GRAND ANSE BEACH
AND
SEA USE MANAGEMENT PLAN

Prepared for
OECS Natural Resources Management Unit
Castries, St. Lucia
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I GRAND ANSE BEACH and SEA USE MANAGEMENT INITIATIVE

The Project and its Objectives

The sea and beach use management initiative for Grand Anse was developed to provide a framework for facilitating management of competition and conflict among the several types of users of the area. The overall goal of the project is the establishment and maintenance of demarcated swimming, snorkeling and boat access zones on the near-shore areas of the Grand Anse Bay so as to assure improved sea space management and safety. Thus the specific objectives are:

1. To identify and mark out snorkeling, swimming and boat access zones along the Grand Anse Beach and near-shore.
2. To generate consensus among various vested interest groups concerning equitable, efficient use of the Grand Anse beach area.
3. To provide a regulatory framework for management of the Grand Anse beach sea zone.
4. To provide brochures/guides on the zoning and use of the Grand Anse sea zone and with a popularization of this regulatory framework.

Several consultations have been held with key stakeholders and consensus has been achieved on the location of zones and efficient use of the beach/sea area (objectives 1 & 2). This document provides recommendations for the regulatory and management framework for execution of the project, as well as guidelines for a public awareness and information program.

Proposed Demarcation and Zoning Plan

In order to develop the proposed system, the perspective of beach use and beach users was considered. The main user groups identified were:

1. Hotels
2. Restaurants
3. Dive service providers
4. Beach vendors
5. Water taxi operators
6. Sports fishing operators
7. Jet ski operators
8. Boat ski operators
9. Para-sailing
10. Bathers
11. Land taxi operators
12. Charter service providers
13. Beach seine fishers
14. Anchorage (of vessels)
In addition a number of factors were considered in formatting the zoning process.

i) Beach vendors were being relocated and focused in the area immediately north of Grand Anse Beach Resort.

ii) A jetty was to be placed at the Palm Beach area to act as focal pick-up and drop-off area for water taxi operators, charterers and other service providers.

iii) The zoning framework proposal will have direct implications for management and must anticipate adjustments by the Management Working Group. (Note that the initial zoning/demarcation proposal will constitute the first working document guiding the management working group)

iv) Zoning will provide for basking on the shore, channels for vessel access, swimming for bathers, waiting area for boats operating and anchorage for vessels.

v) Sea channels joining the land should as much as possible, maintain traditional connection with current land access.

vi) Access and zoning must acknowledge the vending area as the main focal point for beach activities involving charterers and water taxi operators.

vii) Hotels must be directly consulted before any firm decisions were taken in the overall process.

The zoning map which was developed based on the above considerations and consultations with stakeholders is attached in Appendix 1. Four zones were proposed as bathing areas, five areas for access channels and one anchorage zone.

II LEGAL AND INSTITUTIONAL FRAMEWORK

Jurisdiction for the management of the Grand Anse coastal zone falls within the mandate of the Fisheries Division of the Ministry of Agriculture and the Grenada Ports Authority. Under the Fisheries Act, the area can be declared as a Special Management Zone for the protection of its flora and fauna and conservation of its natural beauty. The Act makes provisions for regulation of fishing activities and harvesting of corals and marine flora and fauna. For the direct management of the area, the provisions of the Ports Authority Act apply, since the area falls within the boundaries of Port St. George and its approaches. These acts together with six others (Revised Laws of Grenada, 1990) which have relevance to the use of the Grand Anse beach and sea area, and to the establishment of a management and zoning system, are summarized in Table 1. In some instances amendments and additions to subsections may be necessary to provide for an adequate regulatory framework.

