Conched Out

A review of the trade in CITES-listed species in the UK Overseas Territories in the Caribbean

by Crawford Allan
June 1999

Conched Out

A review of the trade in CITES-listed species
in the UK Overseas Territories in the Caribbean

by Crawford Allan, TRAFFIC International
for WWF-UK

June 1999

Contents

Executive Summary

WWF UK commissioned an investigation into the trade in CITES* listed specimens and the implementation of CITES in the United Kingdom Overseas Territories (OTs) in the Caribbean.

Four of the five OTs were surveyed (Montserrat being a disaster zone), over several weeks in early and mid 1998. The findings documented that there were many significant issues relating to implementation of CITES and the relationship with the UK which were of concern.

The OTs are unable to implement CITES either because the implementing legislation does not exist or it is inadequate. In effect, the OTs are the UK in terms of CITES implementation and therefore the UK has been in contravention of CITES since they first joined in the mid-1970s.

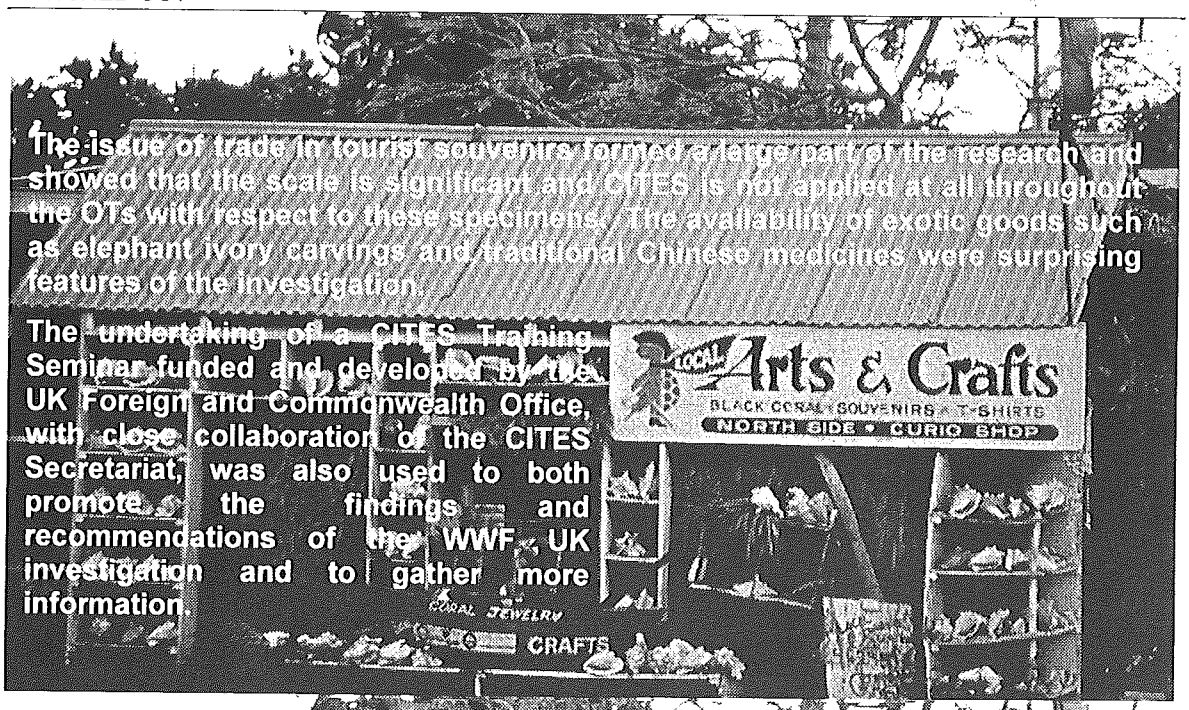
When comparing the OTs with other CITES Parties internationally, they were not of greater significance on the whole in terms of levels of trade, variety of species in trade and illegal trade. However, there were some matters relating to particular species in trade such as black coral and queen conch, which were key to the Caribbean region and are of serious concern due to the large-scale, unregulated and unmonitored nature of trade. There is a regular and large-scale export of individual tourist souvenirs from the OTs, usually black coral, conch or hard coral souvenirs.

The survey work showed that the majority of trade in CITES specimens in the OTs was illegal at some point along the chain from source to destination. Due to the lack of knowledge, enforcement and implementation of CITES in the OTs by the authorities, there are regular commercial shipments of CITES goods into and out of the OTs without CITES paperwork or checking.

This was compounded by the lack of awareness by those involved in the trade and the consumers. Unfortunately the illegal wildlife trade also played a part in the threats to rare native species. The more sinister and potentially disastrous illegal trade in rare native wildlife is of great concern for the very localised and often endemic populations in the OTs.

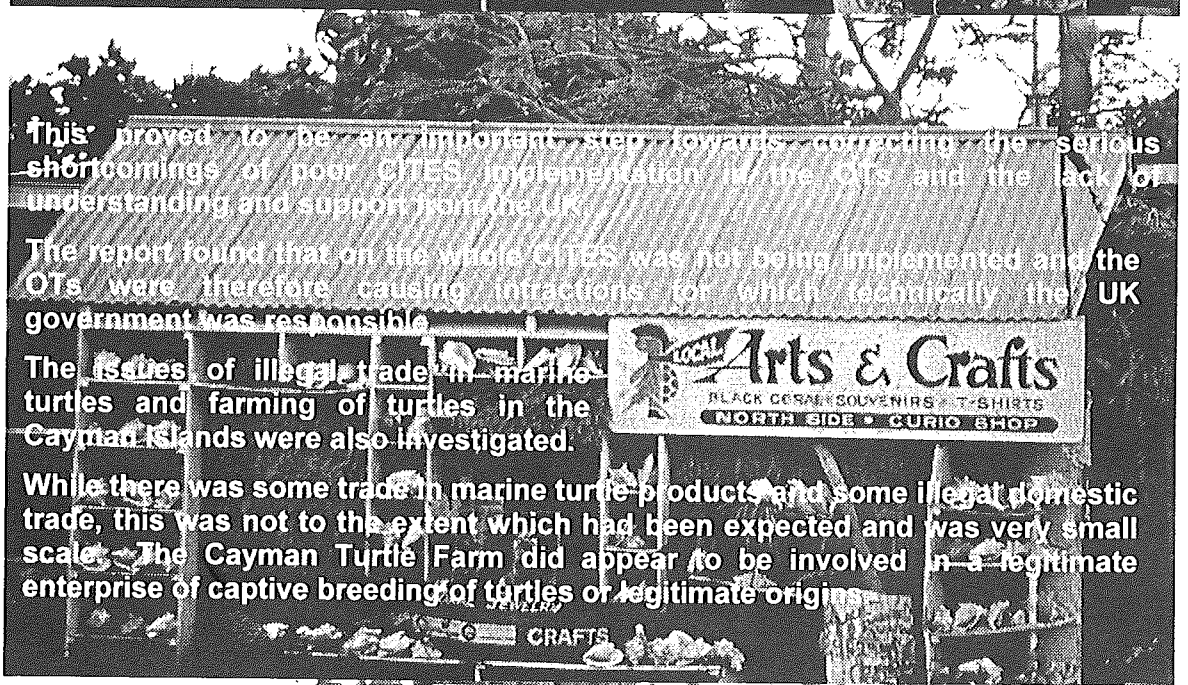
When this is combined with the development of the islands for tourism, the future of their unique wildlife is uncertain. There was evidence that native species are easily smuggled out alive for specialist collectors, with a low chance of detection and insignificant penalties if caught in the act.

* Convention on International Trade in Endangered Species of Wild Fauna and Flora



The issue of trade in tourist souvenirs formed a large part of the research and showed that the scale is significant and CITES is not applied at all throughout the OTs with respect to these specimens. The availability of exotic goods such as elephant ivory carvings and traditional Chinese medicines were surprising features of the investigation.

The undertaking of a CITES Training Seminar funded and developed by the UK Foreign and Commonwealth Office, with close collaboration of the CITES Secretariat, was also used to both promote the findings and recommendations of the WWF UK investigation and to gather more information.

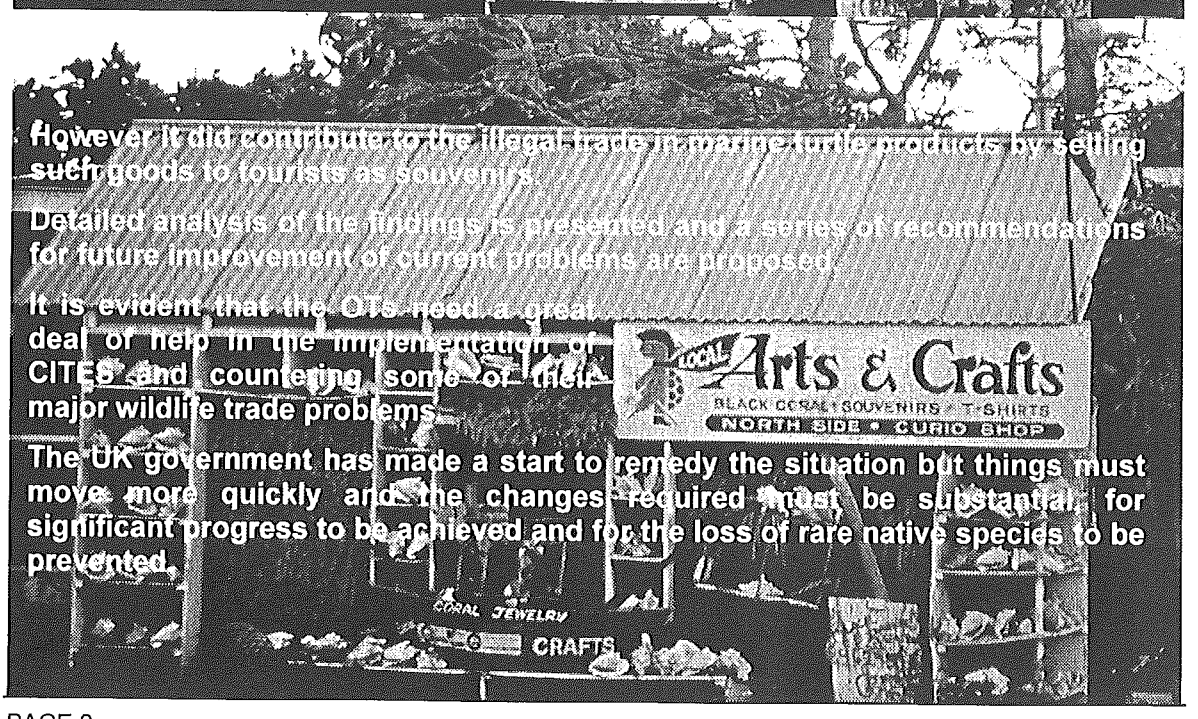


This proved to be an important step towards correcting the serious shortcomings of poor CITES implementation in the OTs and the lack of understanding and support from the UK.

The report found that on the whole CITES was not being implemented and the OTs were therefore causing infractions for which technically the UK government was responsible.

The issues of illegal trade in marine turtles and farming of turtles in the Caymad Islands were also investigated.

While there was some trade in marine turtle products and some illegal domestic trade, this was not to the extent which had been expected and was very small scale. The Cayman Turtle Farm did appear to be involved in a legitimate enterprise of captive breeding of turtles of legitimate origins.



However it did contribute to the illegal trade in marine turtle products by selling such goods to tourists as souvenirs.

Detailed analysis of the findings is presented and a series of recommendations for future improvement of current problems are proposed.

It is evident that the OTs need a great deal of help in the implementation of CITES and countering some of their major wildlife trade problems.

The UK government has made a start to remedy the situation but things must move more quickly and the changes required must be substantial for significant progress to be achieved and for the loss of rare native species to be prevented.

Background

Scope

There are five countries in the Caribbean region that have status as United Kingdom Overseas Territories (OTs). These were formerly known as Dependent Territories. A rapid three-week overview study was undertaken in four of the British Overseas Territories in the Caribbean (see map):

Anguilla

British Virgin Islands

Cayman Islands

Turks and Caicos Islands

Due to the tragic disaster in Montserrat it was felt that a study there would not be possible or relevant. Bermuda was not reviewed as it is not in the Caribbean, although Bermuda did attend the CITES Training Seminar for the OTs.

The study aimed to provide an overview of the trade in wildlife regulated under the international treaty - CITES, both within, and to and from the islands. The study examined all possible trade outlets on the main islands of each OT. The volume and prices were noted and their origins were investigated. The main consumers were assessed and the trade links were determined where possible. Any evidence of illegal trade was recorded. The levels of international legal and recorded trade were researched and summarised. The capacity of each OT to implement CITES was also reviewed. Any other subsidiary information relevant to the trade in CITES species was also gathered and assessed.

CITES

The United Kingdom has been a Party to CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora), since 1976. This international treaty provides global controls on international trade in endangered species. Control is achieved by using a permit system for the international movement of species listed under the treaty. There are three lists, or Appendices, that include species under different criteria of trade regulation. Appendix I lists endangered species which cannot be internationally traded for commercial purposes, if from a wild source or not captive-bred / artificially propagated under specific conditions. Appendix II lists species that could be potentially threatened if trade in them is not regulated. The CITES permit system is the method for international trade regulation. Appendix III species are those which CITES Parties can propose to be included under the CITES permit system but for specific geographic populations only.

