

Culture and Sustainable Development in the Pacific

Culture and Sustainable Development in the Pacific

Antony Hooper (editor)



THE AUSTRALIAN NATIONAL UNIVERSITY

E P R E S S

**Asia Pacific Press at
The Australian National University**

The logo for ANU E Press, featuring the letters 'ANU' in a white serif font inside a dark brown square.

E P R E S S

Co-published by ANU E Press and Asia Pacific Press
The Australian National University
Canberra ACT 0200, Australia
Email: anuepress@anu.edu.au
Web: <http://epress.anu.edu.au>
Previously published by Asia Pacific Press

The National Centre for Development Studies gratefully acknowledges the contribution made by the Australian Agency for International Development (AusAID) towards the publication of this series. The financial support provided by UNESCO towards the publication of this volume is also gratefully acknowledged.

ISSN 0817-0444

National Library of Australia Cataloguing-in-Publication entry

Culture and sustainable development in the Pacific.

ISBN 1 920942 23 8

ISBN 1 920942 22 X (Online document)

1. Sustainable development - Pacific Area. 2. Pacific Area - Social life and customs. 3. Pacific Area - Civilization. I. Hooper, Antony.

909.09823

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic, mechanical, photocopying or otherwise, without the prior permission of the publisher.

Series editor: Maree Tait

Editor: Elizabeth St George

Pagesetting: Jackie Lipsham and Matthew May

Cover design: Annie Di Nallo Design

Printed by DPA, Adelaide

First edition © 2000 Asia Pacific Press

This edition © 2005 ANU E Press and Asia Pacific Press

Contents

Tables	vii
Abbreviations	vii
Contributors	viii
Preface	xii
Introduction	1
Antony Hooper	
1 Culture and sustainable development in the Pacific Langi Kavaliku	22
2 The ocean in us Epeli Hau'ofa	32
3 On the anthropology of modernity; or, some triumphs of culture over despondency theory Marshall Sahlins	44
4 Gender, culture and sustainable development— the Pacific Way Peggy Fairbairn-Dunlop	62
5 Governance, development and leadership in Polynesia: a microstudy from Samoa Malama Meleisea	76
6 Rumble in the jungle: land, culture and (un)sustainable logging in Solomon Islands Tarcisius Tara Kabutaulaka	88
7 Knowing about culture: the handling of social issues at resource projects in Papua New Guinea John Burton	98
8 Culture and sustainable marine resource development in the Pacific Philipp Muller	111

9	Fisheries resource-use culture in Fiji and its implications Joeli Veitayaki	116
10	Local hierarchies of authority and development Kerry James	131
11	A paradox of tradition in a modernising society: chiefs and political development in Fiji Robert Norton	142
12	Development and Maori society: building from the centre or the edge? Shane Jones	159
13	Culturally and ecologically sustainable tourism development through local community management Richard A. Engelhardt	174
14	Tourism and culture: a sustainable partnership Levani V. Tuinabua	187
15	<i>Vaka Moana</i> —a road map for the South Pacific economy Hana Ayala	190
16	<i>Vaka Moana</i> —the ocean roads Mali Voi	207
17	Afterword: after the World Decade Russell Marshall	221

Tables

Table 4.1	Micro-enterprises by type	69
Table 4.2	Pattern of multiple small enterprises and employment for family members	70

Abbreviations

CHOGM	Commonwealth Heads of Government Meeting
EEZ	Exclusive Economic Zone
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
IMF	International Monetary Fund
MIRAB	Migration-Remittances-Aid-Bureaucracy
NAFTA	North American Free Trade Association
NGO	Non-government organisation
PPA	Pacific Platform of Action
SPC	South Pacific Commission
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Education Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UPNG	University of Papua New Guinea
USP	University of the South Pacific
WOSED	Women's Social and Economic Development Program
WTO	World Tourism Organization

Contributors

Hana Ayala is President of EcoResorts International—Research and Development in Irvine, California, specialising in the planning of strategic alliances between tourism, conservation and research in the context of national and regional economies, with a special focus on concept design of hotel developments for heritage-centred sustainable tourism. She has a PhD from Masaryk University, and she was formerly on the faculty of the School of Social Ecology at UC Irvine.