- CAP. 28 Bathing Places Act
- CAP. 29 Beach Protection Act
- CAP. 108 Fisheries Act
- CAP. 218 Oil in Navigable Waters
- CAP. 244 Police Act
- CAP. 247 Port Authority Act
- CAP. 249 Power Craft Act
- CAP. 321 Tourist Board Act
### Table 1. Summary of Acts with relevance to the Management of Grand Anse Beach

<table>
<thead>
<tr>
<th>ACT</th>
<th>PROVISIONS</th>
<th>LIMITATIONS/RELEVANCE</th>
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<tbody>
<tr>
<td>CAP. 28 Bathing Places Act</td>
<td>An Act to empower the Minister to make rules for the development, regulation and control of public bathing places on and around the coastline and for the convenience and comfort of visitors and other persons resorting to such places for bathing, and he may declare any bay or any portion of the sea-shore to be a bathing place for the purposes of this Act. A fine not exceeding $500 recoverable in a summary manner in respect of the contravention of any rule. A portion of the fine imposed by the court may be awarded to any person who is instrumental in obtaining the conviction. Subsidiary regulations on declared bathing places, undressing for bathing, bathing of cattle in sea and hours for bathing.</td>
<td>The Minister is not defined. Under this Act, portions of Grand Anse Beach can be declared as bathing places. There are no provisions for lifeguards and beach patrols for which the minister can make rules. There are no adequate facilities on Grand Anse Beach for changing of clothing. Regulations for bathing of cattle should be amended to include dogs, which is often a problem on Grand Anse Beach. Times for bathing are not enforced.</td>
</tr>
<tr>
<td>CAP. 29 Beach Protection Act</td>
<td>An Act to prohibit the unauthorized removal of sand, stone, shingle and gravel from the seashore.</td>
<td>It is not uncommon for persons to remove sand from the area, a practice which is illegal.</td>
</tr>
<tr>
<td>CAP. 108 Fisheries Act</td>
<td>An Act to provide for the promotion and management of fisheries in the fishery waters of Grenada and for incidental and connected matters. The Act defines conditions of fishing licences in Section 13. 13 (2) - The Minister may, by Order, specify general conditions additional to those prescribed to which all fishing licences or any category of fishing licences shall be subject including conditions relating to close seasons, prohibited fishing areas, minimum mesh sizes and minimum species sizes. Section 14 - There shall be payable in respect of every fishing licence such fees as may be prescribed and such royalties or other charges as the Minister may determine. Section 23 (1) - The Minister may, by Order, declare any area of the fishery waters and, as appropriate, any adjacent or surrounding land, to be a marine reserve where he considers that special measures are necessary - (d) to preserve and enhance the natural beauty of such areas. (2) Any person who, in any marine reserve, without permission granted under subsection (3) - (a) fishes or attempts to fish; (b) takes or destroys any flora and fauna other than fish; (c) dredges, extracts sand or gravel, discharges or deposits waste or any other polluting matter, or in any way disturbs, alters or destroys the natural environment; ... is guilty of an offence and liable on summary conviction to a fine of $1000.</td>
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<td>This provision allows for the declaration of sections of the proposed Grand Anse Management Area as a prohibited fishing area. Fishermen operating in the GAMA may be prescribed to pay a fee which will contribute to the fund for managing the area. The GAMA has to be gazetted as a special marine management area to legalize the zoning and management system. This section provides for the protection of the environment of the Grand Anse Beach and Sea.</td>
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<tr>
<td>Fisheries Act continued</td>
<td>27. The Minister may, by Notice published in the Gazette designate such persons as he deems fit, including members of the enforcement authority of any country or of any regional or sub-regional marine enforcement entity, to be authorized officers for the purpose of enforcing this Act.</td>
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<td>Once the GAMA has been established, it will be necessary to monitor and enforce laws for the area. Its officers can be made rural constables given powers to enforce the laws which govern the area.</td>
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<tr>
<td>CAP. 218 Oil in Navigable Waters</td>
<td>An Act to make provisions against the discharge or escape of oil into the territorial sea of Grenada.</td>
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<td>Section 4 (1) It shall not be lawful during the hours between sunset and sunrise to transfer any oil to or from any vessel lying in any harbor unless notice of intention to do so has been given in accordance with provisions of this section.</td>
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<td>This provision regulates activities of vessels which anchor in the harbor and allows for the protection of the marine environment.</td>
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<tr>
<td>CAP. 244 Police</td>
<td>Part XIV Section 68. The Chief of Police may from time to time appoint fit and proper persons to be Rural Constables.</td>
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<td>69. The name of every person appointed to be a Rural Constable shall be published in the Gazette and after the date of such publication, upon his making before a magistrate or the Chief of Police the declaration prescribed by section 12(1), he shall have all such powers, authorities and immunities, and be subject to all such duties, responsibilities and discipline, as are conferred or imposed upon a constable.</td>
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<td></td>
<td>Under the provisions of this act persons employed to monitor and patrol Grand Anse Beach can be appointed as Rural Constables and given the powers of arrest.</td>
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<tr>
<td>CAP. 247 Ports Authority Act</td>
<td>An ACT to establish the Grenada Ports Authority (GPA) as a corporate body with all necessary powers to provide, manage and maintain efficient port services and facilities. Section 9 (1) The Authority may delegate to committees consisting of such members or offices of the Authority as it thinks fit, or to an employee of the Authority, such of its functions (other than the power to make rules and regulations, to prescribe and levy dues and rates, and to borrow money) as it may deem necessary or desirable. (2) Functions delegated under subsection (1) - a) may be delegated subject to such conditions or restrictions as the Authority may either generally or specially impose; b) shall be exercised in the name and on behalf of the Authority by the committee or employee to whom the delegation has been made. Section 18 (1) Subject to the provisions of this Act, the Authority is hereby empowered to provide in accordance with the provisions of this Act and the regulations, a co-ordinates and integrated system of ports, lighthouses and port services. (2) subject to the provisions of this Act, the authority may for the purpose of performing its duties under this Act do anything and enter into any transaction which, in the opinion of the Authority, is necessary to ensure the proper performance of those duties. (3) In particular and without prejudice to the generality of subsections (1) and (2), it shall be the duty of the Authority - c) to maintain, improve and regulate the use of ports, and the services and facilities therein, as</td>
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<tr>
<td>The GPA has the mandate to manage all harbors, ports and their approaches. Grand Anse falls within the boundaries of the Port of St. George's and therefore under the jurisdictions of the Ports Authority. The Board of Directors of the GPA can appoint a committee of persons and employees for the management of the Grand Anse Area.</td>
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it considers necessary or desirable; d) to provide, for ports and the approaches thereto, such pilotage services, beacons, buoys and other navigational services and aids as it considers necessary or desirable;