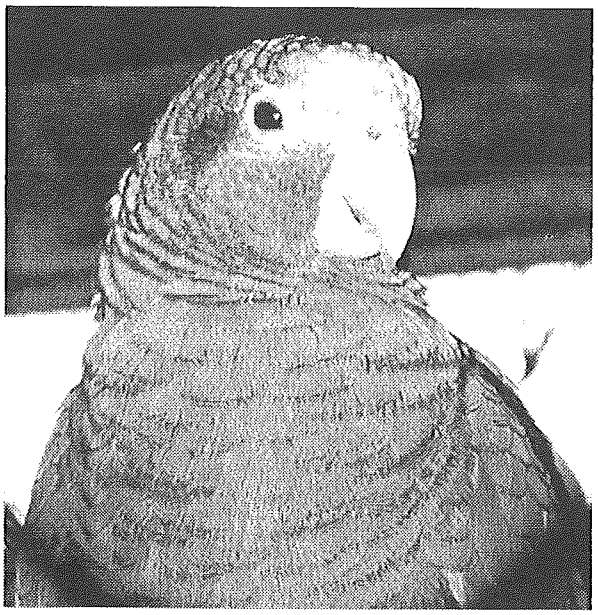
Membership of CITES by the OTs has been a grey area for the authorities in the UK and the Overseas Territories in the Caribbean, as they are not automatically included as CITES Parties under the UK's ratification. Individual OTs have to sign up to the treaty through the UK under their own volition. To date, only the Cayman Islands, the British Virgin Islands and Montserrat have done so.

Legal Base

The legal basis for the implementation of CITES has not been clear to some OTs and the authorities in the United Kingdom and this will be covered in greater depth later. Some OTs have not ratified CITES and others have different legislation of disparate effectiveness. The legal structures in place to implement CITES are generally lacking in many ways or non-existent. The lack of clarity surrounding the legal basis for participation in the CITES process by the OTs has caused some confusion and distinct problems with implementation.

Species

The trade in CITES listed specimens in the OTs in the Caribbean is generally limited. However, the small number of species involved does not necessarily reflect the scale and complexity of the trade dynamic. There are two main divisions in the type of species covered by this report – the native fauna and flora of the OTs which are covered by CITES, and the imported and re-exported CITES listed species. The trade in these two groups was examined in detail and some significant findings are documented. Key species for example include black coral, queen conch, native iguanas and parrots.

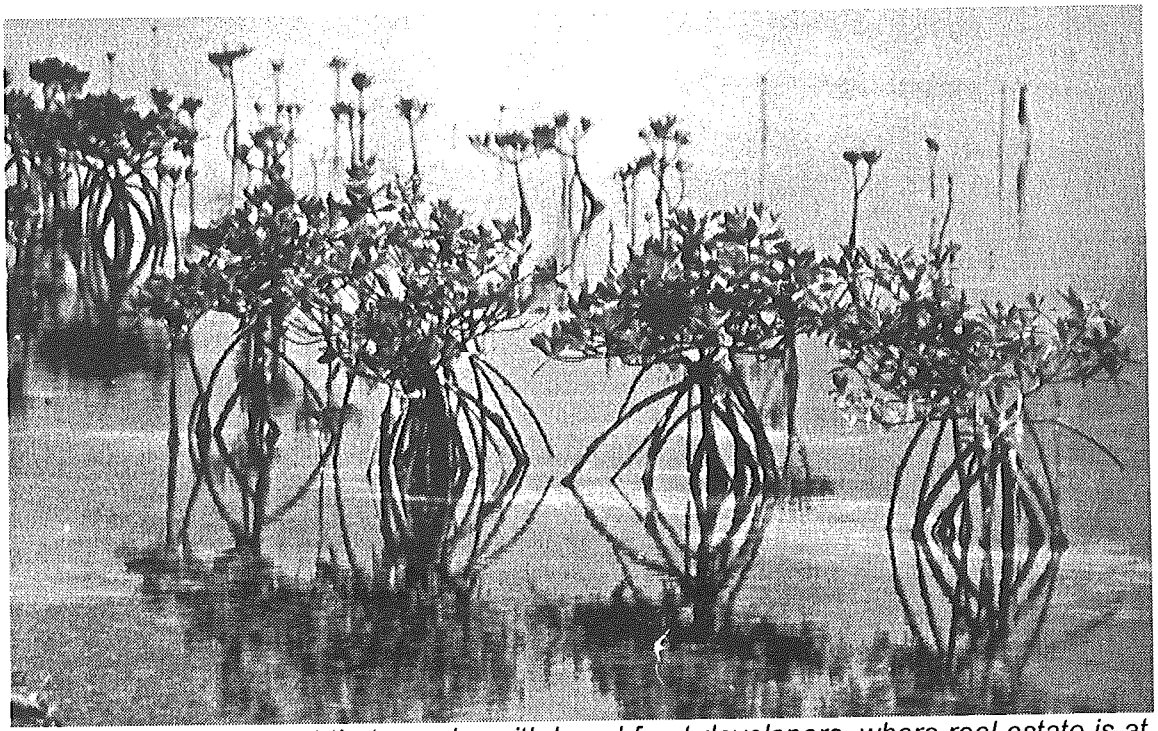


The Queen or Pink Conch – *Strombus gigas*
CITES Appendix II

The Queen Conch (referred to as conch in this report) is a large marine mollusc that is found in the wider Caribbean region. It is harvested as a staple foodstuff, the fleshy meat being removed from the shell and prepared in a myriad of ways. Once the meat is removed the shell is often polished and sold as a souvenir or is cut and crafted into other items such as jewellery. Many countries in the Caribbean are suffering from over-exploitation of their conch fisheries, with some countries entirely fished-out of conch in their own fishing limits. In effect, these countries are "Conched Out". Conch is pronounced "konk" in the region. Many countries such as the Cayman Islands have had to impose strict laws to conserve their breeding potential to replenish their stocks. The Turks and Caicos Islands has its own conch farm to ensure local supply and provide revenue from exports to those countries where local supply cannot meet demand.

Commitments

The UK government have certain commitments to the OTs - to ensure that CITES is implemented by all its territories. There have been deficiencies in this commitment in the past. The UK has gone some way to remedy this, starting with the CITES Training Seminar in June 1998 (which is discussed in depth later). Non-governmental organisations have recognised this problem and have assisted in several ways besides development and funding of local projects on the ground. Through meetings with officials in the OTs and the UK, the need to focus on the CITES problem became evident. The next step was an investigation into the wildlife trade and its legal status - this report is a summary of the findings of this investigation.



Mangroves are not that popular with beachfront developers, where real estate is at a premium and there is potential for tourist resort development. The Cayman Islands has been struggling to keep some of its swamp areas from being cleared and filled. © Crawford Allan / WWF UK

WWF UK

WWF UK has worked with the OTs for many years, attempting to ensure that their habitats and species were conserved and that the people of the OTs benefited also from wildlife conservation initiatives. The increasing awareness of CITES implementation problems and lack of information on the scale of trade, were issues which led them to undertake this research. The study was undertaken on behalf of WWF UK who wished to determine what the current situation was, with a view to possible localised support if required. The recommendations made as a result are therefore not just aimed at any agency or government that wishes to introduce or improve the implementation of CITES in the OTs, but also for WWF UK to strategically offer support to where it is needed most.

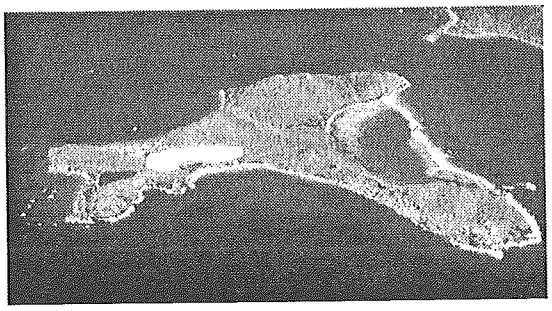
Introduction

Local Administration

The countries that were reviewed are termed "Overseas Territories" by the United Kingdom, formerly termed "Dependent Territories". The island groups are therefore deemed to belong to the United Kingdom and are territories of the United Kingdom with local administration. The Overseas Territories (OTs) have a representative of the United Kingdom government present *in situ*, called a governor who ensures that communication between the local administrations and the United Kingdom is undertaken. The department of UK government responsible for administering the OTs is the UK Foreign and Commonwealth Office (FCO). The OTs themselves derive considerable autonomy in their relationship with the UK and the local legislation is enacted and implemented by these local administrations. The actual procedures and relationships between the administrations and the UK government can be obtained from the FCO.

Geography

The study area concentrates on several island territories in the greater Caribbean region. These range from the Cayman Islands in the west, just below Cuba, to Anguilla, the British Virgin Islands and Montserrat in the east, part of the Lesser Antilles, with the Turks and Caicos Islands in the northern, central part. The islands themselves are diverse in scale, topography and number and distance between the islands which make up the territorial boundaries. For example, the British Virgin Islands are comprised of thirty six islands, sixteen of which are inhabited, with four main islands, three of which are of high elevations (up to 550 metres) and one being just above sea level, with many other islets scattered within the territorial boundaries. In contrast, Anguilla comprises one main island of relatively low elevations and a few smaller islands, of similar topography. The islands are also diverse in size and accessibility; these factors have significance in relation to trade issues.

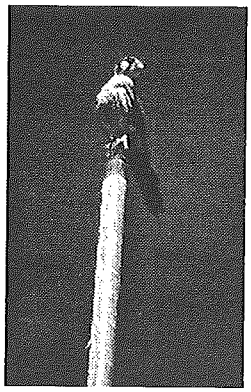


Wildlife Trade

This report focuses on the trade in CITES listed species both in terms of native and non-native species in trade. The report examines the issues of import, export, re-export and domestic trade. Trade volumes, species in trade, prices, availability, and illegal trade are covered. The problems of monitoring trade in island territories that are not effectively implementing CITES becomes evident and is discussed. There is a great deal of difficulty in evaluating the trade when it is not being regulated as it should be under CITES. The sorts of information gathered in this

report are only indicators of the types and levels of trade, as formal records are inconclusive. Estimates and opinions of the trade dynamics are made based on these indicators.

Native Species



The wildlife trade in native species tends to be similar on most islands. Key bird species include parrots, raptors and hummingbirds; key reptile species include iguanas and marine turtles; key invertebrate species include corals and queen conch; key plant species include orchids and cacti. A list of the key native species is included in Appendix II. The varieties of pressures on the native species are covered later in this report.

Reasoning

For many years WWF UK has attempted to support the efforts of the OTs and the UK government to ensure that the wildlife of the OTs is maintained through conservation programmes to protect habitat, increase awareness and ensure legislation is adequate. This has manifested itself in many ways over the years but has generally been undertaken by supporting the National Trusts in the OTs and through collaboration with the FCO and the OT administrations.

There has been criticism by some NGOs and the media that the Caribbean is a region linked to illegal trade in wildlife, mainly of native species from within the region. A great deal of attention has been focussed on the issues of consumption of marine turtles and trade in their derivatives for example. There was recognition by NGOs and at CITES meetings that CITES was not being adequately implemented in the Small Islands Developing States in the Caribbean, including the OTs. Pressure for remedying the situation arose out of the CITES process but remedial action was delayed for several years. It was also admitted in previous discussions with officials and others from the OTs that CITES was not being implemented, partly through the lack of clarity from those involved in its administration.

In 1997, a WWF UK mission to the OTs determined that there was a need to clarify the scale and nature of trade and document what improvements were required to implement CITES effectively. The need for a preliminary study to provide such an overview is increasingly becoming standard procedure prior to attempting to institute change or build capacity to implement CITES in a nation or regions. A field investigation was devised in collaboration with TRAFFIC, the trade monitoring arm of WWF and IUCN-the World Conservation Union. TRAFFIC's commitments to ensure that CITES is implemented effectively in the United Kingdom tied in with the aims of WWF's investigation. The investigation was initiated in the field in April 1998 with follow up work in June 1998. The aims and objectives of the investigation are as follows.

Goal / Aims

The overall goal of the project was to provide an overview of the wildlife trade situation in the UK Overseas Territories in the Caribbean and give recommendations for future support and improvements. The individual aims to meet this goal are outlined below:

- Summarise the legal imports, exports, re-exports and domestic trade situation in the OTs with respect to CITES listed specimens
- Provide an outline of the illegal trade in CITES specimens, the trade routes, smuggling methods, volumes of illegal trade and those involved. The details of those identified to be compiled in a confidential report for submission to the OT administrations.
- Focus on the legislation in place and its positive and negative aspects.
- Evaluate the implementation of CITES and assess whether improvements are required.
- Document the effects of the wildlife trade on native species and the likelihood of sustainable utilisation under current regimes
- Investigate the legitimacy of the Cayman Turtle Farm to determine if illegal trade in marine turtle specimens is as a result of the facility and to verify the origins of hatchlings and adult turtles.
- Provide recommendations of improvement in all areas and present findings to the UK OTs CITES Training Seminar.