John Burton is an ethnographer specialising in rural Papua New Guinean societies. He is a former lecturer in anthropology and sociology at the University of Papua New Guinea. He is a Visiting Fellow in geography at the Research School of Pacific and Asian Studies, Australian National University, and runs a small consultancy business in Canberra concerned with the social appraisal of mining and petroleum projects. He has a PhD from the Australian National University.

Richard Engelhardt is UNESCO Regional Adviser for Culture in Asia and the Pacific, based in Bangkok. Educated in anthropology, archaeology and history at both Harvard and Yale, he has worked extensively on culture and heritage projects throughout east, south and southeast Asia, specialising in urban conservation and the role of culture in development. Between 1991 and 1994 he was Director of the UNESCO office in Cambodia.

Peggy Fairbairn-Dunlop has played a leading role in Pacific women's research, training and policy identification. Formerly on the staff of the University of the South Pacific's School of Agriculture and Sustainable Human Development, Adviser for the UNDP in Suva, she has recently been appointed as Co-ordinator of Continuing Education at USP. She has an MA from Victoria University of Wellington and a PhD from Macquarie University.

Eveli Hau'ofa has recently been appointed as Director of the University of the South Pacific's Oceania Centre for Arts and Culture, after a period as Professor in USP's School of Social Science and Economic Development. He has a PhD from the Australian National

University and is well known for both his fiction and his extensive publications on Pacific regional issues.

Antony Hooper is Professor Emeritus at the University of Auckland. After leaving Auckland he was a Fellow in the Pacific Islands Development Program at the East West Centre in Honolulu for three years. He is now an independent consultant in Sydney, currently spending time as a Research Scholar at the Macmillan Brown Centre for Pacific Studies at the University of Canterbury, New Zealand. He has a PhD from Harvard.

Kerry James is an ethnographer specialising in Tonga and an independent consultant. Her PhD is from University College London. In recent years she has held research fellowships at the Macmillan Brown Centre, the Center for Pacific Islands Studies and the Pacific Islands Development Program at the East West Centre in Honolulu. She now lives in Sydney.

Shane Jones is chairman of the Poutama Trust and also a Commissioner for the Treaty of Waitangi Fisheries Commission.

Tarcisius Tara Kabutaulaka has an MA in Development Studies from the University of the South Pacific, and has been a lecturer in History and Politics there. In July 1996 he was awarded a USP scholarship for doctoral studies in Political Science and International Relations at the Australian National University, where his dissertation is concerned with the sociopolitical factors that affect the management of forestry in Solomon Islands. He has published papers in journals concerned with development, as well as short stories and feature and opinion articles in regional news magazines.

Langi Kavaliku is Deputy Prime Minister of Tonga and Minister of Education and Civil Aviation. Educated in Tonga, the United States, England and New Zealand, he has a BA from Harvard and a PhD from Victoria University of Wellington. He has served on the governing bodies of many regional organisations, including the Council of the University of the South Pacific and the Standing Committee of Pacific Islands Development Program in Honolulu. He is the author of several articles on education and development and has also published poetry. He is at present a member of the Executive Board of UNESCO.

Russell Marshall has been Chairman of the New Zealand National Commission for UNESCO since 1990, and is currently a member of the UNESCO Executive Board. He was a Member of Parliament from 1972

to 1990, and held several ministerial portfolios, including Education, Foreign Affairs and Pacific Island Affairs. He is a member of the Victoria University Council (Wellington), and has a BA in Anthropology and a Diploma in Teaching.

