

FINAL REPORT

CONSULTANCY TO STRENGTHEN THE COASTAL ADVISORY AND MARINE PROTECTED AREAS ADVISORY COMMITTEES

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May 30, 2002
Belize City**

TABLE OF CONTENTS

	Page
I. Objective.....	1
II. Duties and Responsibilities.....	1
III. Results.....	1
a. Informal discussions with Government and non-Government Members of CAC and MPAAC	
b. Meetings of the CAC	
c. TOR of CAC and MPAAC.....	2
d. Identification of Training Need and Workshops	
e. Appointment of CAC and MPAAC.....	3
IV. Analysis.....	4
a. Attendance and Participation	
b. Capacity and Effectiveness of Committees.....	5
c. Role of CZMAI	
d. Sustainability of the Committees.....	6
V. Conclusions and Recommendations.....	6

ANNEXES

- 1. Contract**
- 2. Schedule of Meetings**
- 3. Summary of Meetings**
- 4. Recommendations for Improvement of Meetings**
- 5. Proposal for Revisions and Revised TOR of CAC**
- 6. Proposal for Revision and Revised TOR of MPAAC**
- 7. Workshop Manual**
- 8. Letter of Appointment to CAC**

Final Report on the
Consultancy to Strengthen the Coastal Advisory and Marine
Protected Areas Advisory Committees

I. Objective

The objective of the consultancy was to contribute to the strengthening of the Coastal Advisory Committees (CAC) and the Marine Protected Areas Advisory Committees (MPAAC) based on the strategy outlined in the Terms of Reference (Attachment 1).

II. Duties and Responsibilities

1. Visit the various communities and hold informal discussions with members of the existing CAC and MPAAC.
2. Conduct interviews with government agencies represented on the Committees.
3. Attend meetings of the CAC and MPAACs and make recommendations for improvements.
4. Review and recommend changes where necessary for the TOR of CAC and MPAACs.
5. Identify training needs of the Committee members and prepare training materials.
6. Organize and hold at least two workshops for Committee members.
7. Assist with the appointment of at least one additional CAC and MPAAC, and hold at least one public consultation for stakeholders prior to appointment of the CAC.

III. Results

a. Informal discussions with Government and Non-government Members of CAC and MPAAC

Informal discussions were scheduled and conducted with both government and non-government members of the Turneffe and Caye Caulker CAC, prospective members of the Friends of Nature Coastal Advisory Sub Committee and also but to a lesser extent with members of the Bacalar Chico, Glovers Reef and Sapodilla MPAAC (Annex 2). The purpose of the discussions were generally to determine whether members thought that the Committees were functioning well, what they thought were some of the strengths and weaknesses of the Committees, what suggestions they had for improvement and sustainability of the organizations and the areas of training that could eventually contribute to strengthening and sustainability. A list of eleven questions was elaborated for this purpose, and a summary of the discussions is attached (Annex3).

b. Meetings of the CAC

During the consultancy three meetings of the Caye Caulker CAC and one meeting of the Turneffe CAC were scheduled. I also attended a Board Meeting of the Friends of Nature Board of Directors where, along with the Coastal Planner we presented the idea of the Sub-Committee and scheduled a consultation seminar where the Guidelines for

development of the regions and the Terms of Reference would be presented for discussion. A meeting of the Glovers Reef MPAAC was scheduled for the 30th of April and coincided with a visit to the Turneffe Atoll. Also a meeting for the Bacalar Chico MPAAC was scheduled for May 8th but was postponed for a later date. A document outlining some general as well as specific recommendations for improvement of Committee meetings are attached (Annex 4).

c. Terms of Reference of CAC and MPAAC

A comprehensive Terms of Reference for CAC was developed which outlined the responsibilities of the stakeholders in the system was elaborated. In the case of the MPAAC this was not as comprehensive and does not outline specific responsibilities and commitments of all the partners. Some changes to the TOR was based on consultation with members but also included some structural changes and additions. In the case if the CAC an important addition are some proposed indicators for the evaluation of the system of CAC. Also as an Annex to the TOR, some specific indicators that may by monitored by the CAC to comply with the monitoring responsibility that they have and which should enable them to make more informed decisions and recommendations for development of the regions (Annex 5). For its part, the TOR of the MPAAC which was formulated in 1995 includes some structural changes as well as some additions that should clarify the contributions that the Committees are expected to make (Annex 6).

d. Identification of Training Needs and Workshops

One of the strategies identified for the strengthening of the Committees was training. During discussions with members and stakeholders the issue of training needs was discussed and generally it was suggested that training was necessary in the areas of leadership, team building, and conflict resolution (Annex 3). Other areas were identified such as training on existing legislation, parliamentary procedures and institutional strengthening. Some members felt that while training was necessary, they did not think it would help them particularly since the “problems” that the committee was experiencing either had nothing to do with them or could be addressed differently.

Three workshops were organized and conducted for Placencia, Caye Caulker and Belize City. The first was held in Placencia on May 14th and included participants from the Friends of Nature Coastal Advisory Sub-committee as well as members of the Sapodilla MPAAC. A second workshop was organized for the Caye Caulker CAC on May 16th in Caye Caulker, and a third was held in Belize City on May 21st and included members of the Turneffe, Bacalar Chico and Glovers Reef Advisory Committees. The dates of these workshops were proposed, consulted with and agreed by the members of the Committees. Attendance was good in the cases of Placencia and Caye Caulker but could have been better in the case of Belize City, even though almost twice the number of those attending actually confirmed their participation.

Based on the topics that were prepared and the methods applied (Annex 7), the level of discussions and interaction at the workshop was very high and participants proposed that

similar workshops be held for their own organizations that they represent or for others in leadership positions including the Cabinet. Some participants that were sceptical at the beginning confessed that they were very satisfied with the outcome and happy that they decided to participate. The Workshop Report submitted on May 22nd includes as an attachment the original evaluations by the participants.

e. Appointment of CAC and MPAAC

A consultation seminar was held with stakeholders and members of the Friends of Nature Board of Directors on April 18th where the Guidelines and TOR for the Coastal Advisory was presented in an effort to establish a CAC for that region. Those present for the most part were enthusiastic about the prospects of having such a committee established for that region and felt that it was overdue. There was also general agreement that since the members of the Board of Directors of Friends of Nature generally represents the stakeholders that were proposed as members of the CAC, that in effect CAC would be constituted by members of the Board in addition to some of the government representatives that were invited and a representative of an academic institution and the National Garifuna Council. In the end it was decided that members of the CAC would include representatives from the following organizations:

- Placencia Village Council
- Seine Bight Village Council
- Monkey River Village Council
- Independence Village Council
- Hopkins Village Council
- Placencia Tour Guides Association
- Northern Fishermen Cooperative Society
- National Fishermen Cooperative Society
- Placencia Fishermen Cooperative Society
- Placencia BTIA
- National Garifuna Council
- Independence High School
- Forestry Department
- Fisheries Department
- Lands and Survey Department
- Geology and Petroleum Department
- Friends of Nature
- CZMAI

It was also agreed that while other government departments such as Housing and Planning and the Department of the Environment have important roles to play, they would not be invited as permanent members but would be invited on an as need basis. The Coastal Planner sent letters of appointment to these organizations during the third week of April (Attachment 8). At the seminar it was also agreed that appointees would participate in the workshop where they would take the opportunity to elect the executive of the committee. It was decided that this was not possible since not all the members

were present during the workshop and since members of the Sapodilla MPAAC were also present.

The process of establishment of a MPAAC was somewhat more difficult and did not take place. The idea of establishing the Placencia/Gladden Spit MPAAC was discussed with officials from CZMAI and the idea of having the same CA sub-committee also represent the MPAAC of the regions was explored. Discussions with officials of the Fisheries Department revealed their preference for a separate committee for this purpose since the Department was in the process of signing a Memorandum of Understanding with Friends of Nature and could foresee a conflict of interest.

IV. ANALYSIS

a. Attendance and Participation

Generally the members of the CAC and MPAAC represent a wide cross-section of communities and stakeholders, and although they represent diverse interest they all agree that coming together as members of the various committees is necessary and important for the development and well being of the region they come from. On the other hand it is also apparent that while some members are said to represent certain organizations and communities there is no feedback or communication with the group that they represent, such as the case with representatives from FAMRACC that seems to be experiencing difficulties, or in the case of the Placencia Tour Guides Association which has not met in more than a year. Also of importance is that the existence of some of the organizations that members represent is at the least dubious. The case of SIWABAN on Caye Caulker is an example where members seem unsure that such an organization exists and apart from one person, it is not clear who the other members are.

There is a valid concern among members that while the CAC do represent a broad cross-section of the community the decisions of the committees will not always reflect this due to inconsistent and lack of participation by some at meetings. Attendance is a general problem experienced by both the CAC and MPAAC. Some organizations such as DOE and BELTRAIDE have stated that a shortage of staff and resources limit their ability to attend meetings and have expressed an interest in participating on the Council rather than on the Committees. Other organizations have their own internal problems that affect their ability to attend such as FAMRACC, while there are others where it is obvious that interest and commitment is lacking such as the case of the Seine Bight Village Council.

Participation at meetings is generally of high quality but in some cases some members did not contribute to the discussion even though they were asked. It is not clear whether this was because they were unfamiliar with the minutes of the meeting and what was being discussed or whether these representatives actually have the capacity to participate and to make meaningful contributions to the discussions.

b. Capacity and Effectiveness of the Committees

The Terms of Reference of the CAC is very elaborate and seems somewhat overwhelming for a group of volunteers. Also given the background and schedule of some of the members this will increase the load that the CZMAI, Fisheries and other organizations will have ensuring that the more technically demanding responsibilities of the Committees are achieved. It will also require a systematic delegation of responsibilities to those less technically capable of those tasks that are not as demanding as others to ensure the premise of partnership and sharing of responsibilities are not undermined and to reduce the risk of dependency.

The extent to which the committees will or can be effective will be a function of the participation, the authority that it will have to implement the guidelines and the ability of the Council to follow-up and produce results on the basis of the recommendations of the Committees. Participation here specifically relates to the active involvement of the members as well as the organizations and communities that they represent through constant feedback and consultation. If the communities and organizations are aware of the discussions and decisions they are more likely to cooperate rather than finding about them when they have violated a particular guideline.

Various ideas have been discussed as to the authority that the Committees will have to implement the guidelines. These included the suggestion of declaring the regions Special Development Areas (SDA), implementation through the legislations of the various line ministries participating and establishment of the CAC as a sub-committee of the Village Council in the case of Caye Caulker. All of these ideas have merit and should be explored taking into consideration there will probably be more than one method used depending on the particular context of the CAC. Which ever of these methods chosen will only be as good as the enforcement of the regulations that they entail and already some members are sceptical that having the legal authority to implement will not necessarily translate into effectiveness given the history of enforcement of Statutory Instruments in the past.

The extent to which the Council can respond to the recommendations and advice of the Committees is also vital since it encourages participation and trust that the system works and that indeed there is partnership. Failure to act upon the decisions and recommendations could undermine the sustainability of the Committees, such as in the case of Bacalar Chico where members relate that there was a decision to place buoys in the area more than a year ago and that this has still not taken place and has some members doubtful of the effectiveness of the Committee.

c. Role of the CZMAI

Members of the committees are very supportive and grateful of the involvement of the CZMAI in the process and there is a tremendous amount of confidence in the ability of this organization to lead this process and to provide the information and technical support that it will require. While it is recognized for the most part as a facilitator of the process,

it is important that the CZMAI remain as a partner on the Committee because it also has a balancing role to play since it can be considered as the only “neutral” partner in the process. However, more can be done to transfer some of this knowledge, technology and resources to the local level because as partners it is important that they are able to increase their own capacity, contribute more meaningfully to the process of development and sustainability of the regions and to reduce the burden placed on the resources of the CZMAI.

d. Sustainability of the Committees

Apart from some of the issues already mentioned such as participation, effectiveness of the Council and support from the CZMAI and Fisheries Department, funding will be important for the sustainability of the Committees. In the case of the CAC, some suggestions for the funding of the meetings and activities of the Committees in the medium to long term have been made by members (Annex 3) and this is one issue that should be explored when the process of reviewing the guidelines is complete since this process itself will shed some light on certain possibilities that may exist. Even in the short run, an effort can be made to have members contribute in ways that they can and gradually introduce the idea a partnership is being forged. In the case of the Bacalar Chico MPAAC members believe the SI that establishes the reserve has undermined their ability to mobilize resources because it does not include the collection of user fees.

