

**MASTER'S THESIS IN THE 10TH MASTER'S DEGREE IN MANAGEMENT, ACCESS AND
CONSERVATION OF SPECIES IN TRADE: THE INTERNATIONAL FRAMEWORK**



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**Assessment on the Implementation of Two MEAs in Saint Lucia: Case
Studies on the CITES and CBD**

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Presented by

C. Lyndon John

Director: Dr. Marcos Regis Silva

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ABSTRACT

The objective of this thesis is to assess the effectiveness of implementation with regard to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity (CBD) in Saint Lucia. The thesis presents challenges facing Saint Lucia and proposes a number of possible actions to assist Saint Lucia in better meeting its obligations under the CBD and CITES. The study analysed the constraints related to the capacity of public institutions and determined the level of support received from the Secretariats of CITES and CBD towards implementation of these conventions; and, analysed possible opportunities for implementing synergistic measures for increased efficiency in implementation of CITES and CBD in Saint Lucia. The study applied both quantitative and qualitative methods to assess the effectiveness of implementation of CITES and the CBD in Saint Lucia (e.g. questionnaires, personal interviews, literature reviews) and used the recommendations made at two national MEA stakeholder consultations concerning Saint Lucia's implementation of the Rio Conventions.

The analysis of the questionnaires suggests that the Ministry of Agriculture, Lands, Forestry and Fisheries (MALFF), which has lead responsibility for the implementation of the biodiversity MEAs (including CITES and CBD), works in relative isolation on them from the Ministry of Physical Development and the Environment (MPD&E) which has lead responsibility for many other MEAs. Moreover, the capacity building workshop and the National Portfolio Formulation Exercise (NPFE) achieved their objectives of focusing on the need for enhancing implementation of the Rio Conventions and produced a number of projects that address biodiversity related objectives for GEF financing. However, both the workshop and the NPFE exercise revealed an existing institutional weakness for systematic consideration of the non-Rio Conventions programmes (e.g. CITES, Ramsar). In this regard, the study makes the point that Saint Lucia has made strides in its efforts to achieve the objectives of the CITES Strategic Vision (2008-2013) and the CBD's Strategic Plan and its Aichi Biodiversity targets. However, Saint Lucia faces resource and institutional limitations that require greater support from the Secretariats to the Conventions and funding mechanisms. There was clearly a gap in the effort underway to foster synergies and source resources to meet the obligations for the Rio Conventions with access to GEF finances versus the other non Rio biodiversity related Conventions that do not have recourse to a financial mechanism. There exists an opportunity for the revised national Biodiversity Strategic Action Plan to reflect synergy with the non- Rio biodiversity related MEAs including CITES and attract more resources for implementation.

RESUMEN

El objetivo de esta tesis es evaluar la eficacia de la aplicación con respecto a la Convención sobre el Comercio Internacional de Especies Amenazadas de Fauna y Flora Silvestres (CITES) y el Convenio sobre la Diversidad Biológica (CDB) en Santa Lucía. La tesis presenta desafíos que enfrenta Santa Lucía y propone una serie de posibles acciones para ayudar a Santa Lucía en un mejor cumplimiento de sus obligaciones en virtud del CDB y la CITES. El estudio analizó las restricciones relacionadas con la capacidad de las instituciones públicas y se determinó el nivel de apoyo recibido de las Secretarías de la CITES y el CDB en la aplicación de estos convenios; y, analizó las posibles oportunidades para la aplicación de medidas sinérgicas para aumentar la eficiencia en la aplicación de la CITES y el CDB en Santa Lucía. El estudio aplica métodos cuantitativos y cualitativos para evaluar la eficacia de la aplicación de la CITES y el CDB en Santa Lucía (con los cuestionarios, las entrevistas personales y las revisiones de la literatura) y analizó las recomendaciones formuladas en dos consultas nacionales sobre la aplicación de los Convenios del Río en Santa Lucía. El análisis de los cuestionarios sugiere que el Ministerio de Agricultura, Tierras, Bosques y Pesca (MALFF), que tiene la responsabilidad principal de la aplicación de la AMA la biodiversidad (como la CITES y el CDB), trabaja en un relativo aislamiento de las mismas desde el Ministerio de Física Desarrollo y Medio Ambiente (MPD & E), que tiene la responsabilidad principal de muchos otros acuerdos ambientales multilaterales. Por otra parte, el taller de creación de capacidades y el ejercicio de cartera de Formulación Nacional (NPFE) lograron sus objetivos de centrarse en la necesidad de mejorar la aplicación de las Convenciones de Río y produjo una serie de proyectos sobre la biodiversidad para lograr el financiamiento del FMAM. Sin embargo, tanto el taller y el ejercicio NPFE reveló una debilidad institucional existente en la consideración sistemática de los programas que no son las Convenciones de Río (por ejemplo, la CITES y la Convención de Ramsar). En este aspecto, el estudio señala que Santa Lucía se ha avanzado en sus esfuerzos por alcanzar los objetivos de la Visión Estratégica de la CITES (2008-2013) y el Plan Estratégico de la CDB y sus objetivos de biodiversidad de Aichi. Sin embargo, Santa Lucía se enfrenta a los recursos y las limitaciones institucionales que requieren un mayor apoyo de las Secretarías de los convenios y mecanismos de financiación. Es evidente que hay una brecha en la marcha de los esfuerzos para promover y conseguir las sinergias y los recursos en el cumplimiento de las obligaciones de las Convenciones de Río, con acceso a las finanzas del FMAM en comparación con las otras convenciones de Río no relacionadas con la biodiversidad que no cuentan con el recurso a un mecanismo financiero. Existe una oportunidad para que la versión revisada del "Plan Nacional de Acción para la Biodiversidad Estratégico" refleje la

sinergia con los acuerdos ambientales multilaterales no relacionadas con la biodiversidad de Río, incluyendo la CITES y atraer más recursos para su implementación.

LIST OF ABBREVIATIONS and ACRONYMS

ABS	Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization
AOSIS	Alliance of Small Island States
BLG	Biodiversity Liaison Group
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CBD	Convention on Biological Diversity
CCA	Caribbean Conservation Association
CEHI	Caribbean Environmental Health Institute
CEP/LBS	Caribbean Environment Programme /Protocol concerning pollution from Land Based Sources and activities
CFSZs	Common Fisheries Surveillance Zones
CI	Conservation International
CITES	Convention on International trade in Endangered Species of Wild Fauna and Flora
COP	Conference of the Parties
CPB	Cartagena Protocol on Biosafety to the Convention on Biological Diversity
CRFM	Caribbean Regional Fisheries Mechanism
CRIC	Committee for Review of Implementation of the Convention
CSO	Civil Society Organisation
EC	Eastern Caribbean Currency
EEZ	Exclusive Economic Zone
EU	European Union
EU-SFA	European Union-Special Framework of Assistance
FAO	Food and Agricultural Organisation of the United Nations
FAO/COFI	Food and Agricultural Organisation of the United Nations –Committee on Fisheries
GCSIDS	United Nations Global Conference on the Sustainable Development of Small Island States
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse Gases
GIS	Geographic Information System
GOSL	Government of Saint Lucia
IAS	Invasive Alien Species
ICCAT	International Commission for the Convention of Atlantic Tunas
IPCC	Intergovernmental Panel on Climate Change
IPPC	International Plant Protection Convention
IRF	Island Resources Foundation
IWC	International Convention for the Regulation of Whaling
IWMC	IWMC World Conservation Trust
LFMA	Local Fisheries Management Authorities
LMO's	living modified organisms
MALFF	Ministry of Agriculture, Lands, Forestry & Fisheries
MARPOL	Convention on the Prevention of Marine Pollution by Dumping Wastes and Other Matter
MEAs	Multilateral Environmental Agreements
MT	Metric Tonnes
MOP	Meeting of the Parties

MPD&E	Ministry of Physical Development and the Environment
NAPs	National Action Programmes (UNCCD)
NBSAP	National Biodiversity Strategic Action Plan
NCCC	National Climate Change Committee
NEP	National Environmental Policy
NEMS	National Environmental Management Strategy
NGO	Non Government Organisation
NPFE	National Portfolio Formulation Exercise
NKL	Nagoya-Kuala Lumpur Protocol on Liability and Redress for Biosafety
NTFPs	Non Timber Forest Products
OAS	Organization of American States
OECS /ESDU	Organisation of Eastern Caribbean States/ Environment & Sustainable Development Unit
OECS /SGD	Organisation of Eastern Caribbean States/ St. Georges Declaration
REDD	Reducing Emissions from Deforestation and Forest Degradation
PRAIS	Performance Review and Assessment of Implementation System
SBSTTA	Subsidiary Body for Scientific, Technical and Technological Advice
SIDS	Small Island Developing States
SIDS-POA	Small Island Developing States – Programme of Action
SLFMC	Saint Lucia Fish Marketing Corporation
SNC	Second National Communications
SPACC	Special Programme on Adaptation to Climate Change
SPAW	Protocol Concerning Specially Protected Areas and Wildlife of the Wider Caribbean Region
SPREP	Secretariat of the Pacific Regional Environment Programme
STAR	System for the Transparent Allocation of Resources
TRAFFIC	Wildlife Trade Monitoring Network
UNCCD	United Nations Convention to Combat Desertification
UNCED	United Nations Conference on Environment and Development
UNCLOS	United Nations Convention of the Law of the Sea
UNGA	United Nations General Assembly
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNEP-CEP	United Nations Environment Programme – Caribbean Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
USAID	United States Agency for International Development
WHC	Convention concerning the Protection of the World Cultural and Natural Heritage
WHMSI	Western Hemisphere Migratory Species Initiative
WTO	World Trade Organisation

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1. INTRODUCTION

1.1 Background

The Caribbean Islands, including Saint Lucia, are recognised as one of 34 biodiversity hotspots in the world identified by Conservation International (CI). This region is recognised for its significant level of endemism among many species (Conservation International, Biodiversity Hotspots, 2007).¹ It is also renowned for its natural beauty and a vibrant tourism industry, but it is a region of contrasts, with great diversity in landscapes, economic performance and levels of development. Saint Lucia is a small island developing state (SIDS) that is dependent on this rich diversity and natural resources for its economic well-being. Despite its small size, the island's diverse ecosystems ranging from its montane tropical rainforests to coastal dry forests and beaches have contributed to its international reputation as a tourist destination (GOSL, 2004). However, there are numerous socio-economic challenges that confront this small island developing state that gained its independence from the United Kingdom on 22 February 1979.

Small Island Developing States (SIDS) are generally defined as *"low-lying coastal countries that tend to share similar sustainable development challenges, including small but growing populations, limited resources, remoteness, susceptibility to natural disasters, vulnerability to external shocks, excessive dependence on international trade, and fragile environments. Their growth and development is also held back by high communication, energy and transportation costs, irregular international transport volumes, disproportionately expensive public administration and infrastructure due to their small size, and little to no opportunity to create economies of scale"* (Wikipedia.org, 2012).² Additionally, Bass & Dalal-Clayton define SIDS as "a state of less than 1000 km² and with a population of under one million people (Bass and Dalal-Clayton, 1998)."

The United Nations Global Conference on the Sustainable Development of Small Island States (GCSIDS) emanated out of the United Nations Conference on Environment and Development³ held in 1992. The GCSIDS focused on developmental challenges that confront

¹ Conservation International. Biodiversity Hotspots. Caribbean Islands. <http://www.biodiversityhotspots.org/xp/hotspots/caribbean/Pages/default.aspx>. Website consulted on June 25, 2011. 11:05 am

² Wikipedia.org. Small Island Developing States. http://en.m.wikipedia.org/wiki/Small_Island_Developing_States. Website consulted on August 15, 2011. 09:58

³ The United Nations Conference on Environment & Development (UNCED) was held in Rio de Janeiro, Brazil, in 1992. The two other agreements opened for signature as part of the "Rio Conventions" are the United Nations Framework Convention on Climate Change (UNFCCC) and the United Nations Convention to Combat Desertification (UNCCD)

SIDS like Saint Lucia. It was held in Barbados from April 25 to May 6, 1994 and it affirmed Agenda 21 of the Rio Declaration and adopted the Small Island Developing States Program of Action (SIDS-POA). This forum identified and prioritized the need for Caribbean islands to address sustainable management of their natural resources. It emphasized the need for acceptance of international multilateral environmental agreements and for “concurrent development of effective legal, institutional, and regulatory frameworks” (UNEP, 2000). This conference was followed by the regional *Caribbean Ministerial Meeting on the SIDS-POA* which was held in Barbados from November 10-14, 1997. This meeting emphasized the need for greater integrated legislation and for actualization of environmental treaties.

Specifically, Section 45 A. of the *Program of Action* (UNGA, 1994), directly addressed both the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity (CBD) treaties and required States to implement the following measures at the national level *inter alia*:

Formulate and implement integrated strategies for the conservation and sustainable use of terrestrial and marine biodiversity, in particular, endemic species, including protection from the introduction of certain non-indigenous species and identification of sites of high biological significance for the conservation of biological diversity and / or for eco tourism and other sustainable development opportunities...and research;

Ratify and implement the Convention on Biological Diversity, the Convention on International Trade in Endangered species of Wild Fauna and Flora and other relevant international and regional conventions;

Promote community support for the conservation of biological diversity and the designation of protected areas through concentration on educational strategies that increase awareness of the significance of biodiversity conservation and particularly the fundamental importance of a diverse biological resource base to resource-owning communities;

Generate and maintain buffer stocks or gene banks of biogenetic resources for reintroduction into their natural habitat; Develop or continue studies and research on biological resources, their management and their intrinsic socio-economic and cultural value, including biotechnology; Conduct detailed inventories of existing flora, fauna, and ecosystems to provide basic data needed for preservation of biodiversity; Ensure that

ownership of intellectual property rights is adequately and effectively protected; Ensure, subject to national legislation and policies that technology, knowledge and customary and traditional practices of local and indigenous people, including resource owners and custodians, are adequately and effectively protected and that they benefit directly, on an equitable basis and on mutually agreed terms, from any utilization of such technologies, knowledge and practices or from any technological development directly derived therefrom.

Like many SIDS in the region, Saint Lucia which is 616 sq. km (238 sq. mls.) and has a population of approximately 173,720 in 2011(GOSL, 2011), was for many years primarily an agricultural based economy with a preferential trade arrangement for bananas with the United Kingdom. As agricultural production expanded in the 20th century, so too did pressures on forests. Growing demand for agricultural land was largely responsible for the early and steady deforestation that occurred in Saint Lucia. In the 1980's, Saint Lucia's deforestation rate as a direct result of expanding banana cultivation, was estimated at 1.9% per annum. Since the mid 1990s, as a result of the loss of this preferential trade arrangement, there has been a substantial decline in the agricultural sector. This has led to tourism emerging as the engine of growth for the economy. For the better part of the decade (2000-2010) there was a steady increase in regional investment in the tourism sector. Such investment was marked by a shift in tourism development from the small-medium sized establishments to the mega-all inclusive type infrastructural developments. There is evidence in Saint Lucia of the destructive effects of tourism on forests, and by extension, on ecosystem services, particularly on tropical dry forests along the coastal regions. In almost all instances, these hotel development projects depend almost entirely on external financing and private investment.

Given the history of Saint Lucia's economic activities in pursuit of its development and the associated negative impacts on its environment and biodiversity, the island has responded to the situation through public institutions established with the mandate to manage its natural resources and environment (e.g. Departments of Forestry and Fisheries; Sustainable Development and Environment Division). In many instances these have provided a valuable service for the effective management of these resources and strides have been made in promoting the appropriate national legislative and policy environment for natural resource management. This policy framework includes the government's ratifying many important multilateral environmental agreements (MEAs) that govern management of biological resources on a global scale (e.g. CITES, CBD, Ramsar Wetlands Convention, etc.).

Like many other States, Saint Lucia also recognised the need to support the global effort to conserve natural resources and to seek international support in its efforts to sustainably manage its own threatened natural resources. In some instances, the resources may be shared with neighboring islands such as with marine resources. In this endeavour, Saint Lucia has acceded to and ratified a number of multilateral environmental agreements (MEAs), including the Convention on International Trade for Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity (CBD). Saint Lucia acceded to CITES on December 15, 1982 and the Convention entered into force on March 15, 1983. Saint Lucia was the 77th country to become a Party to CITES, the fourth country in Caribbean after Guyana, Belize and the Bahamas. In 1993, Saint Lucia ratified and acceded to the Convention on Biological Diversity (Government Information Services, 2009). The same Ministry of Agriculture, Lands, Forestry and Fisheries (MALFF) is the focal authority for national implementation of both CBD and CITES.

CITES, CBD and similar MEAs have provided a framework that has assisted Saint Lucia's efforts to conserve its rich biodiversity which includes rare and endemic species. Some of these species are classified as endangered and threatened with extinction such as the Saint Lucian Parrot (*Amazona versicolor*) currently listed in CITES Appendix I, the Saint Lucian Boa Constrictor (*Constrictor orophias*, Appendix II), and Saint Lucia Iguana (Appendix II), to name a few. The island's floral biodiversity also includes 1301 taxons of which nine species are endemic to Saint Lucia (Graveson, 2011). There are eight natural forest vegetative classifications, and eight natural non-forest vegetative classifications (e.g. Elfin shrublands, littoral scrub vegetation). Several species of cacti, aloe and orchids can also be found that are included in CITES Appendix II.

Saint Lucia's marine biodiversity is equally diverse and includes a variety of threatened species of global significance including; the Leatherback turtle (*Dermochelys coriacea*), the Hawksbill Sea Turtle (*Eretmochelys imbricata*) and to a lesser extent the Green Turtle (*Chelonia mydas*), all of which are included under CITES Appendix I. Currently all turtle species are considered by the IUCN to be endangered and the Hawksbill is classified as critically endangered. There are also some marine species of trade and economic importance which could be threatened in the absence of proper controls. Some examples of these are the Queen Conch (*Strombus gigas*) (Appendix II), several species of coral, including black coral, and several species of cetaceans.

This rich biodiversity is currently threatened by an increasing level of new pressures placed on Saint Lucia's social and natural environment. Some of the forces that fuel the pressures include global economic recession, loss of markets or fostering development in new economic sectors. These international pressures are coupled with domestic problems such as: deforestation and degradation, the vulnerability of the island to natural disasters (e.g. hurricanes, earthquakes), the absence of a national land use policy, and a lack of enforcement of existing policies and legislation, a range of institutional constraints, the lack of active civil society/community participation in policy making, absence of accounting for environmental services, and, the critical need for funding support. These circumstances tend to lead to a state of political and socio-economic challenges which can culminate in low priority being placed on environmental concerns even with commitments in place to multilateral environmental agreements like CITES and CBD.

Additionally, there is a resource and capacity challenge with implementing the various international agreements that is a pressing concern. UNEP (2006) notes:

"Over the past few decades, the number and scope of international environmental agreements have grown rapidly. It is estimated that there are 700 or more different international agreements that govern some aspect of the environment; and several more are being negotiated at the bilateral, regional, and global levels.

In many instances, States recognised an environmental problem, negotiated an MEA to address the problem, and then signed and ratified the MEA, without conducting a serious assessment of whether the particular States actually have the financial, personnel, and technical resources to implement the MEA. Now many States are faced with the challenge of implementing numerous MEAs with limited resources. In addition to scarce resources, politicians often need to be convinced of an MEA's importance considering the other pressing priorities facing a developing country."

This summary above by UNEP is very pertinent to many developing states, particularly SIDS like Saint Lucia. This thesis provides an opportunity to determine the extent to which Saint Lucia has been able to comply with the strategic vision and objectives of both CITES (i.e. CITES Strategic Vision 2008-2013 as set out in Resolution Conf. 14.2.) and the three objectives of the CBD, which include; (1) the conservation of biodiversity, (2) sustainable

use of the components of biodiversity, and (3) sharing the benefits arising from the commercial and other utilization of genetic resources in a fair and equitable way. The national implementation of the CBD has been assessed through successive National Reports and as part of the National Capacity Self Assessment Project (NCSAP) undertaken in 2006 with the support of Global Environment Facility (GEF), United Nations Development Programme (UNDP) and the United Nations Environmental Programme (UNEP) (GOSL, 2006). This process has been largely informed by cross sectoral consultative processes. The same cannot be said for the implementation of CITES, which has been assessed mainly through internal ministerial annual and biannual reports prepared by CITES focal points on behalf of MALFF which are then submitted to the CITES Secretariat. This thesis provided an opportunity to review the impact of both conventions and an opportunity to determine the possibility for synergistic arrangements for national implementation of both conventions.

1.2 CURRENT CONTEXT

Saint Lucia has many challenges to maintain the well being and existence of its citizens in the new millennium. These include:

- The increase in the size of the Saint Lucian population from 165,595 in 2001 to an estimated population of 173,720 in 2011(GOSL, 2011).
- The increasing price of fuel- from US\$30 per barrel of oil in 2003⁴ (Wikipedia, 2000s Energy Crisis) to trading at over a peak of US\$100 per barrel in 2011 (Williams, WTRG Economics),⁵
- Poverty assessment reveals increase of 3.7%, from 25.1% in 1995 to 28.8% in 2005 (Caribbean Development Bank, 2006)
- Potential impacts of Climate change.

The result of these different challenges is a corresponding increase in pressure on natural resources for national developmental activities and a correlating challenge to maintain the equilibrium of biodiversity that makes the island so attractive.

⁴ Wikipedia, 2000s Energy Crisis. http://en.wikipedia.org/wiki/2000s_energy_crisis. Website consulted on June 25, 2011. 16:00.

⁵ Williams, J.L., WTRG Economics. Crude Oil Futures-NYMEX. <http://www.wtrg.com/daily/crudeoilprice.html>. Website consulted on June 25, 2011.

1.3 Objectives of Thesis - PROBLEM

There is a need to determine the challenges confronting the Government of Saint Lucia (GOSL) to effectively implement CITES and CBD so that these Conventions support better national policies and institutions responsible for the conservation and sustainable use of biodiversity. Therefore this study seeks to:

- Assess the capacity of public institutions to implement the various requirements of CITES and CBD for effective biodiversity conservation in Saint Lucia.
- Determine the level of support from CITES and CBD towards implementation of these conventions in Saint Lucia
- Analyse opportunities for implementing synergistic measures and approaches for increased efficiency in implementing CITES and CBD in Saint Lucia
- Analyse opportunities for the development of multi-sectoral policy, protocols and formal mechanisms with other agencies such as the tourism sector, community development, community groups and governmental and non governmental natural resource managers to engage in MEA implementation.

1.4 HYPOTHESIS

Challenges to effective implementation of CITES and the CBD may include:

- Lack of expertise and inadequate financial/human resources to ensure compliance;
- Lack of interest or perceived relevance to national priorities;
- Lack of media and public interest;
- Lack of integration of MEA obligations into national and ministerial work programmes;
- Lack of awareness of the agreement especially by sectors impacted;
- Competing political priorities or political will; and
- Lack of supporting institutional, policy and legal frameworks to facilitate MEA implementation;

2. LITERATURE REVIEW

2.1 DESCRIPTION OF SAINT LUCIA

2.1.1 Geography

Saint Lucia is a mountainous island primarily of volcanic origin in the Windward Islands of the Lesser Antilles and at latitude 13°42' and 14°06' North, longitude 61°05' and 61°52' West. It lies between Martinique, 28.3 km to the north and Saint Vincent, 31.2 km to the south. The island is 44.7 km long and 21.5 km at its widest point. The total surface area is 616.4 km². The island's mountains are predominantly in the south-central portion of the island at highest elevation is 950 m above sea level (Lindsay *et al*, 2002).

Its rugged relief culminates in the peak of Mt. Gimie at 950m and the Barre de L'isle ridge forms the central main ridge along the length of the island from which spur ridges extend to the east and the west coastward. The island's terrain is steep with incised valleys. This coupled with heavy rainfall and relatively short river runs heightens the need for watershed protection. The coastal areas in the north west and south east account for the gentlest relief on the island. On the West Coast, the Soufriere fumaroles and the twin peaks of Gros Piton (798 m.) and Petit Piton (750 m.) testify to the volcanic origins of the island. There are a number of satellite islets along the coast; of which the largest are the Maria Islands.



Figure 1. Caribbean Region and Saint Lucia inset. (Illustrated by M. Morton)

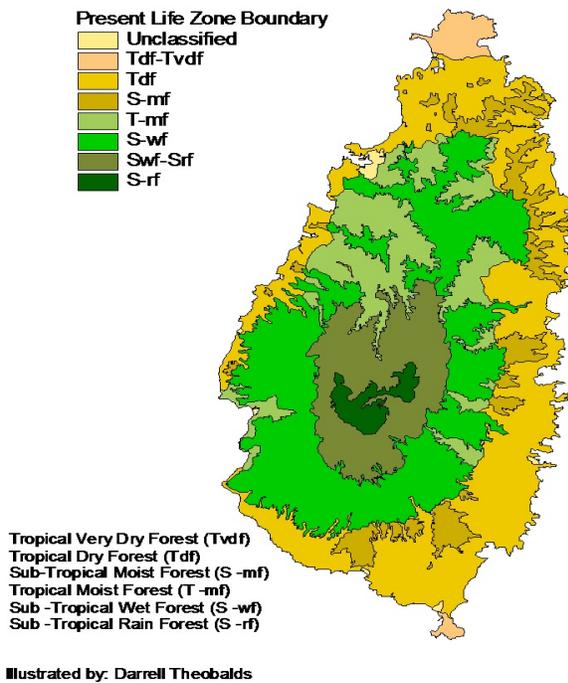


Figure 2. Saint Lucia Vegetation map

2.1.2 CLIMATE

The climate is described as "tropical maritime" which features uniformly high temperatures throughout the year with a seasonal distribution in rainfall. The dry season extends from January to April and the wet season from May to December. Temperatures remain fairly mild due to the almost constant northeast Trade Winds (mean temperatures. 26°C, 79°F.). Annual rainfall ranges from 1500 mm on the windward eastern coast to 3,800 mm in the central rainforest. The hurricane season ranges from late June to the 30th of November, these severe tropical storms with high winds are expected during this period.

2.1.3 HISTORY AND GOVERNMENT

In the Pre-Columbian era, prior to 1499, settlement on the island was first by the Ciboneys, then the Arawaks and Kalinago peoples. Archaeological evidence indicates that these early Caribbean settlers depended on the island's biodiversity for foods, fuel, medicines, fibre and materials for housing and transportation. Some of the early precursors to contemporary commonly traded agricultural crops also date back to this period and were most likely originally sourced from the forests before being transported and cultivated throughout the Caribbean.

Saint Lucia was colonized in the seventeenth century by the British and the French. It changed hands fourteen times before it became a British Crown Colony in 1814 under the Treaty of Paris. The island joined the West Indies Associated States in March 1967. Saint Lucia gained independence within the Commonwealth on February 22, 1979. In terms of government Saint Lucia is a constitutional monarchy. Executive power is vested in the British sovereign as head of state represented in Saint Lucia by the Governor General. The appointment of Governor General is on the advice of the Prime Minister. The seventeen member House of Assembly is elected by universal adult suffrage for up to a five year term (Government Printing Office, 1995). This British political legacy has given Saint Lucia the dualist system which requires domestic legislation to effect ratified multilateral environmental agreements.

2.2 SAINT LUCIA'S NATURAL RESOURCES

2.2.1 National Forest Sector

As a Small Island Developing State with a vulnerable economy, the forest and wildlife resources of Saint Lucia are particularly important for the variety of products and services which they provide and that support the spectrum of social and economic activities of the island. Forest resources are not only crucial to maintaining key ecosystem functions such as the conservation of water and soil resources, but they provide key habitat protection of biological diversity. The forest sector also provides for some of the local demand for timber and many non-timber forest products (NTFPS) and is an increasingly important contributor to the tourism sector through ecotourism, catering to both foreign and local visitors.

The Department of Forestry, formed in 1985 from the former Forestry Division (established in 1946), is headed by the Chief Forest Officer, who is assisted at middle management level by a Deputy Chief Forest Officer along with two Assistant Chief Forest Officers, one each for conservation and operations. The island is divided into five administrative forest ranges (Figure 3), each under the charge of a range officer, plus staff. The Department employs approximately 76 staff and is charged with the management of 9,308 ha Central Forest Reserve.

The Forest Reserves comprises of 14 units located mainly in the central ridge of the island. There are approximately 4.5 miles of road within the Forest Reserve. Timber production consists of mainly of small-scale cutting and extraction by selective tree felling. Conversion is often done more commonly by the Alaskan mill chain saw. Most harvesting occurs on private lands. No commercial harvesting is done from the Forest Reserve.