The Findings and the Future

The results of the investigation outlined here give broad and general observations, meant for comparative use, rather than a detailed review of each OT. The main discovery was that CITES implementation was either totally non-existent or was not being implemented correctly and only very rarely. The overview emphasises some of the previously understated issues such as problems of trade in black coral and queen conch, and the smuggling of endemic species. The problems of trade in marine turtle products were however shown to be of much lower significance than had been expected according to reports from NGOs and the media.

The report will show that there is a lot that can be achieved in attempting to attain a much-improved level of implementation of CITES in the OTs. This can be relatively simple given a strategic programme and adequate funding. The first and important step to this process was the OTs CITES Training Seminar held in June 1998 but that in itself will achieve little unless there is committed follow up and support.

The UK OTs CITES Training Seminar

The planning of a CITES Training Seminar for the OTs had been in the pipeline for at least six years. This was finally realised in June 1998 when the UK Foreign and Commonwealth Office in collaboration with the CITES Secretariat held the week long Seminar in Grand Cayman, with participants from all the UK OTs in the Caribbean and Bermuda. This was an essential first meeting which provided a baseline for development of effective CITES implementation and co-ordinated co-operation between the UK and the OTs on this issue. At the time of the seminar this report was still in preparation but the seminar was an important means by which the final report was shaped. The findings of the field investigation were presented at the seminar and the scope and scale of the findings were surprising to the participants. The report fully evaluates this seminar and a copy of the presentation provided on the findings of the investigation is included in Appendix IV.

The Investigation

Methodology

There were five main techniques generally employed to examine the CITES trade and implementation in the OTs surveyed.

1. Assessment of availability of CITES-listed specimens through surveys of commercial outlets, with the surveyor in the role of a tourist.
2. Assessment of the availability of CITES-listed specimens, trade routes and illegal trade activities through covert investigations with the surveyor posing as a trader or employing local support.
3. Meetings and discussions with national agencies such as government departments and National Trusts.
4. Research and analysis of literature, Internet, trade media/advertisements, CITES Annual Report data etc.
5. Attendance and presentation of survey findings at the UK OTs CITES Training Seminar, Cayman Islands (1-5 June 1998). This included detailed discussion and feedback with all the major stakeholders.

The exact methods employed will be detailed later in the results on each OT and the Seminar. Generally, the methodology focussed on providing insight into the following issues, documented below as sub-headings.

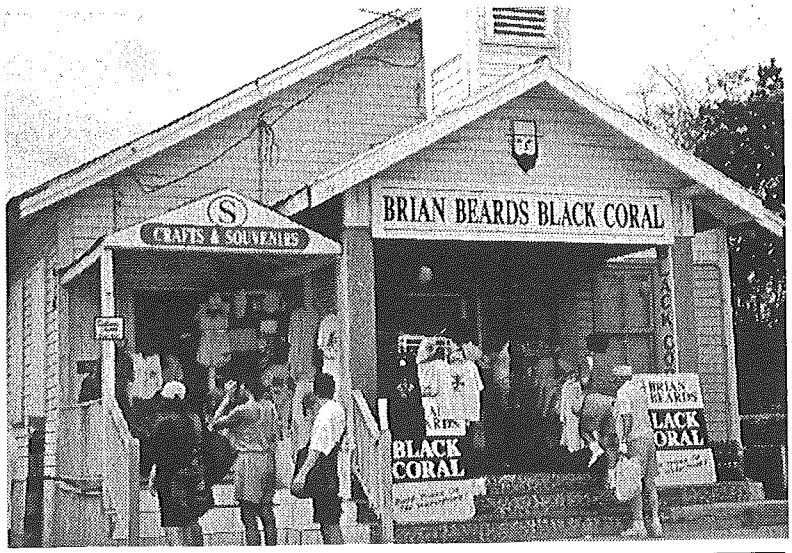
Species in trade

The variety of species in trade was determined through recording availability in retail and wholesale outlets, analysis of CITES Annual Report data and discussions with traders and officials. Species were identified using the experience of the surveyor, the claims of the traders and by examination of photographs and video taken during the investigation, with the use of identification reference materials.

Premises surveyed

The types of premises surveyed for trade activity in CITES specimens included:

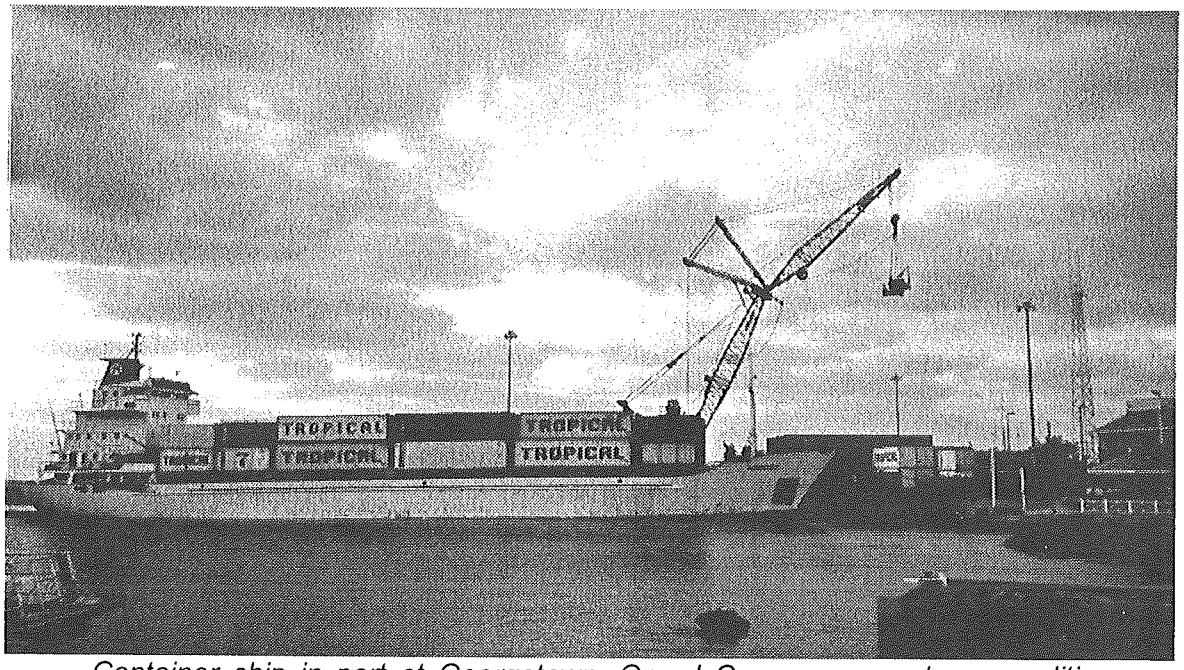
- independent retail outlets
- wholesale outlets
- markets
- restaurants
- hotel shops
- roadside traders
- beach traders
- duty free shops
- docks
- fishing ports



The main results documented in the graphs and tables represent the findings in the retail and wholesale outlets and markets. They do not include availability of food items such as conch or turtle meat; this is covered separately and more generally, as domestic consumption is not so critical to CITES issues.

Scale of legal and illegal trade

The trade in CITES listed specimens in the OTs is hard to qualify and quantify due to the problems of implementation. The CITES Annual Report data can only give indications of the trade; the majority of trade will go unrecorded. The survey results show the scale of the retail trade in particular, at a point frozen in time. Turnover of items can be estimated based upon the volume available at one time, the volume of potential purchasers and the rate of sales noted. Without a lengthy survey methodology it is only possible to allocate turnover rates as low, medium or high. The number of specimens refers to individual items counted, visible for sale at a single point in time. This method is fine as far as CITES is concerned as each item counts as a specimen, regardless of whether it is a whole conch shell or a bracelet made from a few small pieces of shell. The method applied may only be indicative of the types and scales of trade but for comparison purposes between different OTs, it is clearly representative.



Container ship in port at Georgetown, Grand Cayman – most commodities are shipped via Tampa or Miami, United States. © Crawford Allan / WWF UK

Trade links / routes

The determination of trade links and routes was made through interviews with officials and discussions with local traders. CITES Annual Report data also gave indications of source countries for imports and destination countries for exports and re-exports. Information on illegal trade links to and from each OT was more difficult to ascertain but was mainly gleaned from discussions with traders. Corroboration of the claims made by traders was made through discussion with officials.

CITES data

The CITES Annual Report data were obtained for all transactions involving Caribbean OTs, between the years 1992-1996. The 1996 data were the most recent information available. The information showed each transaction, the country of export, country of import, species, form, origin and year of transaction. This information is provided in Appendix III. Summary assessments of the trade were made and specific issues highlighted and the findings are detailed in the results below.

Legislation

The review of legislation was based upon interviews with officials, assessment of the legislation documents and discussions with the FCO and UK CITES Management Authority. A great deal of information was obtained from the training seminar. The lack of legislation or problems with the existing implementing legislation was identified through research of the legislation documents by the investigator and from personal comments from officials.

Implementation

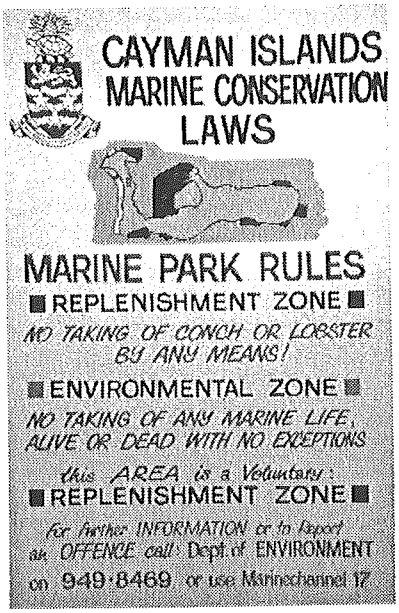
The level of CITES implementation or existence of any CITES implementation was evaluated based largely on candid interviews with officials and the findings of the Training Seminar. The level of awareness of the enforcers and traders was also used as indicators of the effectiveness of implementation.

Administration systems

There was a need to ascertain whether the systems in place for administering and implementing CITES were functional or whether there were deficiencies (for example, whether the required executing agencies were in existence). The relationship between the UK CITES Management and Scientific Authorities with the OTs was crucial in this regard, as was the support of the UK FCO. The structures required for CITES to be implemented adequately were evaluated if they were in place, based upon interviews with local officials and the UK authorities.

Perceptions

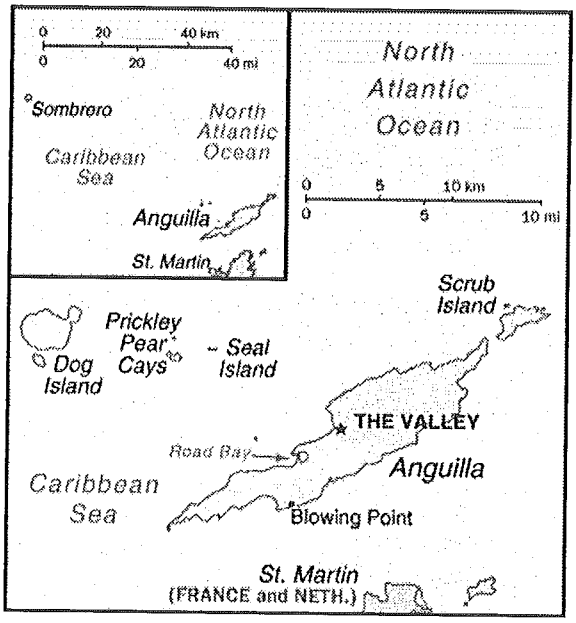
Attitudes of consumers, traders, enforcers, local officials, local conservationists, the UK authorities and tourists were broadly documented, based upon interviews, the training seminar discussions and recording comments and incidents. Availability of awareness materials, provision of training and unprompted statements about any related matters were general yardsticks which assisted the evaluation.



Public awareness materials such as this sign found all around Grand Cayman are important in ensuring that awareness is raised and ignorance is not an excuse for anyone breaking the laws. Evaluating the effectiveness of such campaigns is however more difficult than just counting the number of signs.

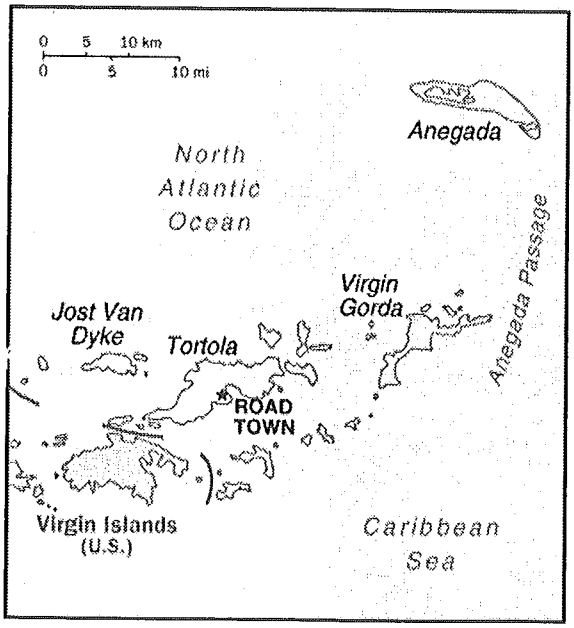
METHODS EMPLOYED IN EACH OT

Anguilla



This territory is relatively small and easy to cover due to the low terrain. It was less significant when compared to the other OTs in terms of trade and so less time was spent in surveying as a result. Only the main island of Anguilla was surveyed. The field investigation was undertaken over 3 days, between 23 March 1998 and 25 March 1998. The specific field methodology employed included identifying key traders from the telephone directory and promotional materials. This was supported by travelling along every piece of road on the entire island and stopping to assess and interview at every possible retail, wholesale, and import/export premises. Every beach and possible tourist or trade area was also assessed. Visual counts of availability of specimens and their price were made, as well as discussions with traders as to the scale of trade, origin of materials, attitudes, and levels of turnover. The number of potential customers was often noted as were instances where CITES listed goods were purchased by tourists. Video footage and photographs were taken where pertinent, sometimes covertly where required. Discussions were held with the Anguilla National Trust and later with the official representatives at the Training Seminar. This was to determine many of the other key factors required for the overview such as a risk assessment of the native fauna and flora. Other smaller islands were not visited as they were deemed insignificant and no information led to the need to examine them. The links to nearby St. Martin were examined and provided useful information relating to trade between the countries.