V. CONCLUSIONS AND RECOMMENDATIONS

1. The lack of attendance and participation by some organizations is affecting committees and discouraging others from participating. The organizations instead of the individuals that they represent should be approached to address this issue since the participation of the organization in the process is vital. Even where attendance is lacking, the minutes and reports of the meetings should be forwarded so that they may not claim unawareness of the decisions of the Committees. The “expulsion after failure to attend a certain amount of meetings” should not be used in these committees because of the role that they have and the importance of local participation.
2. After a certain period, the list of organization that participate on committees should be reviewed and participation analysed to determine whether this is still relevant and how it may be improved for the success of the Committees.
3. Organizations should be discouraged from appointing volunteers that reside temporarily in Belize. While volunteers often play important roles in these organizations the sustainability of the participation is questionable especially if information is not being passed on to the organization.
4. It is obvious that many of the representatives are not passing on the information to the organizations that they represent. One way to get around this is to ask each

representative to schedule a meeting of their organization where a presentation would be made on the guidelines and responsibilities of the Committees and where Coastal Zone or Fisheries would assist with the technical details such as maps, etc. Report of these meetings should be sent to the Committees.

5. It is important that the Village Councils share the information with the community at large as soon as the committees agree on a final draft. It has to have the consensus of the Committees before so that they are willing to defend the content and recommendations that they have made.
6. Because the authority of the Committees is such an important issue to the members, a meeting should be scheduled and the information gathered for each option so that they may discuss the merits of each one separately and make an informed decision.
7. From time to time, technical workshops should be organized for those non-government representatives who show an expressed interest in and aptitude for learning some of the technology and details involved in the process of generating the guidelines. This will assist them to better monitor and implement the guidelines and to transfer technology and knowledge to the local level.
8. Committees should be encouraged register so that they are recognized and can have the ability to mobilize resources from other sources that require such status. The NGO Act should be reviewed for this purpose.
9. Committees should be encouraged to form sub-committees or task forces to make the TOR more manageable and to ensure that they can be effective in achieving their objectives.

ANNEX 1: CONTRACT



COASTAL ZONE MANAGEMENT AUTHORITY AND INSTITUTE

Princess Margaret Drive, P.O. Box 1884, Belize City, Belize, Central America
Tel: 501-2-35739/30719 – Fax: 501-2-35738 – E-mail: czmbze@btl.net
Website: www.coastalzonebelize.org

NATIONAL CONSULTANT CONTRACT No. 17.37/02-001

Memorandum of Contract made this _____ day of February 2002, between the CZM Authority and Institute (CZMAI) and Ms. Minelva Johnson (the subscriber), whose address is 109 Lake Gardens, Ladyville, Belize District.

The parties agree to the following:

1. Terms of Reference

The subscriber will be assigned to the CZM Institute, liaising with the Director and working closely with the technical staff, in particular with the Coastal Planner, as per the attached Terms of Reference which forms an integral part of this agreement.

2. Duration of Contract

The duration of this contract is for a period of 60 working days. It will come into effect on the 25th day of February 2002 and should be completed by the 23rd day of May 2002.

3. Remuneration

As full consideration for the services performed by the subscriber under the terms of this contract, the CZM Authority & Institute shall pay a fee of BZE \$15,000. Disbursements will be paid on the following basis: a first payment or mobilization fee of \$2,000 on signing of the contract; a second payment of \$6,500 on submission of revised terms of reference for committees and package of training materials as noted in the implementation schedule, and a final payment of \$6,500 on delivery of the final report by the 23rd May 2002.

Travel, hotel and per diem expenses will be paid directly by the CZM Authority & Institute and according to the present DSA rates. Costs incurred for stakeholder meetings and for production of reports will also be paid directly by the CZM Authority & Institute.

4. Rescission

Either party may rescind the contract at any time by giving the other party five days' notice in writing of its intention to do so. Pro rata compensation may be paid in lieu of notice.

5. Title Rights

The title rights, copyrights and all other rights of whatsoever nature in any material produced under the provisions of this contract shall be vested exclusively in the CZM Authority & Institute.

Belize City, February, 2002

Vincent Gillett
Chief Executive Officer
CZM Authority

Minelva Johnson
Subscriber

TERMS OF REFERENCE

National Consultant – Social Scientist for Coastal Planning Programme

Project: Conservation and Sustainable Use of the Belize Barrier Reef Complex (BZE/98/G32/A/1G/99)

Background: This Project aims to support the Government of Belize in implementing an integrated coastal zone management programme by undertaking targeted interventions for biodiversity protection in a sustainable manner. An important aspect is the development of adequate plans and policies that will guide development in the coastal zone, providing protection for the coastal and marine ecosystems over the long term.

A core component of the coastal planning programme is the establishment of Coastal Advisory Committees (CACs) for the various coastal regions. It is expected that these committees, comprised of the relevant stakeholders, will oversee the implementation of the coastal development guidelines prepared for each region.

Similarly, Advisory Committees of the marine protected areas (MPAACs) are being established to ensure that communities and users of the coastal resources have an input in the planning and management of the protected areas.

These Committees therefore play a crucial role in community participation in planning and management of the coast. In order for the members to be the most effective, training will be provided in aspects of leadership, conflict resolution, group dynamics, etc.

Duty Station: Belize City, Belize

Duration: 3 months

The Consultant will work closely with the staff of the CZM Authority and Institute, and in particular with the Coastal Planner.

Duties and Responsibilities:

- (1) Visit the various communities and hold informal discussions with members of the existing CACs and MPAACs.
- (2) Conduct interviews with the government agencies represented on the Committees.
- (3) Attend meetings of the CACs and MPAACs and make recommendations for improvements.
- (4) Review and recommend changes where necessary for the terms of reference for the CACs and MPAACs.
- (5) Identify training needs of the Committee members and prepare training materials.
- (6) Organize and hold at least two training workshops for Committee members.
- (7) Assist with the appointment of one additional CAC and MPAAC, and the hold at least one public consultation for stakeholders prior to appointment of the CAC.

ANNEX 2: SCHEDULE OF MEETINGS

Schedule of Meetings

Name	Organization	Committee	Date	Time	Status
Anthony Mahler	BTB	Turneffe CAC	13/03	2:00 p.m.	Complete
Anthony Andrews	Housing/ Planning	Turneffe CAC Caye Caulker CAC Placencia CAC	13/03	3:00 p.m.	Complete
Martin Alegria	DOE	Turneffe CAC	15/03	10:00 a.m.	Complete
Rafael Sosa	Min. Education	Turneffe CAC	15/03	2:00 p.m.	Complete
Jorge Espat	BELTRAIDE	08 23737	18/03	10:00	Complete
James Azueta	Fisheries	Bacalar Chico CAC	15/03	2:00 p.m.	Cpcomplete
Rachel Sosa	BELTRAIDE	Turneffe CAC	18/03	11:00 a.m.	Complete
Clifford Vernon	Lands/Survey	Caye Caulker CAC Placencia CAC	18/03	11:00 a.m.	Complete
Barbara Abdulhadi	Lands and Survey	Turneffe CAC	19/03/02	11:00 a.m.	Complete
Mario Augustine	Chairman – Hopkins/ Friends of Nature	Placencia CAC Glovers MPAAc	19/03/02	1:30 p.m.	Complete
Brian Young	Friends of Nature and Placencia Tour Guides Association	Placencia CAC	19/03/02	6:00 p.m.	Complete
Percival Neal	Chairman – Placencia Village Council	Placencia CAC	19/03/02	7:00 p.m.	Complete

Lindsay Garbutt	Friends of Nature	Placencia CAC	20/03/02	9:00 a.m.	Complete
Glen Eiley	Friends of Nature	Placencia CAC	20/03/02	11:00 a.m.	Complete
Rennik Jackson	Fisheries	Caye Caulker CAC Placencia CAC	5/04/02	11:00 a.m.	Complete
Ellen McRae	CC Tour Guides	Caye Caulker CAC	16/04/02	11:15 a.m.	Complete
Isaias Majil	Bacalar Chico MPAC	Bacalar Chico MAC	17/04/02	3:15 p.m.	Complete
Alfonso Avilez	Fisheries Department	Bacalar Chcio MAC Turneffe CAC	17/04/02	4:00 p.m.	Rescheduled
K Mustafa Toure	Northern Fishermen	Turneffe CAC	22/04/02	1:30 p.m.	Complete
Eden Garcia	UB Institute of Marine Studies	Bacalar Chico MAC Turneffe CAC	22/04/02	3:00 p.m.	Complete
Mario Guizar	CC Bussiness Assn.	Caye Caulker CAC	23/04/02	9:00 a.m.	Complete
Dorothy Beveridge	CCBTIA	Caye Caulker CAC	23/04/02	2:00 p.m.	Complete
Dane Dingerson	Eden Isle	Caye Caulker CAC	23/04/02	2:00 p.m.	Complete
Fermin Marin	CC Village Council	Caye Caulker CAC	23/04/02	2:00 p.m.	Complete
Emanuel Rodriguez	CC Village Council	Caye Caulker CAC	23/04/02	2:00 p.m.	Complete
Ilna Auxilou	CC Housing/Planning	Caye Caulker CAC	23/04/02	3:00 a.m.	Complete

Liz Ross	Sunset Estate	Caye Caulker CAC	24/04/02	9:00 a.m.	Complete
Francis Staine	CC Marine Reserve	Caye Caulker CAC	24/04/02	10:00 a.m.	Complete
Gerald Badillo	Northern Fishermen	Caye Caulker CAC	24/04/02	11:00 a.m.	Complete
Craig Hayes	Turneffe Flats	Turneffe CAC			Complete
Claudio Azueta	South Wind Properties	Bacalar Chico MAC	15/05/02	10:30 a.m.	Complete
Albert Munnings	Glovers Reef MPAA	Glovers Reef MPAAC	3/05/02	11:00 a.m.	Complete

ANNEX 3: SUMMARY OF MEETINGS

Summary of interviews conducted in the process of strengthening of the CAC and MPA

Question 1: *Do you think that it was necessary to establish the AC or are there existing mechanisms that have the capacity to function as the AC?*

There is general consensus that the Advisory Committees are necessary and potentially can play a significant role in the development of the regions. It is felt that while other mechanisms exist with some of the same specific functions as the CAC, they do not include the same cross section of representatives, particularly as it relates to government and they do not have the same overall objective. Most of the interviewees feel that the process is long over due and are enthusiastic about the possibilities and opportunities that it presents.

Question 2: *Do you consider your participation important for the success of the process and is there any organization that should have been represented that is not?*

Most organizations felt that their own role on the Committee is important because of their mandate and the contribution that they can make to ensure that the CAC benefit from the knowledge and expertise that they bring some organizations such as DOE and BELTRAIDE felt that it was difficult for them to continue participating directly in the CAC due to human resource limitations.

Question 3: *Do you think that the CAC are balanced in terms of the sectors that are represented?*

Most people felt that the CAC are balanced but only in terms of the organizations that have been invited, but not balanced in terms of who attends. People felt that the private sector businesses tend to show more interest because they actually invest money and have more to lose than the others, so that actual participation is biased in favor of developers (in the case of Caye Caulker). In the case of Caye Caulker, people are concerned that the members that have taken an interest are expatriates and fear that if more native Belizeans do not participate there is the risk of having the guidelines rejected by the native residents of the community. Also in the case of Turneffe there is concern that only one representative from the region participates on the CAC and that the fishermen and owners of other resorts that are resident in the region do not participate.

Question 4: *What do you think of the meetings of the AC, what areas need to be strengthened?*

Everyone is concerned about the level of participation at meetings and the seeming lack of interest displayed by some. Even though the DOE has expressed that staff constraints limit their participation, most of the interviewees think that the

participation of DOE is vital. For the most part people feel that meetings are transparent and democratic and in the case of Turneffe and Caye Caulker, the consensus is that the secretary does an excellent job of keeping them informed and providing them with the materials for meetings. One person felt that the CZMAI representative on the AC should not function as the secretary but as a technical resource person and that the minutes of the meetings are too detailed, focusing on the general discussion rather than the salient points and the decisions that need to be followed-up. Other concerns about the meetings include the weakness in the chairing and control of the meeting and the fact that too much time is spent going over the matters arising from the minutes of the previous meeting and not much new business is discussed. This point was made particularly in relation to the meetings of the Turneffe CAC.

