

**Grenada Protected Area
System Plan
Part 1**

**Identification and Designation
Of Protected Areas**

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July 2009**

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This System Plan was prepared for the Environment and Sustainable Development Unit (ESDU) of the Organization of Eastern Caribbean States (OECS) under OECS Contract No. 08.21/OPAAL-WB, and is part of the third component of the OECS Protected Areas and Associated Livelihoods (OPAAL) Project-Preparation of the System Plan for Protected Areas for Grenada.

The preparation of this plan is funded by the Global Environment Facility (GEF), through the World Bank and the Fonds Français pour l'Environnement Mondial (FFEM). The views expressed herein are those of the author and do not necessarily reflect the views of the donor agencies supporting the activity or of the OECS Secretariat.



The World Bank



Organization of Eastern Caribbean States



ACKNOWLEDGEMENTS

Although this plan is the written work of the author, in reality it is the collective work of many people. In Grenada, Permanent Secretary Gemma Bain-Thomas of the Ministry of Agriculture, Lands, Forestry, Fisheries, Public Utilities and Energy (Ministry of Agriculture) and Permanent Secretary Bernadette Sylvester of the Ministry of Carriacou and Petite Martique Affairs were very supportive of the project and, readily, made available Ministry resources. In particular, Acting Chief of Forestry Aden Forteau, Forest Conservation Officer and OPAAL National Project Coordinator Anthony Jeremiah and Marine Protected Area Officer Roland Baldeo were very generous with their time and counsel.

Support was also forthcoming from other members of the Department of Forestry and National Parks and the Fisheries Division as well as the Ministry's of Tourism and Works and Environment. Non-government agencies including the Grenada Board of Tourism, the Grenada Ports Authority, the Grenada Community Development Agency, RARE, People in Action, St. George's University, the Grenadines Sustainability Project, the communities of Gouavye, Sauteurs, Carriacou, and Grenville and private companies including Dive Grenada, Levera Resort Development Ltd. and Huggin's Tours Inc. as well as numerous individuals contributed their time and knowledge to shape the plan. In particular, I wish to thank Bonnie Rusk, whose work on the Grenada Dove, Grenada's national bird and one of the world's critically endangered species, epitomizes the reason and need for protected areas, and Richard Huber and George Vincent whose work in 1988 set the stage for this planning process.

Of special note is the contribution made by The Nature Conservancy to protected area system planning in Grenada and the Caribbean. Grenada's partnership with this dynamic non-government organization has led to the identification of science-based areas of interest and decisions meant to support Grenada's international commitments to the conservation of biological diversity. Shawn Margles provided the analysis of the conservation values of the existing and potential protected areas and Ruth Blyther provided leadership in the sustainable financing and capacity needs. SmartMap Services of Vancouver provided the mapping.

In Saint Lucia, Mr. Keith Nichols, Head of the ESDU of the OECS and Sarah George, Program Officer in the Unit, were most helpful in initiating and reviewing the project at critical stages.

As with any plan, this plan is a continuation and, as more knowledge comes available about the incredible natural and cultural resources of Grenada, this plan will be modified to reflect that knowledge. It is my hope that this plan directly serves the needs of the Government and people of Grenada and indirectly others, globally, who care about protected areas and people's livelihoods in the Caribbean and the relationship between the two.

Grenada is richly endowed with natural and cultural resources that are recognized with pride by all Grenadians. From the elfin forest to the mangroves to the coral reefs, from waterfalls to heritage sites that reflect our culture through time, Grenadians have embraced these resources and shared them with our visitors. Their protection for today and tomorrow is a national goal and an international commitment.

Completion of Grenada's protected area system plan will be a cooperative effort between the Government of Grenada, non-government organizations both home and abroad and, most importantly, Grenadians. The implementation of the plan will require consensus and determination and the recognition of the important contribution that protected areas make to the quality of the environment and the quality of our lives.