British Virgin Islands

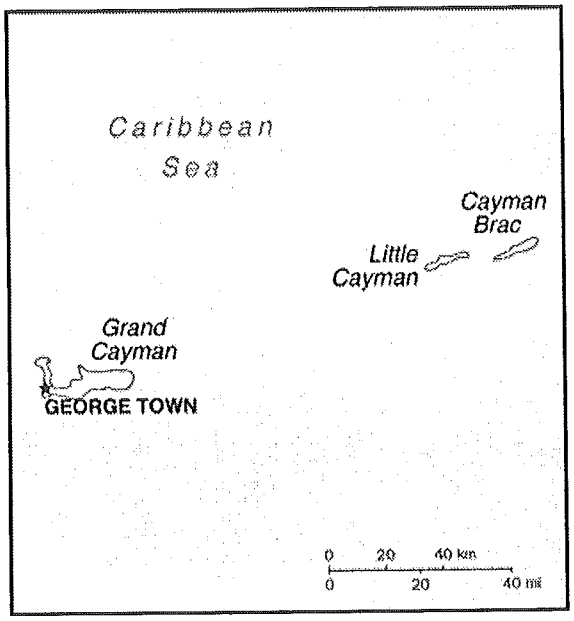


The British Virgin Islands (BVI) cover nearly twice the land area of Anguilla. Much of the land area on many of the islands is less accessible, due to the sheer terrain. The BVI have a larger number of main islands and islets. The BVI is also more significant in terms of trade (this will be explained in results). The field investigation was undertaken over 5 days, between 26-31 March 1998. The field survey techniques included touring all roads on the main islands of Tortola and Virgin Gorda and performing surveys and lines of questioning in the same manner outlined above. Discussions were held with the BVI Conservation and Fisheries Department and BVI National Trust, and later with the

representatives of law enforcement at the Training Seminar. The discussions were mainly undertaken to obtain information relating to legislation and implementation. No reason was found to examine the other smaller islets and time and resource constraints made it impossible to visit Anegada.

Road Town is the capital of Tortola and where most of the 17,000 residents of the BVI live. This was the main focus of retail outlet studies. With the exception of Anegada, the islands are mountainous; (Sage Mountain reaches a height of 521 metres, the highest point on Tortola). The precipitous roads, lack of signposts and very poor road mapping made complete road surveys difficult.

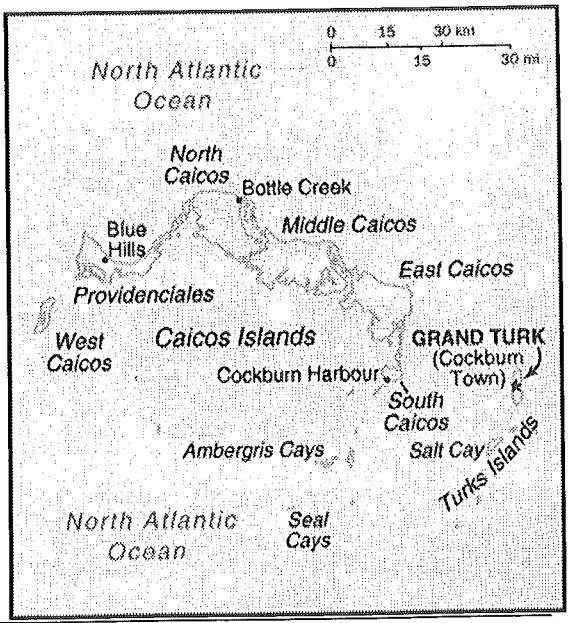
Cayman Islands



The Cayman Islands are approximately three times larger than Anguilla in terms of land coverage and most areas are readily accessible due to the low elevations of the terrain and the greater degree of development and road building on Grand Cayman. Cayman Brac and Little Cayman were not visited. There are less islets than BVI and Turks and Caicos. Grand Cayman is the most significant in terms of volume of trade (this will be explained in results). The field investigation was undertaken over 8 days, between 5-13 April 1998. Due to the scale of the trade and number of retail outlets, much more time was needed on Grand Cayman. The field survey techniques included touring all roads on the main island of Grand Cayman and performing surveys and lines of questioning in the same manner outlined above. Discussions were held with the Caymans Islands Department of Environment and the Cayman Islands National Trust, and later with the representatives of law enforcement and the Turtle Farm at the training seminar. The discussions were mainly undertaken to obtain information relating to legislation and implementation. No reason was found to examine the other smaller islets and time and resource constraints made it impossible to visit Little Cayman and Cayman Brac.

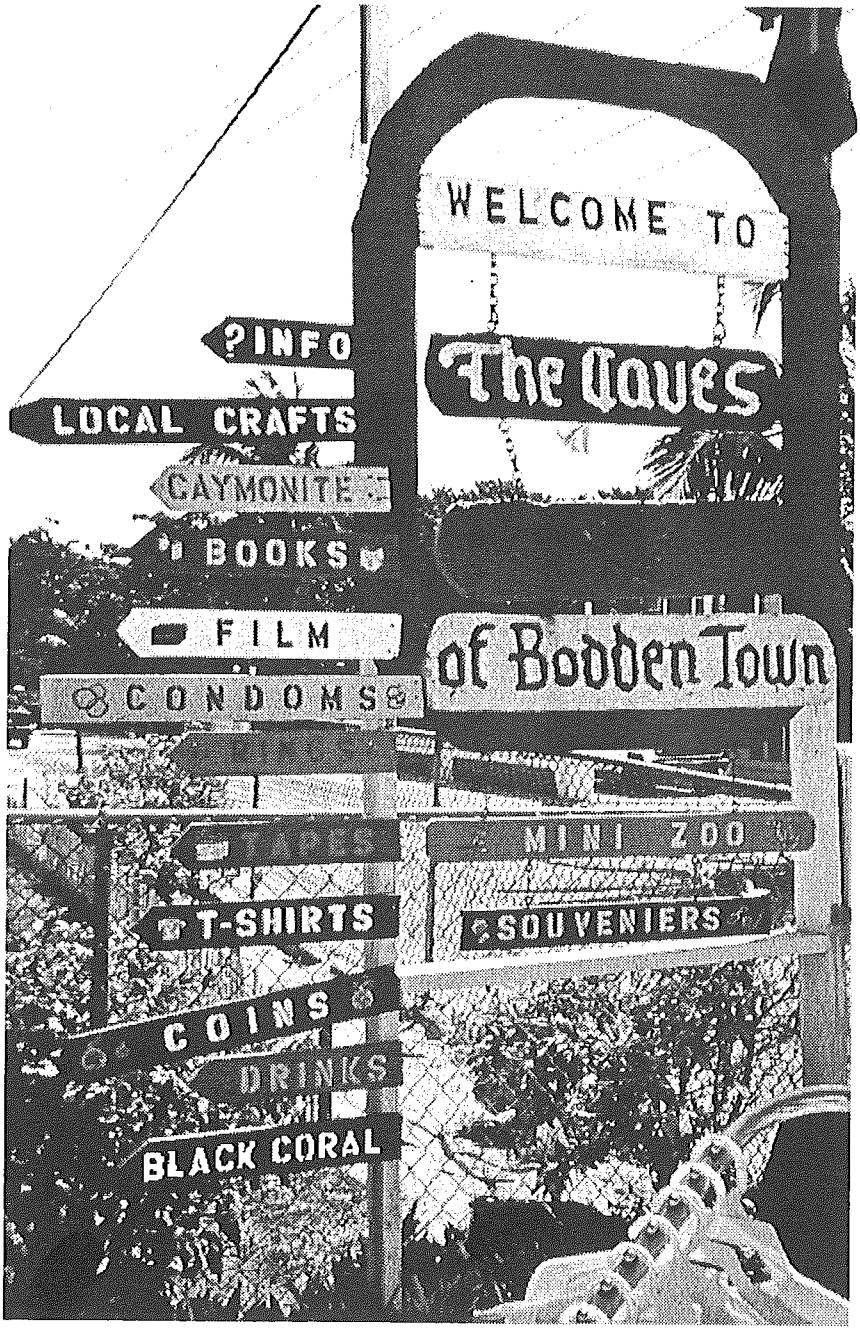
Turks and Caicos Islands

The Turks and Caicos Islands have the largest number of islands of those OTs surveyed and the greatest land area (being over four times larger than Anguilla), which made a complete coverage survey impossible. Only the main island of Providenciales could be surveyed due to time constraints and the difficulties of visiting so many other small islands. Many of the other islands are inaccessible and uninhabited. Providenciales is an island that has been well developed for tourism and the export trade in conch



and fish are also significant for the economy. Turks and Caicos were however, not the most significant in terms of retail trade volume (this is explained in results). The field investigation was undertaken over 3.5 days, between 1 April 1998 and 4 April 1998. Due to the scale of the trade and number of retail outlets less time was needed. The field survey techniques included touring all roads on the main island of Providenciales and performing surveys and lines of questioning in the same manner outlined above. Discussions were held during the seminar with the TCI authorities. No reason was found to examine the other smaller islets.

Locating the tourist sites where CITES listed souvenirs were offered for sale was a relatively straightforward exercise, especially with so many signs pointing the way!
© Crawford Allan / WWF UK



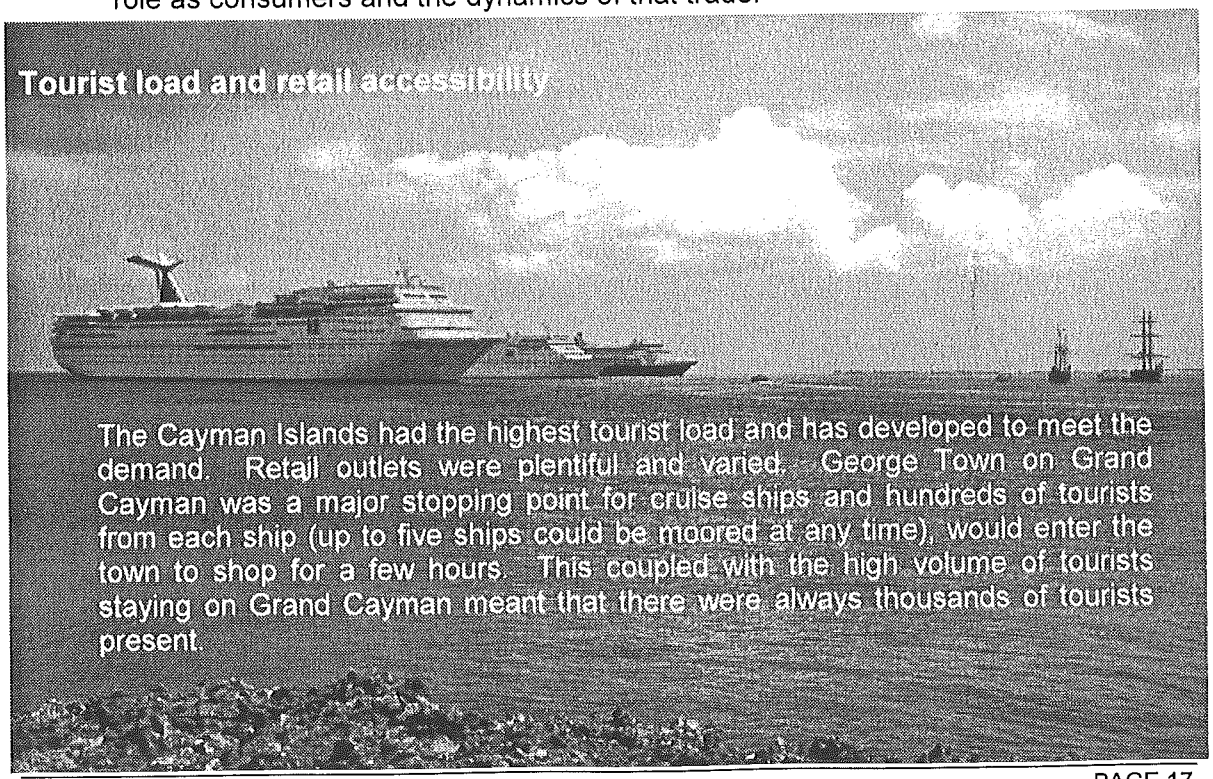
Results

Summary

The findings from the investigation drew out some very clear indications of the scale and nature of trade in the UK OTs. The international trade and domestic trade issues are obviously connected although matters pertaining to CITES are really only significant where trade is cross-border. In these countries there are several issues of international significance such as the extensive trade in black coral and queen conch going largely unmonitored in the CITES forum, as well as the more obvious issues of trade in marine turtles. The volume of international trade in marine turtle products was not particularly significant but it is more critical as the species are endangered and listed on CITES Appendix I. The trade in native species such as parrots and iguanas is of particular concern, as there is an illegal trade element that is draining the natural resources of several OTs. Monitoring the scale of such trade is difficult and is mainly based on evidence of interdiction of specimens. It was surprising to find a small trade in unexpected commodities such as carved elephant ivory as souvenirs.