Section 25 (1) The revenue of the Authority shall consist of - a) the sums received by the Authority in respect of dues and charges levied and payable in pursuance of the provisions of the Act and the regulations (2) All sums referred to in subsection (1) shall be paid into and placed to the credit of an account at a bank approved by the Minister.

26. The revenue of the Authority in an any financial year shall be applied towards payment of the following charges - c) remuneration and allowances of members and of any committee of the Authority; d) the salaries, remuneration, allowances, pensions, gratuities, provident fund and other superannuation benefits of the officers and employees employed in or in connection with the activities of the Authority.

42. Subject to the provisions of this Act and the regulations, every vessel which- a) enters a port for the purpose of loading or discharging cargo or embarking or disembarking passengers or landing transit passengers; or b) occupies an anchorage or berth within the port, shall pay to the Authority the dues and charges in respect of such vessel and for any service performed or facility provided in respect of such vessel in accordance with the regulations.

The revenue of the Authority does not go to the government treasury, and the Authority has the power to utilize the same for performing its duties.

Revenues generated from the use of Grand Anse (water sports etc) can be utilized for the management of the area.
<table>
<thead>
<tr>
<th>CAP. 249</th>
<th>An Act to regulate the operation and use of power-craft and for connected matters</th>
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<tbody>
<tr>
<td>Power-Craft</td>
<td>Section 4 (2) A person who operates a power-craft within two hundred meters from the shore shall be guilty of an offence and liable, on summary conviction, to a fine of three thousand dollars, and in default of payment imprisonment for six months.</td>
</tr>
<tr>
<td>Act</td>
<td>The areas on Grand Anse Beach designated for the use of power crafts should be published in the Gazette.</td>
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<tr>
<td>CAP. 321</td>
<td>An Act to establish a board of tourism for the purpose of developing the tourist industry and promoting its efficiency, and to provide for connected matters.</td>
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<tr>
<td>Tourist Board</td>
<td>Section 11. The duties and functions of the Board shall, within the limits of its funds and resources, be - a) to develop all aspects of the tourist industry of Grenada, Carriacou and Petit Martinique and to promote the efficiency of the industry; e) to encourage, by such measures as it thinks fit, the development of amenities calculated to enhance the attractiveness of Grenada, Carriacou and Petit Martinique to tourists, with the emphasis on entertainment, conservation of local flora and fauna, deep-sea fishing and handicrafts;</td>
</tr>
<tr>
<td>Act</td>
<td>The Tourist Board has limited scope and jurisdiction over the management of the activities of Grand Anse. However, it can be instrumental in fostering the development of the land based facilities which will enhance the area as a major tourism product.</td>
</tr>
</tbody>
</table>
III PROPOSED MANAGEMENT FRAMEWORK