Minister's Message

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1 INTRODUCTION

1.1 Purpose and Scope of Plan

Situated at a latitude of 12 degrees North in the Caribbean Sea, Grenada, Figure 1, has long been recognized for its natural beauty and cultural diversity. Including Carriacou and Petite Martinique and islands between, Grenada covers some 34,000 hectares of volcanic mountain tops at the southern end of the Lesser Antilles and is naturally diverse; on land, home to over 450 species of plants, 150 species of birds, 24 of which only breed in Grenada, 4 species of native terrestrial mammals and an unknown number of insects. There are 17 species of freshwater fish. In the sea, some 150 species of fish as well as reptiles, invertebrates and plants call Grenada's territorial waters home. Some 37 species, including the New Grenada Sea Catfish, are included on the International Union for Nature (IUCN) red list for endangered species and one, the Grenada dove, is found nowhere else in the world and is classified as critically endangered. Hurricanes have a profound effect on many species and their habitats.

Over 90,000 people also call Grenada their home and they too have a diverse background and heritage.

Recognizing the significance of their natural and cultural diversity and the vulnerability of their ecological, social and economic values from world events and natural disasters, Grenada, at the 2006, 8th Meeting of the Conference of Parties to the Convention on Biological Diversity (COP 8) pledged, the Grenada Declaration, to effectively conserve¹ at least 25% of its near shore marine area and at least 25% of its terrestrial area by 2020 as a means to contribute to the sustainable livelihoods for its people and to contribute to protection of the world's biodiversity.

This commitment, though recently announced, is not new to Grenada: it began over 100 years ago when the Government of Grenada formally recognized the vital importance of protecting its forested lands in the Central Mountains and established, by the *Grand Etang Forest Reserve Act*, some 1700 hectares as the Grand Etang Forest Reserve. In an effort to coordinate with other land use demands and to ensure a comprehensive and inclusive program to nominate, evaluate, designate and formally review protected areas, Grenada has twice embarked, once in 1988 and now, on the preparation of a system plan for protected areas.

This system plan for protected areas is composed of two parts: the identification of sites that Government should consider for designation as protected areas (Part 1) and a separate, companion document, that outlines ways and means to manage and administer the sites designated (Part 2).

¹ This plan interprets *effective conservation* to mean designation of protected areas using the IUCN definition of a protected area, "a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values" (Dudley, 2008).



Datum: NAD83
 Projection: North American Lambert Conformal



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Consultant: Mel Turner	Project No.: GND-02	Title: Figure 1 Location Map	
Drawn By: SMART MAP	Date: March 2009	Scale: 1:65,000	Client: Government of Grenada

The purpose of this part of the plan, Part 1, is to confirm Grenada's existing protected areas and identify nationally-significant marine and terrestrial environments that meet the criteria as potential protected areas and could be designated, in a phased approach, as protected areas by 2020.

1.2 International Commitments and Existing National Plans

The development of a system plan of protected areas is a product of a series of national plans and commitments made as part of international conventions. In 1994, Grenada implemented its *National Environmental Action Plan* and ratified the Convention On Biological Diversity that committed signatories to study their diverse natural resources and develop programs and initiatives to conserve them including preserving terrestrial and marine habitats, to develop a national biodiversity strategy and to establish protected areas. This commitment led to the *Biodiversity Strategy and Action Plan* in 2000. During the preparation of that plan, Grenada prepared a *Tourism Master Plan* in 1997 and developed a forest policy that emphasized conservation² over harvesting. Concurrently in 2000, Grenada also committed to the St. George's Declaration of Principles for Environmental Sustainability, which led to the 2005 *National Environmental Policy and Management Strategy*.

All of these national plans addressed the need to further Grenada's protected area system through the establishment of additional areas and strengthening the legal and institutional support mechanisms to manage the system.