Malama Meleisea is Regional Adviser on Social Science for UNESCO in Bangkok. Educated in Samoa, the University of Papua New Guinea and Macquarie University, from where he has a PhD in History, he was the founding Director of the Macmillan Brown Centre for Pacific Studies in Christchurch before moving to Auckland University to be Director of the Centre for Pacific Studies there. He has published extensively on Samoa and has been President of the Pacific History Association.

Philipp Muller has had extensive experience in Pacific regional organisations, and his services have been recognised by awards of the Order of Australia (AM) and the Cross of Solomon Islands (CSI). Educated in science at the University of Auckland, he was Chairman of the Western Samoa Public Service Commission and a field expert in Hydrology for FAO in Apia before becoming Director of the South Pacific Forum Fisheries in Solomon Islands. He is currently Director of the South Pacific Applied Geoscience Commission in Suva.

Robert Norton is senior lecturer in Anthropology at Macquarie University and the author of *Race and Politics in Fiji*. He has been studying ethnic relations and politics in Fiji since 1966, and has also done field research on social change and local-level politics in both Samoa and Tonga. His PhD is from the University of Sydney.

Marshall Sahlins is Charles F. Grey Distinguished Service Professor at the University of Chicago. His PhD is from Columbia University and he has done extensive field and archival research on both Fiji and Hawaii. He is a member of the Academy of Sciences and the recipient of many international awards for his distinguished contributions to anthropology, social theory and Pacific scholarship.

Levani Tuinabua is Chief Executive of the Tourism Council of the South Pacific. Prior to taking this position in 1993 he was Director of Tourism in Fiji for many years. He has a BA from the University of the South Pacific and an MSc in Regional Planning from the University College of Swansea.

Joeli Veitayaki has an MA from the University of the South Pacific, and is a lecturer in that university's Marine Studies Program. He is at present on study leave for doctoral work at the National Centre for Development Studies, the Australian National University, which is concerned with development issues in artisanal fisheries.

Mali Voi is UNESCO's sub-regional adviser for Culture in the Pacific, based in Apia. Educated in Papua New Guinea and Australia, he has an MA from Macquarie University and was Registrar of the Papua New Guinea University of Technology before taking his present position. He has been awarded the OBE for cultural services in the Pacific, and a Long Distinguished Service Medal for Education and Cultural Services in Papua New Guinea.

Preface

The papers in this volume were presented at a UNESCO conference ‘Culture and Sustainable Development in the Pacific’ in Suva, Fiji, between 9–12 July, 1997. The conference was conceived as part of the *Vaka Moana* program, the UNESCO Pacific states’ contribution to the United Nations sponsored ‘World Decade for Cultural Development 1988–97’. It was financed by a UNESCO program grant to the New Zealand National Commission.

The conference had two main aims. The first, more general aim, was to explore the ways in which the two politically charged notions of culture and development are commonly conceived, talked about and argued in the region. Eighteen invited speakers addressed this broad theme, focusing on topics of their own choosing. Their papers make up the bulk of the volume. The second aim was to relate the issues raised in these papers to the *Vaka Moana* program and to the 1995 report of the World Commission on Culture and Development. Two of the papers presented here are concerned directly with the *Vaka Moana*. The two themes are brought together in three ‘agreed-upon suggestions’. These are summarised in the Introduction.

Although UNESCO is known for its long-standing involvement with culture, it has not, at least until recently, been closely identified with development. The involvement came about through the UN sponsored ‘World Decade for Cultural Development 1988–97,’ which was founded in the context of the widespread critiques of development appearing since the early 1970s. Many projects had failed to achieve the broad goals of human betterment that were expected to be the outcome of international cooperation for material and technological advances throughout the developing countries of the world. The gap between rich and poor nations was not being significantly and uniformly closed, and within many of the developing countries themselves, projects were leading to political unrest and increasing misery of large numbers of people.