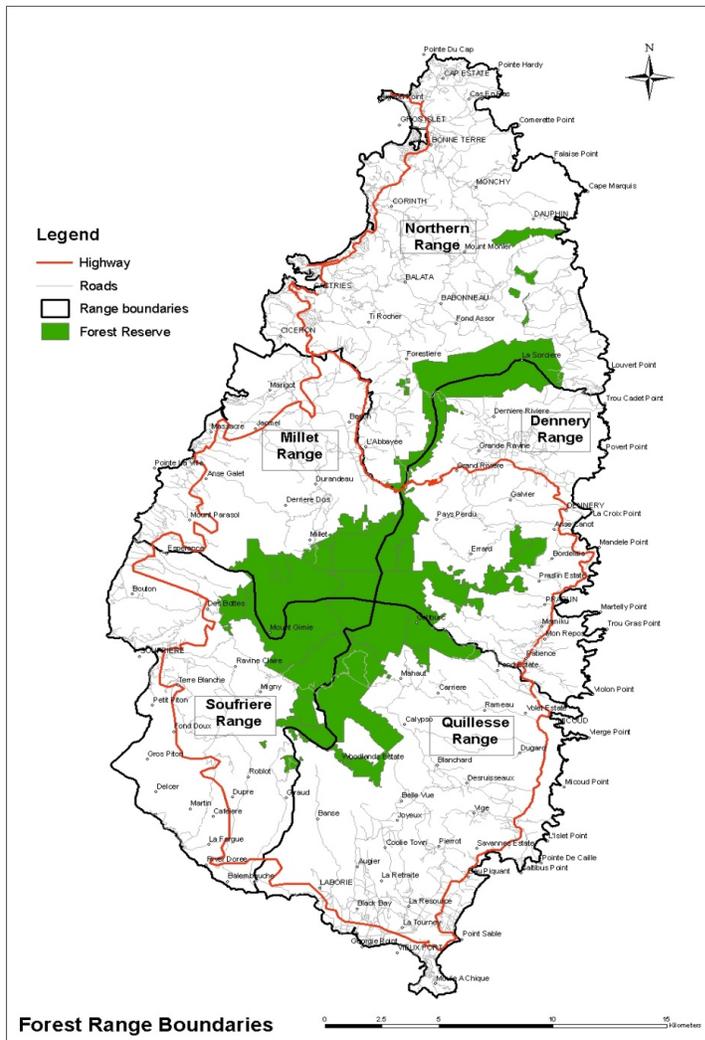


Figure 3. Map of Saint Lucia showing the five (5) forest administration ranges- Millet, Soufriere, Northern, Denny and Quillesse

In 2009, the National Forest Demarcation and Bio-Physical Resource Inventory was undertaken, funded by the European Community under the Saint Lucia EU-SFA2003 Programme Economic and Agriculture Diversification and Poverty Reduction through Integrated National Resources Management. This timber inventory was carried out from January 2009 to May 2009, based on a design prepared after examination of past inventories of Saint Lucia. During the inventory a total of 12,636 trees were measured in 416 sample plots and the inventory results indicated that land under Forestry Department control has an average of 540 trees per hectare, with an average of 305 cubic metres of timber per hectare, totaling approximately 2.8 million cubic metres of timber. The average timber volume per hectare in 1982 was approximately 187 cubic metres, with an estimated

1.3 million cubic metres total volume in the then forest reserve (Tennant, 2009). The project also achieved much of the following objectives which are to be instrumental in serving as a basis for the development of a new Forest Sector Management Plan. These achievements include *inter alia*:

- i. The survey, demarcation and realignment of the Forests Reserves boundaries, *inter alia*, incorporating the newly acquired crown lands, in order to facilitate better protection and management
- ii. Creation of an updated database of Forest Reserve boundary line (digital and hard copy data, to reside at Forestry Department and Lands and Surveys Department) of timber and non-timber resources, and to compile statistics of their availability at the range, watershed and national level.
- iii. Assessment of the status of the forest ecosystem, assessment of biodiversity (species richness and diversity) and all existing vegetation types at the watershed, range, and national level.
- iv. Training programme to develop the capacity of a cadre of persons in forests resource assessment and inventory method and forests management system using, scientific and modern technology recommendations and implement an effective, efficient and appropriate forest management system for Saint Lucia.

2.2.2 National Forest Policy

The main policy document that has governed the forestry sector in Saint Lucia since 1992 has been the Forest Management Plan for 1992-2002 (GOSL 1993). Since its expiration, annual plans have been the basis of implementation. The main legal instruments governing forest resource use and management are the following:

- The Forest, Soil and Water Conservation Ordinance of (25/1946), amended in 1957 and 1983. This legislation empowers the Minister of Agriculture, Lands, Forestry & Fisheries to establish Forest Reserves on Crown Lands as well as Protected Forests on private lands. It stipulates the conditions for timber harvesting, makes provision for the control of squatting, and defines various other offences. In 2009, proposed revised legislation was submitted to the Attorney General's Chambers for review and is pending approval.
- The Wildlife Protection Act of (9/1980) places the authority for wildlife legislation in the hands of the Minister of Agriculture, and makes provisions for the conservation

and management of wildlife, through the listing of species, the establishment of reserves, and the setting of fines for a variety of offences. All wildlife, whether resident or migratory, indigenous or alien, except fish, frogs or crustaceans in private ponds, are property of the State and may only be hunted as provided for under the Act. The Minister may under this Act authorize by license the hunting and taking of wildlife in a wildlife reserve, for import or export of wildlife into or from Saint Lucia, keeping of wildlife in captivity. The Act establishes a number of penalties for the hunting, taking or injuring any wildlife, for trapping or poisoning of wildlife, for the destruction of any nest, or carrying of any weapon into a wildlife reserve. The possession of any wildlife without a permit is an offence (OECS, 2002). In 2009, proposed revised legislation was submitted to the Attorney General's Chambers for review and it is awaiting approval.

- International Trade in Wild Fauna and Flora Bill (2007). The main purpose of the bill is to set up the infrastructure to implement the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) with a view to ensuring that no species of wild fauna and flora become or remain subject to unsustainable exploitation. This Act is not yet enforced since a date of commencement has not been issued.
- The Crown Lands Ordinance of 1946 establishes the position of Commissioner of Crown Lands and sets the conditions for the management and acquisition of Crown Lands.
- The Water and Sewerage Act of 2004 establishes the Water Resources Authority and provides for the management of water resources and to regulate the delivery of water supply services and sewerage services throughout Saint Lucia. This Act gives the Authority some power for the conservation and management of watersheds. It allows it to request the Chief Forest Officer to take specific action required for watershed management, conservation or rehabilitation.

Policy guidance is also provided by sectoral plans that are all related to the forestry sector including a Saint Lucia National Climate Change Policy and Adaptation Plan (2003), Interim Poverty Reduction Strategy (2003), the Social Policy (2003), Biodiversity Strategic Action Plan, National Water Policy (2004), National Environment Policy (NEP) and National

Environmental Strategy for Saint Lucia (NEMS) (2004), and the National Land Policy (2007), which has impacted on the forestry administration.

There are the various Multilateral Environmental Agreements (MEAs) which influence forest resource management in Saint Lucia. Such MEAs include the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the international forest policy dialogue that has been under way in the United Nations Forum on Forests (UNFF), the Convention on Biological Diversity (CBD), the UN Convention to Combat Desertification (UNCCD) and the United Nations Framework Convention on Climate Change (UNFCCC), all of which have reinforced political commitment for conservation and sustainable management of natural resources. However, in spite of progress made, there is still the risk of further deterioration and degradation of forest cover and associated wildlife resources and habitats, hence the imperative to intensify and solidify efforts to achieve increased success.

2.2.3 Climate Change Threats

The range of natural life zones in Saint Lucia displays heterogeneity and rich diversity typical of the tropics. Under the climate change scenarios, particularly projections of reduced rainfall; Global Circulation Models (GCMs) are largely indicating less rainfall for Saint Lucia in the future ranging from -25 mm in the 2030s to possibly -56 mm in the 2090s (Peterson *et al*, 2002). Given a scenario with such a predicted reduction in rainfall coupled with increased temperatures, Saint Lucia can expect to lose its diversity in ecosystems and expect increasing homogeneity in habitats. This may be expected as areas of current microclimatic conditions are lost and large scale ecosystem shifts occur. The projected scenario indicates a likely substantial increase in the Tropical dry forest lifezones replacing much of the current Tropical moist forest areas and the possible loss of subtropical rainforest lifezone, which is the highest rainfall ecozone in Saint Lucia thus having significant impact on wildlife habitat.

2.2.4 Wildlife Management in Saint Lucia

Historic scientific literature on the fauna of Saint Lucia suggests that hunting of indigenous wildlife for food was a common practice. The dominant animals hunted for food included agouti (*Dasyprocta antillensis*), opossum or manicoú (*Didelphis marsupialis*), iguana (*Iguana iguana*), and the Scaly-naped Pigeon or 'ramier' (*Columba squamosa*). Other species were hunted perhaps more infrequently but in sufficient numbers included the Saint Lucia Parrot or 'jacqout' and the Saint Lucia Forest Thrush (*Cichlerminia lherminieri*). Hunters also traditionally sought waterfowl, a group of birds that includes ducks and waders. Most of these birds are migratory, and their presence and abundance on the island is directly related to the area of wetland habitat that remains on the island. The effect of hunting on wildlife is typified in the case of the Saint Lucia Parrot. The impact on parrots was significant and large numbers were taken for food and the pet trade, the practice was well documented since the turn of the century (Porter 1929, Danforth 1935, Wingate 1969, Diamond 1973, and Butler 1977). By all accounts, unregulated hunting combined with habitat destruction, primarily for agriculture, resulted in the decline of several species. Documented declines in numbers occurred in the cases of the parrot, agouti, iguana, forest thrush and to a lesser extent with the scaly-naped pigeon and the opossum (John, 2001).

The accession of Saint Lucia to CITES during the early 1980's is congruent with significant efforts at advancing national interests in wildlife conservation at the time. As noted earlier, Saint Lucia gained its independence from the United Kingdom in 1979. This was subsequently followed by the Government of Saint Lucia's passage of the Wildlife Protection Act (No. 9 of 1980) which is administered by the Forestry Department under the Ministry of Agriculture, Lands, Forestry and Fisheries (MALFF). This Act replaced the Wild Birds Protection Ordinance of the 1800's and made special provisions for:

- The protection, conservation and management of wildlife in Saint Lucia
- Section 7 empowers the Minister with responsibility for wildlife matters, to declare wildlife reserves which may encompass land, water or territorial sea areas. The Minister may also where necessary lease, exchange, buy or sell property to enable the creation of wildlife reserves.
- Section 10 makes it an offence for any person to hunt or take wildlife from a Wildlife Reserve without a license or permit issued by the Minister.
- Section 17 prohibits a person from having in his possession any protected wildlife unless he has been issued a license or permit by the Minister.

- Under this Act, wildlife is classified under three schedules, namely, protected, partially protected and unprotected.
- Section 26 empowers the Minister by statutory instrument to make provision for the control and administration of any wildlife reserve.

The Wildlife Protection Act was also regarded as effecting the accession of Saint Lucia to the CITES Treaty (UNEP-CEP, 1996). In Part 3, entitled "*Licenses and Permits*" under Section (10) "*Power of Minister to issue Licenses and permits for certain purposes*"; states in paragraph (1) The Minister may, on application made to him or her, issue licenses for any of the following purposes, namely- (a) to hunt or to take wildlife in a wildlife reserve (b) *to import or export any wildlife into or from Saint Lucia* (c) to keep wildlife in captivity. Therefore, while Saint Lucia did not adopt specific CITES related legislation until 2007 with the passage of its International Trade in Wild Fauna & Flora Act (GOSL, 2007) as expected under CITES , the Wildlife Protection Act as domestic legislation gave sufficient powers for the Ministry and the Forestry Department to address CITES objectives.

Hunting and trade in Saint Lucia's wildlife has declined dramatically since the 1980's. This was due primarily to an aggressive forest and wildlife conservation programme that was built around conservation of the Saint Lucia Parrot (*Amazona versicolor*) supported by a public education and awareness campaign. This campaign was launched in 1978 to save the species from extinction. The bird was declared the island's National Bird in 1979 and the Wildlife Protection Act was adopted in 1980. The parrot was also listed on the CITES Appendix I along with other regional endangered endemic psittacines. Today the parrot, along with many species listed in the first schedule under the Act are absolutely protected year round and anyone found hunting, keeping, or trying to trade in these birds is liable to a fine of \$EC5,000.00 or one year in jail. The species has recovered and a recent intense island-wide survey conducted in 2009 estimated a population of approximately 2,000 (Morton *et al*, 2012).

While terrestrial wildlife policies are directly managed by the Department of Forestry, the Department of Fisheries is responsible for policies and administration of marine resources. The Fisheries Act (No. 10 of 1984) and the Fisheries Regulations (No. 9, 1994) are the principal laws governing marine resource management. The Department of Fisheries is also under MALFF and therefore is the other Scientific Authority that addresses CITES on marine resources. The Fisheries Sector is examined next.

2.3 National Fisheries Resources

The Department of Fisheries is responsible for all marine life and the management of marine reserves, other than those vested in the Saint Lucia National Trust.⁶ The mission of the Department is “to promote self-sufficiency through increased production of Marine and Aquaculture products, and to develop the fishing industry and implement measures to ensure its sustainability.”⁷ This includes:

- Modernization of the fisheries infrastructure and fishing vessels;
- Use of improved fishing gear and methods;
- Regulation of fishing gear;
- Protection of marine biodiversity;
- Regulation of other marine based activities so as to mitigate negative impacts on the fishery sector and ensure the overall educational advancement of fishers;
- Development of appropriate fresh water marine aquaculture programs

The Department of Fisheries has a staff complement of approximately 40, including 8 data collectors. Staff members have expertise in the fields of fisheries extension, stock assessment, marine and fisheries biology, coastal zone management, fishing gear technology, fisheries management, marine protected areas and public education. The Department is equipped with a number of vessels which are used for enforcement, research and experimental fishing. Many staff members are trained as SCUBA divers (GOSL, 2006).¹

⁶ *Saint Lucia National Trust Act of 1975*: deals with the preservation of areas of natural beauty/historic interest, including submarine areas.

⁷ Ministry of Agriculture, Lands, Forestry and Fisheries; Fisheries Department, Our Mission. http://malff.com/index.php?option=com_content&view=article&id=48&Itemid=55. Website Consulted February 15, 2012. 14:56

Table 1. Goals of fisheries management in Saint Lucia

Goals of Fisheries Management	
<p>The Goals for fisheries management are:</p> <ul style="list-style-type: none"> ▪ To contribute to the attainment of self-sufficiency and food security. ▪ To sustainably optimise the net incomes of the fishers and the communities involved in fisheries, and related economic activities. ▪ To sustainably optimise employment opportunities for those dependent on fisheries and aquaculture for their livelihoods. 	<ul style="list-style-type: none"> ▪ To maintain or restore populations of marine and freshwater species at levels that can produce optimum sustainable yields. ▪ To preserve rare or fragile ecosystems, as well as habitats and other ecologically sensitive areas, especially mangrove forests, seagrass beds, reefs and other spawning and nursery areas. ▪ To sustainably optimise the amount of fish protein available for domestic consumption. ▪ To improve on fisheries infrastructure and promote the use of appropriate fishing technologies with a view to sustainably optimise catch.

GOSL. 2006¹. Plan for managing the Fisheries of Saint Lucia. Department of Fisheries.

The marine biodiversity supports the fishing industry of Saint Lucia which is still considered under-developed in nature, with most of the catch being landed by fibreglass pirogues and wooden canoes powered by outboard motors (40-115Hp). The Fisheries Plan notes that the number of fibreglass pirogues is on the increase and exceeds the number of wooden canoes. A small number of locally owned larger long lining vessels now operate in the industry and the Department of Fisheries is encouraging improved fishing gear and methods, especially for the pelagic fishery. Due to the very limited continental shelf, catches are predominantly made up of migratory pelagics (dolphin fish, wahoo, tuna species and flying fish), which comprise over 70% of total annual landings (GOSL. 2006)¹.

Financial assistance from the Governments of Canada and Japan, (through its Japanese Fisheries Co-operation Programme) has enabled development of landing and marketing facilities at several key landing sites (GOSL, 2001). A large landing and distribution facility was established in Dennery, a processing and packaging facility was constructed in Vieux Fort, and smaller cold storage facilities in Anse la Raye and Laborie.

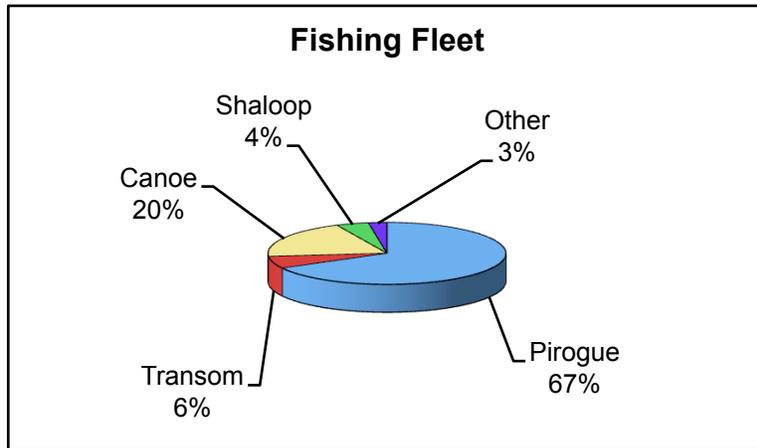


Figure 4. Fishing fleet by type of vessel (Source: Department of Fisheries, 2005)

% Contribution to GDP: 0.79 % (2003)

Fishing Area: Shelf (522 km²).

Fishermen: 2109 (full time – 1310; part time – 844) (2005)

No. of registered vessels: 680 (2005)

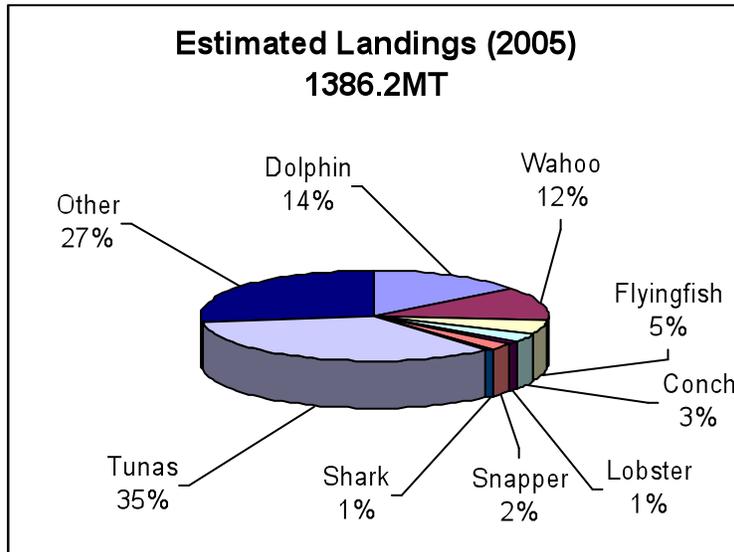


Figure 5. Estimated fish landings (Source: Department of Fisheries, 2005)

Fish imports: 766 MT/ EC\$ 8,871,559 (2003)

Fish exports: 1.1 MT/ US\$0.016M (2001)

Subsidies: On fuel for boats, engines, fishing gear and other related supplies. Subsidised fuel is only available to members of Fishermen’s Cooperatives.

2.3.1 Market profile

The market system for local fish comprises:

- Direct sale by fishers to the consumer.
- Direct sale by fishers to larger purchasers such as hotels, restaurants, supermarkets.
- Purchase and resale by fish vendors.
- Purchase and resale by the Saint Lucia Fish Marketing Corporation (SLFMC), both to individual consumers (retail) and to large-scale purchasers such as hotels, restaurants and supermarkets.
- Exportation by the SLFMC (minimal so far).
- Exportation by fishers

The SLFMC establishes price regimes each year for purchases and resale. On the open market, the price of fish generally fluctuates relative to supply and demand (GOSL, 2006)¹.

2.3.2 Primary legislation:

There is an effective legislative framework for management of marine reserves under the provisions of the Fisheries Act, 1984. However, full implementation of regulations is hampered by a variety of factors including limited mobility and communication systems (CCA/IRF 1991). The Plan for Managing the Fisheries of Saint Lucia (2006) notes:

The first official legislation in Saint Lucia was the Turtle and Fish Protection Ordinance Cap. 45 of 1911, which was replaced by the Turtle, Lobster and Fish Protection Act No. 13 of 1971. The latter was in turn replaced by the *Fisheries Act No. 10 of 1984*. The Fisheries (Turtle, Lobster and Fish Protection) Regulations No. 67 of 1987 were then established, which were replaced by the *Fisheries Regulations No. 9 of 1994*.

The Fisheries Act (No. 10 of 1984) and Regulations (No. 9 of 1994), which are based on the Organisation of Eastern Caribbean States (OECS) harmonized legislation, cover the establishment of a fisheries advisory committee, fisheries access agreements, local and foreign fishing licensing, fish processing establishments, fisheries research, fisheries enforcement and the registration of fishing vessels. This Act also specifies conservation measures such as prohibiting the use of any explosive, poison or other noxious substance for the purpose of killing, stunning, disabling, or catching fish; close seasons, gear restrictions and creation of marine reserves. The Act also includes an institutional component known as the Local Fisheries Management Authorities (LFMA) which facilitates community based management of fishery resources. The Act also gives the Minister

responsible for fisheries the authority to create new regulations for the management of fisheries as and when necessary (GOSL, 2006).¹

In 2001, technical assistance was provided by the United Nations Food and Agricultural Organisation (FAO) to review the existing legislation, to take into account more recent international fisheries agreements and the national requirements for fisheries management and development. A number of consultations were held with stakeholders and a proposed new Fisheries Act and Fisheries Regulations were developed. The draft Act and Regulations are in their final stages and have been submitted for finalisation by the Attorney General (GOSL, 2006).¹

Other fisheries-related legislation:

- a. *Forest, Soil and Water Conservation Ordinance* (1945): controls use of mangroves.
- b. *Crown Lands Ordinance* (1946): established the Crown Land Committee to review and make recommendations on the allocations/use of crown lands.
- c. *The Minerals Vesting Act* (1966): deals with the exploitation of minerals.
- d. *Land Development (Interim) Control Act* (1971): established a Development Control Authority to review and determine development plans.
- e. *Fishing Industry (Assistance) Act No. 33 of 1972 and Fishing Industry (Assistance) Regulations No. 25 of 1973*: provides for the granting of assistance to the fishing industry.
- f. *Pesticides Control Act* (1975): controls use of pesticides.
- g. *Public Health Act* (1975) *and Regulations*: provides regulatory oversight for sewage, industrial and solid waste disposal.
- h. *Saint Lucia National Trust Act of 1975*: deals with the preservation of areas of natural beauty/ historic interest, including submarine areas.
- i. *Wildlife Conservation Act* (1980): deals with the control of protected species.
- j. *Tourism Industry Development Act* (1981): promotes tourism development.
- k. *Water and Sewage Authority Act* (1984): regulates sewage treatment and disposal.
- l. *The Maritimes Areas Act No. 6 of 1984*: addresses some aspects of marine pollution.
- m. *Solid Waste Management Authority Act* (1996): makes provision for a Solid Waste Management Authority and details their function.
- n. *National Conservation Act* (1999): controls, maintains and develops beaches and protected areas.

- o. *Oil in Navigable Water Act* (cap 91): covers some aspects of oil pollution within the marine environment.
- p. *Fisheries (Snorkeling License) Regulations No. 223 of 2000*: regulates commercialised snorkeling activities.

2.3.3 Regional Fishing Agreements

Saint Lucia is party to the 1991 Agreement that established the Common Fisheries Surveillance Zones (CFSZs) for participating Member States of the OECS. This agreement allows for an authorized officer under the fisheries legislation of any given member state to be authorized anywhere within the common zones with corresponding authority. The common zones comprise the fishery waters, waters within the fishery limits and the Exclusive Economic Zones (EEZ) of the participating states and are established only for surveillance and enforcement of the fisheries acts. Saint Lucia is also party to the 2003 Agreement establishing the Caribbean Regional Fisheries Mechanism (CRFM) to promote and facilitate the responsible utilization of the region's fisheries and other aquatic resources for the economic and social benefits of current and future populations of the region (GOSL, 2006).¹

2.3.4 Regional and International Agreements

- a. Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks
- b. Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal
- c. Convention Concerning the Protection of the World Cultural and Natural Heritage
- d. Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention)
- e. Protocol on Cooperation in Combating Oil Spills; under the Cartagena Convention
- f. Protocol Concerning Specially Protected Areas and Wildlife of the Wider Caribbean Region (SPA/W); under the UNEP-CEP
- g. Convention on Biological Diversity (CBD)
- h. Cartagena Protocol on the Biosafety; under the CBD
- i. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)

- j. Convention on the Prevention of Marine Pollution by Dumping Wastes and Other Matter (MARPOL) (as amended)
- k. International Commission for the Convention of Atlantic Tunas (ICCAT) (non contracting party)
- l. International Convention for the Regulation of Whaling (as amended)
- m. United Nations Framework Convention on Climate Change (UNFCCC)
- n. Montreal Protocol on Substances that Deplete the Ozone Layer; under the UNFCCC
- o. Vienna Convention for the Protection of the Ozone Layer
- p. United Nations Convention on the Law of the Sea

2.4 MEA Implementation Mechanisms in Saint Lucia

Since the 1970's, Multilateral Environmental Agreements have emerged as a strategy to address global environmental concerns, particularly after the Stockholm Conference in 1972⁸. A "Multilateral Environmental Agreement (MEA)" can be defined as a legally binding international instrument through which national Governments commit to achieve specific environmental goals. Such agreements can take different forms such as "convention", "treaty", "agreement", "charter", "protocol", "accord", "covenant" or "constitution" (for an international organisation).⁹ MEAs may be between two States, as in a "bilateral" agreement or between three or more states, which is termed "multilateral" agreement. When a State becomes a Party to an agreement by way of ratification or by accession, this signifies an "international act...whereby a State establishes on the international plane its consent to be bound by a treaty", according to the 1969 Vienna Convention on the Law of Treaties (UNEP, 2006).

Saint Lucia is party to at least 19 of such international agreements including MEAs. It is also party to one regional MEA (i.e. Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention)), and the sub regional Treaty of Basseterre with its affiliated St. George's Declaration of Principles for Environmental Sustainability in the OECS (SGD). Primarily two Government ministries administer most if not all of the MEAs; they are the Ministry of Agriculture, Lands, Forestry and Fisheries (MALFF) and the Ministry of Physical Development and the Environment (MPD&E); particularly its Sustainable Development and the Environment Division. Saint Lucia is also a member of a number of international and regional fora that also have a bearing on national environmental policies (Tables 2 and 3).

⁸ United Nations Conference on Human Development

⁹ See: Definition of key terms used in the UN Treaty Collection

http://treaties.un.org/Pages/Overview.aspx?path=overview/definition/page1_en.xml

Table 2. List of Conventions and related national implementing organizations in Saint Lucia.

Conventions	Status	Organisations
(1) Convention on Biological Diversity (CBD)	Party 28 June, 1993	MALFF- Biodiversity Unit
(2) International Convention for the regulation of Whaling (IWC)	Party 29 June, 1981	MALFF- Department of Fisheries
(3) Convention on the International Trade in Endangered Species of Wild Fauna and Flora (CITES)	Party 15 March, 1983	MALFF- Department of Forestry & Department of Fisheries
(4) United Nations Convention of the Law of the Sea (UNCLOS)	Party 27, March, 1985	MALFF-& Department of Fisheries; MPD&E
(5) Agreement for the implementation of Provisions of the Convention relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks	Party 9, August, 1996	MALFF- Department of Fisheries
(6) Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention)	Party 27, March, 1985	MPD&E
(7) Convention on Wetlands of International Importance especially as Waterfowl habitat (Ramsar Convention)	Party 19 June, 2002	MALFF- Department of Forestry
(8) International Plant Protection Convention (IPPC)	Party	MALFF
(9) Convention on the Prevention of Marine Pollution by Dumping of Waste and other Matter (MARPOL)	Party 23 Aug, 1985	MALFF- Department of Fisheries, MPD&E
(10) Convention concerning the Protection of the World Cultural and Natural Heritage (WHC)	Party 14 Oct, 1991	MALFF; Department of Forestry / Department of Fisheries; MPD&E
(11) Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction	Party 26, Nov., 1986	MPD&E
(12) Convention on the Prohibition of Military or any Hostile use of Environmental Modification Techniques	Party 27, May, 1993	MPD&E

(13) Convention on the Prohibition of the Development, Production, Stockpiling, and Use of Chemical weapons and on their destruction	Party, 29 March, 1993	MPD&E
(14) United Nations Framework Convention on Climate Change (UNFCCC)	Party 14 June, 1993	MPD&E; MALFF
(15) United Nations Convention to Combat Desertification (UNCCD)	Party 30 March, 1997	MALFF-Department of Forestry
(16) Protocol to the Cartagena Convention on Specially protected Areas and Wildlife (CEP-SPAW Protocol)	Party 18 January, 1990	MALFF-Department of Forestry & Department of Fisheries
(17) St. George's Declaration of Principles for Environmental Sustainability in the OECS (SGD)	Party April,2001	MPD&E; MALFF
(18) Caribbean Environment Programme / Protocol concerning Pollution from Land Based Sources and activities (CEP-LBS) Protocol	Party 2010	MPD&E
(19) Vienna Convention for Protection of Ozone Layer	Party 28 July, 1993	MPD&E

Table 3. List of International forums and related national implementing organizations in Saint Lucia.