Twenty years ago, in 1988, the Government of Grenada formally recognized the need to establish a system of protected areas and invited technical assistance from the Organization of American States (OAS) to conduct a review of its protected area policies and an inventory of potential protected area sites. Based on an assessment and evaluation of the degree of representation of Grenada's natural and cultural resources including geomorphology, geologic history, natural vegetation, wildlife and human history and marine resources, the resultant comprehensive draft system plan and policy recommended 27 sites on Grenada and 16 sites on Carriacou for designation in a combination of national parks, protected seascapes, natural and cultural landmarks and multiple use areas in keeping with the IUCN protected area categories. In total, the area proposed for terrestrial representation and protection, including the established Grand Etang Forest Reserve, was 13% of the country. Although the plan remained a draft, it has been used as a guide for the last two decades to further Grenada's protected area initiatives, including site designation and legislation.

In 1996, the Caribbean Environmental Program (Technical Report No. 36) reviewed the 1988 OAS draft plan and made observations on the status and progress achieved on implementing the draft.

This system plan builds on the 1988 OAS system plan, the 1996 review, the recommendations of the series of associated national plans and policies and the COP 8 Grenada Declaration. If the

² The 2005 *National Environmental Policy and Management Strategy* defines conservation as “ the preservation and renewal, when possible, of natural resources; the use, protection and improvement of natural resources according to principles that will ensure optimal economic or social benefit on a sustainable basis”.

Grenada Declaration is achieved, Grenada would rank in the top eight countries in the world in protected area percentage-designation of its marine environment and in the top 20 of the world for percentage designation of its terrestrial area. In the Caribbean region, only Belize would have a greater percentage.

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2 BACKGROUND

2.1 Assessment and Analysis of Natural and Cultural Heritage

As with most small-island developing states, and many continental countries considered developed, Grenada has made modest gains in protecting and managing its nationally-significant natural and cultural resources. Although only five terrestrial protected areas have been established, they cover over 2200 hectares of Grenada's landscape and protect high elevation forest environments, critical Grenada dove habitat and Amerindian cultural resources. In the marine environment, some 500 hectares have been established in two marine protected areas, protecting coral reefs, beaches and recreation and tourism opportunities including yacht mooring, swimming and diving.

The Amerindian site at Pearls has been established as a protected area and several colonial sites, including Fort Frederick are being managed as cultural heritage sites. Some undesignated sites, such as Grand Bay on Carriacou and the three forts around St. George's, have potential for designation as World Heritage Sites.

Most important though, Grenada has developed the tools, including marine and terrestrial protected area legislation, made the commitments to international agreements and prepared studies and supporting documents on its natural and cultural heritage to position itself to act to designate and manage natural and cultural sites.

The 1988 *Plan and Policy for a System of National Parks and Protected Areas* (OAS system plan) and the 2000 *Biodiversity Strategy and Action Plan* both provide a fairly complete analysis and assessment of nationally-significant natural features including geology, vegetation, wildlife, fisheries and marine and coastal habitats as well as tourism. The plans note that some degradation of the natural environment is necessary for human survival and comfort but much can be controlled or avoided.

Although some species have become extinct, including the Grenada parrot and the Agouti, for the most part, the condition of the natural environment is such that viable areas can still represent defined ecosystems, protect defined species and their habitats and provide an opportunity to re-introduce native species if the tools available to Grenada are used and the actions they afford are implemented.

Culturally, the OAS system plan and the 1997 *Tourism Master Plan* provide an assessment of Grenada's cultural heritage and, to a lesser extent, its recreation resources.

2.2 Existing Protected Areas and Associated Plans

Although initiated in 1906 with the establishment of the Grand Etang Forest Reserve, Grenada currently has only seven protected areas designated by legislation:

- Grand Etang Forest Reserve
- Annandale Forest Reserve
- High North Forest Reserve
- Perseverance Protected Area

- Woburn/Clarks Court Bay Marine Protected Area
- Moliniere/Beausejour Marine Protected Area
- Unspecified Crown lands at Pearls are designated as a protected area

In 1996, Mt. Hartman was established as a national park and protected area, along with the Perseverance Protected Area, to protect the habitat of the Grenada dove. More recently, the Mt. Hartman National Park and Protected Area was cancelled with the intention to reconfigure the protected area boundaries to accommodate resort development. The protected area has yet to be re-established.