In the case of the MPA members interviewed felt that the process is micro-managed by the Fisheries department and that too often meetings are postponed because the representative of fisheries is not able to attend and that this attitude delays the progress of the MPAAC and discourages others from attending.

Question 5: *What is the role of the CZMAI in the process?*

All the interviewees thought that the participation of the CZMAI is indispensable. They felt that its role is that of a facilitator and resource entity. Some felt that it should not actually participate as a member of the CAC but rather in the aforementioned capacity, while others felt that it should have a say in the decisions of the CAC.

Question 6: *Given the TOR that is proposed by the CZMAI, do you think that the AC has the technical and managerial capacity to implement this?*

The response to this question is split. 50% of the respondents feel that the TOR is too overwhelming. They believe that the technical capacity exists on the Committee but the fact that members are volunteers with other full-time jobs will limit the amount that they can do to accomplish the functions of the TOR. The other 50% believe that the capacity exists and that it can be done if people are committed, and if the CZMAI continues to provide support.

Members of the MPAAC feel that while the technical capabilities exist and in their unique case, the Reserves are equipped with staff, so that they are only assisting, they are not called upon to assist or to provide information. They feel that the fisheries department owns the process, and that they are “not partners but invited guests”.

Question 7: *In the event that the CZMAI cannot continue to fund the meetings and activities in the long-run, do you think that the CAC can be sustainable?*

With the exception of the government representatives, all the interviewees said that they can assist in the effort to raise funds for the CAC and that they would be able to fund their own participation and perhaps the participation of the government

representatives as well. Government representatives for the most part said that without the financial support they would not be able to participate due to budget limitations in the government.

Question 8: *Do you have any suggestions on how the CAC might go about raising funds for its activities?*

Two suggestions were made in this regard. Members felt that the CZMAI could assist the CAC to write proposals to request funding from different organizations. In the case of Turneffe possibilities are already being explored with the 1% for the Planet, an organization of businesses that contribute 1% of gross revenue to environmental causes. Also UNESCO has been proposed as a possible source since environment is one of their priority areas this year. Other possibilities include the charging of fees by the CAC for receiving applications and recommending projects that are consistent with the guidelines.

Question 9: *How effective do you think the CAC can be in the monitoring of the guidelines?*

Most members believe that in the absence of a legal framework to support it, the CAC are limited in obliging people to comply with the guidelines. They are also not optimistic of the clout that it would have even if the legislations existed, since so many other legislations exists and are not enforced.

Question 10: *Do you have any suggestions on how the CAC can acquire the legal authority it needs?*

Suggestions varied from the use of existing legislation through the various government agencies and departments that sit on the CAC, to the pursuit of SDA status and three suggestions to establish the CAC in the case of Caye Caulker as a sub-committee of the village council.

Question 11: *How can the Committees be strengthened? Is there a need for training, and if so what areas?*

The response here was also split. 50% felt that there is a need for training, particularly as it relates to team building, conflict management and resolution and knowledge of the various pieces of legislation that they should be familiar with. Other suggestions are that if the level of participation could increase the problems of the CAC would have been solved. However, most of the people who feel that training is necessary, do not consider it necessary for themselves, only for the other members.

**ANNEX 4:
RECOMMENDATIONS FOR IMPROVEMENT OF
MEETINGS**

Recommendations for the Improvement of CAC Meetings

General Recommendations:

1. It would be helpful if agenda for the next meeting is discussed at a current meeting or if this is consulted with the members before the next meeting so that members are clear on what the objective/s of the meeting is before hand, giving them time to prepare and to contribute to the discussion.
2. Care should be taken to specify the purpose of the meeting and to separate an information sharing meeting from a problem solving meeting or to divide the same meeting to address these two issues. This stems from the fact that during meetings to share information such as in the Caye Caulker meeting to share the Guidelines, members begin to identify specific problems that they have with particular issues in the document before all the information is shared. As a result either the presentation is incomplete or the remainder is presented in a rush so that the meeting can end on schedule. During an information-sharing meeting, members can be asked to make a note of any problems that they have and schedule time to deal with these at the end of the sessions or at another meeting.
3. Each item on the agenda should be allotted a specific time so that members understand that by the end of that time a decisions should have been made and that the meeting can progress to other items on the agenda rather than have lengthy discussion on one topic and fail to address the other items and the overall objective of the meeting.
4. It is important that the agenda realistically reflects what can be covered within the time frame allotted for the meetings. It is suggested that a meeting is scheduled to address no more than three items anticipating the length of the discussion that these items involve.
5. To avoid chaos during the meeting, it is recommended that the chair reminds members at the beginning of the rules and procedures that are to be observed during the meeting, such as having one person speak at a time and to have comments directed to the chair rather than to individual members, use of cellular phones during meetings, etc.
6. At the end of the meeting the chair should run through the decision made to ensure that the objective was achieved and that everyone is clear on what the decision is and who is responsible for carrying it out.
7. It will be necessary in the future to schedule a meeting to review the TOR to ensure that both the CZMAI, the members and the Council is complying with the responsibilities outlined and to make changes to it if necessary.

8. While the issue of quorum is specified in the TOR and specifies a half of the membership as well as the Chairman and Secretary, this should be reviewed on a case-by-case basis and specific to each Committee based on consultation with the Committee.

II. Caye Caulker :

1. **Agenda.** Agendas need to be to be more specific in outlining the topics that are going to be discussed and if possible should specify the time allotted to each topic. At the end of each meeting, topics for the following meeting should be proposed and agreed upon. This will ensure that the objectives of the meetings are clear and at the end may be compared to the decisions made to prove that progress is being made
2. **Documents.** Although members have copies of relevant documents before hand, few are taking the time to read and offer proposals for improvement. As a result the process of revision of the Guidelines in particular is taking a lot of time. One way to approach this would be to break the documents into parts and use each meeting to review a different section and limit the discussions to that section, ensuring that agreements are reached on each point.
3. **Chairing.** Chairing of meetings is important to ensure that focus is maintained and that the objectives of the meetings are being met. The co-chair from the Lands and Survey Dept. did a good job of maintaining order, however the Fisheries co-chair will need some training on this subject. His interest and enthusiasm coupled with improved chairing skills will contribute to his effectiveness as co-chair.
4. **Participation.** It should be worrisome that the participation of the Village Council is shaky, particularly because the relationship between the VC and the CAC is unclear. VC representatives seem uninterested and offer no comments or queries on a topic as important as the Proposed Development Guidelines for Caye Caulker. This should not be mistaken for consent to what is being proposed. The CAC requires the unequivocal support of the VC is the implementation of the guidelines is to be successful.

The Chairperson should to ensure that all members are properly seated at the inside the meeting room before the meeting is called to order and that each person is called to give his or her opinion on the issue that is being discussed. Members should be discouraged from expressing their opinions outside after the meeting has ended, meaning that the chair should not entertain any comments, response or attack on another after the meeting has ended.

5. **Minutes of meetings.** Minutes of the meetings are commendable. Improvement can be achieved by adding a section on decisions made. This can be helpful for future reference as well as to show that progress is being made and that the objective of the meeting is being achieved.

6. **Relationship between the Village Council and the CAC.** The Caye Caulker Advisory Committee is unique in its constitution in that, unlike the friends of Laughing Bird that is constituted by several Village Councils and Turneffe that does not have one; it involves the development of one community, which has Village Council. This makes it necessary to define the relationship between the two especially since VCs, while voluntary organizations are now legally constituted bodies. Perhaps it would be wise to draft an MOU between the VC and the CAC that specifies that decisions made at the CAC should have the input of the VC and that such decisions cannot be overturned or superseded by the VC.

7. **Representation.** In appointing the representatives to the CAC the CZMAI needs to exercise caution and although it has no control over who the organization chooses as its representative, it can make suggestions considering the TOR of the Committee and the internal and external organizational politics of the Belizean community. In the case of the CAC, there are two representatives from the Fisheries Dept., one of whom was appointed co-chair of the CAC. Was it necessary to have 2 representatives from fisheries? Should CZMAI have proposed Mr. Francis Staine for the Fisheries Representative? Is his lack of participation, and perceived indifference a reflection of his discontent?

The question of feedback needs to be raised at meetings so that the decisions of the CAC are not undermined by the lack of consultation with the various organizations that people represent.

Turneffe/MPAAC

This information is based on participation in one meeting and as such could be improved.

1. Meetings should be based on an Agenda rather than on the Matters Arising from the Minutes of the previous meeting such as was the meeting of the MPAAC Working Group meeting held on April 17th.

2. It was obvious that more than a half of the members was unfamiliar with the minutes of the meeting and are unable to propose changes or to contribute to the

meeting particularly because the meeting followed the minutes rather than an agenda. When the secretary calls to confirm participation in the meeting s/he may also remind members to read the agenda and prepare for the meeting.

3. Participation should be encouraged from other members of the Committee rather than have the meeting dominated by two or three people.

**ANNEX 5:
PROPOSAL FOR REVISION AND REVISED TERMS
OF REFERENCE OF CAC**

Proposal for Revision of the Terms of Reference for Coastal Advisory Committees

The proposed changes to the TOR for the Coastal Advisory Committees is based on a process of consultation with both government and non-government members of the Caye Caulker, Turneffe and Placencia – Friends of Nature Advisory Committees and on the basis of reconciliation of the TOR with the three individual development guidelines. These proposals are addressed to some general issues as well as specific sections of the TOR as follows:

General:

1. While the TOR is a very thorough document it can be made more reader friendly to facilitate use and take into consideration the commitments and time constraints of the target group.

- a. Make a clear separation of the roles and functions of the CAC, CZMAI and the Council.
- b. Some points are redundant and can be edited to reduce the size of the document.

2. If the intention of the CZMAI is to participate as a partner, then the the wording of the document should be made to reflect this and the language used must be softened to take into consideration that the CAC are voluntary bodies operating in partnership with the CZMAI.

3. The role of the Council has to be clarified within the system of CAC.

Specific:

Page 1.

- Where it says “...committees will, to a large extent, be the [CZMAI’s] ‘eyes and ears’...” , the reference to eyes and ears should be eliminated from the TOR since it gives the impression that the Committees will act on behalf of the CZMAI instead of in partnership with it.
- In addition, to say that the committees will “...act both as a channel and a catalyst for the expression of the committee’s comments and observations...” is redundant. It can act as a channel and catalyst for the comments and observations of the stakeholder groups and government agencies which it represents unless the reference is to the CZMAI as the channel and catalyst.

Page 3

- Move the last paragraph from the sectioned entitled The Coastal Management Context and add it at the beginning of the section ‘Functions of the Committees’ as an introduction to that section.
- Move third and fourth sentence in section “To inform and advise...” to the sectioned “to contribute to the approval...” it fits more appropriately there.

Page 4

- Include as a separate role, to “Educate and advocate. Although the document makes reference to ‘promotion’, one of the basic roles of the Committees should be education and advocacy of the population in their respective zones on the content of the development guidelines as well as on the importance of the sustainable management of the coastal zone which is the objective of the guidelines.
- From section “To promote and monitor...” remove first sentence to role/functions of the CZMAI.

Page 5

- CZMAI will provide technical support to define. Rather than ‘...criteria will be required from..’
- Delete committees “...are not intended...” We don’t know what form these are going to take , also from paragraph 4: “...should only observe and report...”
- Move last paragraph in section Monitoring of Activities to new section on Educate and advocate.
- Delete last sentence from the same paragraph: In all cases[CZMAI] should be consulted., for reason that CZMAI is a partner and member of the CAC.
- Change CZMAI “...will have to establish criteria...” to ‘...will provide technical assistance...’

Page 6

- Move ‘...CZMAI will ensure each CAC...’ to roles/functions of CZMAI.
- Since frequent reference is made to the role of the CAC vis-a-vis the guidelines, the section on the Guidelines should come earlier in the document (inserted before ‘Functions...’) so that the reader is already familiar with the concept when s/he reads the roles and functions of the CAC.
- Delete first sentence of second paragraph and first sentence of third paragraph which makes reference to a section 8 that does not exist.