Forums	Status	National organisations
Caribbean Community (CARICOM)	Member	MPD&E
Caribbean Plant Protection Commission	Member	MALFF
World Trade Organisation (WTO) Agreement on the application of Sanitary and Phytosanitary Measures	Member 1 January, 1995	MALFF
Western Hemisphere Migratory Species Initiative (WHMSI)-OAS ¹⁰	Member 2001	MALFF
United Nations Forum on Forests (UNFF)	Member	MALFF

¹⁰ WHMSI is a hemispheric project encompassing 35 nations which emanates from several mandates, endorsements and resolutions by the countries in the Western Hemisphere, including the 1940 Western Hemisphere Convention, the 1996 Santa Cruz Sustainable Development Summit and Santa Cruz +10 Ministerial, and the 2001 Summit of the Americas. It responds to a call from the Heads of State of the Western Hemisphere countries to "advance hemispheric conservation of plants, animals and ecosystems through...the development of a hemispheric strategy to support the conservation of migratory wildlife throughout the Americas" (OAS, 2008).

2.5 St. George's Declaration of Principles for Environmental Sustainability in the OECS

Saint Lucia is a member of the OECS Member States¹¹, and, as such, the Government of Saint Lucia signed the *St. George's Declaration of Principles for Environmental Sustainability in the OECS* in April 2001 which established an environmental management agenda for this sub region of the Caribbean. Additionally, the OECS prepared a companion document, the *OECS Environmental Management Strategy*, which establishes the actions to be undertaken to achieve the Declaration. The member states were also obligated to develop a National Environmental Management Strategy within two years of signing the Declaration. These documents were a direct response to the need to implement the SIDS-POA which arose from the GCSIDS Conference which give added policy impetus to implementation of international MEAs including CITES and CBD. Principle 13 of the Declaration requires Saint Lucia and other Member States to:

- (a) Pursue appropriate measures to conserve and, where necessary, restore biological diversity, including species diversity, genetic diversity within species and ecosystem diversity.
- (b) Manage biological resources to ensure their conservation, sustainable use and possible restoration.
- (c) Establish appropriate legal and institutional structures to control and license the prospecting for, or harvesting and export of cultural and ecological resources.
- (d) Take necessary precautionary measures to avoid or minimise, the intentional or accidental introduction or escape, into or from the environment, of alien or modified organisms that are likely to impact adversely on other organisms or the environment.
- (e) Take appropriate measures to control or eradicate alien or modified organisms having the potential to adversely impact on other organisms, the environment or human health.

¹¹ The Organisation of Eastern Caribbean States (OECS), created in 1981, is an inter-governmental organisation dedicated to economic harmonisation and integration, protection of human and legal rights, and the encouragement of good governance between countries and dependencies in the Eastern Caribbean. It also performs the role of spreading responsibility and liability in the event of natural disaster, such as a hurricane. Membership consists of Antigua & Barbuda, Dominica, Grenada, Montserrat, St. Christopher & Nevis, Saint Lucia, Saint Vincent & the Grenadines. Associate membership is granted to Anguilla and the British Virgin Islands. The main organ of the OECS, the Secretariat, is based in the capital city of Castries, Saint Lucia. http://en.wikipedia.org/wiki/Organisation_of_Eastern_Caribbean_States#Membership (Website consulted 11 Nov. 2011. 12:30)

(f) Take appropriate measures to ensure that activities within its jurisdiction do not damage the biological diversity and the environment of another state, within or beyond the limits of that other State's national jurisdiction.

Principle 17 of the Declaration speaks directly to negotiation and implementation of Multilateral Environmental Agreements. In terms of reporting requirements, each Member State agrees to *inter alia*: "Prepare and timely submit each year to the OECS Environmental Policy Committee, a report on measures that have been undertaken and progress that has been made to implement the Declaration at the national level. Such reports should at a minimum include the following information.

- i. Description of progress the country is making towards achieving the regional policy targets of the Declaration,
- ii. Report on progress the country is making with respect to national targets,
- iii. National data necessary for the compilation of the indicators identified in the Declaration;" (OECS, 2006)

Therefore environmental projects and activities undertaken by GOSL agencies that are related to the SGD principles 13 and 17 are reported to the OECS Secretariat. The OECS Secretariat also submits proposals for international donor funding to support regional initiatives related to the objectives of the SGD.

2.6 The National Legislative and Institutional Structure

In many instances, to implement obligations under an MEA, States are expected to enact legislation. In States with the "monist" system, once ratification has occurred, the international agreement has the force of law within the state. While states with the "dualist" system require national legislation be adopted for the agreement to have legal effect. The United Kingdom implements the dualist system, and as a member of the British Commonwealth, so does Saint Lucia. This is so for much of the English speaking Caribbean.

*International law is only part of British national law once it is accepted in national law. A treaty "has no effect in municipal law until an Act of Parliament is passed to give effect to it. In other countries this distinction tends to be blurred. In the vast majority of democratic countries outside the Commonwealth, the legislature, or part of the legislature, participates in the process of ratification, so that ratification becomes a legislative act, and the treaty becomes effective in international law and in municipal law simultaneously. For instance, the Constitution of the United States provides that the President 'shall have power, by and with the advice and consent of the Senate, to make treaties, provided two-thirds of the Senators present concur'. Treaties ratified in accordance with the Constitution automatically become part of the municipal law of the USA."*¹²

In Saint Lucia, decisions regarding membership or becoming signatory to international treaties or other agreements lies with the Cabinet. As a member of the British Commonwealth, under the Saint Lucian Constitution Order (1978), "The executive authority of Saint Lucia is vested in Her Majesty." Such executive authority of Saint Lucia may be exercised on behalf of Her Majesty by the Governor General either directly or through subordinate officers. Parliament in turn, can confer functions on persons or authorities other than the Governor General. On this basis, the Cabinet is responsible, on behalf of the State, for the adoption of all international environmental agreements. Typically, the Minister of Foreign Affairs through the Ministry of Foreign Affairs and or the Prime Minister signs such agreements on behalf of the State. Additionally, a Minister, under whose portfolio the interests of a treaty may fall, or an officer designated by the State may be conferred with the "full powers" to sign on behalf of the State.

Delay in implementing supporting national legislation has implications for effective treaty implementation and can result in significant consequences as demonstrated in the decision given by the Court of Appeal of Jamaica in the *Natural Resources Conservation Authority v. Sea Food and Ting (1999)* involving the implementation of CITES. The decision concluded that "although Jamaica is a contracting party to CITES, the Natural Resources Conservation Authority could not impose a quota and export permit system to implement the Convention in the absence of specific enabling legislation enacted by the Parliament of Jamaica" (UNEP, 2000).

¹² Wikipedia, Monism and dualism in international law.
http://en.wikipedia.org/wiki/Monism_and_dualism_in_international_law#cite_ref-5. Website consulted December 11, 2011. 15:18.

It is noteworthy, that while Saint Lucia has ratified both CITES and CBD and has drafted supporting legislation for both Conventions, these legislations are not yet in effect for various reasons.

2.6.1 The International Trade in Wild Fauna and Flora Act (2007)

Saint Lucia did not adopt specific CITES related legislation until 2007 with the passage of its International Trade in Wild Fauna & Flora Act (GOSL, 2007). In order to address proper administration and enforcement of the various CITES-related obligations, the existing legislative framework needed revision. To this end, the International Trade in Wild Fauna and Flora Act No. 15 of 2007 was enacted. This Act is to be administered and enforced by a wide range of local agencies (i.e. Police, Customs and Excise Department, Departments of Forestry and Fisheries, Plant and Animal Health, Veterinary Division, Biodiversity Unit, Ministry of Commerce, National Conservation Authority, with assistance from the Extension and Information Units as well as the Research Division of the Ministry of Agriculture, Lands, Forestry and Fisheries).

In addition to its overall purpose of species preservation, this Act is expected to allow for the monitoring and registration of traders or potential traders that deal with CITES-listed species. It is expected to facilitate revenue collection through *inter alia* a range of fees pertaining to the issuance of respective trade permits and certificates, registration fees, and the potential fines imposable for infractions committed against the law. There is the anticipated added benefit to be derived from community involvement in policing the local resource. This CITES law is expected to allow the application of stronger fines to deter illegal trade in CITES listed endemic species (e.g. Saint Lucia Parrot). However, a date of commencement for this Act has not yet been issued due to the need to finalise details for the supporting regulations regarding administrative fees, fines, and determination of the CITES designated ports etc.

2.6.2 Similarities and differences between CBD and CITES

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity (CBD) are both multilateral environmental agreements (MEAs) designed to address issues concerning the sustainable management of biodiversity resources. CITES is one of the early MEAs which was adopted in 1973, and entered into force in 1975. The CBD is one of the Rio Conventions which emerged

as a result of the United Nations Conference on Environment and Development (UNCED) meeting in 1992. CBD was adopted in 1992, and entered into force in 1993.

CBD is a framework convention which sets broad goals, leaving regions and countries to decide on how they set about implementing the convention. As a “framework agreement” CBD then requires further agreements (i.e. protocols such the Nagoya Protocol) which are necessary to provide standards, procedures and other requirements for effective implementation (UNEP, 2006). The key biodiversity requirements of parties to the convention are the conservation of biological diversity, the sustainable use of its components, and the fair and equitable sharing of the benefits arising from commercial and other utilization of genetic resources. These may be achieved through national objectives to; restore degraded ecosystems; establish legislation to protect threatened species; identify, regulate and manage damaging activities; introduction of environmental impact assessments and develop national strategies, plans for sustainable management and conservation of biodiversity. The Convention has stimulated many nations to develop National Biodiversity Strategic Action Plans (NBSAPs) which many countries did not have before as policy instruments to address biodiversity conservation.

CBD differs from CITES in that it is not rule based, that is: it has no lists, it deals with all aspects of biodiversity, it includes both domestic measures and international measures, it qualifies virtually all its substantive provisions and is generally exhortatory in nature, it has not determined how to vote on substantive issues and therefore currently must proceed by consensus, it explicitly differentiates between developing country Parties and developed country Parties, it recognizes that countries will incur costs in implementing the provisions of the Convention and makes provision through a financial mechanism for transfer of resources from developed to developing country Parties to meet implementation costs , it makes no provision for international action in the case of lack of effective implementation but does note that its Conference of the Parties shall examine the issue of [international] liability and redress, and, it makes provision for a Subsidiary Body on Scientific, Technical and Technological Advice (Article XXV of the Convention) (Jenkins, 2004). The Convention’s Secretariat is based in Montreal, Canada.

CITES, in contrast, is termed an “appendix driven” MEA or a regulatory pre-Rio Convention that relies heavily on its three Appendices for effective implementation through its system of licenses and permits for regulation of international trade in CITES-listed species.

Appendix I includes species threatened with extinction for which trade is prohibited unless permitted under exceptional circumstances. Appendix II includes species not necessarily threatened with extinction but for which trade must be sustainably managed so as not to endanger populations. Appendix III includes species that are protected by at least one state which has asked other states for assistance in managing trade. CITES concerns itself only with species and populations listed in its Appendices and it is not intended to regulate internal domestic or national trade of wild species. The Conference of the Parties operates on a voting system, with a two thirds majority of Parties present required to adopt a proposal for amendment to the Appendices and a simple majority for a procedural motion. CITES requires each party to establish a national management authority to administer the treaty and scientific authority to advise the management authority on wildlife trade (Article IX of the Convention). Jenkins (2004) notes that the Convention does not specifically address incentives, although its preamble recognizes the economic value of wildlife. Nor does it address the financial implications of executing its provisions (other than Article VIII 2 and XI 3(a)) or provide for financial / technical assistance. He also states that "CITES treats all countries as equal and therefore does not recognize any distinction between developing and developed countries, nor does it grant any privileged status to range states of species under consideration." While Jenkins viewpoint may be regarded as valid when considered strictly from the standpoint of the text of the Convention, many Decisions and Resolutions speak of developed and developing countries so that one could, arguably, say that the COP has explicitly recognised them. The Convention makes provision for the COP to "make whatever recommendations it deems appropriate" in cases where its provisions are inadequately being executed by a Party or Parties. Recommendations by the COP may include international actions such as a trade suspension in one or more CITES listed species (Jenkins, 2004). CITES secretariat is based in Gland, Switzerland.

2.7 The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)

"The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) was concluded on 3 March 1973. It entered into force after ratification by 10 States, on 1 July 1975. Since then, the number of countries that have ratified, approved, accepted or acceded to the Convention has continued to increase" (CITES Secretariat, 2007).

CITES is an international agreement between governments which aims to ensure that the survival of wild animals and plants is not threatened by unsustainable levels of international trade. CITES evolved in the 1960s, when many charismatic species of fauna and flora were threatened with extinction by unsustainable, unregulated harvest and international trade (e.g. Parrots, tigers, elephants, cacti, orchids, tropical timber). Biodiversity rich countries, typically developing countries were hardest hit by this unsustainable trade. Declines were experienced throughout the mega biodiverse regions of South America, Africa and Asia.

It was noted that if international wildlife trade was permitted to occur without the application of policy measures including regulations and control measures, the loss of species would be irreversible resulting in negative ecosystem and socio-economic impacts through loss of livelihoods. The problem required international cooperation to secure certain species from over-exploitation and possible extinction.

CITES emanated out of a resolution adopted in 1963 at a meeting of members of IUCN (The World Conservation Union). The text of the Convention was finally agreed at a meeting of representatives of 80 countries in Washington DC., United States of America, on 3 March 1973, and on 1 July 1975 CITES entered in force. Currently, with 175¹³ Parties, CITES is widely regarded as one of the most important international conservation instruments. The original Convention was deposited with the Depositary Government in the Chinese, English, French, Russian and Spanish languages, each version being equally authentic. CITES is an international agreement to which States (countries) adhere voluntarily. Although CITES is legally binding on the Parties, it does not take the place of national laws. Rather it provides

¹³ At time of writing November, 2011. <http://www.cites.org/eng/disc/parties/chronolo.php>. (Website consulted 11/11/11. 16:00)

a framework to be respected by each Party, which has to adopt its own domestic legislation to ensure that CITES is implemented at the national level.¹⁴

Every two or three years, Parties to CITES meet at the Conference of the Parties (COP) to review the conservation status of species in trade. Species that are considered to be at risk due to unsustainable trade are then proposed for listing on one of the Convention's three Appendices. The Appendices are managed through a special licensing system of permits and certificates. The trade is monitored through these permits which are used to regulate or even halt trade where this is necessary.

2.7.1 CITES and Small Island Developing States (SIDS)

SIDS like Saint Lucia are seeking to achieve the objectives of the CITES Strategic Vision (2008-2013) in seeking "to improve the working of the Convention, so that international trade in wild fauna and flora is conducted at sustainable levels; and to ensure that CITES policy developments are mutually supportive of international environmental priorities and take into account new international initiatives, consistent with the terms of the Convention." The vision outlines three broad goals to achieve its objectives which are; Goal 1: Ensure compliance with and implementation and enforcement of the Convention; Goal 2: Secure the necessary financial resources and means for the operation and implementation of the Convention; Goal 3: Contribute to significantly to reducing the rate of biodiversity loss by ensuring that CITES and other multilateral instruments and processes are coherent and mutually supportive. However, there are special circumstances that confront SIDS as Parties of MEAs like CITES.

CITES at its forty-second meeting of the Standing Committee in Lisbon (Portugal), 28 September to 1 October 1999 specifically addressed its relationship with SIDS in accordance with Decision 10.112 (CITES, 1999). Some of the key elements of this Decision are stated as follows: *"The Secretariat Shall:*

a) continue its efforts to strengthen its presence in the Caribbean and Oceania and provide assistance to SIDS; b) prepare and send a package of general information on CITES to non-party SIDS, providing information on obligations and responsibilities of Parties and non-Parties and advantages and benefits of acceding to CITES. The package should include text of the Convention, Appendices I, II and III, a report on assistance provide to Parties during

¹⁴ CITES Secretariat. What is CITES. <http://www.cites.org/eng/disc/what.php>. Website consulted September 11, 2011. 05:00.

the last biennium, the Guidelines for Legislation to Implement CITES and any other material that may be relevant for non-Parties considering accession to CITES; c) relay the outcome of the discussion at the 10th meeting of the Conference of the Parties regarding SIDS to non-party States in the Caribbean and Oceania, and inform them of proposed follow-up; d) extend the planned assessment of training needs of Parties to non-party SIDS in the Caribbean and Oceania; e) organize a training seminar on CITES for all SIDS in the Caribbean and Oceania during the biennium 1998-1999 if external funding is available; f) continue providing strong support to SIDS during the next triennium; g) seek external funding to assist SIDS in the Caribbean and Oceania in their undertaking of the process of accession to CITES, according to the results of assessments of in-country needs; h) provide technical assistance to SIDS Parties to the Convention to strengthen their capabilities to fully implement the Convention, within available resources; i) designate a SIDS co-ordinator within the Secretariat to follow up on implementation of the Decisions taken by the Conference of the Parties at its 10th meeting;...

Additionally the Decision sought:

iii) to carry out an in-country assessment of strategic needs to clearly define the assistance required to enable compliance with CITES requirements for non-Parties, or obligations of Parties should they wish to accede to the Convention. The assessment should examine issues such as which CITES- listed species are currently in trade, what are the levels of trade and what are the existing legislative and administrative arrangements. Assistance for this assessment could be requested from the CITES Secretariat, UNEP, UNDP, World Bank, SPREP, TRAFFIC, Parties to the Convention and other international organizations and donors; and...

k) inform the Parties to the Convention, UNEP, UNDP, World Bank, SPREP, TRAFFIC and other international organizations and donors that the Conference of the Parties encourages them to provide technical and financial assistance to SIDS in the Caribbean and Oceania, taking into account the results of the in-country needs assessment, to allow them to strengthen their national capabilities to comply with their obligations, as well as to allow non-Parties to take the necessary legal and administrative measures to accede to CITES."

Under Decision 10.112, , *Regarding small island developing States (SIDS)*¹⁵, the Secretariat sought to establish a stronger CITES presence in the Caribbean SIDS through `collaboration with the UNEP Regional Seas Programme office located in Jamaica (Caribbean Environment Programme Regional Coordinating Unit). This initiative [aimed] to strengthen CITES implementation in the Caribbean.' The Secretariat participated in the Fourth Meeting of the Interim Scientific and Technical Advisory Committee (ISATC) of the SPAW Protocol under the Cartagena Convention in August 1999 and confirmed at this meeting its commitment to work with the Cartagena Convention and the SPAW Protocol towards:

- "i) to conclude a memorandum of cooperation between the two Secretariats;
- ii) to move towards harmonizing the obligations of the Contracting Parties for the two conventions; and
- iii) to contribute to the establishment of an effective conservation network for the Wider Caribbean Region, both nationally and regionally" (CITES, 1999).

This is of significance to Saint Lucia as it is a signatory to both Conventions. Additionally, Doc. SC. 42.9 noted that "a SIDS co-ordinator has been designated inside the Secretariat as required by Decision 10.112 paragraph i)." However, while this Decision clearly noted the capacity gaps and special needs of SIDS, it appears that very little has been done to subsequently address the priorities identified in the Decision.

2.7.2 CITES and the Caribbean SIDS

Saint Lucia participated in the first CITES Regional Meeting for Central, South America and the Caribbean held on 29th February to 2nd of March, 2000 and the SIDS Meeting for the Caribbean on 3rd-4th of March in Quito, Ecuador. The focus of the meetings was (1) the call to develop synergies with the UNEP Regional Programmes and with other Regional organizations and (2) identification of the required assistance to the CITES authorities of the region as it related to the implementation of the CITES Convention, with specific regard for the Management and Scientific Authorities. It was noted that unlike the seven countries of Central America who cooperated on a regular basis, the same could not be said for the Eastern Caribbean Region where diverse political affiliations and lack of empowerment created obstacles to establish such cooperation. The Regional Meeting Participants agreed that these issues would be dealt with in the context of the SIDS meeting as it related to CARICOM, OECS and the other non-OECS/CARICOM States.

¹⁵ Decisions in force after the 10th meeting of the Conference of the Parties to CITES are available at: <http://www.cites.org/eng/cop/10/E10-Decisions.pdf>

The SIDS meeting was attended by eleven Parties and two Metropolitan Countries with Dependent Territories within the region (i.e. United Kingdom, France and the Netherlands). In their assessment of regional strategic needs, issues of sub-regional co-operation and capacity building were highlighted as priority items. The following problems affecting implementation were identified:

1. Lack of political will at high levels;
2. Lack of resources both human and financial;
3. Lack of training;
4. Lack of public awareness; and,
5. Lack of information exchange procedures.

This meeting also discussed the relationship with the United Kingdom, United States of America, France and the Netherlands overseas Territories. It was revealed that because of political affiliations and empowerment of these territories, countries of the Caribbean which conduct trade under CITES are constrained in their relationships with the territories. The meeting requested the metropolitan powers to consider a new dispensation to these territories to permit a closer relationship among and between islands.

The Cartagena Convention and its SPAW Protocol was also considered at the meeting as it was noted then that the SPAW Protocol was not consistent with the CITES Appendices I and II listings. This had implications for species of commercial interests in the Region including turtles, small cetaceans, and queen conch (*Strombus gigas*). It was highlighted that both turtles and small cetaceans were on Annex I of the SPAW protocol which prohibited sustainable use of these species and this was thought to undermine the intentions of the islands that are Parties to the Conventions. It is significant that these species remain contentious among Parties to both Conventions in the Region today and Saint Lucia's ratification of the SPAW did not include reservation on any species. Additionally, little has altered in the relationship with the Metropolitan overseas territories which has had implications for CITES implementation and resource management in the Region (e.g. Queen Conch movement between Saint Lucia and Martinique).

The meeting identified the following strategic approaches (Table 4.) to addressing the priorities identified in the Doc Inf. 11.7, *Meeting of the Small Island Developing States (SIDS) in the Caribbean sub-region Quito (Ecuador), 3 and 4 March 2000 – Improving implementation of CITES in the Caribbean sub-region*, presented at the Eleventh meeting of

the Conference of the Parties, Gigiri (Kenya), 10-20 April 2000. These included *inter alia* (First Phase:2000 to 2003).

Table 4. Strategic approaches to addressing the priorities identified in the Meeting of the Small Island Developing States (SIDS) in the Caribbean sub-region.

Recommended Strategic Approaches	Actions
1. Improving awareness of CITES as a tool for national biodiversity conservation and sustainable development	The CITES Secretariat should conduct a mission to CITES Parties in the Caribbean subregion to create political awareness at the highest level for the need to improve the implementation of CITES.
2. Improving national legislation for CITES implementation	Participants agreed to review their national legislation on the basis of the model law and checklist provided by the CITES Secretariat, and, when necessary, to revise and develop appropriate legislative measures.
3. Capacity Building for Scientific Authorities for the implementation of Article IV	The CITES Secretariat is requested to conduct a training workshop for Scientific Authorities, with emphasis on the responsibilities of Scientific Authorities and the implementation of Article IV (non-detriment findings).
4. Law enforcement training seminar	The CITES Secretariat is requested to conduct a training seminar for enforcement officers in the sub-region.
5. Training in CITES implementation	Participants agreed to make optimal use of available opportunities to train at least one member of each Management and/or Scientific Authorities at MSc level in CITES implementation, and request funding institutions to support this endeavour.
6. Development of a model management plan for <i>Strombus gigas</i>	The CITES Secretariat is requested to, in coordination with CITES Parties and expert organisations, facilitate the development of a model <i>Strombus gigas</i> management plan. This plan should take account of existing management plans in the sub-region. Inf. 11.7 – p. 2
7. Development of generic information materials to raise awareness of CITES in the Caribbean subregion	The CITES Secretariat is requested to, in collaboration with other parties, develop generic information materials for use in the Caribbean sub-region to inform tourists and the public of the provisions of CITES concerning tourists souvenirs and wildlife specimens.
8. Improving information flow on CITES	The CITES Secretariat is requested to establish and maintain frequent technical contact with Parties in the sub-region, taking account of specific requirements for communication in the region.

9. Deregulating trade in <i>Strombus gigas</i> shells as personal effects	Participants agreed to assess the feasibility of waiving the requirement that export documentation be issued for limited quantities of <i>Strombus gigas</i> shells traded as personal effects, in consultation with the CITES Secretariat.
10. Improving CITES implementation by Overseas Territories	Urge governments responsible for territories in the sub-region, to decentralise the implementation of CITES to the greatest extent possible and allocate resources for this purpose.

Additionally, "The Conference of the Parties to CITES and other appropriate bodies are requested to provide financial support to improve the implementation of CITES in the Caribbean sub-region."

2.7.3 Saint Lucia and CITES

Administration arrangements

The Ministry of Agriculture, Lands, Forestry and Fisheries (MALFF) is the Management Authority for CITES, with the Permanent Secretary as Head, There are two CITES Scientific Authorities in Saint Lucia; the Department of Forestry and the Department of Fisheries. MALFF is the Management Authority. Allied CITES Enforcement Agencies are: the Veterinary Unit and Crop Protection Unit of MALFF, the Customs and Excise Department, and the Royal St Lucia Police Force.

National responsibilities under CITES include:

Reviewing Notifications to Parties published on the CITES website to ensure that aspects of implementation and reporting are followed. Focal points which reside in the Scientific Authorities (i.e. Department of Forestry and Department of Fisheries) need to do this at least monthly. New notifications are also now received via email. Documents to be considered at the regular meetings of the permanent Committees (Animals, Plants and Standing Committees) need to be consistently reviewed by technical and policy officers within Forestry and Fisheries (and other stakeholders where necessary). Input from Saint Lucia then has to be channeled through the regional representatives for each of these committees.

There is no staff specifically dedicated to CITES and this is a significant difference with how some of the other MEAs are being implemented (e.g. CBD and the Montreal Protocol). There

are staff members from the Management Authority that sit on the CITES committee, including a representative from the Veterinary Unit, Crop Protection Unit and Biodiversity Office.

It is notable however, that other than the submission of annual and biannual reports to the CITES Secretariat, there has never been an assessment of the implementation of CITES and of its impact in Saint Lucia since accession. This is important to determine efficacy of implementation and resources required by Saint Lucia as a Party to strengthen implementation.

2.7.3.1 CITES PUBLIC AWARENESS

In addition to legislative requirements, MEAs also often require; (i) establishment of specific enabling administration/institutional arrangements; (ii) public awareness and education; (iii) environmental management measures; and (iii) regulation and enforcement.

Effective implementation and operation of CITES measures at the national level are key to securing the range of direct and indirect benefits of the Convention as well as conserving the range of flora and fauna found on the island and identified under CITES for conservation and sustainable management. In addition to the International Trade in Wild Fauna and Flora Act (2007), in 2009, a major public education and outreach exercise was undertaken in Saint Lucia to bolster public awareness on the Convention and its objectives. The project was financed under the European Union's Special Framework for Assistance (SFA 2003) to the sum of approximately EC\$230,000. This was regarded as an imperative due to the high prices offered for protected national wildlife on the international black market which could result in unsustainable exploitation and collapse in the populations of endemic and rare local species.

Prior to the development of the International Trade in Wild Fauna and Flora Act, the enforcement of CITES related provisions were limited to those that could be accommodated under the relevant local Fisheries and Forestry regulations. Although in practice an intersectoral approach is required for the proper administration and enforcement of CITES, in general there was limited local knowledge of the Convention, its relevance, and the roles and responsibilities of the various stakeholders.

There was a general awareness and sensitivity regarding international trade in live animals, however this was less likely for international trade in wildlife products and plants (e.g. turtle products, orchids, ferns, cacti, imported tinned products like caviar). This resulted in ineffective monitoring due largely to lack of awareness by enforcement and customs officials. Under the new Act, efforts are expected to be undertaken towards the establishment of monitoring and registration systems for traders or potential traders that deal with CITES Appendix I, II and III species. These will include sales persons for conch shells, persons owning pre-Act/Convention specimens like old turtle shells or snake skins, persons engaging in propagation of CITES-listed species (e.g. orchids), as well as trade involving approved scientific institutions (e.g. universities,). For all this to be effective, public awareness was regarded as paramount for CITES management and enforcement officials, travelers and the general public.

To this end, this CITES Public Awareness and Sensitisation Project, was conducted to enhance the capacity of resource management and enforcement officers, and to facilitate implementation of the measures. Additionally, tools required for training, reference and sensitization on CITES were prepared under the project. Public education and sensitisation materials produced were as follows:

- A twenty minute documentary on CITES produced for local radio and television.
- Fourteen CITES billboards were produced and set-up for display at five sea ports and the two national airports.
- 1,000 copies of a full colour CITES poster were produced and delivered for display at various CITES administrative offices and other strategic locations (e.g. hotels, Customs and Excise)
- Three CITES public service announcements (PSAs) produced in English and the local Creole on the requirements for import and export permits for selected species of fauna and flora; two 30 second PSAs and one 60 minute PSA; all in English and creole. Broadcasted over four months, on four major local television stations and popular radio stations
- Approximately 10,000 copies of a local CITES brochure produced and delivered to various administrative offices and other relevant agencies

- Production and publication of between 550 copies of a CITES guide for use by Customs Officers and other CITES administrative agencies
- Four (4), 2-day CITES Management workshops for wildlife managers, law enforcers, Customs, and producers, conducted in Castries and Vieux-Fort.
- 1,000 pencils, 1,000 rulers and 500 pens with a CITES awareness message produced and distributed.