A Cabinet Conclusion was reached to establish Richmond Hill, Grand Bras, Mt. Gazo and Mt. Moritz as forest reserves and Lagoon Road as a park but these areas have yet to be gazetted. Mt. St. Catherine was also the subject of a Cabinet submission but more work needs to be done on land status and negotiation.

In 2001, Grenada established two marine protected areas under the *Fisheries Act*: Woburn/Clarks Court Bay and Moliniere/Beausejour. Sandy Island/Oyster Bay Marine Protected Area on Carriacou has been recently approved by Cabinet and is also expected to be established shortly.

In 2006, Annandale Forest Reserve was established. Previously, 99 years earlier, High North on Carriacou was established as a Forest Reserve. Under the *National Heritage Protection Act*, unspecified Crown land at Pearls was established as a protected area for Amerindian artefacts.

In total, the existing designated sites account for over 6% of the terrestrial environment and some 2% of the near-shore marine environment.

A management plan was approved in 2007 for Grand Etang/Annandale Forest Reserves (Turner, 2007) and draft plans have been prepared for Mt. Hartman National Park and Protected Area and Perseverance Protected Area (Jackson, 1998). No management plans have been prepared for the High North Forest Reserve or the Woburn/Clarks Court Bay and Moliniere/Beausejour Marine Protected Areas although zoning has occurred in the marine protected areas as part of their establishment. A management plan was prepared for the proposed Sandy Island/Oyster Bay Marine Protected Area in 2007.

2.3 Representativeness of Existing System

2.3.1 Biodiversity

Both the 1988 OAS system plan, and to a lesser extent the 1997 tourism plan, reviewed the existing system of marine and terrestrial protected areas and addressed the representativeness of the system to the natural environment including geology, geomorphology, flora and fauna as well as coastal and marine resources.

A more complete analysis, focusing on biodiversity as represented by terrestrial vegetation types, near-shore marine environments, freshwater systems and significant habitats, was conducted by The Nature Conservancy in association with a series of protected areas management strategy workshops in 2006 and 2009. Of the 26 environments studied, only three terrestrial environments (cloud forest, transitional cloud forest and evergreen forest) met the intent of the Grenada Declaration. Representation of the other environments was very limited.

As with many protected areas in the world, higher elevations and their habitats are well represented.

Table 1 shows the relative representation of terrestrial and near-shore marine environments and conservation targets in existing protected areas. Figure 2 shows the geographical representation of these environments in Grenada.

Table 1 Representation of Terrestrial and Near-shore Marine Environments in Protected Areas

Terrestrial Environments	% Representation
Transitional Cloud Forest	66
Cloud Forest	27
Evergreen Forest	25
Emergent Wetlands	20
Grenada dove habitat	11
Dry Deciduous Forest	2
Semideciduous Forest	2
Drought Deciduous Forest	1
Mixed Wood agriculture	1
Streams	5
Rivers	1
Fresh Water bodies	1
Marine Environment	%
Seagrass	10
Intertidal reef flat	5
Rocky shore	4
White sand beach	2
Shelf structure	2
Mangroves	1
Reef flat	1
Fore reef	1
Leatherback nesting site	0
Hawksbill nesting site	0
Black sand beach	0

Lagoonal habitat	0
Shallow terrace	0
Shoal	0

FIGURE 2

FROM TNC

2.3.2 Heritage

Although richly endowed with Amerindian and post-contact cultural and heritage resources, only the unspecified Crown land at Pearls has been formally designated as a protected area and management of the undesigned sites has been inconsistent due to lack of resources. These sites not only have national and international significance, they offer the best opportunity to showcase and interpret Grenadian history.

Despite lack of formal designation, the Ministry of Tourism currently provides management services to the colonial heritage resources captured by Fort Frederick, Fort George and Fort Matthew. In addition, existing protected areas include heritage resources such as Fedon's Camp in Grand Etang Forest Reserve and the colonial estate that makes up part of the Annandale Forest Reserve.