Page 7

- Delete third paragraph since CZMAI has taken initiative to draft and is now in the process of consultation. If this is what works and new TOR should reflect this procedure, and especially because to say that this is why the CAC were established is inconsistent with the need for decentralized local participation and partnership in the process of monitoring.
- The ‘...essential procedures...’ is not just for the CAC but also includes the roles and responsibilities of CZMAI in the process therefore change to ‘...process of drafting...’

- No reference is made here of the role of the Council in this process, therefore change to include role in approval process.
- CZMAI already participated in the CAC and would have had a say in the recommendations made for improvement of the guidelines, so that perhaps the recommendations from CAC should go if necessary to another level (technical) in the CZMAI for consultation and ratification and for approval to the Council.
- Procedure seem somewhat bureaucratic and time consuming.

Page 9

- Delete from paragraph 3 last sentence: "...Upon acceptance..." involves unnecessary bureaucracy.
- In last paragraph change the word performance to the operation or functioning of the system, include of the role of CZMAI and the council and to just the 'performance of the CAC which are voluntary bodies.
- Change heading to Committee Structure and Procedures
- Move second paragraph under Committee Procedures to roles/functions of CZMAI.

Page 10

- Delete or reformulate second sentence of the first paragraph which says: "appointment will be..." CZMAI already sends letters of appointments to members of the CAC and to send letters to the executive when the CAC might decided to rotate some positions or use alternates in these positions is unnecessary.
- Decisions on issues should be made on the basis of consensus in the first instance and only when this fails should voting take place. The issues are such that voting might still leave many people dissatisfied.
- In paragraph 6, while the secretary might be able to maintain the CAC files, s/he might not have the capability to maintain a database and this might involve time and resources that the CAC nor the secretary might not have.
- Move paragraph 7 to last sentence in roles/functions of the CAC, section on "Act as a Forum.."
- Change structure of entire section: "Responsibilities of the [CZMAI]."

Page 11

- Move section on review of the CAC system to roles/functions of CZMAI
- Under the roles/functions of the CAC, reference is already made to their role as a national forum. To form another separate organization of the purpose of interaction among the CAC is unnecessary and creates another layer of bureaucracy. This can be done through the convening of annual or bi-annual encounters or through the facilitation of meetings between two or more CAC on an as need basis. In the roles/functions of CZMAI which

refers to 'Coordinate the implementation of the guidelines, include reference to meetings among the CAC.

Page 12

- Redistribute section entitled "Implementation of Coastal Advisory Committee System. This section is redundant and does not add anything new to the document. Certain segments have been distributed to other parts.

Page 13

- Add to list of potential Committee Members, the National Garifuna Council, the National Creole Council and the Toledo Maya Cultural Council.
- Include section on proposed indicators for evaluation of CAC system.
- Add as Annex Matrix of indicators that may be monitored by the CAC.

COASTAL ZONE MANAGEMENT

Terms of Reference for

COASTAL ADVISORY COMMITTEES

1 INTRODUCTION

The Coastal Zone Management Strategy (2001), which sets out the paths that the Coastal Zone Management Authority and Institute (CZMAI) will take in managing the coastal environment over the following three years, calls for Coastal Advisory Committees (CAC) to be established throughout the coastal area of Belize. The committees are intended as partnerships between stakeholders and the CZMAI in the coastal management process.

The part of the Belizean marine environment of that contains the cayes has been divided by the CZMAI into nine coastal regions. This has been done to facilitate a participatory form of monitoring and resource management planning that aims to reflect the needs and concerns of both local and national interests. CAC for each of the eight coastal regions (except Ambergris Caye as explained below) are to be established with the participation of stakeholder groups, community, and government and will be responsible for the monitoring of the coastal zone in each region. This applies to the state of the natural environment and wildlife in the region, and activities that may impact them. The CAC are also intended to oversee the drafting and implementation of development guidelines for their particular region.

CAC will act both as a channel and a catalyst for the expression of the comments and observations on coastal issues of the Belizean society such that membership is proposed as representing a comprehensive range of interests: local municipalities (village, town and city), local and national NGOs, local and national producer's and user's associations, interested key individuals, and government officers. The Authority and Institute will undertake invitation for membership and official appointment. In order to encourage a sense of personal and collective responsibility, participation is based entirely on voluntarism. While all CAC will be expected to undertake a substantial monitoring and management of the coastal zone, the internal structure, functioning and efficiency of the CAC such as the frequency of meetings will, for the most part, be determined by the membership in recognition of the uniqueness and dynamics of each region.

2 THE COASTAL REGIONS

To facilitate effective, localized management and specialized focus on coastal issues, the coastal area of Belize has been divided into nine regions, based on geographic, social, economic and administrative considerations and on feasible means of communication and shared interests. The regions are intended only to cover the parts of the coastal environment that contain land, they are not intended to cover the

entire of territorial waters. One committee is planned for each region (apart from Ambergris Caye, as explained below). The regions are:

- Northern. Ranges from Corozal Bay to the Belize District coast immediately west of Caye Caulker, including Savannah Caye and the other cayes lying between the mainland and Ambergris Caye.
- Ambergris Caye. Includes the entire island and its surrounding waters and cayes, such as Cangrejo Caye. As resource management on this caye rests with the Ambergris Caye Planning Committee, San Pedro Town Council and, possibly, the North Ambergris Caye Development Authority, no Coastal Advisory Committee is currently proposed for this region.
- Caye Caulker. Includes the southern and northern parts of the cayes, as well as surrounding waters and the small cayes to the immediate west.
- Belize City Cayes. Stretches from the Hick's Cayes in the north to the Belize / Stann Creek district boundary in the south. Eastwards it includes the Drowned Cayes and the Barrier Reef, and westwards all the cayes lying off the mainland coast, such as the Hen and Chickens.
- Turneffe Islands. The entire atoll and the surrounding waters.
- Lighthouse Reef: The entire atoll and surrounding waters.
- Dangriga / Tobacco Cayes. Centered on Dangriga this region extends out to include Glover's Reef and runs from Southern Long Cayes in the north to Saddle Cayes in the south. It includes the northern part of the South Water Caye Marine Reserve.
- Placencia / Laughing Bird Caye. Extends from Riversdale in the north to the Stann Creek / Toledo district boundary in the south, and stretches east out to the Barrier Reef. It includes the southern part of the South Water Caye Marine Reserve, the Laughing Bird Caye National Park, and the Gladden Spit and Silk Cayes Marine Reserve.
- Southern. Ranges from the Stann Creek / Toledo district boundary (Monkey River) to the Sarstoon River, including Port Honduras, the Sapodilla Cayes and the Ranguana Cayes.

3. THE COASTAL MANAGEMENT CONTEXT

The coastal zone is one of the most active and economically important parts of the country. While it is difficult to determine the exact economic value of the area, it can be estimated as representing as much as one third of the national economy. It is central to the fishing, tourism and freight industries and is increasingly targeted as the preferred location for residence. It has a growing research and educational role, and is the location for potentially vital oil extraction. All these sectors have an array of associated activities and impacts ranging from accelerating investment, employment and land values, to the alteration and pollution of the physical environment.

The area also has high intrinsic values as the habitat for a wide range of wildlife, a moderator to the national climate, a crucial natural barrier to tidal surges from hurricanes, and a vital source of national recreation. It also has a fundamental role in the history and patriotic consciousness of the country.

4. THE DEVELOPMENT GUIDELINES COASTAL PLANNING PROGRAMME

One of the primary methods of establishing a blueprint for consensual development in a coastal region is through the drafting of a set of coastal zone management Development Guidelines. Other means are through the publication of 'best practice' guides for activities like tourism development and waste disposal, and policies such as the Cayes Development Policy. These are intended to address all aspects of

development within a region; defining the location, volume and means of development throughout the area. Due to lack of information, and means of gathering information, the focus of the guidelines are confined to terrestrial matters and do not extend to activities in the marine environment.

Essentially a set of guidelines is drafted for a region through extensive assessment of the region's current and past economic, social, physical and ecological features. This is then compared with various scenarios for the region's future development, developed within its particular developmental confines. Once the Guidelines have been drafted to a suitably comprehensive point they are made available for revision and comment by any concerned individual or agency. After any necessary changes have been made they are submitted to the Coastal Zone Advisory Council for approval. It is intended that, with Cabinet approval of the Coastal Zone Management Strategy (required through the Coastal Zone Management Act), the guidelines will be given Ministerial approval.

Development Guidelines are distributed to all parties concerned with the use, enjoyment, management and development of the coastal region, and although the primary responsibility for the actual drafting of the guidelines rests with the CZMAI, it is expected that the aforementioned parties will participate in this effort as well as in the regional approval, and effective implementation of the guidelines through consultation and involvement in the various CAC.

Co-ordination of guideline implementation also currently rests with the Coastal Zone Management Institute and Authority, augmented by coordinative role of the Coastal Zone Advisory Council. There are considerable logistical constraints including insufficient contact with all interested parties, limited means of transport to some regions, etc. Consequently comprehensive on-site monitoring of the implementation of the guidelines is intended as a central responsibility of the CAC, as is the identification of any need for a review or alteration of the guidelines. It is recommended that all development guidelines are comprehensively evaluated, reviewed and updated after five years.

The process of drafting, revision, approval and implementation of the Development Guidelines are:

- Initial drafting of proposed regional guidelines by CZMAI;
- Convening of CAC meetings for the review and re-drafting of guidelines for the relevant coastal region.
- Forwarding of written recommendations to CZMAI for consultation and ratification;
- Forwarding of written recommendations of the CAC to the Coastal Advisory Council for final approval.
- Approval of the draft Development Guidelines. The committee can refuse to accept the draft until all reasonable alterations have been made.
- Acceptance of approved guidelines
- Monitoring of implementation and effectiveness of the approved Development Guidelines. The committee may request the CZMAI to assist in ensuring effective implementation.
- Advice and recommendations to the Council on important issues stemming from the implementation of the guidelines.
- Based on advice and recommendations of CAC review of all or part of the Development Guidelines.
- Comprehensive review of guidelines after five years.

While the CZMAI has the statutory mandate for coastal zone management, it does not have the powers to implement development guidelines; these lie with several other statutory agencies: the Land Utilization

Authority, the Central Housing and Planning Authority, the National Emergency Management Organisation, and Public Utilities Commission (through the Water Industry Act). Exactly which agency has primacy in development planning and management in the coastal area, and how they inter-act, has not been fully established. Consequently it will be crucial that all these agencies are kept fully involved on the regional Development Guideline process. As all three agencies are, or should be, represented on the Coastal Zone Advisory Council there should be minimal scope for a lack of coordination, yet, as neither the Council nor the Authority and Institute have any statutory development management powers, formal 'ownership' of the guidelines by one or all of these agencies would assist effective implementation.

The coastal region development guidelines have a particular opportunity of being incorporated into the planning structure of the National Emergency Management Organization. The designation of Specially Vulnerable Areas through the Organization enables the drafting of 'precautionary plan' that may include strategies, policies and standards for development, standards for environmental impact assessment, and provisions designating any area as a "prohibited area for navigation or for the purpose of removing vegetation, sand, stones, shingle or gravel". The precautionary plan may also include strategies, policies and standards for development. Considering the facts that (a) all of the coastal area could be defined as a 'vulnerable area', (b) that the National Emergency Management Organization most probably does not have sufficient staff to draft precautionary plans, and (c) it probably does not have extensive experience or knowledge of coastal issues, there is a real possibility that the development guidelines could become, either partially or wholly, incorporated into the precautionary plans. The National Emergency Management Organization should be approached on this issue.