2.7.3.2 Saint Lucia and the impact of the Significant trade in Specimens of Appendix-II species CITES mechanism

CITES implements a mechanism called the Review of Significant Trade in Appendix II species particularly geared at countries that may not have implemented or enforced adequate resource conservation or trade control measures at the national level. This review may result in a recommendation to suspend international trade in those species from the affected Parties. The primary objective of this measure is to reduce the pressures on the affected species or populations at risk from over exploitation.

The Animals Committee in 1997 recommended that imports of *Strombus gigas* (Queen Conch) be suspended from all Range States in accordance with Resolution 8.9 (Doc.11.41.1). Saint Lucia was impacted by the Decision which also included other Caribbean range states (i.e. Dominica, Antigua, Barbados, Trinidad and Tobago) (SC46 Doc. 16.2). The situation had arisen due to the failure of the countries to submit to the Animals Committee satisfactory details regarding management measures, legislation and trade control measures in place to ensure compliance with non-detrimental levels of trade.

The Standing Committee, in acknowledgement of the recommendations of the 17th meeting of the Animals Committee, decided to include *S. gigas* in Phase V of the Review of Significant Trade, mainly to update on the situation. The review was to build on a project requested of the Secretariat by the SIDS of the Caribbean region to define a regional conservation strategy for this species (Inf. 11.7 and Decision 11.69). Saint Lucia agreed that effective measures were required for monitoring exports of *S. gigas* and sustainable management measures be in place. A document was submitted to the CITES Secretariat by MALFF supplying the required information on conch management in Saint Lucia and it also

requested that CITES reconsider the trade ban placed on Saint Lucia. The Standing Committee at its 46th meeting, recognized Saint Lucia's compliance and consequently withdrew its recommendation for the suspension (CITES, 2002).

The response to this suspension in trade, and Saint Lucia's role as representative for the Caribbean subregion at the time, sought to not only address the recommendation to suspend trade but also enhance implementation of the CITES in Saint Lucia. The following were recommended by the Fisheries Department as a Scientific Authority to the MALFF [as the Management Authority] *inter alia*;

- Establishment of a National Steering Committee for CITES including all relevant authorities and agencies (e.g. the Departments of Fisheries and Forestry, Agriculture, the Biodiversity Coordinator, the Department of Customs and Excise, the Veterinary Division). This group was required to meet at least quarterly and would be responsible for implementation of national legislation, facilitating effective enforcement of CITES trade restrictions, implementation of all relevant Resolutions and Decisions at the national level, preparation of annual reports, and effective representation on behalf of Parties within the sub-region.
- Review at national level (i.e. by the Steering Committee) the Strategy / Action Plans and work programmes of the Secretariat in order to facilitate national input into meetings of the Strategic Plan Working Group. Additionally, Saint Lucia would also seek such input from other Parties of the subregion.
- Provide avenues at the national and sub regional level for implementation of the necessary CITES-enabling legislation prior to COP 12 (Chile Nov. 2002).¹⁶
- Consider the existing constraints in CITES implementation and enforcement at the national and sub regional level, to feed into the deliberations of the ad-hoc working group set up to consider the most appropriate approach forward in this regard, via Panama (as then regional representative).
- Provide to all relevant enforcement authorities (e.g. customs, veterinary and phytosanitary services) the necessary documentation to guide the restriction of imports in concurrence with Resolutions and Decisions of the COP.

¹⁶ This activity spurred the development of the national CITES legislation

- Provide the Secretariat with all relevant information regarding conch management, legislation and trade control measures as a basis for Saint Lucia requesting that trade restrictions prohibiting our export of this species be lifted. Additionally, Saint Lucia should facilitate regional initiatives to set up harmonized conch management initiatives to benefit sustainable use and trade of this species.
- Conduct a national review of the Criteria Working Group report (i.e. by the Steering Committee) and submit this review to the Secretariat. Participation in FAO/COFI and other fora is encouraged so that the implications for commercially exploited fish species can be appropriately considered at the national level.
- In addition to establishing a CITES Steering Committee , there is also a need to provide administrative/secretariat support in the form of an officer to assist in meeting national commitments of the Convention, possibly in collaboration with the efforts to provide the same sort of support to the Biodiversity Convention and others coordinated by the Ministry.

In retrospect, the action by The Animals Committee in 1997 to suspend imports of *Strombus gigas* (Queen Conch) from all Range States in accordance with Resolution 8.9 appears to have galvanized actions that spurred the development and support of a stronger institutional and legislative framework for CITES and the Convention on Biological Diversity in Saint Lucia.

2.8 Convention on Biological Diversity

Biological diversity or biodiversity is defined as the degree of variation of life forms within a given ecosystem, biome, or an entire planet. Biodiversity is also a measure of the health of ecosystems. The Earth has historically gone through episodes of mass extinctions that have reduced biodiversity, however, the anthropogenic impact of humans on habitats, in terms of loss of species and related genetic diversity is significant and this phenomenon has been termed the Holocene extinction.¹⁷

Global concern over environmental issues, including the loss of biodiversity, led to the United Nations Conference on Environment and Development held in 1992 which resulted in the Convention on Biological Diversity (CBD). The CBD had been adopted in Nairobi on 22 May, 1992 and was opened for signature in Rio de Janeiro on 5 June 1992 as one of the three Agreements, collectively known as the "Rio Conventions". The CBD entered into force on 29 December 1993, which was 90 days after the 30th ratification.¹⁸ The first session of the Conference of the Parties was held in the Bahamas, in December 1994.¹⁹ The Convention has three main objectives which are:

- The conservation of biodiversity
- Sustainable use of the components of biodiversity
- Sharing the benefits arising from the commercial and other utilization of genetic resources in a fair and equitable way

Additionally, the CBD, as a framework convention has realized the development of protocols that reflect international law on some of its objectives. These include the Cartagena Protocol on Biosafety to the Convention on Biological Diversity, the Nagoya - Kuala Lumpur Supplementary Protocol on Liability and Redress to the Cartagena Protocol on Biosafety, and the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity (Table 5).

¹⁷ Wikipedia.org. Biodiversity. <http://en.wikipedia.org/wiki/Biodiversity>. Website consulted 24 September 2011). 09:45

¹⁸. CBD Secretariat. History of the Convention. <http://www.cbd.int/history/>. Website consulted 23 September 2011). 10:00.

¹⁹ CBD Secretariat. Conference of the Parties (COP). <http://www.cbd.int/cop/>. Website consulted 23 September 2011). 10:15.

Table 5: Protocols under the Convention on Biological Diversity

Protocol	Objectives
The Cartagena Protocol on Biosafety to the Convention on Biological Diversity (CPB)	Aims to ensure the safe handling, transport and use of living modified organisms (LMOs) resulting from modern biotechnology that may have adverse effects on biological diversity, taking also into account risks to human health. Adopted on 29 January 2000, entered into force on 11 September 2003. ²⁰
Nagoya-Kuala Lumpur Protocol on Liability and Redress for Biosafety (NKL)	Liability and redress in the context of the Protocol concerns the question of what would happen if the transboundary movement of living modified organisms (LMOs) has caused damage. ²¹ Protocol was adopted on 15 October 2010.
Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity (ABS)	Aims at sharing the benefits arising from the utilization of genetic resources in a fair and equitable way, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and to technologies, and by appropriate funding, thereby contributing to the conservation of biological diversity and the sustainable use of its components. It was adopted by the Conference of the Parties to the Convention on Biological Diversity at its tenth meeting on 29 October 2010 in Nagoya, Japan. ²²

Article 25 of the Convention established the Subsidiary Body for Scientific, Technical and Technological Advice (SBSTTA) which serves as an advisory body under the CBD. SBSTTA provides recommendations to the Conference of the Parties and/or the Meeting of the Parties. Its functions include: providing assessments of the status of biological diversity; providing assessments of the types of measures taken in accordance with the provisions of the Convention; and, responding to questions that the COP may put to the body.²³ Also the

²⁰ CBD Secretariat. The Cartagena protocol on Biosafety. <http://bch.cbd.int/protocol/>. Website consulted 12 December 2011. 15:00.

²¹ CBD Secretariat. The Nagoya-Kuala Lumpur Supplementary Protocol on Liability and Redress to the Cartagena Protocol on Biosafety. <http://bch.cbd.int/protocol/supplementary/>. Website consulted on 12 December 2011. 15:05.

²² CBD Secretariat. The Nagoya Protocol on Access and Benefit Sharing. <http://www.cbd.int/abs/>. Website consulted 12 December 2011.15:09

²³ CBD Secretariat. Subsidiary Body on Scientific, Technical and Technological Advice. <http://www.cbd.int/sbstta/>. Website consulted on 24 September 2011. 14:01

modus operandi of the SBSTTA allows for the establishment of a limited number of “ad hoc technical expert group meetings” on “specific priority issues on the programme of work of the Conference of the Parties...under the guidance of the Conference of the Parties, as required, for a limited duration, to provide scientific and technical advice and assessments.”²⁴

Additionally, the COP under Article 18.3, established a Clearing House Mechanism (CHM) which serves to “promote and facilitate scientific and technical cooperation, knowledge sharing and information exchange, and to establish a fully operational network of Parties and partners.” This mission is articulated around three major goals:

1. The central clearing-house mechanism provides effective global information services to facilitate the implementation of the Strategic Plan for Biodiversity 2011-2020.
2. National clearing-house mechanisms provide effective information services to facilitate the implementation of the national biodiversity strategies and action plans.
3. Partners significantly expand the clearing-house mechanism network and services.²⁵

The Conference of the Parties (COP) is responsible for the administration of the Convention, development and approval of the work programme and budget for the period of the biennium between COPs. The COP has established seven thematic programmes of work (Table 6) which correspond to some of the major biomes on the planet. Each programme establishes a vision for, and basic principles to guide future work. They also set out key issues for consideration, identify potential outputs, and suggest a timetable and means for achieving these. Implementation of the work programmes depends on contributions from Parties, the Secretariat, relevant intergovernmental and other organizations. Periodically, the COP and the SBSTTA review the state of implementation of the work programmes and cross-cutting issues.²⁶

²⁴ CBD Secretariat. Consolidated *Modus Operandi* of the Subsidiary Body on Scientific, Technical and Technological Advice. <http://www.cbd.int/convention/sbstta-modus.shtml>. Website consulted 24 September 2011. 16:30

²⁵ CBD Secretariat. Clearing-House Mechanism. <http://www.cbd.int/chm/>. Website consulted on 24 September 2011. 17:15

²⁶ CBD Secretariat. Thematic Programmes and Cross-Cutting Issues. <http://www.cbd.int/programmes/>. Website consulted on 24 September 2011. 17:30.

Table 6. CBD Thematic Programme Areas and Cross-Cutting Issues

Thematic Programme Areas	Cross-Cutting Issues	
1. Agricultural Biodiversity	<ul style="list-style-type: none"> • Aichi Biodiversity Targets • Access to Genetic Resources and Benefit-Sharing 	<ul style="list-style-type: none"> • Global Taxonomy Initiative • Impact Assessment
2. Dry and Sub-humid Biodiversity	<ul style="list-style-type: none"> • Communication, Education and Public Awareness 	<ul style="list-style-type: none"> • Identification, monitoring, indicators and assessments
3. Forest Biodiversity	<ul style="list-style-type: none"> • Traditional Knowledge, Innovations and Practices 	<ul style="list-style-type: none"> • Invasive Alien Species
4. Inland Waters Biodiversity	<ul style="list-style-type: none"> • Biological Diversity and Tourism 	<ul style="list-style-type: none"> • Liability and Redress – Article 14(2)
5. Island Biodiversity	<ul style="list-style-type: none"> • Climate Change and Biological Diversity 	<ul style="list-style-type: none"> • Protected Areas
6. Marine and Coastal Biodiversity	<ul style="list-style-type: none"> • Economics, Trade and Incentive Measures • Ecosystem Approach 	<ul style="list-style-type: none"> • Public Education and Awareness • Sustainable Use of Biodiversity
7. Mountain Biodiversity	<ul style="list-style-type: none"> • Global Strategy for Plant Conservation 	<ul style="list-style-type: none"> • Technology Transfer and Cooperation

CBD Secretariat.

2.8.1 Saint Lucia and the CBD

The Government of Saint Lucia acceded to the CBD Convention on 28th June 1993, making it one of the first countries to do so. Saint Lucia subsequently became a party to the Biosafety Protocol on 16th June, 2005. Consideration is currently underway for ratification of the Nagoya Protocol.

GOSL-CBD Administration

The primary focal point to the CBD is the Permanent Secretary of MALFF while the secondary Focal point is the Ambassador, Permanent Representative, Permanent Mission of Saint Lucia to the United Nations. The Chief Forestry Officer and the Chief Fisheries Officer are appointed as the focal points to the SBSSTA. The Permanent Secretary of MALFF is also the focal point for the CHM, which ensures that the government gains access to information and technologies required for implementation of the convention.

Saint Lucia's obligations as a Party to the Convention includes, *inter alia*, attendance at meetings of the Conference of the Parties (COP), Meeting of the Parties (MOP), submission of national reports, development of national strategies, plans or programmes and

integration of the conservation and sustainable use of biological diversity into relevant sectoral plans, programmes and policies.

Under Saint Lucia's First Enabling Activity Project, financed under the GEF and UNEP, a multi-sectoral National Steering Committee (NSC) was established in November 1997. The 1st NBSAP was completed and approved by the Cabinet of Ministers in September, 2000 and implementation to be undertaken through five programme areas:

1. Planning and Policy Formulation (relating to Articles 6, 15, 19)
2. Research and Monitoring (relating to Articles 7, 12)
3. Conservation (relating to Articles 8, 9)
4. Sustainable Use (relating to Articles 10, 14)
5. Education and Awareness (relating to Articles 13)

A total of twenty-two projects incorporating priority activities for implementation were elaborated (GOSL, 2009). The following initiatives were also accomplished:

- Biodiversity Country Study Report
- National Biodiversity Strategy and Action Plan (NBSAP)
- First National Report

Accomplishments under the Second Enabling Activity Report were:

- Assessment of Saint Lucia's capacity building needs with regards to the implementation of CBD as far as; traditional knowledge, assessment and monitoring of biodiversity; a draft procedures manual for research into biodiversity; and legal, institutional and policy needs for CBD implementation are concerned.
- Promotion and maintenance of the Clearing-House Mechanism (CHM)
- Production of the Second National Report to the CBD, and
- Preparation of information for dissemination to ensure stakeholder understanding and participation
- Draft biodiversity public education and awareness strategy
- Ongoing implementation of the NBSAP

Additional accomplishments:

- Production and submission of Access and Benefit Sharing Report as a response to a CBD notification
- Production and submission of Third and Fourth National Reports with support from the GEF

The tenth Meeting of the COP was held from 18 to 29 October in Nagoya, Aichi Prefecture, Japan. On this occasion, the Parties adopted a revised and updated Strategic Plan for Biodiversity in Decision X/2 which included the Aichi Biodiversity Targets for the period 2011-2020.²⁷ Of specific interest for Saint Lucia is its performance to achieve these targets as set out under the island biodiversity work programme according to the decision of COP 8 Decision VIII/1.²⁸ The summary of Saint Lucia's progress and obstacles to these achievements are reported online on the Matrix for the review of implementation of the programme of work on island biodiversity for Saint Lucia (Appendix 1).²⁹

2.8.2 Constraints and Challenges

The constraints and challenges confronting Saint Lucia in its implementation of the CBD are not particularly unique from those related to its implementation of CITES or the other biodiversity related MEAs. Many individuals involved in the sector expressed the need for a far more integrated and synergized approach to implementation of the MEAs including CITES and CBD. Such an institutional framework is regarded as offering a far more efficient basis for inter-agency collaboration on national planning and particularly for environmental planning and management. It would also allow for enhancing the mainstreaming of the biodiversity agenda and the objectives of the various MEAs. This study set about to determine by both quantitative and qualitative methods the various constraints and challenges perceived by administrators involved in implementation of CITES and CBD alongside the other MEAs in Saint Lucia. The main limitations to implementation of CBD in Saint Lucia can be summarised as:

- A lack of sufficient financial, human and technological resources for public institutions to implement the various requirements of CBD for sustainable biodiversity management.
- The lack of a multi-sectoral policy approach that factors in sustainable biodiversity conservation and are of relevance to non traditional stakeholders (e.g. the tourism sector, Ministries of finance/planning) and NGOs.

²⁷ CBD Secretariat. Strategic Plan for Biodiversity 2011-2020, including Aichi Biodiversity Targets. <http://www.cbd.int/sp/>. Website consulted 12 December, 2011. 13:00

²⁸ CBD Secretariat. COP 8 Decision VIII/1, Island Biodiversity. <http://www.cbd.int/decision/cop/?id=11013> Website consulted on 12 December, 2011. 13:18.

²⁹ CBD Secretariat. Matrix for the review of implementation of the programme of work on island biodiversity. Party: Saint Lucia. <http://www.cbd.int/islands/doc/idr/voluntary-reports/st-lucia-idr-voluntary-report-en.pdf>. Website consulted on 12 December, 2011. 13:30

- Current local CBD implementation mechanisms does not generally allow for the direct and active participation of general stakeholders major groups (e.g. civil society, private sector, academic). It is largely public sector civil servants that are involved directly in the convention and are key participants.
- Lack of synergistic measures and approaches for increased efficiency in implementation of the MEAs including CBD in Saint Lucia.
- Lack of biodiversity resource research capacity (e.g. baseline data for some taxon), and for effective monitoring and management.
- A need for greater public awareness and engagement in the implementation of CBD's targets. Such a national public education strategy should identify key target audiences, messages, products and pathways. A draft public awareness and education strategy for biodiversity was produced under the Second Enabling activity project.
- Inadequate local legislation to cover some of the policy based needs of the objectives of the CBD (e.g. ABS, IAS, Liability and redress) and there is inadequate availability of legislative drafting expertise. However, a Biodiversity Sustainable Use and Conservation bill has been drafted and has been submitted to the Attorney General's Chambers for consideration.

Biodiversity in Saint Lucia is essential for the range of ecosystem services it provides which sustain the fabric of life and general well being of the society. However the challenge that it faces is the fundamental lack of awareness by the general society of these vital functions and roles. This has all too often led to a consequential lack of appreciation and the under valuing of the services rendered by the spectrum of biological resources that function cohesively to support our very breath of life.

3.0 MATERIALS and METHODOLOGY

This study applied both quantitative and qualitative methods to assess implementation of CITES and CBD in Saint Lucia. The quantitative means involved distribution of questionnaires³⁰ among persons directly involved in the administration and implementation of MEAs particularly within the key Ministries (e.g. Ministry of Agriculture, Lands, Forestry & Fisheries and the Ministry of Physical Development and Environment). The qualitative methods involved personal stakeholder interviews, literature reviews of web based CITES documents (e.g. Decision docs, Info. Docs), review of local policy documents and two national MEA stakeholder consultations concerning Saint Lucia's implementation of the Rio Conventions;

1. Capacity building workshop on multilateral environmental agreements organized under the Special Programme on Adaptation to Climate Change (SPACC) project. Palm Haven Hotel. (28th July 2011).³¹
2. National Portfolio Formulation Exercise (NPFE) 15th and 24th November 2011, at the Royal St. Lucian Hotel.

3.1 Objectives of the "capacity building workshop on multilateral environmental agreements organized under the Special Programme on Adaptation to Climate Change (SPACC) project" included:

1. Provision of a status update on report preparation by the Rio Conventions secretariats
2. Sharing and exchange of experiences, challenges, suggestions, and lessons learned on implementation of the Rio Conventions among the Rio Conventions focal points from each of the participating countries.
3. Sensitising focal points about the guidance Tool for operationally integrating activities and processes relating to the three Rio Conventions
4. Assessment of the usefulness of the guidance Tool for implementation at the national level
5. Identification of recommendations for adopting and incorporating the guidance Tool at the national level including possible sources of funding
6. Identification of further steps to encourage the institutionalisation of the guidance Tool at the national level

³⁰ Questionnaire in Appendix (III)

³¹ Participants list in Appendix (IV)

3.2 The Objectives of the National Portfolio Formulation Exercise (NPFE) 15th and 24th November 2011, at the Royal St. Lucian Hotel.

The Government of Saint Lucia secured funds from the Global Environment Facility (GEF) to facilitate the preparation of a national portfolio of projects for funding under the System for the Transparent Allocation of Resources (STAR).³² A National Portfolio Formulation Exercise (NPFE) was undertaken to identify and describe Saint Lucia's strategic goals for STAR investment and its strategic priorities under each of the GEF focal areas [including the CBD], and to frame an indicative, prioritised list of project concepts that could be developed to achieve the strategic goals. The Government of Saint Lucia contracted the Saint Lucia National Trust (SLNT) to undertake this exercise.

3.3 Survey of Multilateral Environment Agreements implementation in Saint Lucia.

A questionnaire survey was conducted to assess the administrative challenges related to the implementation of biodiversity multilateral environmental agreements and international conservation initiatives (ICIs). A total of 20 questionnaires were completed by persons who are or have been involved in the administration and implementation of MEAs in Saint Lucia. 18 of these respondents are from the two main Government agencies (MALFF, MPD&E). One was with the Attorney General's Chambers and one with the OECS Sustainable Development Section.

³² STAR is an abbreviation for the System for Transparent Allocation of Resources, which is the GEF's updated resource allocation system for its fifth replenishment period. (GEF-5). Under the STAR, the GEF allocates indicative envelopes of resources to eligible countries during the GEF-5 period based on transparent indicators reflecting country performance and country potential to achieve global environmental benefits.

4.0 RESULTS

4.1 Capacity building workshop on multilateral environmental agreements organized under the Special Programme on Adaptation to Climate Change (SPACC) project. Palm Haven Hotel.

This national Capacity Building Workshop on Multilateral Environmental Agreements was held on 28th July 2011 and organized under the Special Programme on Adaptation to Climate Change (SPACC) Project. The meeting focused on the need for an “Integrated Operational Framework to implement National MEA obligations”. It was attended by the representative of the Caribbean Community Climate Change Centre (CCCCC or Five C’s); National Focal Points for the Conventions on Biodiversity, Climate Change and Desertification and other invited guests, including one of the focal points for the CITES Convention³³.

The meeting noted that Saint Lucia is party to all of the three Rio Conventions, namely the Convention on Biodiversity (CBD, the United Nations Convention on Climate Change (UNFCCC) and the United Nations Convention to Combat Desertification (UNCCD). At the national level, there is a focal agency and focal point, as well as separate institutional arrangements for each convention. In addition, there are discrete reporting requirements and processes, specific to, and in keeping with obligations under each convention, this despite the fact that, for the most part, such obligations are yet to be enshrined in domestic law.

The institutional arrangements for these Rio Conventions include responsibility for the CBD which falls under the ambit of the Biodiversity Unit of the Ministry of Agriculture, Lands, Forestry & Fisheries. The UNCCD falls under the Forestry Department of the aforementioned Ministry while responsibility for the UNFCCC resides within the Sustainable Development & Environment Division of the Ministry of Physical Development & the Environment. It is worth noting that these ministries and specific agencies also bear responsibility for most of the other multilateral environmental agreements or MEAs to which Saint Lucia is Party, some of which are relevant to the three Rio Conventions (e.g. CITES, Ramsar).

³³ Participants list in Appendix II

It was noted that there is currently no formal mechanism in place, either within or between ministries, to facilitate the regular exchange of information, or joint or coordinated reporting, on progress in the implementation of the Rio Conventions and related MEAs. Some years ago, the Ministry of Agriculture established an internal process to this end (the CAC) but, sadly, this was short-lived and further, never extended beyond the walls of that Ministry.

The meeting noted that the three Rio Conventions, although related, have different reporting requirements, guidelines and timelines. However, it was acknowledged that effectively implementing these international agreements will ultimately contribute to Saint Lucia's pursuit of sustainable development. Further, this is a small country with limited human, financial and technical resources. As such, any meaningful effort that can be made to build synergy both in implementing, and reporting on the three conventions, were regarded as useful indeed. Additionally, the separate implementation of these global instruments does not support the integrated approach to sustainable development which is called for in the Rio Declaration and SIDS-POA.

The meeting noted the Rio+20 Conference will convene to take stock of progress of implementation of the Rio outcomes and to plan the way forward. It was regarded that Saint Lucia should look forward to the conference with the knowledge that it had not just implemented the three conventions, but that it sought to do so in a coordinated and integrated manner.

The Integrated Reporting Framework and Guidance Tool, proposed for operationally integrating activities and processes related to the three Rio Conventions (UNFCCC, UNCCD, and CBD) was introduced to the meeting. The following tables provide the processes, institutions and stakeholders involved in the preparation of the national reports to the Rio Conventions.

Table 7. Institutional processes and stakeholders involved in the Rio Conventions

PROCESS	CBD	UNCCD	UNFCCC
Institutional Structure	<ul style="list-style-type: none"> • MALFF • Biodiversity Unit • Project Steering Committee 	<ul style="list-style-type: none"> • MALFF • Forestry Dept. • Adhoc Steering Committee 	<ul style="list-style-type: none"> • MPD&E • NCCC³⁴ • Sustainable Dev. Project Team
Consultants <ul style="list-style-type: none"> • National • International 	<ul style="list-style-type: none"> • Compile and analyse information • Prepare national report 	<ul style="list-style-type: none"> • Staff from Forestry Department 	<ul style="list-style-type: none"> • National Circumstances Vulnerability & Adaptation; (i.e. Gaps and Constraints; SNC³⁵ Synthesis) • GHG³⁶ Inventory and Mitigation
Stakeholder consultation	<ul style="list-style-type: none"> • Islandwide national consultations • Focus Group Meetings 	<ul style="list-style-type: none"> • Relevant Government / Other agencies 	<ul style="list-style-type: none"> • Sectors- Public & Private • interagency

Table 8. Capacity building activities undertaken with stakeholders involved in the Rio Conventions

PROCESS	CBD	UNCCD	UNFCCC
Capacity Building	<ul style="list-style-type: none"> • Training for biological resource users: inputting use of resources into national database • Regional Training provided by CBD in preparing 4th national report and use of indicators 	<ul style="list-style-type: none"> • Training for new reporting system- CEHI³⁷ workshop 	<ul style="list-style-type: none"> • Workshops • Training manual • Sector teams • Meetings and Draft Final Reports
<ul style="list-style-type: none"> • International Dialogue 	<ul style="list-style-type: none"> • Biennial COP • Regional CBD workshops • SBSTTA meetings 	<ul style="list-style-type: none"> • UNCCD CRIC³⁸ 9 • Committee on Science and Technology (CST)-2 	<ul style="list-style-type: none"> • Annual COP • Biennial Subsidiary Bodies • Intersessional workshops

³⁴ National Climate Change Committee (NCCC)

³⁵ Second National Communications (SNC)

³⁶ Greenhouse Gases (GHG)

³⁷ Caribbean Environmental Health Institute (CEHI)

³⁸ Committee for the Review of the Implementation of the Convention (CRIC)

FOCAL POINT REPORTS (CBD)

1. Limited human resource capacity which constrained the ability to report on all targets.
2. Local experts are available and willing to assist.
3. Lack of relevant data limits the content of the report.
4. Early preparation of reports ensures submission by the stipulated deadlines.
5. A Synopsis of the extent of CBD obligations met by country is readily available.
6. Funding is very helpful in compiling reports.
7. CBD Secretariat and UNDP provided technical assistance in fine tuning 4th Report.
8. Extensive stakeholder consultations are important as it increases the likelihood of getting the true status of a situation.
9. Stakeholders keen to share information on biological resource conservation.
10. Stakeholders keen to learn data entry process of monitoring of biological resources.
11. The reporting process used to help build awareness of importance of biological diversity.
12. Saint Lucia has almost completely implemented its first NBSAP.

FOCAL POINT REPORTS (UNCCD)

1. The Report preparation facilitated interaction between other relevant organisations, thus hopefully improving relations.
2. Experience gained in reporting process.
3. Recognition of the importance of organisations preparing detailed and comprehensive reports.

FOCAL POINT REPORTS (UNFCCC)

1. Climate Change (CC) policy does not guarantee integration -supporting legislation is absolutely critical.
2. Multi-sectoral NCCC is an effective mechanism for national integration of CC in relevant sectors.
3. Inter-sectoral and interagency cooperation & dialogue enhanced and invaluable to successful report preparation.
4. Engagement and participation of public sector employees, enhanced agency capacity.
5. Lack of understanding of the importance of climate change to national development has been manifested by inadequate support from some critical agencies.
6. Public and private sector partnerships enhanced and in some cases established.
7. In-country training workshops have enhanced national technical capacity, consequently, larger and more competent cadre of national experts.

