic "no" to jet-skis.
- 9) Preserving the traditional use of the area.
- 10) All users of the system should be satisfied and accept the program.
- 11) Management Plan of the system should be to design and develop.
- 12) The Park will include Lauriston sea defence to the north, Mabouya, The Sisters and unto the jetty at Tyrrel Bay.

#### **APPENDIX 4: CONSIDERATIONS FOR A LOCAL AREA COMANAGEMENT ARRANGEMENT FOR MARINE PROTECTED AREAS (MPAS) OF CARRIACOU AND PETITE MARTINIQUE – BY JAMES FINLAY**

There is an existing national institution with supporting law and administration for establishment and maintenance of MPAs in place and operational. An MPA Management Unit is set up within the Fisheries Division and is supported by both French (FFEM) and Grenada Government funding.

Comanagement instruments for local area fisheries management and for specific management of MPAs are clearly and strongly provided for in existing legislation.

- Grenada Fisheries Act#15, 1986 provides for local fisheries management areas section 19 (1) – (3) and for the local fisheries management authority to make by-laws by authority of the Minister Sec 20 (1) – (3)
- Fisheries Amendment Act #1, 1999 provides for changing the name of Marine Reserves to MPAs and extending the scope of MPAs to include preservation of historic monuments and other artefacts of ecological importance (Part III)
- Based on Grenada Fisheries Act #15, 1986 (section #23 of Cap 108) the rule-making powers of the Minister created SRO#77, 2001, declared two marine protected areas and a set of general MPA rules in SRO#78, 2001

Close links exist between the competent authority for MPAs (Fisheries Division) and allied agencies important to MPA management: Police (and Coast Guard), Grenada Ports Authority, Grenada Board of Tourism, Physical Planning (Ministry of Finance) and Forestry Division among others and should facilitate the smoother application of legal provisions affecting MPAs where administered by such agencies.

- Ports (Amendment) Reg. SRO #12, 1997 provides for a range of controls on harbour craft administered by the Grenada Ports Authority (GPA)
- Yachting Act #17, 2000 provides for controls on yachts administered by the Director of Maritime Affairs (GPA); MPAs are specially vulnerable to yachts which are often dive boats in the meaning of the MPA regulations
- Several relevant pieces of legislation are administered by the above agencies

There is a record of involvement of the NGO, the Carriacou Environmental Committee (CEC), in MPA initiatives for the purpose of establishing a comanagement relationship with Government in future management of an MPA system.

- Initiated by the CEC and in collaboration with the Forestry and Fisheries Divisions and with official participation of the Ministry of Carriacou/Petite Martinique, a consultation was convened (30/03/01) on concerns for Sandy Island and Oyster Bed within one marine area. Although without sufficient involvement of fishers the participation was sufficiently wide (20 persons) and the consensus was to set a marine protected area within a perimeter from Lauriston sea defence to north of Mabouya Island, the Sisters and unto the jetty at Tyrell Bay.
- Although not as yet demarcated by community consensus, three other marine areas were identified by the Marine Protected Areas Project for inclusion in a system of MPAs for Carriacou Petite Martinique.

Some of the MPAs identified at Carriacou and Petite Martinique encompass small offshore islands. MPA management arrangements will need to make special provisions for these islands:

- Large Island - Possibly private
- Saline Island - Possibly Private
- White island - Possible Private
- Mabouya Island and Sandy Island - Government

MPA management requires vigorous public awareness and education. This is difficult to effect locally (Grenada and Carriacou/Petite Martinique districts) and considerably more difficult and complicated to effect in the SVG Grenadine islands in close proximity to the areas). Note that the area is used by visitors from Grenada 10 – 30 miles away, and from the SVG Grenadines 5-30 miles away and outside the Grenada jurisdiction.

MPA management requires affirmative enforcement at both the local and the foreign level; support from various governance agencies is critical. Agencies include Police, Customs, and Coast Guard etc.

Establishment and maintenance of MPAs in one district and serving unique interests of the local area needs to accommodate the national or central Governments' public policy within the short and long term.

Effective establishment and maintenance of MPAs in the Carriacou and Petite Martinique area must anticipate and be sufficiently adaptable to future terrestrial and coastal zone developments (terrestrial parks included).

Following are several options for comanagement of the Carriacou/Petite Martinique MPAs. The pros and cons of these are presented below.

***(A) A local MPA system of management with responsibilities shared between a statutory local Government at Carriacou and Petite Martinique and the local community-based organization/NGO (e.g. CEC) and operating outside the Grenada system of MPA.***

Enabling conditions:

- Statutory Provision – Local Government does not exist
- Institutional capability of parties – not established
- Capability to enforce as local MPA system – None
- Ability to deal with SVG on relevant issues – None
- Specialized Community Based Organization (CBO) - Only unspecialised capabilities
- Status of negotiation; Government/CBO – *little formal engagement as yet*

***(B) A local MPA system administered jointly by Central Government and the community based organization (e.g. CEC) and where the Ministry of Carriacou and Petite Martinique affairs is represented on Governments side; a comanagement arrangement.***

Enabling conditions:

- Statutory Provision - Legal instruments in place.
- Institutional Capability of parties – Central Government MPA programme in place.
- Capability to enforce local MPA system – legal instruments in place in both parent and subsidiary legislation.