The distinct lack of CITES implementation across the board was surprising. There were major problems with implementing legislation in particular. Training, resources, information and tools were sorely lacking or very out of date. The quality of official personnel and their commitment to their roles was very high but they simply had not been provided with the resources or political will to enable them to implement CITES.

Awareness of wildlife laws by the general public and most officials was limited. The laws relating to utilisation of controlled marine species were the only laws that were well publicised. There was no evidence of awareness of CITES controls, other than in relation to marine turtle shells and this was always put across as something imposed by other countries (especially the United States). The most substantial part of the investigation involved examining the species composition of commodities in trade and the volumes, prices and trade flows of those commodities. Much of this focussed on the element of tourist influence and their role as consumers and the dynamics of that trade.



Anguilla had a relatively low tourist load due to poor international transport links (although this is changing with more major flights now going to neighbouring Antigua). The retail availability was therefore relatively low also. The British Virgin Islands (BVI) had a high tourist load and had a large concentration of retail outlets on Tortola in particular. The other islands had limited retail access. BVI is a centre for yachts and watercraft with many bays filled with visiting boats and many marinas for tourists with retail facilities. Turks and Caicos Islands (TCI) had a relatively high tourist load but it is not developed to the extent of other OTs in terms of retail outlets. There is a restrictive flight system in operation which means tourism is not as high as the Cayman Islands. Much of TCI is uninhabited and the main islands visited are Providenciales and Grand Turk.

Accessibility and demand for food items such as conch and sea turtle did vary between OTs. However, generally there was almost universal availability of conch on all OTs with nearly all restaurants and food outlets selling conch in some form. Availability of sea turtle meat did tend to concentrate in the Cayman Islands where around half of the restaurants offered green turtle meat on the menu. Turtle meat was also sold in a few restaurants and food stores on BVI and TCI but mostly for domestic consumption. No turtle meat was found for sale on Anguilla.

Premises surveyed

The premises surveyed for trade activity in CITES listed specimens were highly varied and included those in the list given in the methodology.

TABLE 1 NUMBER OF SELECTED CITES LISTED SPECIMENS FOR SALE and number of outlets surveyed in each UK Overseas Territory

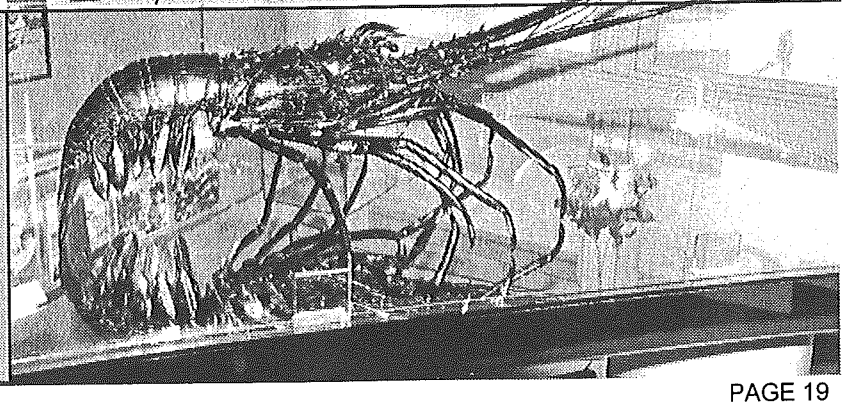
Overseas Territory	No. of survey sites	Black Coral Items	Hard Coral Items	Conch Shells	Conch Jewellery	Sea Turtle Shells	Sea Turtle Products	Ivory Pieces
Anguilla	59	211	23	99	10	5	0	0
British Virgin Is.	99	238	47	188	91	0	0	4
Cayman Islands	94	5601	670	280	310	8	105	80
Turks & Caicos Is.	61	56	58	170	413	3	6	6
Totals	**313**	**6106**	**740**	**737**	**824**	**16**	**107**	**90**

Species in trade

The range of species subject to either international or domestic trade, which were listed on the CITES Appendices, was specific and typical to the region bar one or two notable exceptions. There were also few differences in the range of species between OTs. The main species in trade tended to be marine curios such as black and hard corals, conch products and to a much lesser extent, sea turtle products. The most unusual find was the availability and volume of carved elephant ivory. There was some evidence of exotic pet species such as non-native iguanas and parrots being traded, though this appeared to be limited. The trade in black coral items was by far the greatest volume, in terms of tourist souvenir items that would be purchased and taken across international borders. The scale of trade is largely unknown however, as much of the trade goes unmonitored as permitting is ignored. There was a significant trade in queen conch meat between countries in the region and with exports from one OT outside of the Caribbean. The trade in native species of wildlife, whilst relatively small in terms of volume, was of critical importance, particularly when populations of the rarer endemics are so small and fragile. A range of species such as endemic iguanas, parrots and orchids were found to be subject to a critically damaging illegal trade.

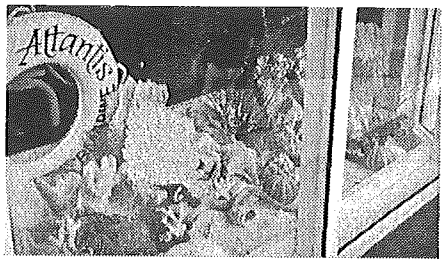
Black Coral - *Antipatharia* species **CITES Appendix II**

A slow growing coral which often has to be mined at great depths (up to 200 metres). There are over 150 known species of black coral. The main species in trade from the Caribbean region are *Antipatharia pennacea* and *Antipatharia lutkeni*. Black coral items can be distinguished from plastic by scraping the surface - black coral produces a dark rust-coloured dust. All OTs ban collection in territorial waters, although illegal collection was detected. The coral is blasted, prized, sawn or trawled out from the seabed. Much of it comes from a region of ocean off the coasts of the Dominican Republic and Belize. Lobster fishermen will also take coral if they find it, sometimes regardless if it is in territorial waters. The fishermen sell the coral to local craftspeople. In the Cayman Islands, illegally collected coral sold in this manner fetches between C.I. $50-500 per pound depending on the size, quality and whether it is pre-cleaned. Raw coral is cleaned, worked and polished, mainly for jewellery or art pieces. The main centre of this work is the Cayman Islands. The items typically sell as tourist souvenirs, fetching around US $10 for a pendant at the lowest level through to tens of thousands for a large art piece. Much of the medium quality jewellery is worked in Central America and imported through suppliers in the Southern United States (especially Miami). Much of the trade goes unmonitored as permitting is either ignored or CITES is not understood or heard of by traders or enforcers alike.

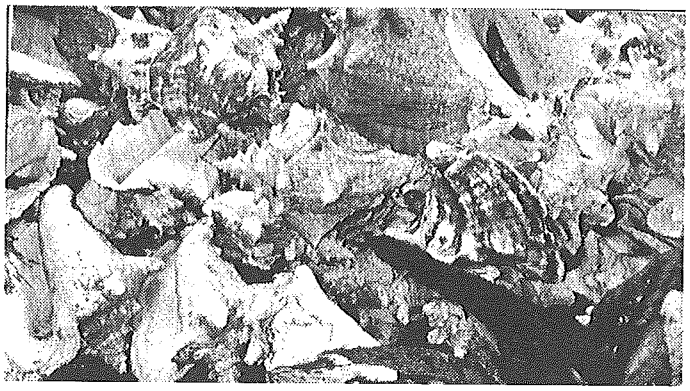


Black Coral can be crafted into many forms, large art pieces such as this lobster in George Town, Cayman Islands, fetch very high prices.
© Crawford Allan / WWF UK

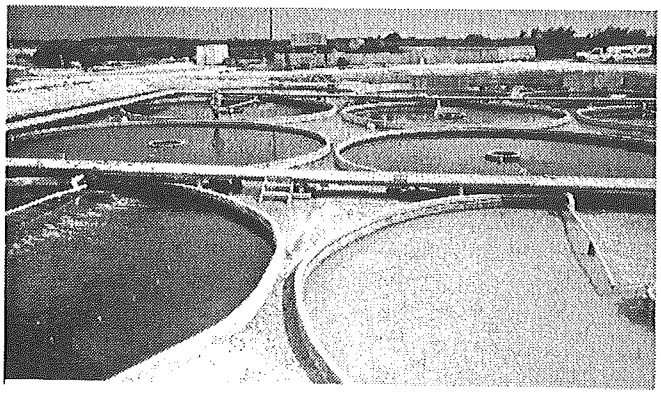
All scleractinian (hard) corals are listed on CITES Appendix II. All such corals seen in trade were dead, bleached or coloured as curios or souvenirs. The species in trade varied but included *Acropora* species (Staghorn Coral), *Stylophora* species (Hood Coral), *Pocillopora* species (Brown Stem Coral), and *Heliopora coerulea* (Blue Coral). Much of the coral appeared to come from sources outside of the Caribbean, such as the Pacific Ocean. Such corals were popular souvenirs in Grand Cayman and Turks and Caicos Islands. Overall the trade was not significant and there was negligible domestic collection for trade.



The Queen or Pink Conch, *Strombus gigas*, is a large marine mollusc that is a well-known dietary staple in the region. It is listed on CITES Appendix II and utilisation of the species is incredibly intense. The entire animal is used; the fleshy body is a cooked in a myriad of ways (such as conch stew or fritters). This food source is incredibly popular with residents and tourists alike. The shells are traded whole, often polished and sometimes crafted into souvenirs such as table lamps. The shell is also worked into other items such as jewellery.



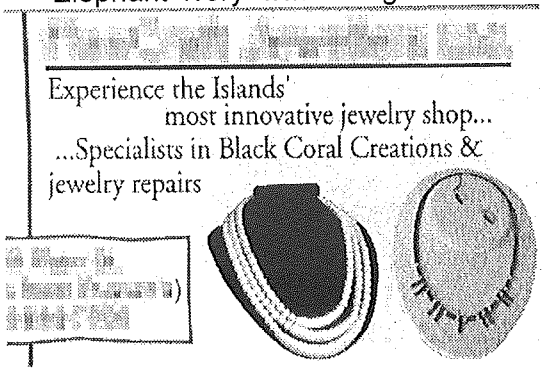
There are increasingly problems of supply with some of the OTs (Cayman Islands in particular), having devastated their own fisheries; they have to import large volumes from other countries in the Caribbean, such as the Dominican Republic. Some local harvest for the domestic market does occur in all OTs. For example, in 1997, BVI harvested almost 60,000 kg of conch. Only the Turks and Caicos Islands commercially harvest and export conch meat and live specimens ('cocktail' conch - eaten 'escargot' style, when 3 centimetres in length). Some of the export trade is from wild collected conch but the majority is from the Turks and Caicos Islands Conch Farm. The Farm exports live conch to Japan for sushi and to several nations for the aquarium trade (usually when around 3 cm in length). The imports of conch to the OTs continues largely without the use of CITES documentation according to many officials from the OTs. Some international trade is reported, usually where the shipment has passed through the United States. Direct shipments from the region to another country in the region often do not have CITES paperwork according to officials in several OTs. Partly because until recently many OTs were not aware that conch was listed on CITES. The TCI Conch Farm (illustrated here) has been successful in rearing conch to meet its domestic demand and for exports also, often to the United States. The Farm did go into a period of financial decline but has recently been subject to reinvestment. The Farm bred 1 million conchs in 1995 and 1.5 million in



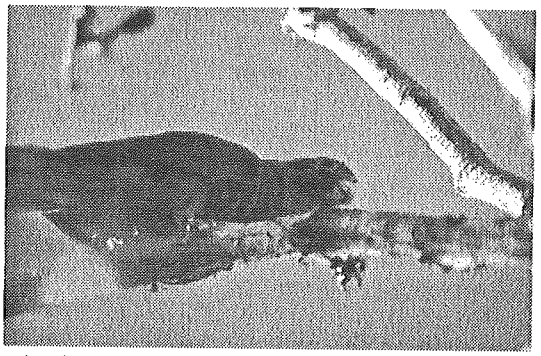
1996. The trade in conch from the Farm to the United States uses comparable CITES paperwork as TCI is not Party to CITES. A quota system is in place to regulate consumption. In some OTs conch fisheries are strictly controlled as populations have been decimated. In the Cayman Islands for example, harvesting is allowed only in designated zones for personal use. A reduction in the legal catch limit is proposed, in tandem with a closed season, to allow better regeneration. Even in restricted marine zones, locals or "belongers" were still seen collecting live conch for limited personal consumption.