8. Involvement of stakeholders from the inception fosters a sense of ownership and increases the likelihood of joint implementation.
9. Sensitization and awareness of senior management & policy makers increases the likelihood of support for CC initiatives.
10. Monitoring and periodic evaluation enabled the team to make adjustments and increased effectiveness & efficiency in project implementation and execution of tasks.
11. Technical guidance documents and workshops proved useful.
12. Enhanced capacity of SNC Project Team-project management, administrative, technical and financial.
13. Preparation of Project log frame/Gantt and budget allocation, targets etc, was an arduous task and time consuming but was invaluable to good project management and preparation and delivery of work plan.
14. More cost effective to engage public servants than private consultants.
15. Invaluable financial & technical support for developing countries through UNFCCC Secretariat.

Table 9. Main technical challenges identified in reporting to the Rio Conventions

CBD	UNCCD	UNFCCC
Lack of data in order to carry out comprehensive analysis of various aspects required by the reporting format	Minor glitches with new reporting system and its operations.(PRAIS ³⁹ portal) Constant queries were directed to resource centres to address issues relating to the PRAIS portal. Reporting against particular performance indicators proved problematic	Dependence of foreign experts to implement the - GHG & Mitigation assessments; lack of data to facilitate assessments and rigorous modeling. Inadequate knowledge of and access to sector models and technology; Reluctance of agencies to provide the information; Difficulty in determining the technical credibility of reports from international consultants

³⁹ Performance Review and Assessment of Implementation System (PRAIS)

Table 10. Main human resource challenges identified in reporting to the Rio Conventions

CBD	UNCCD	UNFCCC
Due to limited human resource capacity, the project coordinator on occasion experienced difficulty in meeting reporting deadlines which; affected the ability to report on certain themes and affected ability to carry out some obligations; Insufficient time to contact all relevant stakeholders; conflicts in scheduling	Limited human resource capacity involved in report preparation.	Limited human resource capacity (i) Unavailability of dedicated full time technical staff-multi-tasking (ii) Inadequate technical capacity

Table 11. Main institutional and legislative challenges identified in reporting to the Rio Conventions

CBD	UNCCD	UNFCCC
Difficulty in obtaining all documents dealing with biodiversity from other sectors <ul style="list-style-type: none"> • Mainstreaming process in country hamstrung by governance issues • Draft legislation and regulations as Biodiversity Conservation and Sustainable Use Bill, in discussions with AG's office to fine tune 	Unavailability of reports from various relevant organisations.(Annual Achievement Reports) Lack of ownership. (Organisations not aware of obligations) Main-streaming SLM	Difficulty in obtaining timely authorization for the engagement of Public servants Absence of legislation mandating CC integration; sector planning-willingness but inadequate capacity; Inadequate sensitization and dialogue with policy makers

Table 12. Main financial challenges identified in reporting to the Rio Conventions

CBD	UNCCD	UNFCCC
Miscommunication problems between implementing agency and local executing agency; Financial disbursement delays	Lack of financial information, within reports.(e.g. Expenditure for activities conducted) Insufficient funding to personnel and UNCCD reporting.	Inadequate funding to maintain project assistant; Exorbitant consultancy fees-internal consultants Budget allocation for components inadequate and over in others; Willingness to act but lack of financial capacity to do so

Common impediments to the Reporting Process

Participants regarded the following issues as common impediments affecting the reporting process for all three of the Rio Conventions;

1. Insufficient time for collaboration and consultation for reporting.
2. Delayed allocation of funds.
3. Delayed training opportunities.
4. Difficulty in obtaining quantitative data for putting into reports.
 - a. Difficulty mainstreaming the conventions into National Development Plans.
 - b. Deciding under which sectors they fall and their economic impacts.
5. Challenge in the Dissemination of information from the top down-Ministry to community level.
 - a. Getting information to social transformation officers and other relevant Public Servants and absence of continuity planning within the public sector.
 - b. Inadequate knowledge base within institutions.
6. Absence of coordinating mechanism among the Rio Conventions renders a disjointed reporting process.
7. Workshops and meetings do not build on/nor recognize synergies with preceding or current activities which can be of tremendous value.
8. The global mandate takes precedence over regional and national mandates and may not be in the best interest of the country.
9. Individuals collect data but fail to realize how the data that they collect (e.g. leaf spot data) is useful in creating the bigger picture.
10. Convention information is not articulated in such a way that everybody is able to understand, especially the Creole speaking community.
11. The feedback from reports seldom reaches the individuals who were instrumental in obtaining the data.
12. Transparency and accountability needs to be reiterated.
13. Lack of data sharing and dissemination of information.

RECOMMENDATIONS FOR FUTURE INTEGRATION

The following summary for institutional arrangements:

1. A coordinating agency which would help with synergies (e.g. The Ministry of Agriculture, Lands, Forestry & Fisheries (MALFF's Conventions and Agreements Committee (CAC)). Such an agency would: assist with updates, direction, synergies, especially for persons

representing country overseas; Define roles and responsibilities; keeping track of payments to be made; Respond to notifications, upcoming meetings or feedback required, in-country reporting; Nominations on bodies, reporting deadlines, etc.

The recommendations related to reporting:

Participants submitted the following recommendations to improve the reporting process for all three of the Rio Conventions;

- The provision of additional financial resources above and beyond normal allocation should be provided for reporting process. In addition to outlining national challenges, periodic reporting (quarterly and biennial), should also entail possible solutions, whether current or future.
- Although each Convention has a specific objective which influences the structure and content of their reports that must be considered there is an urgent need to analyse, identify and document synergies among the conventions. Cross cutting issues can be presented in a harmonised framework with flexibility for specificities for each convention. Specific sections where potential integration can be addressed include: where similar activities for integration are required, capacity building, stakeholder consultations and other meetings.
- Where possible, main questions should be similar for all convention reports and should recognise areas for linkages and synergies. Collaboration between Focal points and agencies should be encouraged for; *(i) Scoping/stock taking for subsequent reports (ii) Joint quarterly meetings, (iii) Compiling reports, (iv) Implementing obligations, (vi) Stakeholders consultations, (vii) Capacity building activities, (viii) Data & Information gathering, (ix) Public education & outreach.* Efforts should be made to identify and capitalise on opportunities to advance the integration issues; foster development of a system for timely dissemination of quarterly/annual achievement reports between relevant organisations. Data management systems should be established and operationalised to meet needs of all conventions and foster better dialogue between focal Ministries. The output from the NCSA⁴⁰ report should be used as a key resource in charting the way forward.

⁴⁰ National Capacity Self Assessment

General recommendations on the reporting process

The workshop recognized the need for a common consultation process for conventions that are not part of the RIO Conventions⁴¹ and the Convention reporting process should be improved so that the country benefits from its reports. Indigenous strategies should be employed to collect data and build capacity, especially at the grass roots level and where opportunities exist for the use of the creole language. Such reports in turn can be structured in such a way that individuals who provide the data can understand, as most times the data comes from individuals at the grass roots level.

The workshop recommended that there should be periodic meetings between the “three focal points for the conventions.” There should be establishment of a knowledge base of the respective conventions to ensure continuity through mandatory reporting from participants who attend the various workshop and meeting related to the conventions.

4.2 National Portfolio Formulation Exercise (NPFE) 15th and 24th November 2011, at the Royal St. Lucian Hotel.

The Government of Saint Lucia secured funds from the Global Environment Facility (GEF) to facilitate the preparation of a national portfolio of projects for funding under the System for the Transparent Allocation of Resources (STAR). A National Portfolio Formulation Exercise (NPFE) is being undertaken to identify and describe Saint Lucia’s strategic goals for STAR investment and its strategic priorities under each of the GEF focal areas, and to frame an indicative, prioritised list of project concepts that could be developed to achieve the strategic goals. The focal areas to be covered are those identified by GEF for this purpose, namely: climate change (mitigation), biodiversity and sustainable land management. The Government of Saint Lucia contracted the Saint Lucia National Trust (SLNT) to undertake this exercise and the main deliverable from the NPFE is a Report that identifies and describes Saint Lucia’s strategic goals for STAR investments.

The formulation of the National Portfolio is being undertaken by means of a consultative process which involves stakeholders from the public, private and non-governmental sectors. A key goal is also to strengthen recipient country capacity to coordinate among relevant ministries and receive input from external stakeholders in the private and public sectors.

⁴¹ italicized for emphasis by author

The GEF's current System for a Transparent Allocation of Resources (GEF-5 STAR) uses environmental data to calculate Global Benefits Indices (GBI) for all GEF beneficiary countries for the biodiversity, climate change, and land degradation focal areas.⁴² The calculated index value for each of the focal areas contributes to the determination of resource envelopes for GEF-5. Multiple additional elements go into the final GEF-5 resource allocation determination, but as can be seen in Table 13 below, Saint Lucia and the OECS countries on average received only slightly above the minimum floor level allocation of \$4 million USD (\$1.5 for biodiversity, \$2.0 for climate change, and \$0.5 for land degradation).

Table 13. GEF-5 Resource Allocations for OECS Countries, by Focal Area (\$ millions USD) (SLNT, 2012)

	Antigua & Barbuda	Dominica	Grenada	St. Kitts & Nevis	Saint Lucia	St. Vincent & the Grenadines
Biodiversity Focal Area	1.5	1.5	1.5	1.5	1.87	1.5
Climate Change Focal Area	2.0	2.0	2.0	2.0	2.0	2.0
Land Degradation Focal Area	0.94	0.5	1.16	0.98	0.86	0.71
Total	4.44	4.00	4.66	4.48	4.73	4.21

Of the \$4.73 million, \$1 million has already been allocated to the SGP leaving a total of \$3.73 million for the NPF. In addition, Saint Lucia has the flexibility to allocate the funds to the Focal Areas as it pleases but ensuring that the total does not exceed \$3.73 mil. The mandate of the GEF-5 covers four strategic goals:

- Strategic Goal 1 – Conserve, sustainably use, and manage biodiversity, ecosystems, and natural resources globally, taking into account the anticipated impacts of climate change.
- Strategic Goal 2 – Reduce global climate change risks by: (1) stabilizing atmospheric GHG concentrations through emission-reduction actions; and (2) assisting countries in adapting to climate change, including variability.
- Strategic Goal 3 – Promote the sound management of chemicals throughout their lifecycle to minimize the effect on human health and the global environment.
- Strategic Goal 4 – Build national and regional capacities and enabling conditions for protection and sustainable development of the global environment.

⁴² GEF. GEF-5 Initial STAR allocations. GEF/C.38/Inf.8/Rev.1. June 29 – July 2, 2010 . Washington D.C. <http://www.thegef.org/gef/sites/thegef.org/files/documents/c38-inf8-rev1-final.pdf>. Consulted 6 December, 2011. 15:00

- The focal areas are: (i) biodiversity; (ii) climate change (mitigation); (iii) international waters; (iv) land degradation; and (v) chemicals, including POPs⁴³ and ODS⁴⁴.
- Allocations for Saint Lucia only cover climate change (mitigation), land degradation and biodiversity and the cross-cutting theme: Sustainable forest management.

The NPFE and the Portfolio Formulation Document are expected to be compatible with the attainment of the following objectives *inter alia*:

- a) Strengthening country ownership over decisions on GEF resource programming;
- b) Increasing responsiveness to country priorities for generating global environmental benefits under the multilateral environmental conventions;
- c) Identifying projects and programmatic approaches that will use national allocations under the STAR in the three concerned focal areas, as well as other resources available under the GEF focal areas not subject to STAR allocations;
- d) Bringing together all relevant ministries and representatives of other key stakeholders (e.g. CSOs and the private sector) to provide input on decisions regarding GEF resource programming;
- e) Building the capacity of GEF focal points to coordinate GEF policy with other ministries and to solicit input from other stakeholders; and
- f) Enhancing the mainstreaming of global environmental concerns into other national planning processes and strategies by raising awareness of global environmental issues and priorities among national decision-makers.

4.2.1 The National Portfolio Formulation Exercise produced the following priorities of interest to CBD, CITES and other biodiversity related Conventions.⁴⁵

Programmatic approach

- Enhanced cooperation between Focal Areas: CBD; UNCCD; and UNFCCC (mitigation)
- Ensure environmental integrity of the Conventions and promote synergies under the common objective of sustainable development

⁴³ Persistent Organic Pollutants (POPs)

⁴⁴ Ozone Depleting Substances (ODS)

⁴⁵ UNFCCC results related to the energy and transport sector have been omitted for the purposes of this research.

- Strengthen joint efforts between agencies and use available resources more efficiently

Enhanced collaboration (2004 Joint Programme)

- Promotion of complementarity among NBSAP under the CBD, the NAP⁴⁶ of the UNCCD and collaboration among national focal points and
- Development of joint work programmes and joint capacity-building activities, including training, and local workshops to promote synergy in implementation
- Facilitation of exchange of information and experience, including improving inter-accessibility of available web-based data
- Cooperation in communication, education and public awareness programmes
- Cooperation in the development of advice, methodologies and tools.

Cross sectoral themes identified between conventions; Research and monitoring, information exchange, technology transfer, capacity-building, financial resources, and public awareness.

4.2.2 Saint Lucia's National Capacity Self Assessment (NCSA) – priority areas

- Enhance the policy, legal and institutional framework in support of integrated environmental management.
- Improve the quality and quantity of human and financial resources allocated to the implementation of Multi-lateral Environmental Agreements (MEAs) and the general national environmental agenda.
- Establish and sustain an integrated and systematic framework for information management and reporting.
- Increased public education, awareness and participation in integrated environmental management.
- Increased research, monitoring and evaluation to fill in existing gaps in information.

⁴⁶ National Action Programmes (UNCCD)

Issues for consideration; Goal and objectives of programme cannot be convention specific but should speak of the strategic priorities.

4.2.3 Table 14 presents the results of the NPFE for Saint Lucia's List of Priority Projects for the GEF 5-STAR allocation financing (SLNT, 2012).

Table 14. Saint Lucia's List of Priority Projects for GEF 5-STAR Allocation (SLNT, 2012)

	FOCAL AREA(S)	PROJECT		INDICATIVE AMOUNT US (\$)
		TITLE	OBJECTIVE & DESCRIPTION	
CLIMATE CHANGE (MITIGATION) SUSTAINABLE FORESTRY MANAGEMENT	CC SFM	<p>I. Low Carbon Development: Reduction in Green House Gases through use of renewable energy and forestry based carbon sequestration.</p> <p>This programme will be delivered through</p> <ol style="list-style-type: none"> 1. Legal and Policy frameworks 2. Development of Standards 3. Communication, Education and Awareness 4. Pilot projects in the use of low carbon technologies <ol style="list-style-type: none"> a. Use of low carbon technologies in critical public buildings b. Biomass Production c. Greening of the transportation sector 5. Forestry based carbon sequestration <p>Priority: High</p> <p>Preferred Agency: Ministry of Sustainable Development The National Trust Ministry of Education</p>	<p><i>Climate change is a strategic and development challenge facing Saint Lucia. Climate change will create threats for Indonesia—sea level rise, changing weather patterns, floods and droughts, increased uncertainty—but also opportunities in terms of incentives, financing, efficiency, and competitiveness.</i></p> <p><i>The Government of Saint Lucia (GOSL) recognizes climate change as a key economic development and planning issue. The GOSL also acknowledges that early action to address mitigation and adaptation concerns will be strategically and economically beneficial for Saint Lucia, and the rest of the world.</i></p> <p><i>As one important step for addressing climate change mitigation, Saint Lucia will embark on a low carbon options to address climate change mitigation issues without compromising development objectives.</i></p> <p><i>This programme will also include a component designed to increase the national forest cover that will, in turn, increase the level of sequestered carbon. It will foster collaboration between schools, relevant ministries, communities and encourage national participation in environmental management.</i></p> <p>The Proposed project activities are:</p> <ul style="list-style-type: none"> • Review of the Electricity Supply Act. • Creating the legal framework for the sale of alternative fuels • The conduct of energy audits • Development and establishment of standards and fiscal incentives for energy efficiency. • Public awareness and education on low carbon technologies. • Training of service providers in the area of low carbon technologies. • Promotion of low carbon technologies in public buildings. • Greening of the transportation sector - conduct of a feasibility study on the use of cleaner technologies in the water transport sector between Gros Islet and Castries to reduce the sector's contribution to greenhouse gas emissions • Provision of a small fleet of hybrid cars for the public sector • Biomass production • Afforestation and reforestation 	\$1,500,000
			Total Indicative Costs	

FOCAL AREA(S)	PROJECT	INDICATIVE
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	TITLE	OBJECTIVE & DESCRIPTION	
Climate change, biodiversity, sustainable land management	INTEGRATED CAPACITY DEVELOPMENT		
	<p>II. The RIO Conventions: A Synergistic Programme on:</p> <ul style="list-style-type: none"> • Communication, Education and Awareness • Cross sectoral policy formulation • Integrated capacity development <p>Priority: High</p> <p>Preferred Agency: Ministry of Sustainable Development Ministry of Agriculture</p>		
	<p>1. Communication, Education and Awareness</p> <ul style="list-style-type: none"> • The programme will be delivered: • Through the use of appropriate media tools including radio/TV/newspapers; • By convincing policymakers of the needs and advantages of the synergistic implementation of the environmental Conventions; • Enhancing the level of awareness at pertinent levels for the implementation of the environmental Conventions, their role and significance, through the use of appropriate language suitable to the policy makers and stakeholders; • Initiating education on the environmental Conventions in curricula, targeting schools; and • Creating awareness about the environmental Conventions among various publics. <p>Priority: Preferred Agency:</p>	<ul style="list-style-type: none"> • <i>The objective of the programme is to implement communication, education, awareness raising activities that will help to reinforce the interaction among the 3 Rio Conventions covered by this portfolio.</i> • This programme will involve the education and sensitisation of various Saint Lucian publics on the importance of all three focal areas in environmental management and the linkages that exist between them. The specific elements of this programme will include: • The development of educational material for primary schools in order to raise environmental awareness. • The implementation of public education, outreach, information and management strategies that will change knowledge, attitude and perceptions of and relationships between climate change, sustainable land management and biodiversity conservation on a national scale. 	\$300,000
	<p>2. Cross sectoral policy formulation</p> <p>This project will involve the establishment of Policy, Legal Regulatory and Institutional Frameworks for Integrating and mainstreaming Climate Change, Biodiversity and SLM into National Development Processes and Programmes and to reduce overlaps and conflicts between the various agencies involved in resource management in Saint Lucia.</p> <p>Priority: High</p> <p>Preferred Agency:</p>	<p><i>The NCSA describes and prioritises the capacity constraints and capacity development needs within each of the focal areas of biodiversity, climate change, and land degradation. The NCSA also identifies and prioritises the cross cutting capacity development issues for the 3 focal areas. This project concept is guided by the recommendations of NCSA.</i></p> <p>It will involve:</p> <ul style="list-style-type: none"> • The establishment of a formal coordinating mechanism to improve inter-agency communication and collaboration and the formulation of an integrated approach to mainstreaming biodiversity management, climate change and sustainable land management objectives into national development plans and strategies. • Using Integrated Development Planning as a mechanisms for cross sectoral policy formulation for sustainable development • The establishment of a multistakeholder forum to develop a sustainable development strategy. 	\$200,000

FOCAL AREA(S)	PROJECT		INDICATIVE AMOUNT US (\$)
	TITLE	OBJECTIVE & DESCRIPTION	
INTEGRATED CAPACITY DEVELOPMENT			
Climate Change, biodiversity, sustainable land management	<p>3. Integrated capacity development</p> <p>Priority: High</p> <p>Preferred Agency:</p>	<p><i>The objectives of this programme on human and institutional capacity development is to initiate programmes in relation to the conventions, in areas such as:</i></p> <ul style="list-style-type: none"> • forecasting, • monitoring of ecological and socio-economic conditions, • land use planning, • disaster mitigation, • policy-formulation and cross-sectoral policy making and planning, including participatory planning and decision making, • negotiation, mediation and conflict resolution <p>The programme will include the preparation of manuals and guidelines for each of the identified areas.</p>	\$200,000
Biodiversity	<p>III. Implement the National Invasive Species Strategy</p> <p>The proposed interventions will address the issue of invasive alien species (IAS) systemically through developing the sectoral policy, regulations, and institutional arrangements for the prevention and mitigation of invasions.</p>	<p><i>The objective is to establish policy measures that reduce the impact of invasive species on the environment, including through prevention of new incursions, early detection and institutional frameworks to respond rapidly to new incursions.</i></p> <p>The objective will be achieved through:</p> <ol style="list-style-type: none"> 1 Critical review of entities legally mandated with IAS management in Saint Lucia to identify gaps and overlaps in roles and responsibilities for subsequent streamlining. Action Plan of the agencies involved in the IASWG will also be reviewed. This activity aims to achieve most cost-effective IAS management by adaptive management. 2 Securing support for invasive species issues among local communities. In particular, built capacity among community leaders and the general public to act as sentinel officers who would report any suspicious sightings to the relevant authorities. This activity will focus on sites particularly vulnerable to IAS either because of the volume of species movement or the degree of exposure and on areas of high conservation value, i.e. vicinity of protected areas. 3 Establishment of standardised protocols to prevent entry of IAS into Saint Lucia by adapting existing protocols, e.g. CITES permit system, ISPMs, SPS Agreement, etc., to newly prioritized sectors. Formulate clear procedures for inspection of all incoming aircrafts and vessels, covering cargo, passengers and their luggage. 	\$230,000
TOTAL INDICATIVE COSTS			

FOCAL AREA(S)	PROJECT		INDICATIVE AMOUNT US (\$)
	TITLE	OBJECTIVE & DESCRIPTION	
LOCAL INVESTMENTS			

FOCAL AREA(S)	PROJECT		INDICATIVE AMOUNT US (\$)
	TITLE	OBJECTIVE & DESCRIPTION	
LOCAL INVESTMENTS			
SUSTAINABLE LAND MANAGEMENT, SUSTAINABLE FORESTRY MANAGEMENT	<p>IV. On-Site Pilot Activities to Demonstrate SLM, Good Agricultural Practices and Soil and Water Conservation</p> <p>Priority: High</p> <p>Preferred Agency: Ministry of Agriculture Ministry of Physical Development Ministry of Sustainable Development</p>	<p><i>The objective is to increase the capacity to apply adaptive management tools in SLM including slope stabilisation and river bank stabilisation utilising native forest species and other tree crops of market value.</i></p> <p>It is envisaged that 5 pilot sites will be established throughout the island and different SLM methodologies will be tested in each of the sites.</p>	\$500,000
	<p>V. An Integrated Management Plan for the North-East Coast</p> <p>Priority: High</p> <p>Preferred Agency: Ministry of Sustainable Development</p>	<p><i>The north east coast is a hot spot that contains a particularly high number of endangered species. These species are in danger of being attached by a number of other invasive species. This area is also now being opened up for tourism development.</i></p> <p><i>The objectives of this initiative are to:</i></p> <ol style="list-style-type: none"> 1 <i>Develop and implement a site management plan that will help to protect the biodiversity</i> 2 <i>Train community members in Eco-Tourism Ventures that Surround Endemic Species</i> 	\$200,000
	<p>VI. Strengthen the Management of One Marine Protected Area (MPA)</p> <p>Priority: High</p> <p>Preferred Agency: Fisheries Department</p>	<p><i>The objective is to enhance the management of an existing MPA for sustainable livelihood and development. This will be achieved through survey and demarcation of the area, the establishment of a signage system, training of neighbouring communities in the sustainable use of resources from the MPA; and the training and establishment of wardens in the area.</i></p>	\$300,000
Biodiversity	<p>VII. National Biotrade Programme</p> <p>Priority: High</p> <p>Preferred Agency:</p>	<p><i>Given that local communities have a wealth of traditional biodiversity knowledge, this programme will entail:</i></p> <ul style="list-style-type: none"> • <i>The establishment of biodiversity committees in a sample of communities to oversee the protection and sustainable exploitation of local biological resources.</i> • <i>The creation of the necessary legislative and administrative systems for biotrade.</i> • <i>A survey of the types of potential biotrade products with market potential.</i> • <i>A survey of local, regional and international markets for biotrade products that can potentially be developed in Saint Lucia.</i> • <i>The development and maintenance of a register and a database of folk traditions and traditional knowledge.</i> 	\$300,000
	TOTAL INDICATIVE COSTS		

4.3 SURVEY OF MULTILATERAL ENVIRONMENT AGREEMENTS IMPLEMENTATION IN SAINT LUCIA: ASSESSMENT OF ADMINISTRATIVE CHALLENGES RELATED TO THE IMPLEMENTATION OF BIODIVERSITY MULTILATERAL ENVIRONMENTAL AGREEMENTS (MEAs) AND INTERNATIONAL CONSERVATION INITIATIVES (ICIs)

A total of 20 Questionnaires were completed by persons who are or have been involved in the administration and implementation of MEAs in Saint Lucia. 18 of these respondents are from the two main Government agencies (MALFF, MPD&E).

Question 1; Is your agency/institution involved in the implementation of any of these related MEAs and ICIs: (tick as many as apply)

ANALYSIS BY AGENCIES (MALFF & MPD&E) ⁴⁷

Table 15. International Biodiversity Cluster

Responses (number)	CITES	CBD	CPB	ABS	NKL	Ramsar	IPPC	WHMSI	UNFF	WHC	CCD	WTO-SPS	Total
Yes (MALFF)	10	10	9	4	3	9	8	5	9	7	9	7	90
No (MALFF)	0	0	0		2	0	0	1	0	0	0	0	3
No, but should (MALFF)	0	0	0	2	2	0	0	1	0	2	0	0	7
Don't know (MALFF)	0	0	1	1	2	1	1	2	0	1	0	2	11
No Response	0	0	0	3	1	0	1	1	1	0	1	1	9
Yes (MPD&E)	0	4	3	0	0	1	0	1	1	6	5	1	22
No (MPD&E)	6	3	4	6	5	5	6	5	6	1	2	6	55
No, but should (MPD&E)	0	0	0	0	0	1	0	0	0	0	0	0	1
Don't know (MPD&E)	0	0	0	1	2	0	1	1	0	1	0	0	6
No Response	2	1	1	1	1	1	1	1	1	0	1	1	12

Table 15 presents the MEAs categorised under International Biodiversity Cluster. The results of the questionnaire indicated that the MALFF was strongly considered the focal agency for most of them including CITES and CBD. Of the 120 responses from MALFF, 90 (75%) responded "Yes" to MALFF's involvement in all the MEAs in this cluster. Only 3 (2.5%) responded 'No' for two of the international initiatives identified in this cluster. There were 11 responses (9%) which indicated that they "don't know" to some of the MEAs or international initiatives identified.

⁴⁷ This analysis compares the two main agencies involved in MEA implementation (MALFF, MPD&E) only. MALFF and MPD&E accounted for ten and eight respondents, respectively. The table excludes one questionnaire completed by Attorney General Chambers and one questionnaire by OECS Secretariat

In marked contrast, of the total of 96 responses from MPD&E for this category, only 22 responses or (23%) indicated 'Yes' to any of the MEAs in this cluster. There were 55 responses (57%) which said 'No' for any involvement in the MEAs in this cluster. Only 6% indicated that they "don't know" to some of the MEAs or international initiatives identified.

Notably, all 10 respondents from MALFF indicated that their agency was involved in implementation of CITES. Whereas none of the eight (8) respondents of the MPD&E indicated any involvement in CITES. This result is most likely due to the fact that the Management Authority and the two Scientific Authorities (Departments of Forestry and Fisheries) are under the MALFF. This result also indicates a gap that exists between MALFF and the MPD&E which could be a useful ally in terms of strengthening implementation of CITES in mainstreaming the objectives of the Convention alongside the other MEAs.

The results for CBD and its related protocols (i.e. CPB, ABS, NKL) provided a more mixed response between the two agencies. Of the 40 responses given by MALFF respondents to the CBD and its protocols, 26 (65%) responded 'Yes' to the agency's involvement in their implementation. Only 2 responses from MALFF indicated "no" involvement.

Of a total of 32 responses given by MPD&E staff, 7 (22%) indicated their involvement in CBD and CPB only. Eighteen (18 or 56%) responses indicated no involvement in CBD and its protocols. The results indicated some cross agency involvement in CBD implementation, whereas this did not occur at all for CITES. This is most likely a direct result of the active engagement of all stakeholders by the Biodiversity Officer (MALFF), a recognized need for closer synergies in implementation of the Rio Conventions, and the presence of the GEF focal point under the MPD&E.

Table 16. International Marine Cluster

Responses	UNCLOS	MARPOL	London Convention	TOTAL
Yes (MALFF)	6	4	4	14
No (MALFF)	1	4	2	7
No, but should (MALFF)	1	0	1	2
Don't know (MALFF)	2	2	3	7
No Response	0	0	0	0
Yes (MPD&E)	5	7	7	19
No (MPD&E)	2	1	1	4
No, but should (MPD&E)	0	0	0	0
Don't know (MPD&E)	0	0	0	0
No Response	1	0	0	1

Amongst the MEAs categorised under International Marine Cluster (Table 16), the results of the questionnaire indicated that there was a lower level of certainty of MALFF's involvement in this cluster. Of the 30 responses from MALFF, 14 (47%) responded "Yes" to MALFF's involvement in all the MEAs in this cluster. Seven (7 or 23%) responded 'No' for all three conventions in this cluster. There were an additional seven responses (23%) which indicated that they did not know of MALFF's involvement in the MEAs identified.