5. FUNCTIONS OF THE COMMITTEES

The CAC will find themselves having to consider the need to balance between the diverse social and economic demands on the coastal area and the need to ensure the sustainability of its resources. They will, essentially, have a role in moderating between frequently competing and conflicting pressures, and will be required to recognize, understand and represent all of these pressures evenly while being sensitive to international, national, regional and highly localized interests. The CAC will have certain primary roles to play, though it is anticipated that these may be augmented or adapted as experience grows. The basic roles are proposed as follows:

- **Represent the communities and stakeholders that have a direct interest in the utilization and/or enjoyment of the terrestrial and marine environments of the coastal regions;**
Effective and efficient resource management is considered as dependent on shared responsibility among all the parties that have an interest in, or impact on, the coastal zone. There are numerous communities, whether on the cayes or on the mainland, that are directly concerned in coastal matters such as fishing, tourism, recreation, or the need to prevent erosion and possible inundation. All should be able to have a channel for meaningful expression on coastal issues, as should all individual stakeholders, ranging from business persons and hoteliers, non-government and community based organizations, to educational institutions and producer's associations (see Section 6.1 below).
- **Inform and advise the CZMAI on the marine and terrestrial issues that the committees identify as impacting on the biological, physical, social and economic state of their region;**
The coastal zone is the focus of a wide-ranging variety of activities, many of them vital to the economic and social development of the country, set in a very sensitive environment. Furthermore the

area is also the focus of far-reaching natural occurrences such as changing weather patterns, habitat loss or gain, and coastal erosion or accretion.

- **To make recommendations to the CZMAI on means of improving the biological, physical, social and economic situation of their region;**

In recognition of the vital role the coastal zone plays in the economic, environmental and cultural development of the country it is intended that the CAC will be in a prime position to offer recommendations to the CZMAI on opportunities for investment and development based on local knowledge. Recommendations could take the form of suggestions for investment in infrastructure related to the improvement or maintenance of the regions' amenities, funding for local groups and initiatives, or information on development prospects in the coastal regions.

- **To contribute to the approval of Development Guidelines for their respective coastal region;**

Planning is expected to result in a series of Development Guidelines for each of the coastal regions. These Guidelines are seen as offering a means to establish a consensus, over the immediate future, how the resources of the region should be developed, and to what intensity they are developed. The Guidelines are intended to identify development opportunities for each caye in the coastal zone and specify how that development should take place in order to achieve the over-arching objective of economic growth that adds to, and does not detract from, the sensitive nature of the cayes. The CAC will play an essential role in this process through participation in the initial approval process (please see Section 5.4 below).

- **Educate and advocate for the sustainable management of the coastal zone**

The CAC will play an important role in informing the community and the various interest groups as well as sensitize government to the importance of the management of the coastal resources and the objective and content of the development guidelines that are intended to pursue these sustainable management goals of the region. To this end, CAC should liaise with other organizations such as NGOs, or educational institution, whether local or national. This may assist in broadening the consultative base of the CAC, and help in the gathering of information, its analysis and dissemination. It would also greatly assist in promoting and sustaining Integrated Coastal Zone Management principles. In all cases the CZMAI should be consulted.

- **Monitor and report to the CZMAI on the implementation and effectiveness of the Development Guidelines, and other policies and guidelines for coastal resource management for each coastal region;**

The establishment of CAC is part of the Authority and Institute's commitment to decentralized management and responsibility for coastal resources, as offering the opportunity for effective local participation in the monitoring of the performance of these guidelines and policies (see Sections 5.1, 5.2, 5.3, 5.4 and 6.2 below).

- **Act as a forum for the discussion of coastal issues on a national scale;**

The nine coastal regions covering the coastal area of Belize will result in eight committees (Ambergris Caye being excepted), that will cover the entire extent of the inhabited / occupied coastal environment. This offers an opportunity for a national forum for the discussion of coastal issues similar to the National Village Council Association's role in discussing mainland rural issues (see Section 6.4 below). However, CAC should refrain from publicising any matter related to the CAC procedures or any resolutions without first informing the CZMAI.

- **Explore the possibilities of grant funding and association with educational institutions, in liaison with the CZMAI, to assist in the carrying out of the roles described above.**

Most of the stakeholder groups, and communities derive economic benefits from the use and exploitation of the coastal resources and as such, have a vested interest in the prudent management of the same. While the Coastal Zone can assist in the funding of logistical arrangements for meetings and activities of the CAC in the short run, the CAC are encouraged to seek funding to ensure the sustainability of their activities, and to establish linkages with other organizations to reduce costs and increase cost effectiveness (see Section 8 below).

6. SPECIFIC RESPONSIBILITIES

6.1 MONITORING OF ACTIVITIES

One of the primary functions of the CAC is the monitoring of activities in their respective regions. This should apply only to activities that, either individually or through cumulative effect, are identified as having, or are likely to have, substantial impacts on the economic, social, physical or ecological characteristics of the region. Examples of such activities can be summarised as follows:

Primary activities and examples of associated activities and considerations:

- Fishing: *areas of catch, volume of catch, types of catch, levels of local employment, opportunities for expansion, fishermen's opinions & comments*
- Tourism: *resort & hotel development, tour operations, tour guiding, visitor numbers, destinations & attractions, marketing, opportunities for further development, waste disposal*
- Freight & transport: *water taxis, fuel storage, boating speeds, docking, jetties, land transport*
- Residence: *residential expansion or retraction, government & private sub-division, construction activities, utility supply, waste disposal*
- Extraction: *areas & types of extraction, means & volume of extraction*
- Research & education: *areas used for research & education, origin of users, volume of use, waste disposal, opportunities for expansion*

It must be emphasized that the CAC objective in monitoring activities is to identify those that are having, or may have, a damaging effect on the economic, social, physical and ecological well being of the coastal region. However, the CZMAI will provide technical assistance in defining exactly how a monitored activity should be categorized, how its impact is to be 'measured,' recorded, analyzed and cross-referenced. ANNEX B outlines some specific indicators that may be monitored by the CAC.

As individual cases are identified the committees should observe and report. Also, as time passes, development trends may become discernable through the cumulative effect of individual activities. These will help inform policies and activities that can be considered for inclusion in the drafting of development guidelines.

6.2 MONITORING OF THE ENVIRONMENT

All the activities outlined above, as well as others that may occur, will have some form of impact on the physical and ecological environment of the regions. Consideration should also be given to any measurable effects of natural processes, including natural disasters, erosion and accretion, variations in habitats and species, and climate change. The committees should ensure that they are in a suitably informed position to effectively monitor and report on what those impacts are. As above, association with other organisations may assist in this. As is the case with the monitoring of activities, the CZMAI will have to provide technical assistance in establishing the criteria for, and the definitions of what is to be monitored and how.

6.3 MONITORING OF COASTAL MANAGEMENT

In each coastal zone there are several systems of resource management already in operation. These may be Governmental, quasi-governmental, voluntary or private. Examples may be:

- *marine reserves*: Fisheries Department, NGOs;
- *national parks, national monuments, wildlife sanctuaries, nature reserves*: Forest Department, Protected Areas Conservation Trust, NGOs;
- *forest reserves*: Forest Department, NGOs;
- *mangrove protection*: Forest Department, private development, Government developers;
- *gravel extraction and dredging*: Geology & Petroleum Department, private operators;
- *construction of coastal structures*: Physical Planning Section (Lands Dept), private developers & individuals, Government developers;
- *sub-division regulation*: Physical Planning Section (Lands Dept), private developers, Housing & Planning Department / Lands & Surveys Department;
- *environmental screening*: Department of the Environment, NGOs;
- *aquaculture or mariculture*: Fisheries Department, private operators;
- *housing*: Housing & Planning Department / Lands & Surveys Department, private developers;
- *hotel development*: Belize Tourist Board, Belize Trade and Investment Development Service, private developers;
- *tour operations*: Belize Tourist Board, private tour operators;
- *shipping*: Belize Port Authority, Belize Tourist Board, private operators;
- *disaster preparedness and planning*: National Emergency Management Organization.

It will be advantageous for the CAC to be knowledgeable of the legislation, policies, programmes and procedures used by these agencies. The CZMAI will ensure that each committee is supplied with copies of relevant legislation. Close liaison with Government, NGO and private management agencies operating within the respective region will be very instrumental in ensuring effective representation of the committees' interest.

6.4 THE COMMITTEES ROLE AS A FORUM ON NATIONAL COASTAL ISSUES

Allowance should be made for the regional CAC to engage in discussion and consultations that could constitute a very influential forum for discussion on a wide range of coastal issues of regional and national

interest. This approach complements similar initiatives such as the National Village Council's Association, and the Mayors' Association that focus on issues such as development infrastructure, resource management, and administrative procedures. There are numerous development management matters specific to the coastal zone that can be more effectively addressed on a collective national scale that through individual regional representations. Examples include pollution, shipping, tourism, fishing, wildlife and habitat protection, and mineral extraction.

7 COMMITTEE ORGANIZATION

7.1 MEMBERSHIP

All nine coastal regions have occasionally widely differing geographic, economic and social characteristics, and it is anticipated that this may result in significant variances in the number of agencies or persons being either interested or relevant to committee membership in each region. Consequently, in order to establish a degree of standardization, it is recommended that membership of each committee should consist of no less than ten and no more than twenty persons.

Membership is proposed as being drawn from the following:

- municipal councils (city, town and village councils);
- local non-government and community based organizations;
- local education institutions;
- relevant national non-government organizations;
- local producer's associations and major employers;
- relevant national producer's associations;
- relevant government departments.

Several of the regions include, either wholly or partly, marine reserves, national parks, national monuments, wildlife sanctuaries or forest reserves. Some of these areas have management committees. The CAC should also include representative membership from these organisations. Committee membership should be reviewed after two years as a part of a comprehensive review of the operation of the entire CAC system as discussed in Section 6 below. A more comprehensive list of possibly relevant agencies and persons is set out in Appendix A.

7.2 COMMITTEE STRUCTURE/PROCEDURES

In order to be effective all committees should be, or become, familiar with the international and national interests in the coastal zone, as well as the local interests, the natural characteristics and all relevant development issues in their respective regions. Knowledge of government and municipal administrative and development management procedures would also be an advantage.

Typically, it is anticipated that a committee will meet at least once every two months, though it is recognized that more frequent meetings may be appropriate according to circumstances.

A CAC should have a conventional structure, as follows:

- a chairperson
- a vice chairperson
- a secretary
- a treasurer / fund manager

Each committee will elect these respective posts at its initial meeting, which will be facilitated by the CZMAI. Election will be based on majority votes and the elected executive will serve for a period of two years, though it may be re-considered should the CAC make adequate representation to the Council. In this case a new election will be held. CAC may invite in non-voting participation by resource persons, as they consider necessary.

Given the nature of issues to be dealt with by the CAC voting on issues, whether concerning matters of committee procedure or resolution on regional coastal issues should be considered a last resort. Optimally, decisions should be based on consensus and only where all methods have been explored and have failed should voting be used and should then be based on majority vote of the CAC members present. In the event of a tie, the chairperson, or, if appropriate, the vice-chairperson, will cast the deciding vote.

Meetings should be held at locations that offer all members optimal means of attendance. Rotating locations may be appropriate but in each case, the location of each subsequent meeting will be contingent on the acceptance of the majority. A quorum shall consist of the chairperson, or vice chairperson, the secretary, and at least one half of the membership.

The secretary will take minutes on all matters that are discussed at each meeting, including a full list of all attendants. Copies of minutes should be delivered to each member of the committee and to the CZMAI at least one week before the next meeting. The secretary will also be responsible for maintaining the CAC files.

The CAC will be required to submit quarterly reports to the Council on the proceeding of the committees, highlighting issues that require its attention, and any recommendations that the committee may make on matters within their respective regions. The reports should be in a standardised format as proposed by the CZMAI.

8. THE RESPONSIBILITIES OF THE CZMAI

In recognition of the role technical capabilities and functions that the CZMAI has in the management of the coastal region of the country, the need to decentralize authority and responsibility in an endeavor to create partnerships and facilitate local involvement, and the accompanying need to adopt an integrated, holistic approach to the management of the coastal region, the CZMAI has a vital role to play in the support and maintenance of the system of CAC if it is to be effective and sustainable. Roles and functions of the CZMAI include:

- **Establishment of CAC**

The CZMAI, as the over-arching management body, should be responsible for the establishment of the process of appointment of committee members. Eventually, the CZMAI should distribute letters of appointment, together with terms of reference to relevant stakeholder groups and government agencies who respond by giving the name of their representative. It should be accepted that there

might be some initial (or eventual) errors or misinterpretation in committees' membership and/or appreciation of their role. It is therefore suggested that the initial invitation is considered a 'dry run' with the recognition that membership could be altered after the first or subsequent meetings. Removal, re-appointment or new appointment of members should be done only through the CZMAI.

- **Participate as a member of the CAC**

The experience, contribution, technical capacity, and access to resources that the CZMAI currently possesses in the area of coastal zone planning and management deem it a natural and important member of the CAC.