All marine turtles are listed in CITES Appendix I. They are utilised in the OTs for a variety of purposes, the main one being for meat, almost entirely taken from the Green Turtle, *Chelonia mydas.* Other turtles utilised to a much lesser extent include the Hawksbill (*Eretmochelys imbricata*), and the Leatherback, *Dermochelys coriacea.* These turtles are used for meat but this is not deemed to be as good as the Green Turtle meat. The Green Turtle is used locally to make a traditional stew, and in some OTs the meat is also commonly sold in restaurants to tourists in a modified version of the traditional stew. The meat tastes and looks a little like beef; the restaurant at the Cayman Turtle Farm also serves it in sandwiches and soup. Turtle oil is also obtained from the Green Turtle, which is used often as a body moisturiser or made into soap. The Hawksbill is mainly used for its shell, which can be polished or worked into items of jewellery or typically spectacle frames. There was very little evidence of a continuing trade in these polished shell items and where shells were being sold they had been imported from Indonesia. There were some shells for sale of Green Turtles in Anguilla (illustrated here), and the Cayman Islands in particular. The Leatherback Turtle is traditionally used to make skin treatments; the carapace is boiled to obtain a traditional medicine oil. Turtle eggs from any species are still consumed locally, often as a tonic for males, although this tradition like many others is declining. The trade in marine turtles will be covered more substantially in the section on the Cayman Turtle Farm.

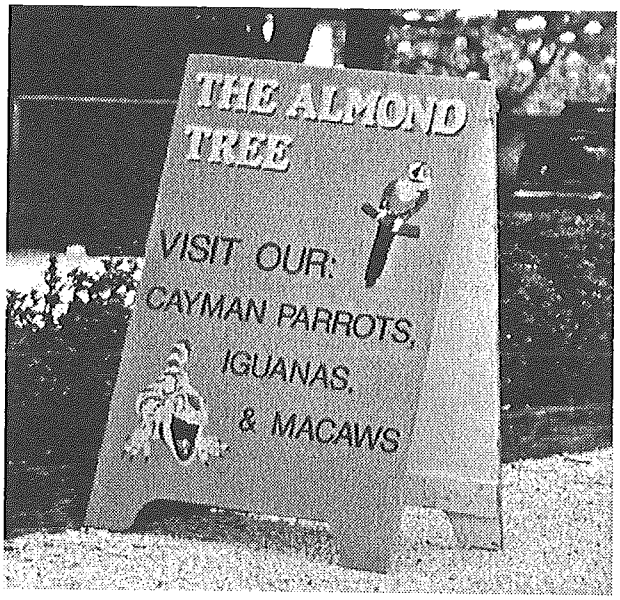
Elephant ivory was being sold in three of the four territories surveyed. Both elephant species (*Loxodonta africana* and *Elephas maximus*), are listed on CITES Appendix I. The items sold were carved objects and jewellery. With one exception, all items were being sold as elephant ivory and upon inspection this was confirmed. Some expensive jewellery in the BVI was clearly elephant ivory upon inspection, although the seller stated that it was not the case and it was made from tagua nut (an elephant ivory substitute). In all cases the items were being sold in tourist souvenir shops. It is indicative that there was such an availability, which generally would suggest that there was a 'demand' for ivory by tourists, or at the least there were opportunistic purchases. Ivory jewellery was even pictured in advertisements such as this one (above) in a tourist magazine from the BVI.



Whilst many native and exotic parrot species were seen in domestic and commercial premises, only one instance of commercial trade was witnessed, and in this instance the species were Peach-faced Lovebirds (*Agapornis roseicollis,* CITES Appendix II). The other parrots seen in captivity included the local Amazon parrots such as *Amazona ocrecephala caymanensis* the Cayman Parrot (shown here). The exotic parrot species included a variety of Amazons (*Amazona* species, Appendix I and II) the Scarlet Macaw (*Ara macao*, Appendix I) and Blue and Gold Macaw (*Ara ararauna,* Appendix II). There had clearly been occasions where parrots had been imported and exported, although the official Annual Reports may not necessarily reflect this. These specimens may have been captive bred or be pre-convention.



Native iguana species such as *Cyclura nubila lewisi*, *Cyclura nubila caymanensis* (Cayman Islands Ground Iguanas), *Cyclura pinguis* (Anegada Ground Iguana), *Iguana delicatissima* (Lesser Antillean Iguana) were known to be subject to limited illegal collection and export. There was a recent incident in December 1998 when the United States authorities made a seizure of a number of endemic iguanas from American collectors who had been posing as tourists on cruise ships. The practice had been investigated for some time and it is uncertain how many times this method had been employed. Seized iguanas included the rare Anegada Ground Iguana, found only on that island in the BVI. Other incidents in the past have been documented and these iguana species are available for sale in the United States, of uncertain origins. The iguanas seen in captivity were generally held in legitimate centres such as the WWF UK funded breeding centre, in the Botanical Gardens in the Cayman Islands. Some were used as tourist attractions in restaurants and bars (see picture here). Exotic Green Iguanas (*Iguana iguana* - CITES Appendix II) were seen in commercial trade in BVI. On some islands this species had been introduced into the wild, either by release or through being washed up on floating vegetation following storms.



There is a small illegal trade in endemic flora, particularly orchids and cacti. Many of the OTs have rare endemic plant species which are desirable for the specialist collector. They are easily collected from protected areas with little chance of interception and are easily smuggled out of the country. There are recorded instances of interceptions of endemic plants coming from some UK OTs, picked up by Customs in the United States. For example, endangered endemic cacti from some remote islands in the British Virgin Islands were intercepted in Miami in 1997.

Some low volume, minor trade was witnessed in giant clam shells (Tridacnidae - Appendix II). Other minor trade included stuffed alligator heads (*Alligator mississippiensis* CITES Appendix II) from the farmed stocks in Florida, and high value crocodile (Crocodylia) skin goods such as handbags (Appendix I/II). These were all traded aiming at the tourist market.

Main Types of Trade

There were five general classifications allocated to the different types of trade that predominated, each involving a variety of species subject to the trade classification.

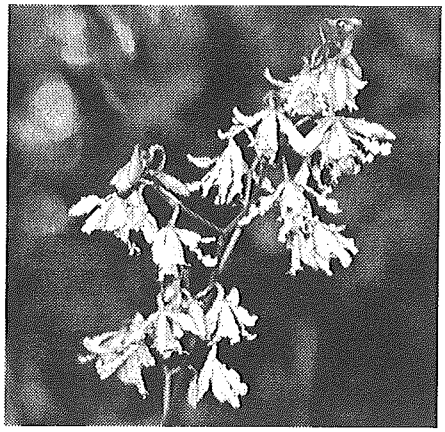
TABLE 2 THE TYPE AND RANGE OF TRADE IN CITES LISTED SPECIMENS IN THE FOUR OVERSEAS TERRITORIES SURVEYED

	General Trade Type	Species Involved
1.	Export of indigenous live fauna and flora	Hummingbirds Parrots Raptors Lizards Iguanas Orchids Cacti
2.	Frequent and high volume import of typical marine products	Black coral Hard corals Conch meat and shells
3.	Frequent and low volume export of typical marine products	Black coral jewellery Hard corals Polished conch shells Conch pearls Green turtle shells and products Giant clams
4.	Infrequent and low volume import of unusual products and live specimens	Elephant ivory carvings Sea turtle shells and products Traditional East Asian medicines Reptile skin products Alligator heads Live parrots Live iguanas
5.	Infrequent and low volume export of unusual specimens	Elephant ivory carvings Scientific specimens
	There was no evidence of trade in any other type of CITES listed specimens during the survey period. The list therefore is limited, and perhaps at first glance, easier to deal with than many other nations which have a large range of species in trade. CITES Annual Report data does show some other species in trade in the past that is explained later.	

1. Export of indigenous live fauna and flora

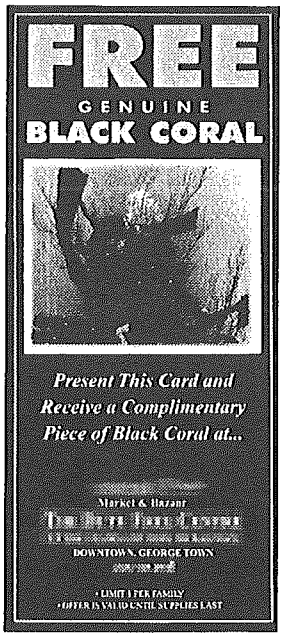
There is little evidence of frequent or high volume export of native species. There is some trade for scientific purposes but there are occasional reports or interceptions that indicate a low level illegal collection and export, predominantly to specialist dealers in the United States. Iguanas and parrots are the more commonly smuggled specimens. The difficulties of capture of these animals where the habitat makes them inaccessible and where collection is illegal, has

protected them from high level exploitation. Species such as the Anegada Ground Iguana, which was subject to recent seizures, occurs in a much more accessible habitat and is therefore at greater risk. There are some instances where animals in captivity have been stolen to order for export to specialist collectors or traders, as they are more easily obtained. Orchids are typically under threat of illegal collection due to the desirable nature of orchids for collectors in general, and the ease by which they can be concealed. With little enforcement controls and monitoring it is hard to say to what extent this trade occurs. It is believed by the National Trusts that this has not been too significant however. The Banana Orchid is shown here, in the Cayman Islands Botanic Gardens.



2. Frequent and high volume import of typical marine products

The major problem in the territories with respect to import trade are the imports black coral and conch. The collection of black coral from territorial waters in the territories is banned. Therefore for legitimate sale of coral crafts and jewellery in the territories it has to be imported from other countries that allow collection and export, or it is taken from outside of territorial waters. Whilst there is some evidence of illegal take from within territorial waters, it appears that the majority of black coral is imported from other countries such as Belize and Honduras. Worked black coral items are also imported from the United States. Informal and illegal import occurs when fishing boats from other countries arrive at the OTs (in particular Grand Cayman) on an irregular basis, to sell black coral they have harvested in addition to their fishing activities. It is fair to state that the Cayman Islands is a major importer of black coral but this is not reflected to any great degree in the official CITES data. Particular traders in the Cayman Islands admitted to collection inside territorial waters.

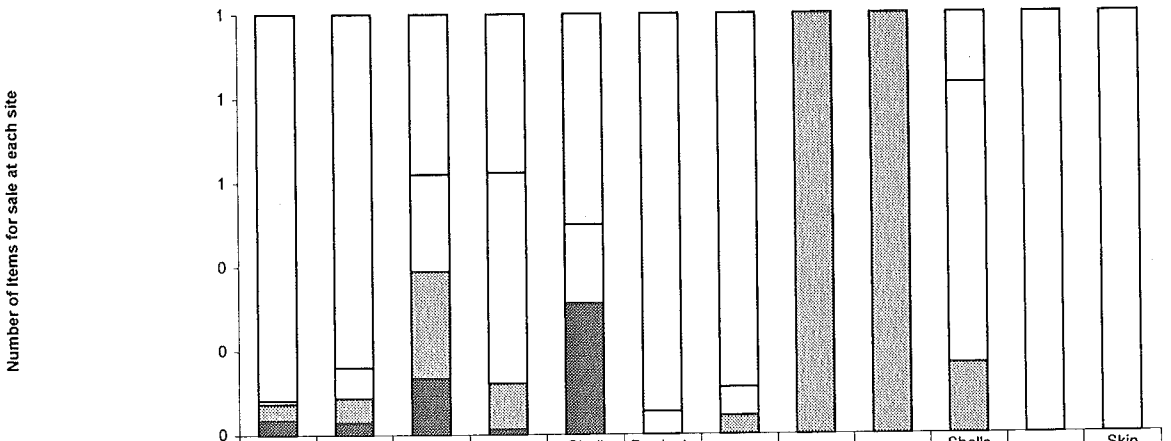


Almost every tourist shop in Grand Cayman sells black coral. The Cayman Islands has over one million visitors per year. This is a major business and a major centre for black coral trade. The author reviewed nearly one hundred outlets in Grand Cayman, over half of which sold black coral. There are rarely permits issued for imports of black coral, in all of the territories. In the case of the Cayman Islands, usually the trade is only recorded where it is re-exports of large shipments of carved items to or from the United States.

These imports must be extensive when looking at the scale of the trade in black coral in Cayman in particular, and conch in many territories. This is not recorded in the CITES Annual Report data. This is a trade that is not being monitored effectively and therefore we are unable to determine the effects of trade upon the species, in addition to other impacts such as damage by divers, mooring and climate change leading to bleaching, which are widely documented in the Caribbean.

The trade in conch is a different issue in that it is imported for consumption as food by some territories. This is a very large trade as most of the territories have a controlled catch system in their own waters, divided up into particular areas depending on the level of control required. The local catch often cannot accommodate the demand and imports are required from Honduras, Guatemala, and Jamaica for example. This trade is again not monitored as CITES permits are rarely used for shipments. The majority of the retailers, tourists and some officials did not know that *Strombus gigas* was listed on CITES (Appendix II in June 1992).