There was a total of 24 responses from MPD&E for this category, and 19 responses or (79%) indicated 'Yes' to MPD&E's involvement in the MEAs in this cluster. There were four (4) responses (17%) which said 'No' for any involvement in the MEAs in this cluster. None indicated that they were unsure as to the MEAs identified.

The responses indicate the complex institutional relationships involved in the implementation of the MEAs in the international marine cluster. The responsibilities for implementation of these is shared between MALFF's Department of Fisheries and the MPD&E. Additionally, the Saint Lucia Air and Sea Port Authority (SLASPA) is also allied in the implementation but is not a focal agency for them. There was also a greater degree of uncertainty of the MALFF's involvement in this cluster by personnel outside of the Department of Fisheries but within the Ministry.

Table 17. International Chemical Convention Cluster

Responses	Stockholm POPs	Vienna/ Montreal Ozone	UNFCCC	TOTAL
Yes (MALFF)	3	1	8	12
No (MALFF)	4	6	0	10
No, but should (MALFF)	1	0	0	1
Don't know (MALFF)	1	2	1	4
No Response	1	1	1	3
Yes (MPD&E)	8	8	8	24
No (MPD&E)	0	0	0	0
No, but should (MPD&E)	0	0	0	0
Don't know (MPD&E)	0	0	0	0
No Response	0	0	0	0

Amongst the MEAs categorised under International Chemical Conventions Cluster (Table 17), the results of the questionnaire indicated that there was a higher level of uncertainty of MALFF's involvement in this cluster. Of the 30 responses from MALFF, 12 (40%) responded "Yes" to MALFF's involvement in all the MEAs in this cluster. Ten (10 or 33%) responded 'No' for all three conventions in this cluster. There were four responses (13%) which indicated that they did not know of MALFF's involvement in the MEAs identified.

There was a total of 24 responses from MPD&E for this category, and all responses or (100%) indicated 'Yes' to MPD&E's involvement in the MEAs in this cluster. None indicated that they were unsure as to the MEAs identified.

The responses indicate that MPD&E is regarded as a focal agency for this cluster and there is little nexus with MALFF in terms of implementation with the only exception being implementation of the UNFCCC. Of the 10 responses to UNFCCC from MALFF, eight responses indicated 'Yes' to MALFF's involvement in implementation. MALFF's agencies and Units are included in the National Climate Change Committee (e.g. Departments of Forestry and Fisheries, Biodiversity Unit). The Department of Forestry provides its expertise in terms of Geographic Information Systems (GIS), responding to the Reducing Emissions from Deforestation and Forest Degradation (REDD+) initiative and participation in the National Greenhouse Gas inventory exercises.

Table 18. International Sustainable Development Convention Cluster

Responses	MDG	Agenda 21	SIDS-POA	TOTAL
Yes (MALFF)	10	5	7	22
No (MALFF)	0	0	0	0
No, but should (MALFF)	0	0	0	0
Don't know (MALFF)	0	5	3	8
No Response	0	0	0	0
Yes (MPD&E)	8	7	8	23
No (MPD&E)	0	0	0	0
No, but should (MPD&E)	0	0	0	0
Don't know (MPD&E)	0	0	0	0
No Response	0	1	0	1

The questionnaire results for the International Sustainable Development Conventions Cluster (Table 18) indicated that there was a higher level of consensus on MALFF's involvement in this cluster. Of the 30 responses from MALFF, 22 (73%) responded "Yes" to MALFF's involvement in all the MEAs in this cluster. There was some uncertainty shown by eight (8 or 27%) responses indicating that they did not know of MALFF's involvement in the Agenda 21 and SIDS-POA.

There was a total of 24 responses from MPD&E for this category, and 23 responses or (96%) indicated 'Yes' to MPD&E's involvement in the MEAs in this cluster. There was a single 'no response' recorded. None indicated that they were unsure as to the MEAs identified.

The responses indicate that both MPD&E and MALFF are involved the implementation of the international initiatives in this cluster. Both agencies indicated strong awareness of their involvement in implementation of targets under the Millennium Development Goals produced under the United Nations Millennium Summit of 2000. The uncertainty noted by MALFF on the Agenda 21 and SIDS-POA may indicate a lack of institutional efforts to align workplans and programmes directly to these two initiatives, however, the work underway by the Ministry does satisfy the objectives of both programmes.

Table 19. Regional Convention Cluster

Responses	CEP-SPAW	CEP-LBS	CEP-Oil Spills	OECS- SGD	WIDECAST	TOTAL
Yes (MALFF)	7	4	4	10	6	31
No (MALFF)	0	0	5	0	0	5
No, but should (MALFF)	0	2	0	0	4	6
Don't know (MALFF)	3	4	1	0	0	8
No Response	0	0	0	0	0	0
MPD&E						
Yes (MPD&E)	2	8	8	8	2	28
No (MPD&E)	4	0	0	0	5	9
No, but should (MPD&E)	0	0	0	0	0	0
Don't know (MPD&E)	1	0	0	0	0	1
No Response	1	0	0	0	1	2

The responses for the Regional Convention Cluster (Table 19) indicated high levels of uncertainty on the part of the respondents from both MALFF and MPD&E. Unlike the results of the biodiversity cluster, the marine and chemical convention cluster, neither MALFF nor MPD&E gave strong indications of their agencies involvement. From a total of 50 responses from MALFF, 31 (62%) responses selected 'Yes' to MALFF's involvement with the conventions and international initiatives in this cluster. From a total of 40 responses from MPD&E, 28 (70%) responses selected 'Yes' to MPD&E's involvement with this cluster. However, it is noteworthy that for both agencies, MALFF and MPD&E, the responses were 100% for their implementation of the OECS St. Georges Declaration.

The results did reflect MPD&E's involvement as the focal agency for the Caribbean Environment Programme, particularly for the non-biodiversity related protocols (i.e. CEP-Oil Spills and CEP-Land Based Sources of Pollution). Responses for MALFF were high for involvement in the biodiversity protocol and initiatives in this cluster (i.e. CEP-SPAW and WIDECAST). There were 8 out of the 50 responses (16%) which indicated that they 'did not know' of MALFF's involvement in any. This was not shown by any response from MPD&E.

Question 2 If your response was “yes” to any of the MEAs or international conservation initiatives listed in question #1, what challenges do you face that limit your ability to implement? Please rank your responses to the options below accordingly from 0=irrelevant, 1= minor importance, 2=important, 3=very important

Only 11 of the 20 respondents to the questionnaires gave a weighted response as requested in this question. Nine of the respondents simply checked off the issues which they regarded as significant. The analysis below in Table 20 presents the results of all respondents that gave a checked response to the issues in comparison to the average weighted response given by those who ranked the issues as 1, 2 or 3.

Table 20. Analysis of issues identified by respondents that limit ability to implement MEAs

ISSUES	AVG. (weighted response) Ranking	Total responses (Max: 20)
Inadequate manpower	2.73	17
Inadequate enforcement of legislation/regulations	2.73	16
Inadequate national funding mechanism	2.55	18
Inadequate legislation/regulations	2.55	17
Inadequate information management	2.36	16
Between agencies/institutions	2.27	18
Inadequate public knowledge/education	2.27	17
No follow through on recommendations	2.27	16
Inadequate knowledge of MEA requirements	2.18	16
Inadequate international funding mechanism	2.18	15
Inadequate expertise	2.09	16
Inadequate public consultation	2.09	16
Inadequate office facilities	2.09	14
Lack of political will	2.00	18
Inadequate availability of legal drafting expertise	1.82	15
Within agency/institution (inadequate communication)	1.73	17
Inadequate communication	1.71	12
Political interference	1.36	12
Outdated resource management policies and philosophies of agency/institution	1.33	13
Provisions in MEAs too stringent	1.10	12
None	1.00	2
No Response	0	0

Generally, the results show similarities in the issues that are of high concern. Issues regarding inadequate manpower, inadequate enforcement of legislation/regulations, inadequate national funding mechanism and inadequate legislation all scored very high means (2.73-2.55). These were also high selections among those who simply checked them as issues of concern (18 to 16 times selected).

Additionally, there is general consensus on the importance of issues regarding; inadequate information management, inadequate communication between agencies/institutions, inadequate public knowledge/education, no follow through on recommendations, inadequate knowledge of MEA requirements, inadequate international funding mechanisms, inadequate expertise, inadequate public consultation, inadequate office facilities and lack of political will. All of these aforementioned issues averaged between 2.36-2.00 in weighting and were selected from 16 to 18 times. The aberrations in this group was the high selections of: lack of political will (18 selections (avg. 2.00)); inadequate communication between agencies/institutions (18, 2.27); and, inadequate public knowledge/education (17, avg. 2.27) which indicates that they may have received a higher weighting if the nine individuals had assigned scoring of 1,2 or 3 as instructed. There was consensus on lower priority given to inadequate office facilities which was selected 14 times (avg. 2.09)

The issues identified with lower range of means (1.83-1.00) also indicated general consensus. These were: Inadequate availability of legal drafting expertise, inadequate communication within agency/institution, inadequate communication, political interference, outdated resource management policies and philosophies of agency/institution and provisions in MEAs too stringent. The outlier in this group in terms of number of times identified as an issue yet with a low mean weighting is 'inadequate communication within agency/institution' which was identified 17 times yet had a mean score of 1.73. This coupled with the relative low selection of 'inadequate communication' (12, avg. 1.71) may indicate that this may not necessarily be a problem internally to departments or even within respective ministries. However, this stands out in sharp contrast to 'inadequate communication between agencies/institutions' which was selected 18 times and with a mean value of 2.27 which indicates that the perceived challenge lies in communications between departments and/or ministries.

Five (5) individuals gave comments to the 'Other' category of this question (Table 21). The following table summarises how many times each subject was mentioned in this category. The 'lack of MEA mainstreaming' was brought out four times out of the additional eight comments received in this category.

Table 21. Summary of additional issues identified by respondents to the 'Other' category that limit ability to implement MEAs

Responses to the Other (s) Category	Respondent Numbers
All of the above points	1
Lack of regional coordination	1
Inadequate equipment	1
Lack of MEA mainstreaming	4
Little public participation in MEAs	1
Total number of respondents	5

Question 3. Generally, are you satisfied as to your ability to implement MEAs?

There was general 'reasonable satisfaction' with 12 of the 20 respondents (60%) selecting this category. If the categories of 'reasonably satisfied' and 'satisfied' are consolidated, the level of satisfaction goes up to 14 (or 70%) of the group (Table 22).

Table 22. Summary of responses regarding satisfaction by respondents in their ability to implement MEAs

Responses	Respondent Numbers
Satisfied	2
Reasonably satisfied	12
Reasonably dissatisfied	5
Dissatisfied	1
TOTAL	20

Question 4. What do you recommend to improve implementation?

Table 23. Recommendations regarding improvements required to implement MEAs

Recommendations	Respondent Numbers
1. More government or other finance and human resources	11
2. Improve technical and institutional capacity	7
3. MEAs managed by one agency, coordination by NEC ⁴⁸	7
4. Mainstream MEAs into national work programmes	6
5. Cross ministerial sectoral committees	5
6. promote regional partnerships	5
7. Greater Public awareness	5
8. Greater coordination and integration among agencies for effective use of limited resources	4
9. Domestic legislation, enforcement and compliance of MEAs	4
10. Promote public participation (NGOs, CBOs)	3

⁴⁸ National Environmental Commission (NEC)

In table 23, the recommendations volunteered in this section indicate consistency with the issues identified and prioritized in the earlier questions. The greatest concern is shown for the need to build capacity (i.e. human, technical, institutional), secure more finances (government or otherwise), increase coordination in implementation of MEAs and mainstreaming of MEA programmes.

For Question (5) Respondents were asked to list legislation they were familiar with which was related to the MEAs they were involved in (Table 24). This led to multiple responses and various interpretations particularly when it involved domestic legislation which may be interpreted to fit the requirements of MEAs. Notably, awareness of the CITES legislation was the highest although it is yet to be implemented.

Question 5. Which of the above MEAs for which you are responsible have been incorporated into National Law?

Table 24. Legislation identified by respondents relating to MEA implementation

Responses	Legislation	Respondent Numbers
CITES		8
IPPC	Plant Protection Act	5
Montreal Protocol		5
None		4
CBD	Draft Biodiversity Bill	3
UNCLOS		2
Basel Convention	Waste management Act	2
LBS Protocol		1
MARPOL		1
Vienna Convention		1
Climate Change		1
Cartagena Protocol	Bills (not enacted yet)	1
	Animal importation Act	1
	Control of importation of Live Fish Act	1
	Importation of Bees Act	1
	Quarantine Act	1
	Legislation incidentally relevant to several other MEAs to variable degrees is found in: Air and Seaport Act, Fisheries Act, Forestry Act, Merchant Shipping Act, Physical Planning and Development Act,	1

Table 25. Summary of results regarding national legislation and MEAs

Question 6. Does local (national) legislation adequately cover the policy based needs of the objectives of the MEA so that specific national legislation is not required?					
Yes	No	No, but should	Don't know	No Answer	Total Number of Respondents
3	11	3	2	1	20
Question 7. Is MEA legislation a priority?					
5	2	9	3	1	20
Question 8. Are provisions in MEAs too stringent?					
2	11	0	2	5	20
Question 9. Does legal system in country facilitate MEA incorporation easily?					
4	5	7	4	0	20

Table 25 summarises the results for questions 6-9. Responses to Question 6 revealed that 11 of the 20 (55%) respondents believed that local legislation does not adequately supports the MEAs. This may in fact reflect the truth since most of the MEAs signed by Saint Lucia are not supported by corresponding domestic national legislation in place as required under our dualist system (referred to on pg.30).

Responses to Question 7 revealed that 9 of the 20 (45%) respondents believed that MEA legislation is not a priority but that it should be. An additional two respondents indicated that it is not a priority without suggesting that it should be. Only five (5) respondents believe that it is a legislative priority.

Responses to Question 8, gives a mixed indication by respondents as to whether the MEAs are too stringent. 11 respondents (55%) said "no". Yet five (5) respondents gave no answer, two (2) selected 'yes' and two (2) others selected 'don't know as their response. That accounts for 9 or (45%) whose mixed responses indicate that they are not convinced that the MEAs are not too stringent.

Responses to Question 9, gives a mixed indication by respondents as to whether the legal system in Saint Lucia allows for easy incorporation or adoption of domestic legislation supportive of MEAs. Five respondents (25%) said “no” and seven selected ‘no, but should’. These two categories give a total of 12 (60%) respondents who do not believe that the legal system is easily supportive of MEA incorporation. The additional four (4) persons who selected ‘don’t know’ may be interpreted as to being unsure or their lack of awareness as to whether the system does or does not allow for easy incorporation. However, this doubt may also be an added indication that the system does not adequately allow for incorporation of MEAs. This would give a majority of 16 out of the 20 respondents (80%) not able to state directly that incorporation of MEAs in domestic legislation is easy.

Question 10. What institutional structure/modality exists at National level for the implementation of MEAs? Explain with reference to the specific MEAs for which your agency has responsibility.

Table 26. Summary of results regarding institutional structure/modalities for MEA implementation

Responses	Number of responses
1. Administrative obligations ; policies ; focal point	7
2. National Councils, Ad hoc working Groups or Committees assist in implementation	5
3. CITES and CBD implemented by the MALFF. Sustainable Development and Forestry share climate change with UNCCD and UNFCCC.	3
4. UNCCD Focal point and Ad hoc working group	3
5. Technical assistance from agencies such as IICA and FAO	2
6. Natural resource agencies related to biodiversity all in same ministry	2
7. Technical assistance from the AG’s chambers in working on legal aspects of biodiversity management,	2
8. UNFCCC; Montreal Protocol; LBS; BASEL; MARPOL- Focal point Officer (not dedicated specifically but multitasking),	1
9. Unofficial Biodiversity Unit established in the MALFF;	1
10. Ad hoc use of a cadre of technical personnel with wide ranging expertise in public and community based sector, regional and international meetings of the Convention on Biological Diversity	1
11. Access to funds for implementing biodiversity management through the EU, USAID, GEF;	1
12. National, commitment of funds for biodiversity management,	1
13. Ability to collaborate with the private, public and community based sectors in biodiversity management,	1
14. Establishment of the National Environmental Commission (NEC), supportive administration in ministry	1
15. Implementation of the National Environmental Policy and the National Environmental Management Strategy (NEP/NEMS) should assist the country in implementing the MEAs since five of the seven	1

objectives of the NEMS are biodiversity related	
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Responses to Question 10 (Table 26) highlighted generally the processes through which the various MEAs including CITES and CBD are administered locally. Typically the focal agencies are Ministries that are selected based on their national portfolios and mandates. They are expected to meet MEA targets as part of their administrative obligations; inclusion of MEA obligations in their policies ; designate a MEA focal point; and establish National Councils, Ad hoc working Groups or Committees which assist in implementation.

Table 27. Summary of results regarding adequacy of existing institutional mechanism for MEA implementation

Question 11. How would you rate the existing institutional mechanism(s) for MEA implementation in Saint Lucia?				
Very Adequate	Adequate	Not so adequate	No Response	Total Number of Respondents
0	5	14	1	20

The results for Question 11 (Table 27) indicate that 14 of the 20 respondents (70%) regard the current institutional arrangements for MEA implementation in Saint Lucia as inadequate. This can be correlated to the handicaps or weaknesses highlighted as concerns identified in the responses to Question 4 (i.e., more government or other finance and human resources, improve technical and institutional capacity, MEAs managed by one agency, coordination by NEC).

Table 28. Summary of results regarding adequacy of existing institutional mechanism for MEA implementation and civil society participation and regional participation.

Question 12. Does the current institutional mechanism for MEA implementation make specific allowance for the direct and active participation of major groups (e.g. civil society, private sector, academic, etc.?)					
Yes	No	No, but should	Don't know	No response	Total Number of Respondents
10	0	7	2	1	20
Question 13. Does Saint Lucia participate in any regional mechanisms designed to support MEA implementation generally?					
12	1	4	2	1	20

Table 28 presents summary of results for questions 12 and 13. The responses for question 12 indicate mixed views on the issue of civil society’s ability to participate in the implementation of MEAs. The responses here must be regarded as reflecting the perspectives of MEA negotiators and government agencies that are responsible for implementation. Therefore the perspective of civil society is not captured in this questionnaire directly. Ten responses (50%) indicated ‘yes’ to the question. However, the balance of the responses ranging from seven for ‘No, but should’ and two for ‘Don’t know’ indicate the even split among these administrators as to whether the current institutional arrangements facilitate civil society participation.

Question 14. If no, do you support such a common regional mechanism for MEAs so as to enable more effective implementation?

Four (4) Respondents answered “Yes”

Question 15. If yes, which regional mechanisms are you aware of?

Table 29. Summary of results regarding regional mechanisms identified for supporting Saint Lucia’s MEA implementation

Regional Mechanisms	Number of responses
16. CARICOM	5
17. OECS St. Georges Declaration of Environmental Principles	5
18. Caribbean Community Climate Change Centre	3
19. GEF Constituency	2
20. Caribbean Natural Resources Institute (CANARI)	2
21. Basel Convention Regional Resource Center	2
22. Caribbean Environmental Health Institute (CEHI)	2
23. Council for Trade and Economic Development (COTED)	2
24. FAO Sub regional Office for the Caribbean	2
25. OAS Department of Sustainable Development	2
26. None	1
27. Network of ozone officers	1
28. University of the West Indies	1
29. AOSIS	1
30. Caribbean Alliance for Sustainable Tourism	1
31. Caribbean Animal Health Network (CaribVET);	1
32. Caribbean Conservation Network	1
33. Caribbean Invasive Alien Species Network	1
34. Caribbean Network for Integrated Rural Development	1
35. Caribbean Plant Protection Commission (CPPC)/	1
36. Caribbean Agricultural Health and Food Safety Agency (CAHFSA)	1
37. Caribbean Invasive Species Working Group	1
38. Plant Health Directors’ Forum;	1
39. UN Economic Commission for Latin America and the Caribbean (ECLAC) Sub regional Headquarters for the Caribbean	1

40. Florida-Caribbean Fire & Invasive Species(FL-CR) Learning Network	1
41. GEF-funded regional projects on IAS, Marine Protected Areas, and Waste Water Management;	1
42. Inter-American Biodiversity Information Network (IABIN);	1
43. IOCARIBE of the Intergovernmental Oceanographic Commission;	1
44. IUCN Caribbean Initiative;	1
45. Pan American Health Organization (PAHO): Sustainable Development and Environmental Health Programme	1
46. Regional Coordinating Organization in the Wider Caribbean Region for the GloBallast Partnerships, Regional Activity Center/Regional Marine Pollution Emergency Information and Training Center for the Wider Caribbean (RAC/REMPEITC-Caribe);	1
47. Caribbean Conservation Association, eBird Caribbean, Environmental Protection in the Caribbean (EPIC), Island Resources Foundation, Society for the Conservation and Study of Caribbean Birds (SCSCB), SusTrust;	1
48. UNEP-CEP: Cartagena Convention, SPAW and LBS Protocols (including oil spills and PTS/POPs), Caribbean Marine Protected Areas Management Network and Forum (CaMPAM),	1
49. United Nations Regional Coordination Mechanism for Latin America and the Caribbean for Rio+20	1

Respondents to Questions 13, 14 and 15 gave a more confident response as to whether Saint Lucia participates in any regional mechanisms designed to support MEA implementation. Twelve respondents selected 'Yes' (60%), an additional four selected 'No, but should'. Similarly there were four responses to Question 14 that indicated that Saint Lucia should be involved in such regional mechanisms. Responses to Question 15 (Table 29) showed that CARICOM and OECS were readily identified as regional mechanisms that support MEA implementation among various respondents. Many of the institutions listed were mentioned only once and were submitted by no more than two respondents.

Question 16. Any Other Comments

Table 30. Summary of additional comments provided by respondents regarding improving MEA implementation

Comments	Number of responses
1. Need buy in at the agency level/ Mainstreaming of MEAs into the planning and work programs/ Need for greater awareness on MEAS within agencies/ Endless policy and legislation that needs to be mainstreamed	10
2. A coordinated approach to MEA implementation/ Promote synergies amongst conventions	4
3. General public awareness / Funds for mass communications and sustained awareness initiatives are not available	4
4. Participatory approaches within agency and agencies with the public.	2
5. Monitoring and evaluation of the MEA goals operations and	1

objectives	
6. Poor stakeholder interest in most institutions,	1
7. The institutional mechanisms are not able to function	1
8. CBD implementation needs to be formalized in government with an official budget.	1

There were a total of 24 responses to Question 16 (Table 30). Most of which prioritised the need for mainstreaming of MEA objectives. This was expressed as 'buy in at the agency level; Mainstreaming of MEAs into the planning and work programs; Need for greater awareness on MEAS within agencies; policy and legislation that needs to be mainstreamed. Additionally the need for promoting synergies between MEAs and a more integrated or coordinated approach to MEA implementation by agencies was noted. The issue of increasing public awareness of the various MEAs and the necessary funding for this was also expressed. These points consisted 75% of the responses.

General conclusions from results of the questionnaire

The percentile and means analysis completed using data from the questionnaires suggests the relative isolation of the institutional and administrative arrangements for implementation of the biodiversity related MEAs to MALFF. Such a situation may negatively impact on the effectiveness of Saint Lucia's implementation of CITES and CBD and their joint work programmes with affiliated biodiversity conventions (e.g. SPAW Protocol, Ramsar) and other regional initiatives (e.g. OECS-SGD, WHMSI). This approach to the MEAs also has implications for decisions related to national policy, particularly with regard to those MEAs not included under the biodiversity cluster in this study (e.g. UNFCCC and its REDD+ initiative) where efforts for increased synergies are underway at the international level (CBD Secretariat, 2010).

General summation of results of the capacity building workshop

The workshop achieved its objectives of focusing on the need for enhancing institutional synergies for implementation of the Rio Conventions, particularly on issues related to national reporting. However, the results from the workshop suggest that there are institutional weaknesses preventing the systematic inclusion of the non-Rio Conventions (particularly the international and regional biodiversity related MEAs (e.g. CITES, Ramsar, SPAW Protocol)) and enhancing synergies with their work programmes.

General summation of results of the National Portfolio Formulation Exercise

The exercise produced a number of projects addressing possible actions to meet biodiversity related objectives and integrated capacity development for effective implementation of the Rio Conventions. However, this exercise and the projects considered for GEF financing also revealed the institutional weakness for systematic inclusion of the non-Rio Conventions (e.g. CITES, Ramsar). Aside from the explicit mention of the CITES permit system made in relation to a project regarding implementation of the National Invasive Species Strategy, there was no other overt recognition of the non – Rio Conventions nor any direct efforts for enhancing synergies with their work programmes. The proposed National Biotrade Programme may also be of significance to CITES as it seeks to "*survey... local, regional and international markets for biotrade products that can potentially be developed in Saint Lucia*".

5.0 DISCUSSION

The challenge of addressing critical environmental and human development concerns from a global perspective had its beginning with the United Nations Conference on the Human Environment otherwise called the Stockholm Conference in 1972. This Conference brought the focus of the international community on the state of the global commons (e.g. seas, atmosphere, forests) and the realization that the fate of global human welfare depended on the state of these resources. It also flagged the difference between the rich developed countries of the North and the dire poverty experienced by the developing nations that constituted the Third World. This conference triggered a number of subsequent U.N. conferences related to population growth, human settlements, women's rights, and desertification. At that time, the United Nations Environment Programme (UNEP) was established by the Stockholm Conference to "prod the U.N. system and the world's governments into more sound environmental arrangements" (Eckholm, 1982). Since then UNEP has continued to pursue a global agenda of human social and economic development based on sound environmental management. An array of multilateral environmental agreements with supportive institutional arrangements became part of the arsenal intended to achieve the agenda (e.g. CITES).

Twenty years after the Stockholm Conference, came the United Nations Conference on Environment & Development (UNCED) or "the Earth Summit" which once again brought governments together to focus on the issues of the environment and sustainable development. This conference produced the Agenda 21, the Rio Declaration on Environment and Development, the Statement of Forest Principles, the United Nations Framework Convention on Climate Change and the United Nations Convention on Biological Diversity. Currently, there are approximately 155 biodiversity related conventions (Urho, 2009).

Today, we are on the eve of the twentieth anniversary of the UNCED with the anticipated global summit of Rio+20, United Nations Summit on Sustainable Development. Governments and non government organizations are once again to meet in Rio de Janeiro, Brazil, from 20 to 22 June 2012 to assess progress and address the urgent need for social and economic reforms to achieve the ambitions as set forth initially in the Agenda 21. Small Island Developing States, including Saint Lucia, will be represented at the meeting. SIDS are likely to express the social and economic constraints they face in trying to achieve their sustainable development agenda even as they seek to fulfill their share of commitments to

the various Multilateral Environmental Agreements they have ratified, including those of UNCED in 1992.

At the global level, there has been an increasing call for a unifying structure to efforts to streamline cooperation amongst the various MEAs. This has been referred to as a “global governance architecture” (Simon, 2011) or an international environmental governance arrangement (IEG) (UNEP, 2009). Within the United Nations there is a recognized need “To develop a system-wide strategy for environment in the United Nations system to increase the effectiveness, efficiency and coherence of the United Nations system and in that way contribute to strengthening the environmental pillar of sustainable development. The strategy should increase interagency cooperation and clarify the division of labour within the United Nations system” (UNEP, 2010).

Urho (2009) notes that there are approximately 155 conventions that deal with biodiversity and to date efforts to enhance synergies among these conventions have occurred largely on an *ad hoc* basis. He goes on to comment that this has resulted in duplication of work, and unexplored areas for enhanced synergies. There are efforts underway to address this perceived gap and the Biodiversity Liaison Group (BLG) is one of such initiatives. The BLG was established in 2004 as a result of a mandate set out by Parties to the CBD in decision VII/26 (paragraphs 1 and 2).⁴⁹ It consists of the six main biodiversity conventions which are the: Convention on Biological Diversity, Convention on the Conservation of Migratory Species of Wild Animals, Convention on International Trade in Endangered Species of Wild Fauna and Flora, International Treaty on Plant Genetic Resources for Food and Agriculture, Ramsar Convention on Wetlands and the World Heritage Convention. UNEP has an important role since it governs three of these MEAs (CBD, CMS and CITES). However, Urho states that “the secretariats lack legal authority to organize genuine cooperation and coordination between the MEAs, therefore the practical outcomes of the BLG have remained limited.” There is also the United Nations Environment Management Group (EMG) (chaired by UNEP).⁵⁰

Ultimately, such international initiatives should signal to resource poor developing nations, including SIDS like Saint Lucia, that the increasing complexity of issues involved in MEA

⁴⁹ CBD Secretariat. Liaison Group of Biodiversity-related Conventions. <http://www.cbd.int/blg/> Website consulted on 28 December, 2011. 10:15

⁵⁰See: <http://www.unemg.org/>

implementation requires enhanced efficiency and synergies at the national level. Drezner (2009)(cited in Simon, 2011) states that "increasing complexity ultimately favours more powerful or resourceful states, since they are better capable of dealing with the specific challenges of complexity like numerous negotiating fora, which require a lot of resources to keep up with". Simon continues to note that the growth in MEAs has meant some stress especially for developing countries "who find it difficult to follow- and of course even more so to influence- the manifold negotiation processes" (Simon, 2011).