The World Decade for Cultural Development was an attempt to address these issues by shifting the emphasis within development

paradigms from economic goals to cultural ones. As Perez de Cuellar, then Secretary General of the United Nations stated in launching the Decade in 1988, developments were failing 'because the importance of the human factor—that complex web of relationships and beliefs, values and motivations that lie at the very heart of a culture—had been underestimated in many development projects.' The responsibility for implementing the ideas of the World Decade and for bringing about this change of emphasis was then passed over to UNESCO.

In 1993 these issues were further addressed through another joint UNESCO/UN initiative—the World Commission on Culture and Development (chaired by Perez de Cuellar, by then no longer Secretary General)—which brought together a body of people 'eminent in diverse disciplines' to prepare a 'World Report' containing 'proposals for both urgent and long-term action to meet cultural needs in the context of development'. Although the notion of 'meeting cultural needs in the context of development' slides around the central contradiction, the Commission, according to its final report, did pay attention to the relationship between culture and development by considering problems such as the following: What are the cultural and socio-cultural factors that affect development? What is the cultural impact of social and economic development? How are cultures and models of development related to one another? How can valuable elements of a traditional culture be combined with modernisation? What are the cultural dimensions of individual and collective well-being?

The Commission's report was published in 1995 as *Our Creative Diversity: Report of the World Commission on Culture and Development*. Although it was hoped that it might achieve for culture and development what the Brundtland Report and the Rio Summit had done for environment and development, this does not appear to have happened.

The *Vaka Moana* program was the Pacific's reponse to UNESCO's World Decade. Conceived in 1991, it sought, among other things, to initiate projects that would demonstrate the importance and the practicality of 'taking account of the cultural dimension' in development. As one of the main themes of the World Decade, this was seen as particularly appropriate to Pacific countries, with their arrays of traditional institutions and cohesive local economic, social

and value systems, many of which were seen to conflict with conventional strategies of economic development. Other related aims have been added as the *Vaka Moana* has evolved: the study and preservation of traditional bodies of knowledge about local environments; the reinforcement of traditional links and awareness of the common maritime heritage of Pacific peoples; and a host of other projects accommodated to what the governments of the region have seen as more obviously 'cultural' in nature, centred on archives, museums, crafts, oral history and traditions and cultural centres. The considerable accomplishments (and difficulties, mainly financial and bureaucratic) of *Vaka Moana* were canvassed during the course of the Suva meeting, and are fully described by Mali Voi in his paper in this volume.

The Suva meeting was happily unencumbered by such financial and bureaucratic constraints. Nor was it driven by the policy orientation that pervaded the work of the World Commission on Cultural Development. The immediate aim of the meeting was to address the conceptual issues involved in the relationship between culture and development, as these two protean terms are commonly understood and used in the Pacific region. Its second aim, as Russell Marshall expressed it in his conference paper, was 'to develop some philosophical basis from which we...[might] develop a more coherent strategy for UNESCO's cultural activities in the Pacific.' As convener, I was constrained only by these general goals and two suggestions from the office of the World Decade for Cultural Development in Paris: that not all the contributors should be anthropologists and that we should pay attention to the development (as I took it, the commercial exploitation) of natural resources. The invitations sent out to speakers reminded them of UNESCO's involvement with culture in both its humanistic and anthropological senses, and of the focus of the *Vaka Moana* program on 'the necessity of taking account of the cultural dimension' in development. No other particular meanings of either culture or development were mentioned and speakers were free to choose their own interpretations as well as the topics they applied them to in their prepared papers.

In particular, no mention was made of the World Commission's 1995 report, *Our Cultural Diversity*, or of that body's strong paradigm proclaiming what it saw as the essential meanings of the words and the ways they should (in an ideal world) be related to one another and

applied to the goals of peace and the betterment of human kind. Since the conference was sponsored by UNESCO, this may appear to have been either an oversight or a deliberate affront. That was not the case. The aim was to explore the discourse of culture and development in the Pacific, not to relate the World Commission's recommendations and policies to the region.

Antony Hooper