2.3.2 Recreation and Tourism

Although recreation and tourism opportunities are found in the existing marine and terrestrial protected areas, none of the areas were designated with the protection of those opportunities as the main reason. Nor have the protection of recreation and tourism opportunities been addressed to the extent that biodiversity and heritage opportunities have enjoyed.

The 1997 *Tourism Master Plan* recognized the importance of beach, marine and natural/cultural heritage tourism to a national tourism strategy and the need for government to create terrestrial and marine national parks and protected areas and to develop associated recreation facilities to ensure that tourism development was consistent with the protection and conservation of Grenada's natural and cultural resources.

In addition, recreation opportunity for Grenadians is an inherent right. For centuries, successive populations have gone to beaches, rivers, mountains and hot springs seeking recreation and inspiration. More recently, and on occasion, development has presented restrictions to traditional recreation access. This inherent right needs to be protected so that it is always enjoyed. Currently, there are a number of sites that provide modest recreation opportunities for Grenadians including Concord Falls, Bathway, Grand Anse, Lagoon Park and the Botanical Gardens, River Sallee and Lake Antoine but no comprehensive plan has been initiated that protects these opportunities for future generations.

Within the existing terrestrial protected areas, hiking, picnicking, nature interpretation and hunting opportunities exist in Grand Etang, Annandale and High North Forest Reserves. Perseverance Protected Area provides opportunities for nature interpretation

and the currently-undesignated Mt. Hartman has a visitor centre. Overall, recreation facility development has been limited although the approved Grand Etang/Annandale Forest Reserve management plan identifies a number of developments.

Within the two existing marine reserves, areas have been zoned for mooring and initiatives are underway to prepare management plans and provide facilities that will address recreation and tourism opportunities including diving and beach use as has already occurred in the management plan for the proposed Sandy Island/Oyster Bay Marine Protected Area. Excellent diving opportunities exist in Moliniere/Beausejour Marine Protected Area including viewing underwater sculptures.

In addition to the three Forts, the Ministry of Tourism manages 10 sites that provide primarily tourism and recreation opportunities, including Lagoon Road and Annandale Falls. The Grenada Board of Tourism, with administrative and financial support from the government, provide management services at Grand Anse and Morne Rouge. As noted, none of these sites is formally designated as a protected area.

2.4 Existing Legislation and Designation Categories

World-wide, protected areas are commonly categorized by a country's legislation. The IUCN has identified six categories of protected areas ranging from strict preservation to protecting ecosystems and using natural resources in a sustainable manner. These categories are intended to give, globally, consistent direction and criteria to management of protected areas.

In Grenada, terrestrial and/or marine protected areas, including designation as national park, protected area, marine reserve (protected area), heritage conservation area and forest reserve, are designated under the *National Parks and Protected Areas Act (1991)*, the *Fisheries Act 1986*, the *2001 Fisheries (Marine Protected Areas) Regulations*, the *2002 Physical Planning and Development Control Act*, the *1990 National Heritage Protection Act* and the *1947 Forest, Soil and Water Conservation Act*, or, in some cases of forest reserves such as Grand Etang and Annandale, by separate acts of the Legislature.

The *National Parks and Protected Areas Act* grants authority for the Governor-General to proclaim government land, leased or purchased land or donated land, as a national park. In addition, the Minister responsible for the *Act*, currently the Minister of Agriculture, can declare government land to be a protected area for the purpose of:

- preserving the natural beauty, including flora and fauna
- creating a recreation area
- commemorating an historic event of national importance
- preserving a historic landmark or a place or object of historic, prehistoric, archaeological, cultural or scientific importance

The *Fisheries Act 1986* allows the Minister responsible for the *Act*, currently the Minister of Agriculture, to declare any area of fisheries waters³ and any adjacent or surrounding land as a marine reserve for the purpose of:

- affording special protection to the flora and fauna of the area and to protect and preserve the natural breeding grounds and habitats of aquatic life, with particular regard to flora and fauna in danger of extinction
- allowing for the natural regeneration of aquatic life in areas where such life has been depleted
- promoting scientific study and research
- preserving and enhancing the natural beauty

The accompanying 2001 *Fisheries (Marine Protected Areas) Regulations* further defines a marine reserve as a marine protected area⁴. The *Regulations*, in turn, allow a part of a marine protected area to be established as a:

- marine historical site (contains structures, artefacts or human remains and which needs to be protected for its historical or cultural value)
- marine park (reserved for public recreation)
- marine reserve (special management for the purpose of protecting the natural resources)
- marine sanctuary (open only for the purpose of scientific research)

or a combination of any. These designations generally serve as zones for management planning processes of marine reserves but they can also be specific to categorize a site.