- **Drafting and revision and approval of regional development guidelines**

While CAC will participate in the process of drafting and revision of the guidelines, the initial proposal will be generated by the CZMAI, and will include the maps and technical specifications, information and data that might not be readily available to other members of the CAC.

- **Coordinate the implementation of Guidelines**

In collaboration with the CAC and the Council, the CZMAI will coordinate the implementation of guidelines, therefore the Authority and Institute will either identify the staff, or find the means to contract a consultancy, to be responsible for the support of and liaison among the committees to ensure an integrated, standardized approach to the implementation of guidelines among the nine regions. It will facilitate encounters between two or more CAC on an as need basis and will support an annual meeting among all the CAC to encourage the sharing of ideas and experiences and to facilitate their process of integration.

- **Provide information and data to the CAC**

The Authority and Institute has the technical ability to supply with sufficient information to commence operation, and to receive, collate and analyse feedback and therefore takes the responsibility to provide as much information on the coastal zone, and the relevant region, as may be available. The Authority and Institute will also be responsible for ensuring that each committee establishes a standardized system for the collection, assessment, storing, reporting and dissemination of information. This latter role will be of critical importance in ensuring the committees have a consistent performance and a tangible and balanced effect. It will also ensure that CAC have access to all the relevant coastal and environmental legislation. Apart from the Development Guidelines, the CZMAI is also responsible for the preparation of guidelines and policies on a number of other coastal issues, such as best practice in tourism and recreation, waste disposal and the Cayes Development

- **Provide Training and technical support**

The Authority and Institute will also take responsibility for the training of committee membership in skills that will assist in their performance, such as conflict resolution, leadership, the principles of integrated coastal zone management, and administrative procedures. It will provide the CAC with the technical support to define and establish measurement criteria to facilitate the monitoring of activities.

- **Sensitize and inform the public, government and international organizations as to the existence and role and functions of the system of the CAC**

The CZMAI should launch a publicity campaign, particularly among the interested NGO, CBO and producer's associations, in order to sensitise the community on the intentions and objectives of the coastal advisory committee system.

- **Act as liaison between Government and CAC for the benefit of the CAC**

Although some government agencies participate on the CAC situations will arise where CAC will have to be in direct contact with the various ministries and government departments at other levels and even the Cabinet will have to be consulted on certain issues of importance to the effectiveness of the CAC. The CZMAI will act as the buffer/liaison on behalf of the CAC in an effort to facilitate and expedite the process of consultation with government.

9. FUNCTIONS OF THE COASTAL ADVISORY COUNCIL

The Coastal Zone Management Act makes provision for the appointment of a Coastal Advisory council that convenes members from government and quasi-government institutions, non-government organizations and the private sector. Specifically, the Council facilitates and encourages the sharing of information among the various partners on coastal zone matters. As such the Council provides an important opportunity for the vetting, coordination and integration of the regional development guidelines and their process of approval and implementation and will contribute to the system of CAC as follows:

- **On the basis of recommendations from the CAC and CZMAI, approve the proposed development guidelines for the nine regions;**
- **In the process of monitoring, review reports and make recommendations for the improvement of the guidelines and functioning of the CAC;**
- **Follow-up on advise and recommendations of the CAC to ensure the effective implementation of the guidelines.**

10. FUNDING OF THE CAC

The question remains over how CAC are to be financed, or reimbursed for expenses. As it is unlikely that they could be viably based on any new or existing tax or permit revenue it is probable that they may be voluntary. This may weaken their viability and may allow for the eventual entry of special interests, exclusivity and unaccountability. This eventuality validates the committee reviewal procedure and the ability of the CZMAI to maintain the right to alter membership as necessity dictates.

Opportunities may arise for the funding of some committees through 'adoption' by a non-government organization, producer's association or other agency included in the membership. Such an outcome may be taken as a reflection of the potential beneficial effect of a committee (where the committee and the

other agency share essential terms of reference), or taken as an attempt to turn a committee to an agency's interests. Any such move must first be sanctioned by the CZMAI and closely monitored.

In the absence of regular funding it is recommended that allowance should be made for each committee to individually seek means of funding, though it should be recognized that this may lead to disparity among the committees; some may become strong, some may cease to function. As above this should only be done in close liaison with, and with full approval from, the Authority and Institute.

11. REVIEW CAC SYSTEM

The CAC represent an innovative approach to voluntary, decentralized, participatory development management and can present an opportunity for an extension of participatory responsibilities and rights, and a model for other agencies. On the other hand they may be seen as a threat to the authority of elected representative bodies or the various producer's associations, may be unable to carry out their proposed roles, may collapse into personal or inter-agency conflict, or become exclusive elites. As a result, the system of the CAC will require periodic monitoring and it is recommended that a comprehensive review of the entire CAC system be conducted after a two-year period. This process should be led by the CZMAI with the active involvement of the Council and the CAC and ideally a disinterested individual or non-government organization should undertake the review.

11.1 PROPOSED INDICATORS FOR EVALUATION OF THE CAC SYSTEM

Indicators for the review of the CAC system will include both quantitative and qualitative types. Below is a proposed list of indicators that will be used.

Quantitative

1. Frequency of meetings
2. Percentage of membership present at meetings
3. Percentage of meetings postponed for a lack of quorum
4. Number of motions proposed
5. Number of decisions made based on mutual agreement
6. Number of decisions made by voting
7. Number of pamphlets, public announcements, brochures, educational material distributed
8. Number of task groups established
9. Number of training workshops organized for CAC
10. Number of participants at training workshops

Qualitative

11. Information data available to the CAC
12. Recommendations submitted to Council for revision of guidelines by CAC
12. Recommendations submitted to Council for facilitation of implementation of guidelines
13. Follow-up of recommendations and advice by the council
14. Changes/improvements resulting from follow-up by the Council
15. Resources mobilized for of funding of CAC meetings/activities outside of CZMAI
16. Knowledge of the participating organizations of the role/decisions of the CAC
17. Public impression of the role/effectiveness of the CAC

APPENDIX A

RECOMMENDATIONS ON COMMITTEE MEMBERSHIP

Each coastal region has its own particular physical, social and economic characteristics that should be reflected the composition of the membership. Consequently close attention should be taken to ensure an appropriate balance of interests in each region. Care should also be taken to make sure that no one agency or interest dominates in any committee to the detriment of other valid interests.

Consideration for institutional representation throughout all CAC is recommended from the following nationally based organizations:

Association of National Development Agencies
Belize Alliance of Conservation NGOs
Belize Audubon Society
Belize Barrier Reef Committee
Belize Business Bureau / Belize Chamber of Commerce & Industry
Belize Defence Force, Maritime Wing
Belize Fishermen's Cooperative Association
Belize Trade and Investment Development Service
Belize Port Authority
Belize Tour Guide Association (local representatives)
Belize Tour Operators Association
Belize Tourism Board
Belize Tourism Industry Association (local branches)
CZMAI
Department of the Environment
Fisheries Department (District Officers)
Forest Department (District Officers)
Housing & Planning Department
Institute of Marine Studies
National Emergency Management Organisation (District Officers)
National Garifuna Council
National Creole Council

National Manatee Working Group
Ministry of Rural Development (District Officers)
Physical Planning Section, Lands & Survey Department (and / or District Lands Officers)
Toledo Maya Cultural Council (TMCC)

The following list identifies each individual coastal advisory committee, the relevant communities, and some of the stakeholders. This list should not be considered complete; additions and deletions may be required.

- Northern:** Relevant communities: Corozal, Consejo, Ranchito, Copperbank, Chunux, Progreso, Sarteneja, Bomba, Maskall, San Pedro, Chetumal (Mexico).
- Stakeholders: BTIA Corozal Branch, Corozal Commercial Free Zone, Bacalar Chico National Park & Marine Reserve, Northern Fishermen's Cooperative Association, Corozal Junior College, Shipstern Nature Reserve, Belize Land Consultants Ltd., Bacalar Chico Advisory Committee,
- Ambergris Caye:** Relevant communities: San Pedro, Caye Caulker, Bomba, Corozal, Sarteneja.
- Stakeholders: Ambergris Caye Planning Committee, Hol Chan Trust Fund Committee, Bacalar Chico Advisory Committee
- Caye Caulker:** Relevant communities: Caye Caulker, San Pedro, Belize City.
- Stakeholders: BTIA Caye Caulker Branch, Caye Caulker Lots Committee, FAMRACC, Siwa-Ban Foundation, Northern Fishermen's Cooperative Association, Caye Caulker Business Association, Caye Caulker Planning Committee, Caye Caulker Park Development Committee, Caye Caulker Tour Guide Association, Caye Caulker Water Taxi Association,
- Belize City Cayes:** Relevant communities: Belize City, Ladyville, St George's Caye, Gales Point, Mullins River.
- Stakeholders: National Fishermen's Cooperative Association, Northern Fishermen's Cooperative Association, Belize Fishermen's Cooperative Association, Bella Vista Development Company, Moho Financial Group, Spanish Bay Resort, BTIA Belize City Branch, Belize Tour Guide Association, Friends of Swallow Caye,
- Turneffe Isles:** Relevant communities: Belize City, Sarteneja, Caye Caulker, San Pedro.
- Stakeholders: National Fishermen's Cooperative Association, Northern Fishermen's Cooperative Association, Belize Fishermen's Cooperative Association, Turneffe Flats, Turneffe Island, Blackbird Caye, Institute of Marine Studies,
- Lighthouse Reef:** Communities: Belize City, Sarteneja, Copperbank, Caye Caulker, San Pedro.
- Stakeholders: Lighthouse Reef Advisory Committee, Land Owners Group, Belize Port Authority, National Fishermen's Cooperative Association, Northern Fishermen's Cooperative Association, Belize Audubon Society,
- Dangriga / Tobacco Caye:** Communities: Dangriga, Mullins River, Hopkins, Silk Grass, Sittee, Tobacco Caye, South Water Caye.

Stakeholders: BTIA Dangriga Branch, Belize Port Authority, Friends of Gra Gra, National Garifuna Council,

Placencia / Laughing Bird Caye:

Communities: Independence, Placencia, Seine Bight, Riversdale, Maya Beach, Monkey River.

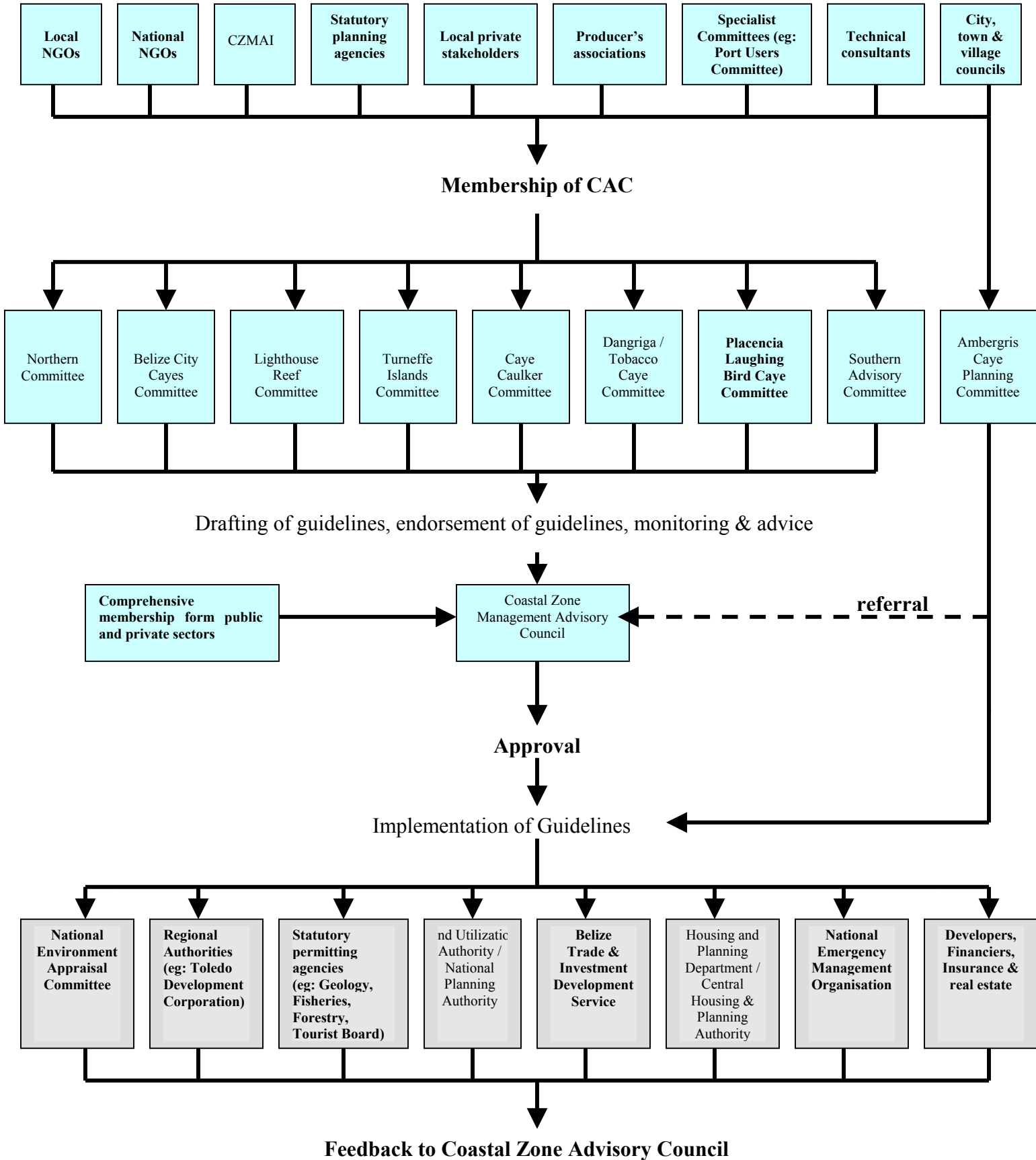
Stakeholders: BTIA Placencia Branch, Placencia Fishermen's Cooperative Association, Belize National Tour Operators Association Placencia Branch, Placencia Producers Association, Banana Enterprises Ltd (Big Creek Port), Laughing Bird Caye Advisory Committee, Gladden Spit Advisory Committee, National Garifuna Council,