The Grenada Ports Authority
The Ports Authority is already involved in the collection of fees for the use of the Grand Anse Coastal Zone. These funds are presently utilized for performing the general duties of the Authority. It is recommended that under the provisions of Cap. 247 section 9 (1) and 26 (c) and (d), the Authority set up a committee for the management of the Grand Anse Area.

Grand Anse Coastal Zone Management Committee
Given the legal provisions of the Ports Authority, it is recommended that the responsibility for the management of the Grand Anse Zoning Project lie within its portfolio. The existing management committee which comprises key stakeholders can be formerly adopted as a committee of the Ports Authority for this purpose. The committee shall comprise of representatives from:
- Grenada Ports Authority
- Fisheries Division
- National Coast Guard
- Hotel Association
- Water Taxis Association
- Grenada Board of Tourism
- Jet Ski and Dive operators

The committee will be responsible for:
- ensuring that all activities related to the management of the Grand Anse area be carried out in keeping with an agreed work-plan and budget.
- reviewing and updating the work-plan and budget quarterly and yearly
- selecting suitably fit persons to carry out the day to day work necessary to ensure implementation of the work-plan
- monitoring the project and ensuring that the buoys, demarcations and signs are maintained in good condition
- making recommendations for regulations to govern the use and management of the Grand Anse Coastal Zone.

Rural Constables and Life Guards
It is the responsibility of the Grenada Coast Guard to monitor the coastline, enforce all maritime law, conduct search and rescue operations. However, its resources are limited and does not allow for the level of surveillance which will be needed to ensure the efficient operation of the proposed beach zoning system. Revenues generated from the use of the Grand Anse area can be utilized to employ persons appointed as rural constables and trained as life guards. These individuals will have the power of arrest and can enforce the laws which govern the area. The Coast Guard can be called in to assist when necessary.
Other duties and responsibilities

Maintenance Plan: It shall be the responsibility of the committee to ensure that qualified persons are employed to do the following tasks.
1. Every month: Inspect all buoys for condition. Correct deficiencies as required and replace lost buoys on the spot. Scrub marine growth from buoys.
2. Every six months: Inspect down line, shackles and anchor eye of each buoy. Repair or replace as necessary.
3. Every twelve months: replace pin in anchor-to-down line shackle.

Information Booth: At least one information booth can be set up on Grand Anse Beach to educate the general public on: a) the objectives of the zoning scheme, b) where the zones are, c) safety practices, and d) the importance of the marine flora and fauna found in the area. The booth can be operated by one person for between four to six hours per day.

IV SWOT ANALYSIS

Strengths
• Grand Anse is a popular recreation area and very important to tourism
• There is strong interest and commitment from key stakeholders for better management of the resource
• Existing legislation can be adopted for establishment of the management zone and the necessary institutional arrangements.

Weaknesses
• There is no existing institutional framework for local area management
• Enforcement of the laws which govern the area is often difficult since there are no beach patrols or officers in residence
• At present there are no user fee systems in place for natural resource management

Opportunities
• There is increased use of Grand Anse for tourism, water sports and other recreational activities
• Tourism is the major growth sector of the economy and there is need to improve the amenities and products for development of the industry
• Increase user conflicts has led to the recognition of the need for zoning and management of the area.

Threats
• Lack of awareness and support of the general public for the management of the area
• Potential destruction of buoys and markers by vandals, hurricanes and high seas
• Insufficient revenue to pay employees and maintain the buoys and markers
• Collapse of the structure to monitor the project and enforce laws.
V PUBLIC AWARENESS AND INFORMATION PROGRAMME

The success of the proposed Grand Anse Beach Management Initiative is contingent upon public support and cooperation. Several strategies are therefore suggested to disseminate information to a wide audience.