The 2002 *Physical Planning and Development Control Act* includes an objective to protect and conserve the natural and cultural heritage of Grenada. The Minister responsible for the *Act*, currently the Minister of Finance, may give general policy direction to national or community plans to achieve that objective by designating a heritage conservation area or an environmental area.

The *National Heritage Protection Act* is directed at the protection of Amerindian and pre-Columbian artefacts and allows for designation of a protected area to restrict extraction and disturbance.

The *Forest, Soil and Water Conservation Act* allows Crown land to be established as a forest reserve.

Finally, separate legislation can be used to establish protected areas. This process has been used for designating forest reserves such as Grand Etang and Annandale.

³ means the waters of the Exclusive Economic Zone as defined in the *Marine Boundaries Act, No. 20 of 1978* and the territorial waters and internal waters as defined in the *Grenada Territorial Waters Act No. 17 of 1978*.

⁴ Once a direction is decided on protected area legislation, this minor lack of consistency between words (marine reserve and marine protected area) in the *Act* and *Regulations* can be addressed

Overall, Grenada’s current legislation allows for protected area designation in keeping with IUCN categories. Table 2 shows the general comparisons between the IUCN categories and the protected area categories referenced in Grenada’s existing legislation.

TABLE 2 Comparison of IUCN categories with Grenada Protected Area Legislation

IUCN CATEGORY ⁵	GRENADA PROTECTED AREA CATEGORY
Ia Strict Nature Reserve	<ul style="list-style-type: none"> • Marine Protected Area-marine sanctuary • National Park • Protected Area-preservation for scientific importance
Ib Wilderness Area	<ul style="list-style-type: none"> • National Park
II National Park	<ul style="list-style-type: none"> • National Park • Marine Protected Area-marine park
III Natural Monument or Feature	<ul style="list-style-type: none"> • Marine Protected Area-marine historical site • Heritage Conservation Area • Protected Area-preserving a historic event or historic or cultural object
IV Habitat/Species Management Area	<ul style="list-style-type: none"> • Marine Protected Area-marine reserve • Protected Area-preserving natural beauty
V Protected Landscape/Seascape	<ul style="list-style-type: none"> • Marine Protected Area-marine park • Protected Area-preserving natural beauty • Protected Area-creating a recreation area
VI Protected Area with sustainable use of natural resources	<ul style="list-style-type: none"> • Marine Protected Area-marine park • Marine Protected Area-marine reserve • Forest Reserve

⁵ see *Guidelines for Applying Protected Area Management Categories* (Dudley, 2008) for definition, objectives and features of IUCN categories

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2.5 Identifying and Selecting Protected Areas

Like other countries in the world, the identification and selection of protected areas is based on a number of factors significant to the needs of protecting Grenada's natural and cultural resources including:

- meeting national and international commitments
- supporting viable populations of marine and terrestrial wildlife
- preserving representative examples and the ecological integrity of natural ecosystems
- preserving natural phenomena and rare, threatened or endangered wildlife and vegetation
- preserving significant cultural features
- providing opportunities for recreation, education and interpretation
- providing sustainable, associated livelihood opportunities

The 1988 OAS system plan identified, ranked, recommended and prioritized some 33 sites for designation as protected areas based on geologic, vegetation, wildlife and cultural representation. The 1998 *Planning for Sustainable Development: Carriacou and Petite Martinique* supported and confirmed the sites identified in the OAS plan.