Southern:

Communities: Monkey River, Placencia, Independence, Punta Negra, Punta Gorda, Cattlelanding, Forest Home, Barranco, Crique Sarco, Sarstun (Guatemala), Livingstone (Guatemala).

Stakeholders: Toledo Institute for Development and Environment, Toledo Association for Sustainable Tourism and Empowerment, Sarstoon Temash Institute for Indigenous Management, National Garifuna Council, Kekchi Council of Belize, East Indian Cultural Council, Creole Council of Belize, Golden Stream Corridor Preserve, Southern Fishermen's Cooperative Association, BTIA Toledo Branch, Port Honduras Stakeholders, University of Belize Toledo Campus, Toledo Eco-tourism Association, Sapodilla Cayes Advisory Committee, Port Honduras Advisory Committee, TRIGOH

FLOW CHART INDICATING RESPONSIBILITIES FOR COASTAL ADVISORY COMMITTEES



**ANNEX 6:
PROPOSAL FOR REVISION AND REVISED TERMS
OF REFERENCE OF MPAAC**

Proposed Changes to the Generalised Terms of Reference for Marine Protected Areas Committees

Where as the TOR specifies the “tasks”, composition and procedures of the Committees, it does not clarify what the responsibilities of the Fisheries Department are in relation to the Committees and what the responsibilities of the Management Staff are if any. These proposals are based on the revision of the generalised TOR as well as the specific TOR of Glovers Reef and Bacalar Chico.

Responsibilities of the Committees

1. “... assist in the development of the management plan;” is broad and does not hold the members to anything tangible.

Review the proposed Management Plan, make recommendations for changes and approve the Management Plan.

4. This is somewhat confusing and since it does not say when it will be necessary for the committee to provide advice “where necessary” becomes the discretion of someone else. Should the Committees provide advice and recommendations on all permit applications pertaining to the site and sub-divisions or are there some that may be issued without the advice and knowledge of the Committees?

Provide advice on applications for permits relating to the site and sub-divisions and development on private land adjacent to the site.

5. “Assist with enforcement activities;” This is apparently taken care of under No.5 which may be broadened to include both 5 and 6.

Report to Fisheries and the relevant enforcement agency any actions that in your estimation may directly harm, damage or negatively impact the site and subdivisions, or any actions on private lands adjacent to the site that will indirectly impact the site.

7. Broaden a little to include suggestions and other strategies not limited to Mechanisms.

Suggest and explore strategies to mobilize funding and other resources to sustain the activities and development of the site including the establishment of mechanisms for this purpose..

Adding the commitments of the Agency that the Committee is “assisting” should further develop the TOR and could eventually form the basis of a co-management agreement which is the purpose of this document. In the case of Glovers Reef the specific Agreement states that

Fisheries Department will provide Guidance, Supervision, Training and Support to the Advisory Committees. These can be detailed as follows:

Responsibilities of the Fisheries Department

- a. Send letters of invitation/appointment to prospective members of the Committees.
- b. Provide technical support to the Committees as it relates to mapping, definitions of boundaries, drafting of relevant legislation, etc.
- c. In consultation with members, formulate policy guidelines and overall Management plan for the sites.
- d. Provide technical support and information to the Committees to facilitate analysis and decision-making.
- e. Provide training in relevant areas for the committee.
- f. Assist in the establishment of mechanisms to mobilize financial resources to support the plans and activities of the Committees.
- g. Follow-up on the recommendations and advice of the Committees and Provide timely feedback.

Procedures of the Committees

1. ***The Committee should consist of nine to eleven members.*** It is standard Practice for Committees to be composed of an odd number of members since it Facilitates decision making by voting should this become necessary.
2. ***All organizations/individuals should select an alternate who will participate in their absence and who should be provided all the information and documents related to the activities of the Committee.***
3. ***Alternates are vested with the authority to vote on behalf of the representative.*** If a meeting is held where it is required that voting is necessary then if the alternate cannot vote without authority this may require that a decision be postponed since some of these situations arise spontaneously and without prior

Warning. Some decisions are made without voting, such as decisions by consensus and if the alternate is not excluded from participation in those then they should not be excluded from participating in decisions that are dependent on the voting process. In some cases an alternate without an authority to vote will affect the quorum of the meeting because there it cannot be said that there is quorum if one person or more cannot make decisions for which the meeting was held in the first place. If it is understood that the alternate has voting rights then it obliges the representative to attend meetings (especially more important ones), share information and consult with other members of the organization that s/he represents.

4. ***Each Committee will elect a chairperson and a vice chair, a secretary and an Assistant secretary, other positions are optional.***
5. ***The name of the Committee, frequency of meetings, details of elections and appointments, size of quorum and other procedural matters should be determined by the individual committees in consultation with the relevant management authority.***

REVISED GENERALISED TERMS OF REFERENCE FOR MARINE PROTECTED AREAS ADVISORY COMMITTEES

Background

Committees comprising representatives of all the main interest groups or 'stakeholders' are now widely seen as an important element in the management infrastructure of the parks and reserves. They ensure that all those with an interest in an area are represented in any decisions concerning the establishment and management of the protected area and that there is adequate community participation at all stages. They can also take on some of the roles of over-stretched government agencies in implementation and enforcement.

For Marine reserves, although there is at present no statutory requirement for such a committee, Fisheries Department policy is that each site should have an Advisory Committee (AC) appointed by the Fisheries Administrator. ACs have been established for Hol Chan MR (although regular meetings are not held) and the Bacalar Chico proposed protected area (regular meetings are held and the AC has been playing a major role in the development of this site). Potential AC members have been identified for Glovers Reef MR, Southwater Caye proposed MR and Sapodilla Cayes proposed MR, but these groups have either not been formally established or have not held meetings.

Many of the protected areas established under the National Parks System Act do not have such committees. However, a committee is being set up to take the lead role in preparing the management plan for and implementing Laughing Bird Caye National Park and its extension (to include the entire faro). The committee will be called Friends of Laughing Bird Caye and is being modelled on a similar committee that was set up to undertake the planning and management of Five Blues Lake National Park. The Belize Audubon Society (BAS) has a small committee to assist with the management of Half moon Caye Natural Monument, but this comprises BAS Board Members rather than representatives of the different interests groups associated with the area.

A similar precedent has been set with Special Development Areas (SDAs), with subcommittees being established through the Land utilization Authority. These comprise representatives from relevant government agencies, NGOs, Village Councils, the private sector etc and aim to include as much local participation as possible. They meet every three months in the planning phase to assist with preparation of development plans, and are generally dissolved once the plan has been approved. However, it has been recognised (eg. for the Monkey River SDA) that permanent SDA Sub-committees could play very important roles in activities such as receiving notification of applications for development within the SDA or having an influence on it (e.g. leasing land, hotel licences, logging, mining and dredging etc), reporting illegal activities, and monitoring management.

Conclusions and Recommendations

1. The MPA Working Group and the CZM Technical Committee have agreed that the committees should be established for all protected areas within the coastal zone.
2. Terms of Reference have been drafted (see attached) and approved by the CZM Technical Committee. They are submitted for adoption by the CZMP Steering Committee.
3. To minimize the number of individual committees, and reduce the workload of the representatives from government and other central agencies, it may be necessary to establish committees that are responsible for more than one protected area, for example where several protected areas are in close proximity and have the same 'stakeholders'. (Alternative options are to have three committees, one each for the northern, central and southern regions; or to appoint a central committee responsible for general issues relating to all protected areas, and small, local sub-committees for each site). Since the present situation is manageable, it is recommended that committees should continue to be established for those sites for which work is underway towards designation, in particular in the following sites:
 - i. Caye Caulker
 - ii. Port Honduras (in collaboration with BCES)
 - iii. Glovers Reef and South Water Caye: it may be feasible to appoint a single committee to cover these two sites
 - iv. Half moon Caye Natural Monument
 - v. Sapodilla Cayes
4. Further consideration should be given to the potential need for establishing such committees as statutory bodies. However, it may be advisable to wait until institutional arrangements for the CZM programme have evolved further before taking final decisions on this.

GENERALISED TERMS OF REFERENCE FOR THE PROTECTED AREA COMMITTEES

Appointment

Protected Area Committee will be appointed by the head of the government department responsible for the site (e.g. Fisheries Administrator/Chief Forest officer, etc), in consultation with the local community.

Composition

A Committee should consist of one or more representative(s) of the following organizations or interest groups:

- i. Local Town Board or Village Council/Planning Committees
- ii. Relevant fishermen's co-operatives
- iii. BTIA Chapter/Tourist Guide Association/local tourism operators
- iv. CZMU/Fisheries Department/UNDPGEF CZMP
- v. Forest Department
- vi. Protected Area Manager (or delegated staff member)
- vii. Funding agencies
- viii. Relevant NGOs
- ix. Academic/educational institutions involved
- x. Other enforcement agencies as necessary

Responsibilities of the Committees

1. Review the proposed Management Plan, make recommendations for changes and approve the Management Plan.
2. For designated sites, ensure regular revision and review of the management plan;
3. Comment on and recommend legislation and regulations;
4. Provide advice on applications for permits relating to the site and sub-divisions and development on private land adjacent to the site.
5. Report to Fisheries and the relevant enforcement agencies any actions that in your estimation may directly harm, damage or negatively impact the site and sub-divisions, or any actions on private lands adjacent to the site that will indirectly impact the site.
6. Suggest and explore strategies to mobilize funding and other resources to sustain the activities and development of the site, including the establishment of mechanisms for this purpose.
7. Advise on and, where appropriate, assist with the administrative matters, publicity, educational and interpretive programmes, and decisions relating to research to be carried out in the site.

Procedures of the Committees

1. The Committee should consist of nine to eleven members.
2. All organizations/individuals should select an alternate who will participate in their absence and who should be provided all the information and documents related to the activities of the Committee.
3. Alternates are vested with the authority to vote on behalf of the representative.
4. Each Committee will elect a chairperson and a vice chair, a secretary and an assistant secretary, other positions are optional.
5. The name of the Committee, frequency of meetings, details of elections and appointments, size of quorum and other procedural matters should be determined by the individual committees in consultation with the relevant management authority.