Comparison of proportion of trade types in each Overseas Territory



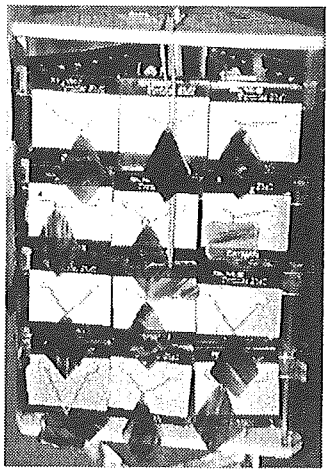
	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
Cayman Islands	5601	670	280	310	8	105	80	0	0	1	0	0
Turks and Caicos Islands	56	58	170	413	3	6	6	0	0	4	11	3
British Virgin Islands	239	47	188	91	0	0	4	2	12	1	0	0
Anguilla	211	23	99	10	5	0	0	0	0	0	0	0

There is significant export of conch shells as souvenirs, often polished or crafted in some way. There are also exports of conch pearls. The trends in trade vary greatly between the Territories. The Cayman Islands is the main centre in terms of volume of trade in shell souvenirs. The Conch Farm on the Turks and Caicos Islands supplies local restaurants and has exported in substantial volume in the past, and although the operation was delayed due to financial problems it is now once more starting to get underway. The wild harvest of conch for export from the Turks and Caicos is also significant, and is controlled by a quota system.

3. Frequent and low volume export of typical marine products

The exports and re-exports of black corals, hard corals, and queen conch shell products, that are generally not recorded in the CITES data, all tend to be the high frequency - low quantity instances of tourists with souvenirs. This should not be underestimated, as numbers of tourists visiting the territories are enormous and the CITES items in question are very popular souvenirs (with the exception of turtle shell). While individual transactions may be small, in sum they add up to a very large scale and regular trade. Large scale commercial re-exports of black coral and conch are documented to a degree in the CITES Annual Report data but much of the trade occurs without permits.

Exports of turtle shell products (polished shell, earrings, brooches, oil etc.) are far less frequent. The offer for sale of such items was only found in two instances in Anguilla, on no occasion in the British Virgin Islands, in two instances in the Turks



and Caicos Islands and in four instances on Grand Cayman. This is far from a significant trade in terms of volume but it is more critical as the species are listed on CITES Appendix I. The turtle shell earrings shown here were sold at the Cayman Islands Turtle Farm.

Turtles are protected in all territories but there is a limited catch allowed during the open season, with the exception of Anguilla that has imposed a trial temporary ban. Indigenous people are entitled to catch turtles during the open season for domestic consumption. The closed season is usually between May and October. The tendency to collect eggs for consumption as a tonic seems to be in decline in most territories. In Turks and Caicos Islands it was evident that some of the polished hawksbill shell and products had been imported from Southeast Asia. In Cayman many of the items of shell sold were from the Cayman Turtle Farm and were from the Green Turtle. Some turtle oil was found but turtle leather items were not discovered in trade.

4. Infrequent and low volume import of unusual products and live specimens

All of the following items have been, or still are imported into the OTs: elephant ivory carvings, sea turtle shells and products, traditional East Asian medicines, reptile skin products, alligator heads, live parrots, live iguanas and even stuffed tigers!

From examination of CITES specimens available for sale, and discussions with traders and importers, there are a number of items imported and sold in the territories which were unexpected and are not traditional items one would imagine would be traded or imported. Elephant ivory carvings and jewellery were found in all of the territories except Anguilla, and was even sold in the duty free shops in the airport in two OTs. Anguilla does have a confiscated stock of ten elephant tusks that were seized from a ship however. This shows that there has been a potential illegal trade in elephant ivory, in one case in the past at least. Elephant ivory with a few exceptions is CITES Appendix I. The specimens examined did not appear to be antique and in one occasion it was admitted that it was imported from China. In one retail outlet in Cayman there was quite a large selection of carved items of jewellery with over 50 pieces being offered openly as elephant ivory, it was stated that there was quite a reasonable tourist demand for these items. In other territories they were more cautious, in one instance claiming that it was not really elephant ivory, (if it was not, it was an incredibly good substitute). There are no records of imports of elephant ivory since 1992 in any of the OTs.

In one instance on Turks & Caicos an importer displayed four hawksbill turtle shells and various tortoiseshell products such as combs. The importer was selling items that were imported from a broad range of locations including Southeast Asia and South and Central America. While it would be expected that turtle shells would be offered for sale, they were traditionally thought to have resulted from local harvest. In this instance they were imported from countries such as Indonesia.

In one instance in Cayman Islands a Chinese supermarket stocked a large selection of traditional Chinese medicines imported from China. The medicines included several hundred manufactured tiger bone medicines and others which included rhinoceros horn, bear bile, musk, saiga antelope horn and orchid. Again these were not recorded as imports in the CITES data since 1992 and the CITES MA was not aware of the existence of these products for sale in Cayman. This

information was provided to the authorities who were also very surprised that these items were being imported and sold.

Some live pets were sold which were CITES listed and were not indigenous to the territories. These include some parrots and green iguanas. They were not recorded in the CITES data from 1992 and were clearly juveniles but they could have been captive bred on the islands. The CITES data does show a limited trade in pet species such as these.

5. Infrequent and low volume export of unusual specimens

Rarely there are exports of certain CITES listed species and products which are not the norm (such as elephant ivory carvings and alligator heads as tourist souvenirs). These include scientific samples or live animals and plants for scientific purposes. In the past this has included research into the genetics of endemic iguanas, where live specimens and blood samples have been exported. Eggs, blood and tissue samples etc. also need permits under CITES.

Volumes of trade

The main issues in terms of trade volumes of significance are trade in black coral and conch. These two commodities stand out above all others. Whilst the survey results probably show proportionately the true scale of trade in black coral, the trade in conch is not truly realised due to the nature of the huge trade in meat and foodstuffs.

Retail/wholesale availability of CITES specimens

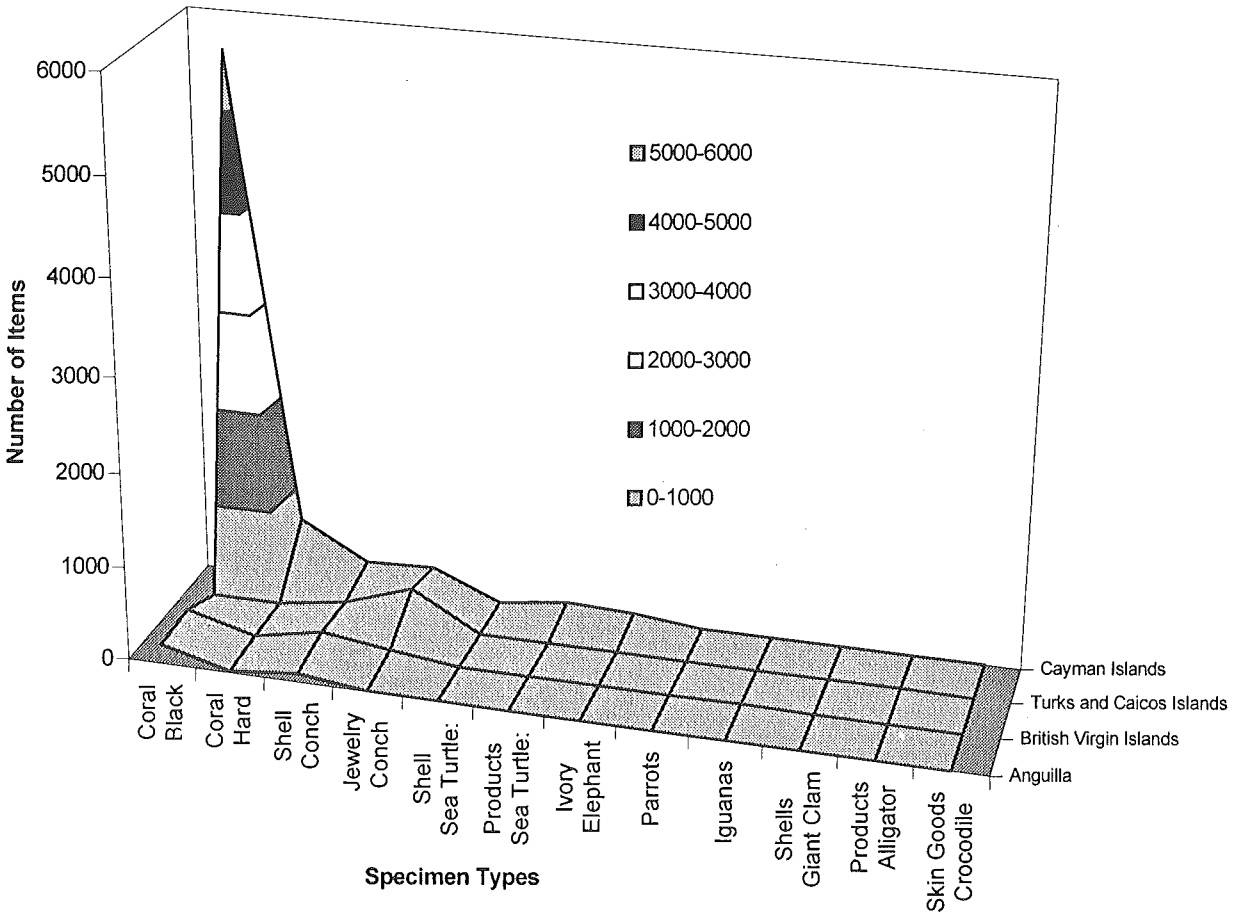
Many thousands of specimens of black coral were available on the Cayman Islands and turnover was very high due to the tourist load and the Cayman Islands being known as a centre for such trade. Items crafted from black coral were the prime tourist souvenirs. Anguilla and BVI both had total counts of specimens available for purchase at the level of a few hundred specimens each. TCI had a total count of just over 50 specimens available for purchase.

The graph illustrates the differences in volumes of availability of CITES specimens in the OTs. It shows the results of the surveys of retail/wholesale premises. This is to illustrate the large disparity in availability of CITES specimens in terms of potential purchases by tourists.

Volume of trade in native species

The data on export volumes of native species such as rare endemics cannot be shown graphically in the manner above, as there was no evidence of retail or wholesale trade in them. The trade could be shown graphically if there was a good time series of data on interceptions of endemics being smuggled. This is not something that exists currently and would not be that worthwhile considering the very low enforcement effort involved. All that can be stated is that the National Trusts and governments provided anecdotal evidence of the numbers of incidences and number of specimens involved in such trade in the past and that some seizures data indicated that it was a problem. The volumes being illegally collected and exported could be relatively high and most serious problem but due to the low level of monitoring and effort it is very difficult to quantify. This is part of the reason why implementation of CITES is so critical.

Significance of volume of different specimen types by country



Recorded CITES Trade

The following shows the recorded CITES trade data for the Caribbean OTs between 1992-1996 (latest data available). The lack of implementation of CITES and low level returns of CITES permits means that these data only provide an indication of the true level of trade but does provide a useful picture of levels of CITES reporting and implementation.

Anguilla

Between 1992 and 1996 Anguilla had only recorded trade in imports of an African grey parrot, 2 Molluccan cockatoos, 11 cycads from the United States and 10 orchids from Thailand. Its recorded exports were 4 cacti to the United States and 6 red-footed tortoises to Trinidad and Tobago.

British Virgin Islands

Between 1992 and 1996 its recorded imports included some reptile leather goods totalling 150 items; the remainder were live parrots, green iguanas, orchids, cacti and other plants, totalling 125 live specimens. Its exports included one green turtle shell, re-exports of 27 elephant leather items originally from Zambia, 20 pieces of hard corals, a giant clam shell, 10 live orchids, 3 live cacti, 2 African grey parrots and 100 live conch.

Cayman Islands

Cayman had the largest number of recorded CITES transactions. The imports between 1992-1996 included live orchids, live cacti, euphorbias, cycads, other plants, reptile skins items, parrots, walrus tusks and carvings. No conch imports were recorded. Black coral imports totalled 1147 carvings and 1.01 kg of carvings. Recorded exports were smaller in terms of number of exports (94 export transactions and 180 import transactions). Exports were mainly of green turtle specimens, black coral carvings, hard corals, parrots, cacti and orchids. Some native iguanas and parrots were also exported. Recorded exports of conch totalled 3 shells over the period. Exports of black coral totalled 2800 carvings, most from one commercial shipment. Re-exports totalled 11,600 carvings, most in large commercial shipments to the United States or the U.S. Virgin Islands. The origin of the original exports were mainly unrecorded, one was recorded from Honduras.

Exports of green turtle specimens included:

7 shells (personal use and captive bred source)

1 kg, 13 lbs, scales

2 kg meat (confiscated)

4 leather items (confiscated and trade – pre-convention)

78, 3 lbs & 24 oz specimens (captive bred and for commercial trade, scientific and wild caught)

1 live (captive bred for personal use)

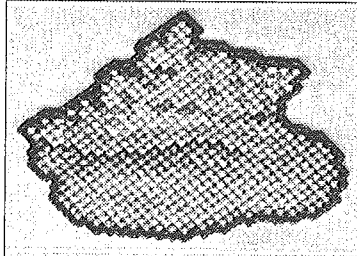
Many of the recorded transactions of green turtle were personal or commercial trade items from a captive bred source. Approximately half of the export records were incomplete and did not provide information on the source of the specimens (captive or wild) or the purpose of the transaction (scientific, commercial or personal). Technically, all commercial transactions are CITES infractions because only captive bred specimens which conform to the CITES terms of captive breeding are acceptable to be traded for commercial purposes. The Cayman Turtle Farm does not officially conform to the terms of captive-bred specimens as dictated by CITES, as they are not a registered breeding facility for Appendix I specimens. In practice however, transactions do regularly take place of Appendix I specimens from non-registered captive breeding facilities world-wide, for commercial purposes. This is undertaken where the government of the country in which the facility is located determines that the facility does genuinely produce second generation captive bred offspring and the government of the country of import accepts these assurances in issuing an import permit. It is not an ideal situation and is still technically a CITES infraction.