Most recently, in 2006, as part of a partnership with The Nature Conservancy, a gap analysis conducted on representative marine and terrestrial ecosystems and specified wildlife habitats identified the degree of representation on existing and proposed protected areas and brought a structured and scientific conservation approach to the selection process. The gap analysis, supported by numerous studies including the Grenada Dove Conservation Program, highlighted representative habitats and features and their degree of inclusion within designated protected areas. It also highlighted those habitats and features with little or no representation, thus providing a focus and target for protected area candidates and attempting to ensure that the system truly meets the biodiversity goals of Grenada.

To date, these assessments have focused on conservation values. Comprehensive assessments on heritage, recreation and tourism components of protected areas have been limited and no targets for those components, except for those identified in the OAS system plan and the *Tourism Master Plan*, have been established. To address this limitation and to update the gap analysis, a workshop was held in St. George's in February, 2009 to further refine the selection of protected area candidates.

These previous assessments, analyses and studies have led to a number of sites being considered for protected area designation; some sites, such as Mt. Gazo and Fort Frederick are currently managed as if they were already formally designated and some sites, such as Mt. St. Catherine and Grand Bras, have been surveyed in anticipation of

formal designation. In total, a large number of sites are in various stages of designation. In summary:

- five terrestrial sites and one marine site have been surveyed and are awaiting finalization
- three “heritage sites” are under active management, considered as protected areas but have not been formally designated
- 10 “tourism sites”, including Annandale Falls, are under active management and considered as protected areas but have not been formally designated
- 10 sites have been recommended based on approved land use plans
- 13 areas of interest have been identified for consideration under future land use planning processes

The selection, and possible deletion, of protected areas must be in concert with overall land use planning for Grenada. The Physical Planning Unit, in its ongoing program to prepare local area plans, is gathering comprehensive inventories of natural and cultural values and recommending land uses, such as conservation and heritage, based on those values. This planning process also recognizes resources in the marine environment. The process, with extensive community involvement and consultation, has considerable merit in ensuring support for establishing protected areas. To date, the first plan, the *Greater Grenville Local Area Plan*, is substantially complete and a draft has been prepared for the Greater Sauteurs area. Focusing on urban and sensitive areas as priorities to drive the planning process, the process is expected to be complete for Grenada by 2015.

The selection of protected area candidates must also consider sustainable livelihoods. In developing countries, and developed countries, community and political support for designation of protected areas is often dependent on the area continuing to provide opportunities to use resources in a sustainable manner and/or provide permitted uses for complementary tourism.

The designation of protected areas needs to ensure the appropriate category is selected to reflect the protected area’s purpose and subsequent management plans need to ensure the livelihood opportunities are available and sustainable. While ensuring conservation of Grenada’s biodiversity, a system of protected areas also needs to make a substantial and meaningful contribution to the Grenadian economy.

Finally, the selection of protected area candidates will need the positive engagement of private land owners. With over 85% of Grenada in private ownership, including all of the islands within proposed marine protected areas, realization of the Grenada Declaration will require significant contribution from private individuals, groups and corporations⁶.

The *National Parks and Protected Areas Act* allows the Governor General to add to a national park any land that has been leased to the Crown or purchased or donated. This is significant in that the government and private owners can enter into lease agreements to

⁶ As the foreshore and immediate upland is public land, as is the general marine environment, the Grenada Declaration’s application to marine protection is somewhat less complicated.

conserve habitats and provide access to recreation opportunity. Currently, Grenada does not have supporting legislation that would grant tax benefits to prospective donors of ecologically-significant lands. In addition, the use of conservation covenants is not utilized because of the lack of enabling legislation. Programs to address engagement of private landowners in their participation of protected area establishment is presented in Part 2 of the overall system plan.

Based on all the previous plans and significant effort of both government and non-government agencies as well as the international community and Grenadians, the identification and selection of protected area candidates is substantially complete. As with any protected area system plan, the future will see new areas proposed and some existing areas cancelled as information becomes available and national priorities unfold.

With the completion of the inventory and selection phase, the emphasis now turns to the designation of at least 25% of Grenada's terrestrial and near-shore marine environments as protected areas by 2020.

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