ANNEX 7: WORKSHOP MANUAL

1. Leadership and the Coastal Advisory Committee

The successful establishment and operation of the Coastal Advisory Committees (CAC) will depend to a large extent on the leadership qualities and styles that the members manifest. All the members of the CAC are leaders that represent other groups and organizations that chose them because of the skills and capacities they possess, including their leadership skills. What are some of the leadership styles that you have seen in your organization, community, and country?

Type	The Leader...
Authoritarian	Makes all the decisions, does not listen to others, tells the members what to do and is unwilling to change her/his decision.
Manipulative	Makes the group feel indebted to him/her for the "favor" s/he is doing and tries to collect.
Paternalistic	Tries to win the affection/support of the members by taking on all the responsibilities of the group. This style creates dependency and erodes the confidence of others to do for themselves.
Know-it-all	Thinks that whatever s/he says is correct and claims to have all the qualifications and experience. Does not listen to the others unless they are in agreement.
Consultative	Makes tentative decisions and is open to suggestions. Helps the members to explore the issues but retains power of veto. May actually be listening through filters, in other words, looking for validation of his/her own ideas.
Enabling	Provides all the information relating to a decision. Helps the members come to a decision themselves.

1. WHAT TYPE OF LEADER ARE YOU?

2. WHAT TYPE OF LEADERS DOES THE CAC NEED?

Because the CAC has the delicate responsibility of overseeing the development of particular regions of the country there are some attributes that it must possess:

- wide representation of different sectors of the community
- many perspectives on problems and issues
- many different experiences and expertise which can be useful in problem solving
- shared responsibility
- more transparency

The CAC will require members who have the following attitudes:

- pro-active
- democratic
- inspire openness, trust and respect
- able to organize, plan and implement
- have vision
- creative and flexible, constantly learning and adapting
- have shared values and ethics
- accountable and transparent
- able to promote themselves and keep people interested
- able to value differences opinion

The style of leadership of each member will determine the extent to which these attributes are manifested and strengthened.

Take the leadership test!!!

Concept	Qualities	Skills	Attitudes
What is your understanding of leadership?	What are some of the leadership qualities that you possess that make suitable for membership on the CAC?	What are some of the skills that you bring to the CAC that are important for its success?	What kind of attitude do you have and hope to maintain during your participation in the CAC?

Together, your concept, qualities, skills and attitudes make up your capacity to lead. These four elements are inseparable, for example, having good qualities does not make you a capable leader if the skills and attitudes are absent.

2. Team Building and the Coastal Advisory Committee

Why is it important to practice teamwork? Is it necessary to form a CAC to monitor the implementation of the development guidelines? Why doesn't the CZMAI just appoint individual organizations give share the responsibilities and have them report back directly to the CZMAI?

What are some of the advantages and disadvantages of working in isolation?

Advantages	Disadvantages
1.	1.
2.	2.
3.	3.

Depending on the complexity of the project, programme or organization, there can be one team working together or there can be various teams working at different levels. Where there is more than one, the teams or task groups are linked by key members from each team.

What are some of the basic principles of team building?

1. **Participation** should not be confused with attending, instead should be understood as the active involvement in the activities and decisions of the group. Participation can be seen as both an end and the means to an end. An end because it is an important ideal to have in any project or

activity and a means because we participate with the objective of achieving a desired goal or objective.

2. **Respect** for one's self and other members of the CAC is a must. The human nature and the diversity of the CAC dictate that ideas, opinions and preferences will differ. Progress will be made when members can respect each other's ideas and opinion while not necessarily agreeing with them.
3. **Sharing of responsibilities** of the CAC will be crucial for its success. The TOR of the CAC is a challenge to those who take the development of the region seriously and requires commitment and perseverance. Each member, keeping in mind his/her strengths and what they bring to the table should share in the responsibilities of the CAC.
4. **Structuring for success** might mean breaking the larger group into smaller ones and dividing the tasks, keeping in mind the overall objective of the CAC. It can also mean appointing members to be responsible for specific portfolios within the CAC. The group should find the structure that most suits the context it is in and the results it is trying to achieve.
5. **Communication** lines should remain open and in use before during and after the meetings.

HOW CAN YOU BECOME AN ACTIVE TEAM MEMBER OF THE CAC?

BEFORE THE MEETING!!!

1. Review the minutes of the last meeting to verify that the decisions made were implemented and tasks assigned were carried out.
2. Turn off you cellular phones and avoid having to leave the meeting to attend to visitors or telephone calls.
3. Make plans to be punctual at all meetings.
4. Bring along all materials and documents that you will need.
5. If the agenda is available before hand study it to determine whether or not it is necessary to gather additional information to deal with a particular topic.

If have to be absent form any meeting, inform the secretary or chairperson well in advance.

DURING THE MEETING

1. Be sure to propose items for the agenda and express them clearly and concisely.
2. When you have something to say, SAY IT! Be clear and concise.
3. Do not deviate from the topic that is under discussion.
4. Whenever you do not understand something, ask for clarification.
5. Listen to others when they are speaking and avoid conversations that divide the group.
6. Do not ridicule, criticize or make fun of the ideas of others.
7. Record the task that you commit yourself to do after the meeting.
8. Always ask yourself how you can assist the group and do it!

AFTER THE MEETING

1. Complete the tasks assigned to you.
2. Advise those who were absent of the information and decisions they should be familiar with.
3. Maintain confidentiality of whatever was said or done at the meeting except for the final decisions.
4. Do not complain or criticize any decision, even if you do not agree with it.
5. Do not solicit others outside the meeting or try to persuade them to reverse their decision. Any dissatisfaction with what was said or decisions made should be expressed during the meeting.
6. Be sure to report back to the organization or community group that you represent on the CAC.

DO YOU HAVE THE CAPACITY TO BE AN EFFECTIVE MEMBER OF THE CAC TEAM?

CONCEPT	QUALITIES	SKILLS	ATTITUDES
What do you mean when you say team player?	What qualities do you have that make you a team player?	What team building skills do you bring to the CAC?	What kind of attitude do you have that can strengthen the CAC team?

3. Consensus Building and Conflict Resolution in the CAC



When two individuals or a group have differences in their goal the potential for conflict is high. Although they are from the same organization and should have the same objective in mind this does not always happen in practice. However, the best ideas and solutions are results of disagreements and conflicts. Consensus is agreement by everyone and for everyone to agree they have to give up something or the decision may be based on the combination of different ideas.

Consensus takes time, careful listening, communication and empathy. It is not easy because of:

- **Interpersonal conflicts:** people get too caught up in who they like or dislike and do not focus on the issues at hand.
- **Hidden agendas:** people have special, personal interests in particular decisions. For example the tour guides want the entire region declared a reserve.
- **Weak process:** confusion does not allow the free flow of ideas. Everyone is talking at the same time and no one is listening.
- **Fear of consequences:** some decisions are hard to make eg. asking for the resignation of someone. Such a decision may lead to further division.
- **Conflict of interest:** the conservationists want to limit or stop further development and the businesses want to invest in more development projects.

CONSENSUS BUILDING TECHNIQUE

1. Be clear about what you are trying to decide.
2. Make clear to everyone what the various possibilities are.
3. Explore the pros and cons of each possibility.
4. Facilitate the selection of one possibility or a combination of possibilities based on the assessment of the pros and cons. Use ranking or scoring.
5. Identify who will carry out the decision, when, where and how.

Is conflict good or bad? What are some of the advantages and disadvantages of conflict?

Advantages	Disadvantages
1.	1.
2.	2.
3.	3

Most people will agree that conflict is bad because it is upsetting, it causes stress and can become violent. However, conflict can be seen in a more positive light because the conflict in itself is not bad but the way in which we deal with the conflict can be counterproductive.

- It enables deeper understanding of the problem.
- It encourages creativity.
- It promotes change.
- It creates new opportunities.

3 options you have in of dealing with a conflict

- **Avoidance**: dealing with a conflict in a way that leads to a positive outcome is not easy and requires a combination of personal skills: self-awareness, communication and willingness. Many of us do not acquire these skills growing up and find

ourselves ill equipped to manage conflicts so we avoid dealing with them.

- **Confrontation:** While some people tend to avoid conflict, others like to deal with it head-on. Such a person views conflict as a win-lose situation, believing that one person is right and the other is wrong. They might even become aggressive, hurling insults and threats.
- **Resolution:** An entirely different style of responding to conflict can be seen in the problem solving approach. In contrast to the person who avoids conflict, the problem solver is likely to view conflict as a natural part of human relationships- not as a sign that something bad has happened. Unlike the confrontational person, the problem solver tends to be less concerned about who is 'right' and who is 'wrong' and more concerned about finding a solution that is satisfactory to both or everyone involved.

3 techniques for resolving conflict

Negotiation: does not use a third party but involves the persons in the conflict and identifies the problem, focuses on the problem, addresses the problem and not the person, is based on keeping an open mind, respect for each other, and on each taking responsibility for his/her actions.

Mediation: uses a third party to assist the negotiation. The mediator makes sure that the parties listen to each other, focus on the problem and come to their own solution to the conflict.

Mediation is based on six basic steps:

1. Establishing a sense of trust
2. Identifying and agreeing on the problem
3. Identifying and agreeing in the facts
4. Identifying and agreeing on the principles involved
5. Identifying and agreeing on possible solutions
6. Agreeing on how the solution will be implemented.

Adjudication: uses a third party who has the power to impose a solution based on rules or laws that are outside the control of the judge or the disputants.

What are three examples of conflict that you have witnessed in the three categories below? How could they have been avoided?

Interpersonal (between individuals)	Inter-group (within group)	Intra-group (between groups)
Example 1.		
Example 2.		
Example 3		

If there is any decision/discussion of the CAC/MPAAC that is creating a conflict, it is better to postpone it (not avoid it!) until more information can be gathered, and/or

until members have been able to give more thought to their ideas and opinions and to how they can resolve the impasse.

Some of the feelings that are behind a conflict situation

Annoyance	Fright	Sadness
Anxiety	Frustration	Tension
Shamed	Gloom	Threat
Confusion	Grumpiness	Worry
Depression	Guilt	
Disappointment	Hate	
Discouragement	Hurt	
Disgust	Irritation	
Dissatisfaction	Jealousy	
Embarrassment	Rejection	
Envy	Nervousness	

ANNEX 8: LETTER OF APPOINTMENT OF CAC



COASTAL ZONE MANAGEMENT AUTHORITY

AND INSTITUTE

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Website: www.coastalzonebelize.org

Mr. Walter Garbutt
Principal
Independence High School
Independence
Stann Creek District
Belize

April 29, 2002

Dear Mr. Garbutt,

Re: Placencia/Laughing Bird Coastal Advisory Committee Appointment

Please be advised that the Coastal Zone Management Authority and Institute (CZMAI), in partnership with Friends of Nature, has conducted a planning exercise for the Placencia/Laughing Bird Caye Planning Region, which covered all the cayes that lie between South Stann Creek and Monkey River, from Norval Caye in the north to Pompion Caye in the south.

This planning exercise resulted in the Placencia/Laughing Bird Caye Development Guidelines (PLBCDG) and will now include the appointment of the Placencia/Laughing Bird Caye Coastal Advisory Committee, as a subcommittee of the Friends of Nature Board of Directors. The development guidelines and committee are part of the rolling process that has been undertaken through the Draft Cayes Development Policy (Coastal Zone Technical Committee, 1995), and called for in the Coastal Zone Management Strategy, to ensure that sound planning and development be carried out for Belize's coastal areas.

The appointment and establishment of the Placencia/Laughing Bird Caye Coastal Advisory Committee (PLBCCAC) is the next step necessary to validate and implement the PLBCDG. The PLBCCAC will also be used as platform for the discussion of development and conservation issues that may arise on the island to ensure that the island is wisely used and developed.

Based on recommendations made at a consultation workshop held in Placencia on April 18th, 2002, and as prescribed and allowed for by the Coastal Zone Management Strategy for Belize (2001) and the Coastal Zone Management Act (1998) respectively, the CZMAI hereby invites you or a representative to be a member of the Committee.

It was also decided that one of the first activities of the PLBCCAC would be a workshop on Leadership, Team Building and Conflict Resolution scheduled for Tuesday May 14, 2002 from 1:00 PM till 5:00 PM at Serenity Resort in Seine Bight Village.

If you plan to attend please confirm and respond via telephone, fax or email. I thank you for your time and consideration and await your favorable response.

Sincerely,

Janet Gibson
Director