- Ability to deal with SVG on relevant issues – Act #25, 1989 and Act #15, 1987 will apply.
- Specialised CBO – No; on unspecialised capabilities.
- Status of negotiation, Government/CB Organization – little formal engagements as yet.
- Community consensus on MPA system – *only on one MPA so far.*

**(C) A management arrangement in which the community based organization takes the lead in management of the MPA system and with no involvement of Government (central or district).**

Enabling conditions:

- Statutory provisions – Some in Fisheries Act #15, 1986.
- Capability to enforce local MPA system – sufficient legal instruments; difficult for Government to delegate.
- Ability to deal with SVG on relevant issues – state authorities unlikely to confer such powers to a local body.
- Specialised CBO – no; only unspecialised capabilities.
- Status of negotiations Government/CBO – little formal engagements as yet.
- Community consensus on MPA system – *only one MPA so far.*

**(D) A comanagement arrangement between the local CBO e.g. CEC and central government but without involvement of Ministry of Carriacou and PM affairs.**

Central Government is highly unlikely to consider this option.

**(E) A comanagement arrangement between a statutory local Government of Carriacou /Petite Martinique or the Ministry of Carriacou and Petite Martinique Affairs (given authorization by central Government to manage MPAs) together with the CEC to manage the areas as part of a Grenadine system of MPAs.**

Enabling conditions:

- Statutory provisions – *Some provisions in the Grenada Fisheries Act #15, 1986.*
- Institutional capabilities of parties – insufficient legal instruments; very difficult to institute.
- Capability to enforce local MPA system – legal instruments in place in legislation but difficult to implement for political jurisdictional reasons.
- Ability to deal with SVG on relevant issues – enabling arrangements will specify possibilities.
- Specialized CBO - no; unspecialised capabilities
- Community consensus on MPA system – *consensus on only one MPA so far.*

13) For establishment and for maintenance of an MPA system under a comanagement framework, negotiations are necessary to determine the respective contributions of both parties in the arrangement.

**APPENDIX 5: POWERPOINT PRESENTATION AT THE STAKEHOLDER  
CONSULTATION ON THE SANDY ISLAND OYSTER BED MPA, CARRIACOU**

## APPENDIX 6: PARTICIPANTS IN THE MPA PLANNING SESSION

Name	Affiliation	Contact
John Adams	Carriacou Environmental Committee	443-6400
Sharon Almerigi	People Dynamics Associates	246/432-2011
Norland Cox	Agriculture Instructor	443-8036
James Finlay	Consultant	443-5220
Virginia Fleary-Noel	Carriacou Environmental Committee	443-6052, 8977
Allan Franklin	UWI CERMES	246/429-0450
Crafton Isaac	Grenada Fisheries Division	440-3814, 3831
Robin Mahon	CCA, CaMMP	246/432-7415, 2011
Junior McDonald	Grenada Fisheries Division Carriacou/PM Affairs	443-6886, 7375
Bernard McIntosh	Agricultural Officer Carriacou/PM Affairs	443-6886, 7375
Werner 'Max' Nagel	Carriacou Silver Divers, CEC	443-7882
Benson Patrice	President, Carriacou Environmental Committee	443-7004
George Schmitt	Arawak Dive Shop	443-6906, 8205
Brian Whyte	CEC	443-6435, 8590

**APPENDIX 7: PARTICIPANTS IN THE STAKEHOLDER CONSULTATION ON THE  
SANDY ISLAND/OYSTER BED MPA, CARRIACOU**

Name	Affiliation	Contact
John Adams	CEC	
Rafael Alexander	Construction	443-8547
Thomas Alexander	Water taxi operator	443-6622
Somel Allert	Retired fisher	
Noland Cox	Agriculture Instructor	443-8036
Dexter Douglas	Fisherman	443-7776
James Finlay	CEC Consultant	443-5220
Virginia Fleary-Noel	CEC Secretary	
Allan Franklin	CERMES, UWI	pfranklin@sunbeach.net
Crafton Isaac	Fisheries Division	440-3831 grenfish@carisurf.com
Ivor Jackson	Consultant, Grenada Board of Tourism	268-460-1469
Jan Senius Jensen	Diver	443-6191 seniuson@hotmail.com
Bustum Joseph	Construction	406-2005
Christopher Joseph	Assistant Manager and Chairman of the Carnival Committee	443-7468, 7469
Hector Lambert	Concerned citizen	443-8311
Dexter Lendore	Grenada Board of Tourism and South Striders	443-7948
Cosnel McIntosh	Mt. Pleasant and Grand Bay CDO	443-8666
Jerry Mitchell	MPA Manager, Fisheries Division	440-3831 jerry_enoe@hotmail.com
Werner "Max" Nagel	Carriacou Silver Divers, CEC board member	
Edward Niles	CEC	
Kenroy Noel	Fisherman, Mount Pleasant	443-8086
Rawle Paterson	Journalist	443-6589, 488-0960
Benson Patrice	Forestry, President of CEC	443-7004
Molly Phillip	Self-employed sales person	443-8722
Kenroy Plenty	Construction	443-7278
Mark Powell	Queen's University, Belfast	markpowell@yahoo.co.uk
Royan Prime	Fisherman (Belvedere)	443-7888
Sherman Sammerson	Construction	443-7278
George Schmitt	Dive Shop	
Cuthbert Snagg	Water taxi and tour operator	443-8293
Kendy Stafford	Fisher (Bogles)	443-8801