• The establishment of the management area, committees, relevant legislation etc, must first meet the approval of the government and published in the Gazette.
• An information booth can be established on Grand Anse Beach (the vendors market). The use of brochures, fliers and a large scale map of the zoning system will provide details on the project.
• Billboards with an outline of the zoning plan can be located at several points on the beach. Posters can also be used in the hotels and restaurants to provide information to their patrons who use the area.
• The local newspapers can also be used to publish a copy of the zoning map and objectives of the project.
• Discussions on local radio and television programmes such as “The Point” and “Home Front” provide opportunities for free publicity on the project. These programmes have a large audience and are very popular.
• Large scale copies of the zoning plan can be put on displays at local libraries and the nearby shopping centers and malls.

VI FINANCIAL MANAGEMENT AND SUSTAINABILITY

Direct Expenses
The cost for maintenance of the buoys and markers, and payment of employees can be met by revenue generated from the collection of fees for vessels, power crafts, water taxis among others, who use the Grand Anse Area. A budget estimate must be developed for these expenses.

Indirect Expenses
An appropriate public awareness and information programme must be implemented concurrently with the establishment of the zones and management structure. The cost for this programme (cash and kind) can be met by grant funds from the OECS Natural Resources Management Unit, the Government of Grenada and the Grenada Ports Authority.

Sources of income
In addition to the licence fees and tariffs imposed upon vessels, water taxis operators etc, revenue can be generated from these additional sources:
• Contributions from hotel, restaurants and businesses in the Grand Anse Area. A fund can be set up for the project, and administered by the Grenada Ports Authority.
• Beach festivals and sporting events.
• Excursions and tours within the Port of St. George’s. This initiative can be considered by the management committee in the future when the project is fully operational. A glass bottom boat can be used for tours to view coral reefs and marine life in the area.
## List of contacts and persons interviewed

<table>
<thead>
<tr>
<th>Name</th>
<th>Organization</th>
<th>Contact information</th>
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<tbody>
<tr>
<td>Rickie Morain</td>
<td>Grenada Board of Tourism</td>
<td>440-2279 <a href="mailto:gbt@caribsurf.com">gbt@caribsurf.com</a></td>
</tr>
<tr>
<td>Elizabeth Gorman</td>
<td>Fisheries Division</td>
<td>440-3814</td>
</tr>
<tr>
<td>James Finlay</td>
<td>Grenada Coast Guard</td>
<td>440-1931/32</td>
</tr>
<tr>
<td>Paul Phillip</td>
<td>Ports Authority</td>
<td>440-3013</td>
</tr>
<tr>
<td>Inspector Griffith</td>
<td>Water Taxi Association</td>
<td>443-3593</td>
</tr>
<tr>
<td>Frank Redhead</td>
<td>Jet Ski Operator</td>
<td>444-7777 444-1046</td>
</tr>
<tr>
<td>Ronald Haywood</td>
<td>Eco Dive</td>
<td>443-2535</td>
</tr>
<tr>
<td>Ian Evans</td>
<td>S.A.F.E.</td>
<td><a href="mailto:caribsafe@caribsurf.com">caribsafe@caribsurf.com</a></td>
</tr>
<tr>
<td>Joseph Bartholomew</td>
<td>Rhum Runner</td>
<td>440-2198</td>
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<tr>
<td>Patrick King</td>
<td>Physical Planning</td>
<td>440-2471</td>
</tr>
<tr>
<td>Ed Burd</td>
<td>Land Use Division</td>
<td>440-2708</td>
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<tr>
<td>Pierre-Jean Spinosi</td>
<td>Dive Grenada</td>
<td>440-6699</td>
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<tr>
<td>George Grant</td>
<td>Royal Grenada Police Force</td>
<td>440-2244</td>
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<tr>
<td>Fabian Purcell</td>
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<td>Raymond Baptiste</td>
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<td>Mick Curl</td>
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<td>Sup. Sherridan Williams</td>
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### Appendix I

A copy of the zoning plan is attached with original documents.