Of striking significance to this study is the issue of financial support to the various MEAs, particularly those of the BLG. Urho's study notes that apart from the CBD, the MEAs in the biodiversity cluster do not have a financial mechanism. He notes that "the financial potential of the other MEAs, in comparison with the funds allocated by the Global Environment Facility (GEF) for the CBD, indicates that they have no chance of becoming really effective as long as the present situation continues." This summation can be regarded as a significant driver in Saint Lucia when one considers the MEAs that are finding traction at the national level in terms of both policy influence and implementation. This study noted by way of both workshops and the results of the questionnaire, the sphere of influence exerted by the GEF financed MEAs versus the marginalization of those that lacked this support. This summation on finance does not detract from the reality that committed human resources and technological capacity *inter alia* are also required for successful implementation of MEAs (See sections 5.2.2 and 5.2.7).

5.1 CITES and CBD; Regional challenges in implementation

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity are globally recognized as two of the most influential international agreements pertaining to management of biodiversity as evidenced by the number of States that are Parties to both Conventions. The similarities and differences between these two Conventions have been discussed previously in the section entitled "Similarities and differences among CBD and CITES" (pg. 32). A workshop concerning "Promoting CITES-CBD Cooperation and Synergy" (20-24 April, 2004) was held in the Isle of Vilm, Germany (BfN-Skripten, 2004). Several participants at the workshop noted the complementarity between the two Conventions and the potential for both to address issues of development that confront developing countries through their international mandates. The Bolivian representative to the workshop, M. Baudoin, stated;

- If development is not sustainable, conservation is not possible

- Benefits have to be generated to be shared
- We, the developing countries, cannot depend [on] international cooperation in a sustainable way, thus we have to make conservation sustainable
- Unless local people get something from biodiversity, and are better off, they are going to look for unsustainable options!

However, Baudoin continued to note in the case of CITES;

- CITES is a tacit recognition by member states that trade and the market are not by themselves sufficient to guarantee the conservation of wildlife
- It prescribes actions that put a heavy burden on countries of origin to regulate trade in wildlife
- It emphasizes the negative aspects of trade
- CITES competence basically ends with the act of trade across borders (vs. CBD which considers issues such as ABS and impact on local populations)
- It deals more with command-control (enforcement) measures, less with measures that promote sustainable use
- It does not truly consider general impacts on systems or other species (positive or negative)
- It promotes captive breeding and favours the large traders in large wildlife

Such challenges also resonate with Saint Lucia and the Caribbean region. Representatives from both Management and Scientific Authorities of the Caribbean region participated at an IWMC World Conservation Trust Caribbean Workshop in Antigua & Barbuda on “The Impact of CITES decisions on the Conservation of Marine Species and Safeguard of Livelihoods” on 9-11 January 2012.⁵¹ This grouping of mainly regional fisheries experts expressed serious concern over the recent surge in efforts to have Parties consider listing of a range of economically important marine species to CITES appendices, particularly at COPs 14 and 15 (e.g. Tuna, Spiny Lobster, sharks and corals). It was noted that for most islands, including Saint Lucia, there is a greater national marine territory than terrestrial territory and this was critical to livelihoods, traditional and cultural practices and much needed foreign exchange. There was grave concern over the socio-economic impact that such CITES decisions could have on the region. Many felt that there was insufficient communication and understanding of the short and long term implications of listing and of the issues involved on the part of the respective management authorities, scientific authorities and political directorate. This is essential since many are unaware that CITES:

⁵¹ List of participants to this IWMC World Conservation Trust Workshop in Appendix IV. Workshop was financed by the Norwegian Agency for Development Cooperation, NORAD

- does not expressly address the financial implications of executing its provisions (other than Article VIII 2 and XI 3(a)) or provide for financial / technical assistance.
- treats all countries as equal and therefore does not recognize any distinction between developing and developed countries, nor does it privilege range States in decisions concerning those species.
- makes provision for the COP to “make whatever recommendations it deems appropriate” in the case of the Convention not being effectively implemented by a Party or Parties, thereby laying open the possibility of international measures by , for example, recommending that Parties suspend commercial or all trade in one or more CITES listed species with particular Parties (Jenkins 2004).

Many states, including Saint Lucia, noted that Small Island Developing States face limitations in capacity related to manpower, research and assessment and financial resources which affect the country’s ability to rigorously implement non-detriment findings, determinations for parts and derivatives, and to respond to elements of trade restrictions such as those established by CITES. Such factors would present additional challenges if the proposed marine species and look-alike species were to be listed under Appendix II. Other challenges of national significance to a listing included issues regarding regulating non-national ships fishing under ‘flags of convenience’ or as ‘flag state’ ships.

An additional concern is the increasing pressure being exerted by strong Non-Governmental Organizations (NGOs) through lobbying and negative campaigns on the islands of the Caribbean for their position on pro-sustainable use of natural resources. This pressure is regarded as grossly unfair to the region since most SIDS are not culpable for the serious pressure that has resulted in the depletion of international marine resources.

5.2 National administration challenges for MEA Conventions including CITES and CBD

Anderson notes that “the most effective MEA implementation strategies are those that are supported by legal, administrative, institutional, technical and funding arrangements that address directly the carrying out of the obligations under the conventions” (UNEP 2000). This research points to general confidence in the Government of Saint Lucia’s abilities to administer its MEA obligations, including those under CITES and CBD. However, the results

also revealed the institutional and capacity constraints faced by the focal agencies which ultimately affect national ability to meet MEA obligations effectively and efficiently.

5.2.1 Finance

This research indicated that those involved in MEA administration identified the need for better financial support from local government and international sources as a priority. However, concern was also expressed over the level of political commitment to the MEAs. In an environment of competing political priorities and global economic turmoil, lack of political will is an issue and will continue unless MEAs address livelihoods, reducing poverty and direct support for achieving the Millennium Development Goals which are pressing political agendas.

“Caribbean countries tend to receive financial and technical assistance on the basis that they were less responsible for the creation of the environmental problems and have more limited resources to deal with these problems than the developed countries” (UNEP 2000). However, there is a significant difference in the financial support received from MEAs like the CBD that have access to GEF finance that supports national programme implementation and reporting on national achievements and those that do not (e.g. CITES). The NPFE exercise to develop the GEF-5 STAR projects identified *The RIO Conventions: A Synergistic Programme on: Communication, Education and Awareness; Cross sectoral policy formulation and Integrated capacity development* as a priority with an estimated budget of US\$700,000. Throughout the exercise, CITES was included overtly once, in the context of the biodiversity initiative regarding implementation of the terms to implement the National Invasive Species Strategy.

The Director of the Saint Lucia National Trust, Mr. Bishnu Tulsie, former negotiator for Saint Lucia on UNFCCC and the Montreal Protocol, noted the following in relation to finance (*en voce*);

- MEAS should help countries meet their obligations and not simply state that they have signed and are therefore committed to meet treaty obligations
- MEAS should fundamentally address conservation and livelihoods to be relevant (e.g. CBD & CITES involve traditional livelihoods) MEA financing must therefore address issues relating to alternative livelihoods, the Millennium Development Goals and disenfranchisement.
- MEAs typically have narrow scope of actions to achieve goals that affect countries finances

He cited the level of financial support received from the Montreal Protocol, noting this MEA's initiatives to finance its own office in Saint Lucia, hiring of staff and equipment, pay for required national legislative drafting, and fund national initiatives to meet its objectives with the private sector and civil society organizations. This viewpoint is similarly reflected by Barbados where 'the Protocol made provision for adequate human, technological and financial resources to Barbados which included funding of staff, funding of a Barbados country programme, training, train the trainers programme and institutional strengthening' (UNEP, 2000). The Multilateral Fund has secured USD 2.6 thousand million which has allowed the Protocol to invest in its implementation across 148 countries since 1991 (CITES Secretariat, 2011). This issue of finance ultimately affects whether those MEAs without financial mechanisms (e.g. CITES, WHC, Ramsar, SPAW) achieve their strategic goals and objectives in resource poor developing SIDS like Saint Lucia.

An interview with the Permanent Secretary of MALFF revealed that during his tenure, "no funding support had been received for implementation of CITES other than for COP attendance" and, in his estimation, "CITES has inadequate support."⁵² This inadequacy is also reflected by the statement by CITES Secretary General, John Scanlon, at the 41st Council Meeting of the Global Environment Facility (GEF)⁵³ where he pointed out that "CITES has no financial mechanism and more needs to be done". He continued to state directly that "If the GEF served as a financial mechanism for CITES, there would be significant benefits to the GEF, CITES, States and the global biodiversity community, and it would enhance financial and programmatic coherence amongst the major Conventions." In 2008, the Joint Inspection Unit of the United Nations⁵⁴ found that "CITES has never benefited from the GEF, even indirectly through the CBD window", [although] "GEF has allocated over USD 9.5 thousand million to eligible countries since 1991" (CITES Secretariat, 2011). In this regard, following his meeting with the CEO of the GEF in September, Secretary Scanlon stated that projects submitted to the GEF that included CITES-listed species are to be evaluated by the CITES Secretariat and that a consultant with good knowledge of the GEF was to be engaged to prepare advice to Parties on how to access GEF funds for CITES. Secretary Scanlon also pointed out that "CITES implementation is essential if we are to achieve the

⁵² CITES Secretariat. SC 61 Doc. 16. "Access to Finance, including GEF Funding" and accompanying questionnaire (No. 2012/017) were issued to Parties on March 3rd, 2012

⁵³ CITES Secretariat. Statement at the 41st Council Meeting of the Global Environment Facility (GEF) by John E. Scanlon, Secretary-General of CITES, 8 November 2011. http://www.cites.org/eng/news/SG/2011/20111108_GEF.php. Website consulted on January 18, 2012. 14:00

⁵⁴ (JIU/REP/2008/3) "Management review of Environmental Governance within the UN System", Inspector Inomata, page 24 paragraph 112 (ref. *in* CITES (SC61. Doc 16))

Convention on Biological Diversity (CBD) objectives, and the Aichi Biodiversity targets, such as target 12.”

One strategy adopted by the Convention Secretariats to address the need for producing greater effectiveness and efficiency is through bilateral Memorandum of Understanding (MOU) agreements among the BLG conventions. Such an MOU exists between CITES and CBD since the 23rd March 1996. This research revealed a desire by respondents to see greater synergies in MEA implementation at the national level. An example may be the incorporation of elements of the objectives of the other MEAs under the BLG in the development of the CBD’s National Biodiversity Strategic Action Plans (NBSAPs). Currently, the Second NBSAP (GOSL, 2008) for Saint Lucia does refer to the fact that “Saint Lucia has become signatory to an increased number of multilateral environmental agreements and treaties since 2000, including the St. George’s Declaration of Principles for Environmental Sustainability in the OECS (SGD) and the Protocol on Land Based Sources of Marine Pollution to the Cartagena Convention” however it does not refer to those before 2000 (e.g. CITES).

CBD COP-10 focused on three main issues: a) adoption of a new ten year Strategic Plan (with 20 quantifiable targets) to guide international and national efforts to save biodiversity; b) a resource mobilization strategy calling for a substantial increase to current levels of official development assistance; and c) a new international protocol on access to and sharing of the benefits from the use of the genetic resources. Each issue was successfully addressed at COP 10 (CBD Secretariat, 2010). The COP also recognized in its Decision X/2 that the Strategic Plan for Biodiversity 2011-2020 represented a useful flexible framework that is relevant to all biodiversity-related conventions. In that, the Parties to the CBD were requested in paragraph 3(F) of the Decision to “update their NBSAPs by 2015 and, while doing so, to take into account synergies amongst the biodiversity related Conventions” (CITES Secretariat, SC61 Doc. 16). Paragraph 17 (a) of the Decision also invites the decision-making bodies of biodiversity-related conventions to consider appropriate contributions to the collaborative implementation of the Strategic Plan. Moreover, several targets in the Strategic plan emphasize explicitly and implicitly the importance of non-detrimental trade in wildlife (Goal A, target 4, Goal B, targets 6 and 7, and Goal C, target 12). Finally, the Decision on Implementation of the Convention makes a direct request to the GEF to: ‘provide adequate and timely financial support for the updating of national biodiversity strategies and action plans and related enabling activities’ (Paragraph 4) and

USD 500,000 has already been set aside for this purpose by the GEF for each eligible country.

5.2.2 Institutional arrangements- Human resource challenge

SIDS face a serious challenge in sourcing and financing adequate expertise for the negotiation and administrative compliance with the MEAs (including CITES and CBD). This research found support for the view that the human resources are inadequate for Saint Lucia. Many negotiators in Saint Lucia have had no formal training in MEA negotiations and have learned 'on the job'. They are thrust into the various international conferences largely unprepared and unfamiliar with what is expected at Conference of the Parties or similar negotiating forums. Delegations tend to be small and may consist of no more than one or two representatives, if support can be sourced from the Conventions. This can produce ineffectual participation and limited benefits for the country as a Party.

Additional human resource limitations occur as most focal agencies are governmental and typically there is a fragmented institutional landscape for environmental arrangements which is a concern for Saint Lucia. In most instances Ministries have designated focal points for MEAs, (e.g. CITES), however such individuals may be expected to serve as focal points for other MEAs and be responsible for their administrative matters. This may also be in addition to other routine job obligations. Saint Lucia has a dedicated officer for the administration of the CBD but not so for CITES.

5.2.3 Administrative Challenges

Inadequate information management was identified as another challenge to effective implementation of MEAs in Saint Lucia. There is a need to address internal communication within and between agencies responsible for such MEAs. CITES and CBD are not exempt from this challenge, although the responses to the questionnaire indicated more inter-agency collaboration on the CBD than CITES.

The administrative arrangements regarding implementation of CITES revealed some institutional gaps which indicates a lack of communication between agencies and the lack of awareness of the roles and functions of various agencies. Examples of these were identified on occasions when imported fauna were cleared at ports of entry with CITES permits and medical certificates but specimens were only examined by veterinary authorities who are interested in disease related quarantine concerns. This has since been resolved by having

the Veterinary Department direct such requests for CITES listed live specimens to the Forestry Department which is one of the designated Scientific Authorities and has legal jurisdiction over wildlife. Similarly, this research revealed a gap with the processing of CITES listed imported flora⁵⁵ to the island, which was processed by Plant Quarantine Officers but did not involve the Forestry Department. This led to several outstanding CITES certificates which dated back to 2000 and were never included by the Forestry Department in the annual or biannual reports to CITES.

5.2.4 Saint Lucia's Conventions and Agreements Committee

Saint Lucia's institutional adjustments to administering its various MEAs was singled out for positive comment when it established the Conventions and Agreements Committee (CAC) "To assist the Ministry of Agriculture, Forestry and Fisheries in Saint Lucia comply with the obligations of the conventions and agreements under its purview (including CITES, the Biodiversity, Desertification, and Ramsar Conventions)" (UNEP, 2006). This committee consisted of representatives from the various Ministries' departments that work on convention matters. The CBD focal point served as the secretariat for the committee; and the Deputy Permanent Secretary of the Ministry chaired the committee. The committee:

- Advised the Government of Saint Lucia to decide whether it should sign specific conventions;
- Helped to develop State and ministerial positions on issues coming up for discussions at the various meetings of the different conventions and agreements;
- was responsible for raising public awareness on issues related to MEAs and the development of the State;
- Ensured that officers who attended overseas missions related to MEAs provided timely reports on specific measures that could be taken to fulfill MEA obligations; and
- Liaised with other ministries on the island to help implement MEA obligations.

This committee was based entirely in the MALFF and is no longer operational. It was regarded as "assisting significantly to foster synergies, streamline and focus the work of the Ministry to implement MEAs" (UNEP, 2006). There is renewed interest in reviving an arrangement similar to this Committee with a broader inclusion of the MPD&E and its MEAs.

Another institutional challenge concerns the lack of integration of MEA obligations into national and ministerial work programmes. Typically, this challenge lies with mainstreaming

⁵⁵ Appendix V, Convention on the International Trade in Endangered Species of Wild Flora and Fauna (CITES) report for Saint Lucia (sample of 2000-2011:outstanding floral imports)

initiatives that may have commenced as externally financed projects (e.g. GEF, EU) but should have their objectives find sustainability by incorporation in the various Ministerial programmes.

5.2.5 Legislation and policy

The dualist system which exists in Saint Lucia requires the passage of domestic legislation to support the implementation of MEAs (see page 30). However, respondents to the questionnaire believed that local legislation does not adequately support the MEAs, it does not easily incorporate MEA legislation and nor does it appear to be a legislative priority. This may in fact reflect the truth since most of the MEAs signed by Saint Lucia are not directly supported by corresponding domestic national legislation. This is a challenge in an environment of competing political priorities and/or political will. However, both CBD and CITES have made legislative progress.

CBD

Under Saint Lucia's NBSAP, the Project component 1 addressed *Policy, Institutional and Legislative Review: Biodiversity, biosafety, environment and other relevant policy and legislation drafted*. This led to the development of related additional legislation, policies and procedures which sought to give recognition to key biodiversity components and address deficiencies in legal and institutional capacity and assist in creating the requisite enabling environment, including the capacity to address access and benefit sharing. Some key legislation, policies and procedures in this regard were developed through funding under the EU Special Framework of Assistance 52 Saint Lucia's Fourth (SFA) 2003 programme, titled "*Economic and Agricultural Diversification and Poverty Reduction through Integrated Natural Resources Management*" (GOSL, 2009)."

Table 31. NBSAP Programme Area on Planning and Policy and Contribution to CBD Implementation

NBSAP Programme Area	Relevant Project(s)/ Activities	Level of achievement Key: Good, fair or poor	KEY OUTCOMES
Planning and Policy Formulation (relating to Articles 6, 15, 19)	Project 1, 11	Good (need to implement NEP/NEMS; More realistic target maybe Department of the Environment as is being proposed.	Draft legislation produced: Draft Biodiversity Conservation and Sustainable Use Act for Saint Lucia (draft); Environmental Management Act (draft); Environmental Management Policy and Strategy; (Draft) Forest (Timber And Non Timber Products) Regulations, 2008); Draft Saint Lucia Forest Policy; Institutional mechanism for biodiversity management in Saint Lucia formalized through establishment of Biodiversity Unit; a National Environmental Commission (NEC) was launched in 2007 to perform an integral role in facilitating inter-agency collaboration; Preparation and Review of a Revised Systems Plan of Parks and Protected Areas – coordinated by the SLNT; Establishment of two more legally protected areas, i.e. the Piton Management Area (PMA); and the Point Sable Environmental Protection Area (PSEPA); Development of Biosafety Framework

CITES

While the International Trade in Wild Fauna and Flora Act No. 15 of 2007 was enacted by Parliament, it is not yet enforced due to a date of commencement not being issued. This is connected to a number of mainly administrative issues that exist largely due to over stretched human resources in the designated Scientific Authorities (i.e. Departments of Forestry & Fisheries) and the inability to have personnel designated strictly to CITES. Some of the identified needs to be overcome for commencement of this Act are:

- Setting of administrative measures including setting of fees, fines, bans, etc.
- Legal designation of the Management Authority by Minister and publication in the Gazette
- Legal designation of the Scientific Authorities by Minister and publication in the Gazette

- Designation of ports for processing of CITES specimens (i.e. Section 4 of CITES Act). This is to be in consultation with the Customs Department and SLASPA
- The formalization of the CITES Committee by Cabinet approval

Thereafter some of the additional steps to be taken include:

- Registration of traders (Section 13 CITES Act); (a) Identify interested persons and make them aware of existing regulations (e.g. Saint Lucia Fish Marketing Cooperation, orchid breeders and horticulturalists and conch shell vendors)
- Identify and publish fees listed in CITES regulations
- Registration of any Pre-Convention Specimens and granting of Pre-Convention Certificates (Section 33 CITES Act) (e.g. individuals in possession of old sea turtle shells, mounted specimens of Saint Lucia Amazon parrot)

It is expected that once these have been agreed upon by the CITES Committee, these should be acted upon by the Management Authority and Scientific Authorities.

There is a need for greater synergies to identify legislative gaps that may occur in national legislation developed for the CBD and CITES as these may result in conflictive views and confusion in the general public. An example may be the efforts underway in Saint Lucia to eradicate an invasive green iguana (*iguana spp.*) which is regarded as a threat to the native or endemic green iguana (protected under the Wildlife Protection Act). CITES lists all iguana species under Appendix II yet some members of the green iguana species have been identified as invasive alien species in many countries (e.g. USA, Caribbean and some Pacific states).

5.2.6 Public Awareness on CBD and CITES

Lack of awareness of the various MEAs can be an issue especially by sectors impacted if inadequate public education and awareness is not done. Saint Lucia has made substantial progress in conducting public awareness campaigns for both CBD and CITES as MEAs. Such campaigns have been largely financed by the GEF and EU with cofinancing by the Government of Saint Lucia. Issues regarding the need to safeguard endemic species from illegal wildlife smuggling, the threat of invasive alien species and the contribution of the island's ecosystems to sustainable development have been highlighted on television, radio programmes, panel discussions, newspaper publications and public exhibitions on various environmental celebration days (e.g. Earth Day, World Wetlands Day).

There remains a need for sustained programming to keep the interest and to educate the public, particularly the young citizens on the value of the country's biodiversity (e.g. video footage of Saint Lucia's wildlife and ecosystems). This is an aspect of Saint Lucia's heritage that has received the least attention where video archiving projects are concerned. Some endemic species and their habitats have never been video recorded or in extreme cases, photographed for posterity. The fragility of a small island ecosystem makes the documenting of such unique species even more urgent. While there is interest in this sort of initiative, financial support is lacking. There is scope to foster greater private sector interest and participation in such enterprise.

5.2.7 Research and Monitoring

Limited human, technological and financial resources also impacts on the level of research and monitoring that can be conducted. The island ecosystems are fragile and vulnerable and are threatened by both anthropogenic and environmentally related factors (e.g. Climate change, IAS). In 1998, a baseline of the biodiversity resources of the island was published in the form of the Biodiversity Country Study Report (GOSL, 1998). However, monitoring is currently constrained due to resource limitations. It is crucial that such monitoring occurs to track changes and impacts of expected threats over time. There is also limited research institutional capacity as there are no local universities that cover these areas in Saint Lucia. This capacity exists with regional institutions such as the University of the West Indies, however, financial, technological and human resources limits the scope of their ability to conduct such research sustainably throughout the region. As noted at the consultations, stakeholders are keen to share information on biological resource conservation, and to learn data entry processes for monitoring biological resource conservation.

There is a need to foster the development of non governmental organizations and community based organizations in Saint Lucia. Unlike Europe and the USA, there is a gap in NGO involvement in MEAs in Saint Lucia, where MEAs are regarded as primarily a concern of GOSL. The Saint Lucia National Trust (SLNT) remains the most significant NGO with its role in natural resource management. The SLNT is partially financed by GOSL and has its supportive legal mandate enacted by parliament. Its involvement in any of the MEAs must be justified under its Act. SLNT does get involved in projects and it has the legislative basis and potential to support research and monitoring efforts relating to biodiversity MEAS like CITES and CBD.

6.0 CONCLUSIONS

The challenge for sustainable biodiversity resource management in Saint Lucia can then be summarised as the need:

- (1) to assess the actual and potential social and economic contribution of biodiversity in Saint Lucia to achieve its sustainable development;
- (2) for broad based intersectoral planning arrangements that include national sustainable biodiversity resource management systems in the context of sustainable development;
- (3) for governance arrangements that accommodate the participation of all stakeholders in the context of sustainable biodiversity resource management.

To address the pressing concerns related to biodiversity resource management, there is a need for these issues to be more deeply integrated into our developmental planning processes and the services accounted for meaningfully in national budget exercises. Traditional planning processes have remained typically in the domain of various ministries of finance and planning or their equivalent. If Saint Lucia is to achieve the CITES Strategic Vision and the CBD's Aichi Biodiversity Goals/ targets by 2020 this *status quo* can no longer remain. There is a need:

- a) for broader intersectoral linkages between the various national natural resource or biodiversity resource management agencies and non traditional partners for planning processes (e.g. CBOs, NGOs, tourism stakeholders, private sector companies, breweries, Ministries of finance, planning and trade).
- b) for government to recognise the underpinning role of biodiversity to the various sectors of the economy (e.g. tourism) and to develop policies that foster investment in sustainable biodiversity management thereby sustaining its array of services. There is a need for our various regional fora (e.g. CARICOM's COTED⁵⁶) and agencies to foster greater regional dialogue on the subject of biodiversity related issues and MEAs, particularly in the context of biotrade, biosafety and climate change.
- c) to foster policies that promote payments for environmental services (PES), thereby establishing direct economic value for forested hillsides or wetlands in the hands of private land owners and reducing the tendency to convert such ecosystems to other land uses.

⁵⁶ Caribbean Community's Council for Trade and Economic Development

Fundamentally, there is the need for a formal mechanism in place, either within or between ministries, to facilitate the regular exchange of information, coordinated planning, execution and reporting on progress in the implementation of the Rio Conventions like CBD and other related MEAs (e.g. CITES, Ramsar, WHC). It is acknowledged that effectively implementing these international agreements will ultimately contribute to Saint Lucia's pursuit of sustainable development. Noting that this is a small country with limited human, financial and technical resources, as such, any meaningful effort that can be made to build synergies on implementation of the MEAs is regarded as useful indeed.

During the period of research for this thesis, Saint Lucia's general elections were held in November 2011, which resulted in a change of government and the Saint Lucia Labour Party coming into office. This has impacted the institutional arrangements regarding the administration of MEAs with the formation of a new Ministry. The new Ministry of Sustainable Development, Energy, Science and Technology brought agencies which were once separated under the MALFF and MPD&E, together. This has resulted in the Department of Forestry, the Water Resources Agency and the Biodiversity Unit shifted away from MALFF and under the same Ministry with the Sustainable Development Division and the National Environmental Commission (NEC). The National Environmental Commission (NEC) launched officially in December 2007 is to perform an integral role in facilitating inter-agency collaboration and coordination. This is significant for the administration of all the MEAs including CITES and CBD. This is regarded as an opportunity for a policy environment focused on integrated development planning, promoting deeper synergies in implementation of MEAs and integration for the achievement of sustainable development in Saint Lucia.

Meetings are underway for formulating the national positions to be presented at the Rio+20 Conference on Sustainable Development to be held in June 2012, in Rio de Janeiro, Brazil. MEAs such as CITES and CBD are relevant to the discourse on the role of biodiversity in the Green Economy and the objective of poverty reduction particularly for vulnerable SIDS like Saint Lucia.

The study revealed Saint Lucia has made strides in its efforts to achieve the objectives of the CITES Strategic Vision (2008-2013) however it faces resource and institutional limitations that require greater support from the Convention to make implementation more effective. The study revealed that the challenges are not restricted only to CITES but that MEA administrators in the workshops and by questionnaire regarded them as pertinent to

most of the MEAs. There was clearly a gap in the effort underway in Saint Lucia to identify resources to meet the obligations for the Rio Conventions with access to GEF finances versus the other conventions of the BLG that do not have this recourse. The CBD is distinguished from the others in the BLG and its implementation in Saint Lucia is widely regarded as successful in its ability to influence the environmental policy landscape and achieve the objectives set out under the National Biodiversity Strategic Plan. There is hope in promoting synergies at the national level that emulate the efforts underway at the international level between the various MEAs (e.g. BLG). This should help promote more effective and efficient resource use in fulfilling MEA obligations and to achieve sustainable development in Saint Lucia.

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8.0 APPENDICES

Appendix (I)

Matrix for the review of implementation of the programme of work on island biodiversity for Saint Lucia⁵⁷

2020 Biodiversity Targets ("Aichi Biodiversity Targets") (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
Strategic goal A. Address the underlying causes of biodiversity loss by mainstreaming biodiversity across government and society	
<p>General awareness of biodiversity is achieved</p> <p>Target 1: By 2020, at the latest, all people are aware of the values of biodiversity and the steps they can take to conserve and use it sustainably.</p>	<p>A national environmental education policy and strategy that includes biodiversity has been drafted. There are plans to produce an environmental education manual to train persons, especially key public officers, in the integration of presentations. A Draft Biodiversity Education and Awareness Strategy and Action Plan has been produced.</p> <p>The Saint Lucia National Trust and the Forestry Department teamed up to take interested persons birdwatching to various areas where endemic, resident and migrant birds could be seen, in honor of World Environment Day 2011, that focused on the Forest.</p> <p>A Biodiversity Symposium was held in June 2010 to an audience of about sixty persons from every sector and walk of life, presented with different aspects of biodiversity by local experts. A biodiversity exposition was held at a public venue, displaying products made from biological resources by various resource users who were able to make money selling their wares that day. The display was similar to a street party and was held on a Boulevard Avenue, down town the city centre, for the general public, in October 2010, focusing on the theme "Biodiversity for poverty alleviation and development".</p> <p>With the ongoing IAS project, further work in this direction will be undertaken. A Carnival Band led by some of the foremost artists in the country will be featuring biodiversity conservation during the July</p>

⁵⁷ Condensed for examples. Full text of Matrix available for the review of implementation of the programme of work on island biodiversity. <http://www.cbd.int/islands/doc/idr/voluntary-reports/st-lucia-idr-voluntary-report-en.pdf>. Website consulted on 12 December, 2011.13:30.

<p>2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)</p>	<p>Progress/Obstacles</p>
	<p>2011 festivities, partly funded by the IAS Project. Costumes depicting the Pacific Lionfish were on display.</p> <p>The Saint Lucia Forestry Department undertook a successful Pride Campaign, on the Saint Lucia Iguana, with help from the RARE Centre for Tropical Conservation, to sensitise the public about the iguana’s plight.</p> <p>A Sustainable Seafood festival was held in August 2011 in the Fisheries Headquarters in the city. A Root crop festival highlighting the importance of root crops was held in May 2011. Financial resources need to be increased in this area especially from government funds.</p> <p>Biodiversity is slowly becoming accepted as a household word. Several Surveys (2003, 2008, 2010), have indicated that Saint Lucians have some understanding of biodiversity and its importance.</p>
<p>Biodiversity is mainstreamed into development strategies and plans</p> <p>Target 2: By 2020, at the latest, biodiversity values have been integrated into national and local development and poverty reduction strategies and planning processes and are being incorporated into national accounting, as appropriate, and reporting systems.</p>	<p>The vision plan of the country takes into consideration areas of important biological resources to be considered, when development plans are being pursued. However assistance is needed to help developers conserve the habitats of endangered species.</p> <p>The National Environmental Commission (NEC) launched officially in 2008 is to perform an integral role in facilitating inter-agency collaboration and coordination.</p> <p>The Second National Environment and Development Forum was held, courtesy of the NEC where the green economy was the main focus of discussion. This activity was done in honor of World Environment Day 2011. It sought to provide a forum for public and private sector agencies as well as civil society groups to examine the term “The Green Economy” (GE) within the national economy and to begin to develop a national position on GE and to commence the national process for preparing the Rio +20 UNCSD where nations will discuss the GE.</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>The Ministry of Finance will have to consider taking a new approach to undertaking national accounting that factors in biodiversity. It is hoped that with the new GEF project on sustainable financing for protected areas in which that ministry will be playing a key role, that it will begin to think out of its traditional modalities, as it has officers trained in green national accounting.</p> <p>Biodiversity has been included in poverty reduction strategies, tourism and physical planning processes especially with regard to legislation concerning EIAs. Environmental management Systems are practiced by the private sector and some entities in the agricultural sector and include Green Globe Certification, Fair Trade, GAP and LEAF and ISO 14000. The issue of coordination among agencies needs further work which it is hoped that the NEC will continue to provide. The process for the NEC needs to be strengthened.</p>
<p>Biodiversity incentives are used in policy (negative avoided, positive applied)</p> <p>Target 3: By 2020, at the latest, incentives, including subsidies, harmful to biodiversity are eliminated, phased out or reformed in order to minimize or avoid negative impacts, and positive incentives for the conservation and sustainable use of biodiversity are developed and applied, consistent and in harmony with the Convention and other relevant international obligations, taking into account national socio economic conditions.</p>	<p>Work still has to be undertaken with developers who are given incentives to build hotels, to do so in an environmentally sound manner, such that they protect the habitat of critically endangered species including coral reefs and that they also protect the Queen’s Chain. Assistance in that regarded is very much needed. Also farmers are being encouraged to develop good agricultural practices and banana producers under the Fair Trade banner are encouraged to be more biodiversity conservation minded as they cultivate their crop.</p>
<p>Sustainable (biodiversity-friendly) production and consumption are in place</p> <p>Target 4: By 2020, at the latest, Governments, business and stakeholders at all levels have taken steps to achieve or have implemented plans for sustainable production and consumption and have kept the impacts of use of natural resources well within safe ecological limits</p>	<p>Under the WINFRESH National Fair Trade program, farmers were encouraged to cultivate bananas in a biodiversity conservation manner where they were required to follow standards such as LEAF for their suppliers. With the disaster caused by Hurricane Tomas, this is currently at a standstill. Assistance is needed to help farmers recover from the impact of the hurricane and to return to their former conservation cultivation mode.</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>The Soufriere Marine Management Area encourages conservation of fish stocks. Pilot whaling is done on a sustainable basis in the country where no more than four whales are harvested in any one year. There are closed seasons for the lobster and sea egg harvesters during the breeding season of these species.</p>
<p align="center">Strategic Goal B: Reduce the direct pressures on biodiversity and promote sustainable use</p>	
<p>Rate of loss of all habitats are at least halved, fragmentation and degradation reduced</p> <p>Target 5: By 2020, the rate of loss of all natural habitats, including forests, is at least halved and where feasible brought close to zero, and degradation and fragmentation is significantly reduced</p>	<p>A biophysical resource inventory study carried out in 2009 and financed by the EU, indicated that the mesic forest outside the government forest reserve was under threat of rapid loss because of development pressures and that is where most of the critically endangered wildlife exist. A national Land Use Zoning plan is currently being developed under an ongoing Sustainable Land Management Project and that should help make this goal a reality. Funding is needed by the government to continue to acquire important private lands.</p> <p>Coral reefs and wetlands are under threat from developmental pressures. Coastal habitat mapping of the south west coast of the island was recently undertaken. Two RAMSAR sites have been declared on the island, Mankote and Savannes Bay.</p> <p>Hurricane Tomas occurring in October 2010 caused severe damage to the forest of the country. Work is in progress to reforest damaged areas. Financial assistance is needed further in this regard.</p>
<p>Fish, invertebrates and aquatic plants are sustainable harvested</p> <p>Target 6: By 2020 all fish and invertebrate stocks and aquatic plants are managed and harvested sustainably, legally and applying ecosystem based approaches, so that overfishing is avoided, recovery plans and measures are in place for all depleted species, fisheries have no significant adverse impacts on threatened species and vulnerable ecosystems and the impacts of fisheries on stocks, species and ecosystems are within safe ecological limits.</p>	<p>With the establishment of the Soufriere Marine Management Area, there has been seen a dramatic increase in fish stocks. This reserve modality is expected to be replicated around the island especially with the review of the System Plan of Protected Areas that now takes in seven areas to the original twenty seven. Open and closed seasons are in place for the sea turtles, sea eggs, lobsters to conserve the species and also the Queen Conch. Human and financial resources are limited. Legislation is in place to manage marine and aquatic species. The Diamond back Squid is currently being promoted as a source of protein. It is local</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>and plentiful and being pushed since it lives for one year. There is a ban on the harvesting of the local crayfish species.</p>
<p>Areas under agriculture, aquaculture and forestry are managed sustainably</p> <p>Target 7: By 2020 areas under agriculture, aquaculture and forestry are managed sustainably, ensuring conservation of biodiversity</p>	<p>With the institution of good agricultural practices such as EUREP-GAP, attempts are being made to manage agriculture sustainably. Forestry has always been approached from a conservation standpoint.</p>
<p>Pollution and eutrophication are contained and controlled</p> <p>Target 8: By 2020, pollution, including from excess nutrients, has been brought to levels that are not detrimental to ecosystem function and biodiversity.</p>	<p>Recreation Water Quality Standards have been developed, approved by the Cabinet of Ministers and are being implemented in the country on a voluntary basis. The North West Coastal Quality Project, “Mainstreaming Saint Lucia’s National Plan of Action through a North west Coast Water Quality Demonstration Project” is to improve recreational water quality in that area of the coast and to seek best practices for pollution discharge reduction. Funding is also needed to continue promoting education and public awareness.</p> <p>EIAs are undertaken in conjunction with referral agencies. However there is a limitation with regard to the enforcement and ongoing monitoring for compliance due to constraints in the human resource.</p> <p>The Integrated Watershed and Coastal Areas Management (IWCAM) Project produced policies on how work done on land can affect the marine environment. The project demonstrated constructed wetlands for sewage management that will hopefully be replicated in the country, pending funding availability.</p>
<p>Invasive alien species identified, priority species controlled/eradicated, pathways contained</p> <p>Target 9: By 2020, invasive alien species and pathways are identified and prioritized, priority species are controlled or eradicated, and measures are in place to manage pathways to prevent their introduction and establishment</p>	<p>Prevention is the most cost-effective management approach to invasive alien species (IAS). Thus, Saint Lucia’s priority is to intercept pathways of IAS introduction. Saint Lucia’s IAS pathways have been analyzed by Mathurin, G. (2010): Invasive Alien Species (IAS) Pathways: Saint Lucia. Consultancy reports under the project “Mitigating the Threats of Invasive Alien Species in the Insular Caribbean”, Project No. GFL / 2328 – 2713-4A86, GF-1030-09-03, pp. 40. This report will soon be uploaded on www.ciasnet.org</p> <p>A critical analysis of the current status quo</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>of IAS and their management in Saint Lucia was also prepared and up-loaded on the above-mentioned website: Krauss, U. (2010) Critical Situation Analysis (CSA) of Invasive Alien Species (IAS) Status and Management, Saint Lucia. Two IAS species originating from the pet trade were prioritized for GEF-funded pilot projects: The Indo-Pacific lionfish for capacity building on prevention and preparedness, and the alien invasive iguana for early detection and rapid response in an attempt to eradicate it.</p> <p>In parallel, the draft National IAS Strategy (2012-2021) is currently under review by the IAS Working Group for finalization and endorsement.</p>
<p>Pressure from ocean acidification and climate change on coral reefs and other vulnerable ecosystems minimized</p> <p>Target 10: By 2015, the multiple anthropogenic pressures on coral reefs, and other vulnerable ecosystems impacted by climate change or ocean acidification are minimized, so as to maintain their integrity and functioning</p>	<p>Coastal Zone Management Section in place in Sustainable Development and Environment Section of the Ministry of Planning. Section needs strengthening with more human power and resources. Coastal Zone Management Strategy and Action in place. Climate Change Adaptation Policy in place for country from 2003. Effective and active Coastal Zone Management Advisory Committee (CZMAC) existing, appointed by Cabinet. Many agencies represented in CZMAC are part of the National Climate Change Committee. Impacts of Climate Change on Coral reefs monitored by Fisheries Department and the Soufriere Marine Management Authority (SMMA). More financing and training needed in this area.</p>
<p align="center">Strategic goal C: To improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity</p>	
<p>17% terrestrial and 10% of coastal and marine areas are conserved in networks of protected areas</p> <p>Target 11: By 2020, at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscape and seascapes.</p>	<p>OECS-OPAAL Project produced review of System of Protected Areas, with representative ecosystems of the country produced by ecological gap analysis, with seven areas identified to be protected. Management plans of these areas have to be presented to the Cabinet of Ministers for their endorsement. Protected areas was 14.7% of total land area in 2003 (IUCN). Piton Management Area, World Heritage Site of outstanding natural beauty. Status obtained in 30th June 2004, inscribed in 14th February 2005 for terrestrial and coastal area. Pointe Sable area in the south</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>designated an environmental protected area by the Cabinet of Ministers. There are seven types of protected areas in Saint Lucia namely marine reserves, fisheries management areas, forest reserves, wildlife reserves, environmental protection areas and other areas including fishing priority areas.</p>
<p>Extinction of all threatened species is prevented, conservation status is improved</p> <p>Target 12: By 2020 the extinction of known threatened species has been prevented and their conservation status, particularly of those most in decline, has been improved and sustained.</p>	<p>Management Plans are in place and being implemented for the Saint Lucia Parrot, the Saint Lucia Iguana, the Saint Lucia Whiptail and the White Breasted Thrasher is monitored. Migrant species are monitored. However, there is limited human and financial resources.</p> <p>Restoration of traditional crops (mauby , latanye and fat poke plant species). Moratorium on hunting of wildlife. More research to be carried out on non timber forest products such as lianas-awali (<i>Clusia spp.</i>), Pomdelien (<i>Passiflora laurifolia</i>) used for the craft industry. Latanye (<i>Coccothrinax barbadensis</i>) and mauby species used in livelihoods brought back from brink of extinction. Again, the continuous availability of trained staff is a bottleneck in effective management of threatened species. Limited human and financial resources.</p>
<p>Breeds/varieties of cultivated animals and plants and their wild relatives are maintained, strategies for genetic erosion are in place</p> <p>Target 13: By 2020, the genetic diversity of cultivated plants and farmed and domesticated animals and of wild relatives, including other socio-economically as well as culturally valuable species, is maintained, and strategies have been developed and implemented for minimizing genetic erosion and safeguarding their genetic diversity.</p>	<p>A study has been carried out for crops and livestock on genetic diversity. The germ plasm of some species are maintained for crops of socio-economic importance including traditional crops e.g. bananas, latanye, mauby, root crops, yams, medicinal plants at the national herbarium and on some farmers’ holdings. Five traditional crops that are threatened are currently being surveyed by the Research Division of the Ministry of Agriculture. Biosafety implementation project to come on stream soon. Draft biosafety framework developed. Biosafety very low on country’s agenda. Limited human and financial resources.</p>
<p align="center">Strategic goal D: Enhance the benefits to all from biodiversity and ecosystem services</p>	
<p>Ecosystems that provide water, health, livelihoods and well-being are restored and safeguarded</p>	<p>A Water Sector Policy was adopted by the government in 2004. Legislation has also been passed for water resources management. A water resources</p>

<p align="center">2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)</p>	<p align="center">Progress/Obstacles</p>
<p>Target 14: By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable.</p>	<p>management agency has been recently established. It needs to be strengthened with technical and financial resources. The forest policy has been drafted and forest legislation amended. New forest legislation to be passed. Help needed in this regard. Increase in forest reserves to improve ecosystem services of forests. The capacity of wetlands and the dry forests ecosystem to deliver goods and services is under threat. Cultivation and sale of traditional food crops increasing. Back yard gardening activity aggressively promoted by ministry and through competitions. Jardin Kweyol promoted by Folk Research Centre.</p> <p>Study done on extraction of incense from Protium attenuatum (l’encens) trees in the country. Research currently in progress on extraction of incense without killing the tree. Recommendations of study needs financing to be rolled out. Help is needed in exploiting sustainably some of the biological resources of the island.</p>
<p>Ecosystem resilience and carbon stocks from biodiversity are enhanced, at least 15% of degraded ecosystems are restored, promoting joint implementation of Rio Conventions</p> <p>Target 15: By 2020, ecosystem resilience and the contribution of biodiversity to carbon stocks has been enhanced, through conservation and restoration, including restoration of at least 15 per cent of degraded ecosystems, thereby contributing to climate change mitigation and adaptation and to combating desertification.</p>	<p>Saint Lucia has done studies on REDD Plus for its forest sector, under its forest management project funded by the EU. The study has been considered as a model for small island developing states. Technical and financial assistance and training needed for further development in this regard.</p>
<p>Nagoya protocol on ABS is in force and operational</p> <p>Target 16: By 2015, the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization is in force and operational, consistent with national legislation.</p>	<p>ABS clauses in place in draft biodiversity conservation and sustainable use bill. To be fine tuned to take into consideration specifics of Nagoya Protocol. Technical and financial assistance is required in this regard. Agreements drafted by the departments of forestry and fisheries implemented with researchers to get access to country’s biological resources. For example, breeding loan agreement program with the Jersey Zoo and research into any fishery resource. Draft regulations for biodiversity legislation</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	<p>developed. Saint Lucia represents the Caribbean on Bureau of Intergovernmental Committee for Nagoya Protocol since June 2011. Country and region to be mobilised to understand significance of ABS for national socio-economic development. Help to be obtained from Japan fund in this regard.</p>
<p align="center">Strategic Goal E: Enhance Implementation through participatory planning, knowledge management and capacity building</p>	
<p>All Parties have an effective and updated NBSAP produced in a participatory manner</p> <p>Target 17: By 2015 each Party has developed, adopted as a policy instrument, and has commenced implementing an effective, participatory and updated national biodiversity strategy and action plan.</p>	<p>First NBSAP done through island-wide consultation in 2000, almost completely implemented. Second NBSAP drafted in 2008, after island wide consultations with funding from EU, to be fine tuned to take into consideration AICHI Targets, Nagoya Protocol on Access and Benefit Sharing and Nagoya Liability and Redress protocol specifics. Funding from GEF to help undertake this exercise.</p>
<p>Traditional knowledge, innovations and practices of ILC, customary use, are respected and integrated into the Convention, ILCs participate at all relevant levels</p> <p>Target 18: By 2020, the traditional knowledge, innovations and practices of indigenous and local communities relevant for the conservation and sustainable use of biodiversity, and their customary use of biological resources, are respected, subject to national legislation and relevant international obligations, and fully integrated and reflected in the implementation of the Convention with the full and effective participation of indigenous and local communities, at all relevant levels</p>	<p>Local communities represented at expert meetings of the CBD. Active Folk Research Centre activities keeping traditional knowledge of country alive, including biodiversity related traditional knowledge. Jounen Kweyol celebrations held every year around October where these traditions are celebrated. Forestry Department working with Latanye Broom producers to keep broom making tradition alive and with mauby producers to sustain mauby as a refreshing and medicinal beverage. Non timber forest products and craft industries encouraged with traditional knowledge roots.</p> <p>Traditional pilot whale harvesters, conch harvesters, sea turtle and sea urchin harvesters managed and assisted by Fisheries Department. Draft biodiversity legislation takes into account access and benefit sharing (ABS) and to be fine tuned to include Nagoya Protocol on ABS.</p>
<p>Biodiversity science and technology are improved, shared and applied</p> <p>Target 19: By 2020, knowledge, the science base and technologies relating to biodiversity, its values, functioning, status and trends, and the consequences of its loss, are improved, widely shared and transferred, and applied.</p>	<p>Technology transfer has occurred through training of various personnel including production of Fishing Aggregate Devices (FADS) for fisheries personnel, resource monitoring and assessment methods, wildlife management technology, coastal habitat mapping, ecological gap analysis for protected areas, sustainable harvesting techniques, wildfire management techniques; disaster management/ hazard mapping, geo-engineering for watershed conservation, constructed wetlands for</p>

2020 Biodiversity Targets (“Aichi Biodiversity Targets”) (Text in bold above target is a synopsis of the target, for easy reference)	Progress/Obstacles
	sewage treatment. A Biodiversity Resource Centre is to be developed at the Saint Augustine Campus of the University of the West Indies to meet the needs of the Caribbean islands. Funding will be further needed in this regard. Funding for south-south cooperation should be provided. Intellectual property rights should be activated in the country to help the more efficient sharing of science and technology.
<p>A substantive increase in financial resources invested in biodiversity is achieved</p> <p>Target 20: By 2020, at the latest, the mobilization of financial resources for effectively implementing the Strategic Plan 2011-2020 from all sources and in accordance with the consolidated and agreed process in the Strategy for Resource Mobilization should increase substantially from the current levels. This target will be subject to changes contingent to resources needs assessments to be developed and reported by Parties.</p>	<p>Government has committed monies to biodiversity as biodiversity coordinator and secretary are being paid by government. A project called Managing Biological Resources was paid for completely by local funds. More monies need to be committed to biodiversity as biodiversity needs to be made an official unit or section. Funding from GEF, USAID, CIDA, OAS, and EU also assisted development of biodiversity activities and management practices on the island. Mechanisms of financing biodiversity management in country need to be made sustainable. Help needed in this regard.</p>

APPENDIX (II)

List of participants for the capacity building workshop on multilateral environmental agreements organized under the Special Programme on Adaptation to Climate Change (SPACC) project. Palm Haven Hotel, 28th July 2011.

No.	NAME	INSTITUTION
1	Christy Clery	Ministry of Agriculture (MALFF, Engineering)
2	Kasha Jn Baptiste	Sustainable Development
3	Annette Augustin	Sustainable Development
4	Esther Lucien-Stephen	Sustainable Development
5	Ulrike Krauss	MALFF
6	David Lewis	Forestry Department
7	Anita James	Biodiversity Unit
8	Adams Toussaint	Forestry Department
9	Lyndon John	Forestry Department
10	Lavern Walker	Sustainable Development
11	Luvette Louisy	Agrico Ltd
12	Laurence Jn Pierre	Folk Research Centre
13	Tanzia Toussaint	Ministry of Social Transformation
14	Alma Jean	Sustainable Development
15	Derrick Oderson	CCCCC, Belize
16	Michel Andrew	Water Resources Management Unit

APPENDIX (III)

SURVEY OF MULTILATERAL ENVIRONMENT AGREEMENTS IMPLEMENTATION SAINT LUCIA

Date: _____ No. _____
Method of enumeration: _____
Telephone () _____ E-mail () _____ In person () _____

ASSESSMENT OF ADMINISTRATIVE CHALLENGES RELATED TO THE IMPLEMENTATION OF BIODIVERSITY MULTILATERAL ENVIRONMENTAL AGREEMENTS (MEAs) AND INTERNATIONAL CONSERVATION INITIATIVES (ICIs)

Name: _____ Position: _____

Agency/Institution: _____

1. Is your agency/institution involved in the implementation of any of these related MEAs and ICIs: (tick as many as apply)

a. Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES)?
yes () no () no, but should () don't know ()

b. Convention on Biological Diversity (CBD)?
yes () no () no, but should () don't know ()

CBD protocols: Cartagena Protocol on Biosafety ?
yes () no () no, but should () don't know ()

CBD protocols: Nagoya Protocol on Access and Benefit Sharing?
yes () no () no, but should () don't know ()

CBD protocols: Kuala Lumpur Protocol on Liability and Redress for Biosafety ?
yes () no () no, but should () don't know ()

c. Ramsar Convention on Wetlands?
yes () no () no, but should () don't know ()

d. OECS St. Georges Declaration?
yes () no () no, but should () don't know ()

e. Programme of Action for the Sustainable Development of Small Island Developing States?
yes () no () no, but should () don't know ()

f. United Nations Convention on the Law of the Sea (UNCLOS)?
yes () no () no, but should () don't know ()

g. UNESCO Convention concerning the Protection of the World Cultural and Natural heritage
yes () no () no, but should () don't know ()

h. United Nations Framework Convention on Climate Change?
yes () no () no, but should () don't know ()

i. United Nations Convention to Combat Desertification (UNCCD)?

- yes () no () no, but should () don't know ()
- j. Millennium Development Goals?
yes () no () no, but should () don't know ()
- k. Agenda 21?
yes () no () no, but should () don't know ()
- l. Caribbean Environment Programme / SPAW Protocol?
yes () no () no, but should () don't know ()
- m. Caribbean Environment Programme / Land Based Sources of Pollution (LBS) Protocol?
yes () no () no, but should () don't know ()
- n. Caribbean Environment Programme / Oil Spills Protocol?
yes () no () no, but should () don't know ()
- o. Vienna Convention for Protection of Ozone Layer & Montreal Protocol on Ozone Depleting Substances
yes () no () no, but should () don't know ()
- p. Stockholm Convention
yes () no () no, but should () don't know ()
- q. International Plant Protection Convention (IPPC)?
yes () no () no, but should () don't know ()
- r. The World Trade Organization (WTO) Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement)?
yes () no () no, but should () don't know ()
- s. United Nations Forum on Forests
yes () no () no, but should () don't know ()
- t. Western Hemisphere Migratory Species Initiative (WHMSI)?
yes () no () no, but should () don't know ()
- u. Convention on the Prevention of Marine Pollution by Dumping of Wastes & Other Matter
yes () no () no, but should () don't know ()
- v. The Wider Caribbean Sea Turtle Conservation Network (WIDECAS)?
yes () no () no, but should () don't know ()
- w. International Convention for the Prevention of Pollution from Ships (MARPOL)?
yes () no () no, but should () don't know ()

2. If your response was "yes" to any of the MEAs or international conservation initiatives listed in question #1, what challenges do you face that limit your ability to implement? Please rank your responses to the options below accordingly from 0=irrelevant, 1= minor importance, 2=important, 3=very important

- i) None ()
ii) Inadequate national funding mechanism ()
iii) Inadequate international funding mechanism ()

- iv) Inadequate communication ()
 - a. Within agency/institution ()
 - b. Between agencies/institutions ()
- v) Political interference ()
- vi) Lack of political will ()
- vii) Inadequate manpower ()
- viii) Provisions in MEAs too stringent()
- ix) Inadequate expertise ()
- x) Inadequate office facilities ()
- xi) Inadequate information management ()
- xii) No follow through on recommendations ()
- xiii) Inadequate legislation/regulations ()
- xiv) Inadequate enforcement of legislation/regulations ()
- xv) Inadequate availability of legal drafting expertise ()
- xvi) Inadequate knowledge of MEA requirements ()
- xvii) Inadequate public consultation ()
- xviii) Inadequate public knowledge/education ()
- xix) Outdated resource management policies and philosophies of agency/institution ()
- xx) Other(s) :

3. Generally, are you satisfied as to your ability to implement MEAs?

Satisfied () Reasonably satisfied () Reasonably dissatisfied () Dissatisfied ()

4. What do you recommend to improve implementation?

LEGISLATION AND INSTITUTIONAL ARRANGEMENTS

Which of the above MEAs for which you are responsible have been incorporated into National Law?

For those which have not been incorporated into law, please answer the following questions.

- Does local (national) legislation adequately cover the policy based needs of the objectives of the MEA so that specific national legislation is not required?
 yes () no () no, but should () don't know ()
- Is MEA legislation a priority?
 yes () no () no, but should () don't know ()

Are provisions in MEAs too stringent? yes () no () don't know ()

- Does legal system in country facilitate MEA incorporation easily?
yes () no () no, but should () don't know ()
- What institutional structure/modality exists at National level for the implementation of MEAs? Explain with reference to the specific MEAs for which your agency has responsibility. _____

- How would you rate the existing institutional mechanism (s) for MEA implementation in Saint Lucia?
Very adequate () Adequate () Not so adequate ()

- Does the current institutional mechanism for MEA implementation make specific allowance for the direct and active participation of major groups (e.g. civil society, private sector, academic, etc.?)
yes () no () no, but should () don't know ()

- Does Saint Lucia participate in any regional mechanisms designed to support MEA implementation generally
yes () no () no, but should () don't know ()

- If no, do you support such a common regional mechanism for MEAs so as to enable more effective implementation?
- If yes, which regional mechanisms are you aware of?

Any Other Comments

Thank you for taking the time to participate in this survey.

Appendix (IV)

LIST OF PARTICIPANTS – IWMC Caribbean Workshop

The Impact of CITES Decisions on the Conservation of Marine Species and Safeguard of Livelihoods (9-11 January, 2012, City View Hotel, St. John's, Antigua & Barbuda

Antigua & Barbuda: Anthony Liverpool
Melesha Banhan
Delamine Andrew
Tricia Lovell
Janil Gore-Francis

Bahamas: Edison Deleveaux
Maurice Isaacs

Belize: James Azueta
Leon Westby

Dominica: Lloyd Gabriel Pascal

Grenada: Justin Andy Rennie
Aden Michael Forteau

Guyana: Phillip Nessie Bryan Da Silva

Jamaica: Philip Cross

St. Kitts and Nevis: Marc Williams
Thomas Jackson

St. Lucia: Cecil Lyndon John

Suriname: Legisoh Raven Kartoikromo
Anand Chotkan

Trinidad Tobago: Romano Macfarlane
Sarah Sooknanan

IWMC TEAM MEMBERS

Mr. Jaques Berney <iwmch@bluewin.ch>
Mr. Jay Hastings <hastingsjd@aol.com>
Mr. Yvan Lafleur <yvanlafleur@hotmail.com>
Mr. Eugene Lapointe <iwmc@iwmc.org>

APPENDIX (V)

**CONVENTION ON THE INTERNATIONAL TRADE IN ENDANGERED SPECIES OF WILD FLORA AND FAUNA (CITES)
OUTSTANDING REPORTS FOR ST LUCIA (2000-2011)**

(Sample of outstanding floral imports)

Imports

Appendix	Species	Description	Quantity	Country Of Export Or Re-Export	Number Of Export Permit Or Re-Export Certificate	Country Of Origin Of Re-Export	Country of Destination ⁵⁸	Purpose	Source	Remarks
	FLORA									
II-A	<i>Phalaenopsis yukidian</i>	Live (plant)	480(no.)	TW	FTS598W0064711			T	II-A	2009/09/11
II-A	<i>Phalaenopsis KV Beauty</i>	Live (plant)	480 (no.)	TW	FTS598W0064711			T	II-A	2009/09/11
II-A	<i>Orchidaceae hybrid</i>	Live (plant)	60 (no)	USA	07US164844/9			T	II-A	2007/11/28
II-A	<i>Dendrobium hybrids</i>	Live (plant)	1208 (no)	Thailand	DE 2500			T	II-A	2007/10/26
II-A	<i>Rhyncostylis retusa</i>	Live (plant)	5(no)	Thailand	BE0645			T	II-A	2006/04/24
II-A	<i>Ascocentrum miniatum</i>	Live (plant)	5(no)	Thailand	BE0645			T	II-A	2006/04/24
II-A	<i>Orchid hybrid</i>	Live (plant)	30(no)	USA	03US002040/9			T	II-A	2003/03/unknown
II-A	<i>Orchid hybrid</i>	Live (plant)	75(no)	USA	03US002040/9			T	II-A	2003/06/unknown
II-A	<i>Phalaenopsis hybrids</i>	Live (plant)	44,000 (no)	Thailand	1350		USA	T	II-A	2000/05/23

⁵⁸ Additional column