The CITES definition of a 'captive bred specimen' is an animal which was reared in a closely controlled environment and is an F2 generation specimen i.e. both parents were bred in captivity (F1). Until relatively recently, the breeding in the turtle farm mixed wild-sourced and F1 generation animals in its breeding process. There is a closed cycle now that breeds F1 generation together, not mixing wild sourced animals. The Farm claims to have produced over 200 second-generation animals.

Turks & Caicos Islands

Recorded imports between 1992-1996 included over 120 black coral carvings from the United States, 22 caiman and alligator skin watchstraps, 36 live cacti, 2 African

grey parrots, 6 orchids and 32 aloes. Exports were predominantly of Conch, in the form of shells, meat and live specimens, often in very large quantities. There were 37 exports during the period, ranging from 5 kg of meat to 375,000 kg, from 6 shells to 31,000 kg of shells and from 14 live conch to 92,000 kg of live conch. One Amazon parrot and one lovebird were also re-exported.



CITES Export Quotas 1998: Queen Conch for the Turks and Caicos Islands

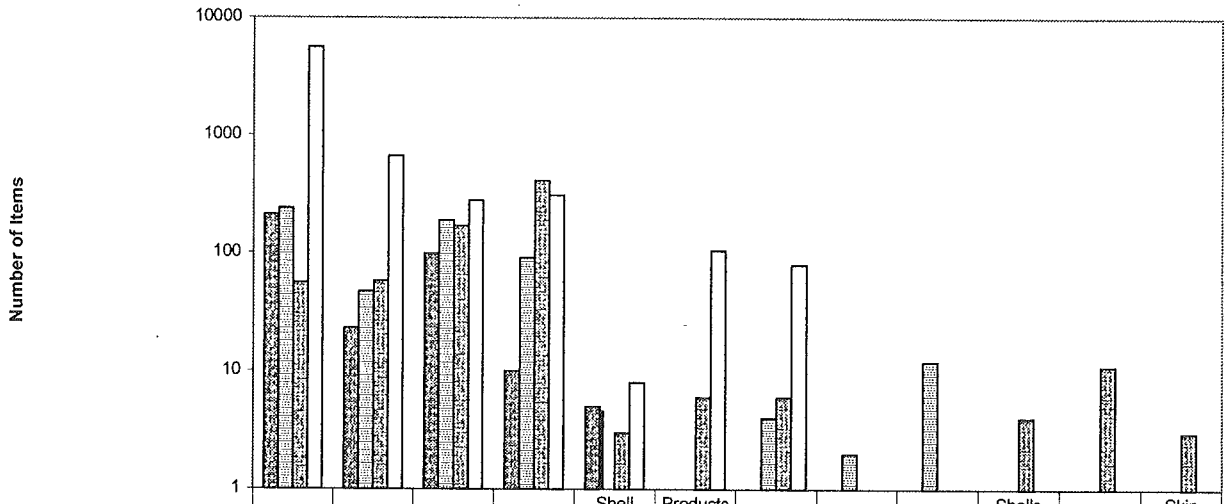
Strombus gigas CITES Appendix II

	Ranched	Wild-taken	Total
Trimmings (kg)	0	435,448	435,448
Meat (kg)	4,536	272,155	276,691
Dried meat (kg)	0	907	907
Live Animals (kg)	181,436	0	181,436
Shells (kg)	22,679	22,679	45,358
Total (kg)	208,651	731,189	939,840

Montserrat

There was no recorded trade in CITES listed specimens between 1992 and 1996.

Adjusted comparison of findings in all Overseas Territorities (log scale)



	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
Anguilla	211	23	99	10	5	0	0	0	0	0	0	0
British Virgin Islands	239	47	188	91	0	0	4	2	12	1	0	0
Turks and Caicos Islands	56	58	170	413	3	6	6	0	0	4	11	3
Cayman Islands	5601	670	280	310	8	105	80	0	0	1	0	0

Prices

The following are examples of average prices based on the experience from all OTs. There are exceptions to these prices dependent upon size and quality.

TABLE 3 VALUES FOR VARIOUS CITES LISTED SPECIMENS IN THE OTs SURVEYED

CITES Taxa Products	Product description	Price examples in US dollars
Turtle Products	100 cm polished hawksbill shell	179
	60 cm polished hawksbill shell	159
	75 cm polished green turtle shell	95
	50 cm polished green turtle shell	65
	Hawksbill earrings	25
	Hawksbill bracelets	55
Queen Conch	Shells	10 - 20
	Jewellery	5 - 100
Black Coral	Small pendant	10
	Larger art piece	1000's
	Necklaces, bracelets, pendants, earrings	50 – 200
Hard Corals	Large display	300 - 800
	Small pieces	20
	Necklaces	20 - 200
Elephant products	Ivory necklaces	100 - 500
	Ivory carvings	50 - 300
	Bone necklaces	200

Illegal trade: what, who and how?

The survey work showed that the majority of trade in CITES specimens in the OTs was illegal at some point along the chain from source to destination. The majority of this trade was illegal due to inadequacies in the implementation of CITES and the lack of awareness by those involved in the trade. The investigation revealed that there are four main types of illegal trade in the OTs.

1. Concealed smuggling across international borders

   (e.g. live native wildlife for specialist collectors)

2. Unconcealed international commercial transactions without permits

   (e.g. large scale movements of conch meat)

3. Movement of tourist souvenirs across borders by tourists without permits;

   (e.g. returning home from holiday with black coral jewellery).

4. Domestic trade in prohibited wildlife

   (e.g. sale of illegally harvested marine turtle shell).

1. Concealed smuggling across international borders

What?

The more sinister and potentially disastrous illegal trade in rare native wildlife is of great concern for the very localised and often endemic populations in the OTs. The main species of concern are outlined in Appendix II. There has been evidence of a limited but persistent collection from the wild of species such as endemic iguanas and orchids in particular. There are several species in the OTs that are unique to a particular island and are recognised as being globally endangered. Their rarity and the relative ease by which they could be smuggled from the OTs makes them targets for a few determined collectors. Recently (November 1998), several Anegada Ground Iguanas were smuggled by collectors and seized by the U.S. authorities in Miami. These animals are found only on Anegada in the British Virgin Islands and are classified as Endangered by IUCN. Their global population in the wild totals less than 200 animals. There is some smuggling of marine turtles for food between Islands in the region.

Who?

This trade is perpetrated for and often by, specialist collectors and traders who are keen to obtain rare and unusual species. Sometimes this is in the misguided belief that they can help conserve species by breeding or propagating the species in captivity. Usually however, this is to simply make money from trading in a unique specimen. Those responsible are often from North America, Europe or Japan. The collection from the wild may sometimes be undertaken or aided by local persons with a knowledge of where to locate the species in demand. There have been cases of European collectors posing as herpetologists in the Cayman Islands in recent years and the collection of iguanas recently was undertaken by American reptile traders posing as cruiseship passengers. The smuggling of marine turtles for their meat occurs by fishermen who are fishing illegally in territorial waters.

How?

There have been several methods employed in recent years to collect and smuggle wild species. These have included posing as scientists who contact local institutions such as the National Trusts to determine where to locate specimens. A recent method was to pose as a cruise ship tourist, cruising to several islands and collecting wildlife during the stopover points. A less subtle approach has been to steal wildlife held in captivity or in breeding programmes and smuggle the items in hand luggage on the aeroplane. Most animals will tend to be specially concealed in luggage or taken by boat. Plants are much easier, particularly orchids which can even be packaged and sent via airmail. Particular endemic species such as iguanas and parrots have been known to be traded amongst specialist collectors and retailers. There are occasionally advertisements for species that are not legally known in captivity outside of the region or in legitimate zoos. These advertisements are increasingly found on websites on the internet. For example, the Cayman Islands Blue Iguana (*Cyclura nubila lewisi*) was offered for over US $1000 per animal in 1998. One notorious American reptile trader who has since been jailed for smuggling endemic reptiles from the Caribbean region was offering 3 males and 3 females of this subspecies (*lewisi*), for US $ 27,000 for all six. When there are no legitimate exports for commercial purposes of these rare endemics and they are very hard to breed in captivity, it makes these internet advertisements very suspect. In these cases it is highly likely these were illegally collected and smuggled from the Cayman Islands. Another development, probably

as a result of lack of availability of potential breeding partners, or the difficulty of breeding these species, is the increasing availability of hybrid iguanas. A hybrid Cuban Ground Iguana and Cayman Islands Iguana was offered for sale in the United States in 1998. A reptile trader on the internet offered it at a price of US $750. The cross-breeding is of conservation concern, as this has no value for potential repatriation and would only pollute the gene pool. There have not been legitimate exports of Cayman Islands Iguanas for commercial purposes and the parent of this animal would therefore be of dubious origins. The smuggling of marine turtles occurs where they have been fished either out of season, without a permit or where there is a ban. The turtles are often taken to a country where controls are lacking and demand is high. A good example is the illegal capture of marine turtles in Anguillan waters which are taken and traded for consumption in the neighbouring island of Sint Maarten / St. Martin (formerly turtles went to Guadeloupe).

2. Unconcealed international commercial transactions without permits

What?

Due to the lack of knowledge, enforcement and implementation of CITES in the OTs, there are regular commercial shipments of CITES goods into and out of the OTs without CITES paperwork or checking. On the whole this relates mainly to imports and exports of black coral in raw or worked forms, conch meat, and hard coral souvenir items. This is probably far more common than would be expected.

Who?

The main perpetrators are companies who trade in these commodities, either to supply their own retail outlets or restaurants, or to supply wholesalers or brokers.

How?

These illegal transactions occur mainly through ignorance by the importer/exporter in addition to the authorities that should be regulating the trade. The trade usually occurs through movement of goods, mainly by ship to or from an OT. There is rarely the use of CITES documentation and there are probably no, or very few, instances of CITES checks on shipments. The OTs rarely issue export permits for such commodities and rarely receive permits upon import either. The authorities admit they do not check for permits and in some cases did not even recognise the need. Very often they would not even have a legal basis for seizure anyway, as the legislation would not recognise the commodity as being controlled.

3. Movement of tourist souvenirs across borders by tourists without permits;

What?

There is a regular and large-scale export of individual tourist souvenirs from the OTs, usually black coral, conch or hard coral souvenirs. There may be some tourist export of marine turtle products such as turtle shell items.

Who?

The Caribbean OTs are destinations for tourists from all over the world, but the majority are from North America and Europe.

How?

The tourists will return home with their souvenirs without CITES export permits. The items will be carried in luggage or on the person. As there is little awareness of the controls the souvenirs are rarely concealed (except for marine turtle shell). In the USA CITES Appendix II products, such as most of these items, are exempt if they are personal souvenirs. None of the retail outlets inform of the need for export permits. The authorities have only ever issued permits for souvenirs on a few rare occasions where the tourists have requested them specifically (often after having items seized at home after previous visits to the OT).

4. Domestic trade in prohibited wildlife

What?

The sale of prohibited species or sale of species during the closed season. The sale of items collected within the OTs boundaries that are totally prohibited or prohibited out of season. These can include black and hard corals, conch, marine turtles and native wildlife such as parrots and iguanas.

Who?

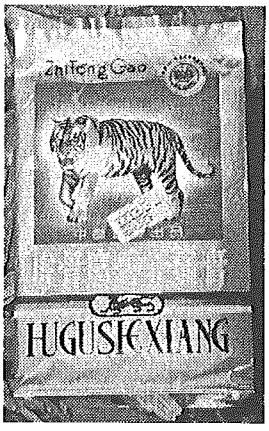
This is a small and infrequent type of illegal trade, sometimes perpetrated by local fishermen or retailers, or opportunistic traders. Sometimes immigrant workers have been known to undertake such activities.

How?

Native wildlife may be collected or fished and sold locally to restaurants, markets, supermarkets or even tourists. Sometimes it is simply the case of fishing out of season for marine turtles for example.

Illegal Trade: blatant infractions

There were several instances during the investigation where there were clear cases of illegal trading or where goods were being traded of illegal origins. Aside from the problems of implementation and awareness of CITES, but looking at clear-cut instances, the following examples were witnessed during the course of the investigation.

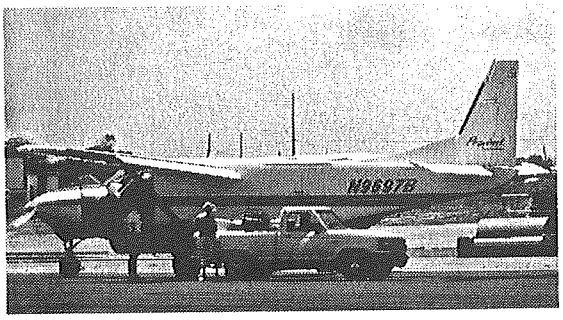


- *Trade in elephant ivory: the British Virgin Islands, the Cayman Islands, the Turks and Caicos Islands (including sold in airport departure lounges).*
- *Trade in marine turtle shells and ivory imported from Asia: the Turks and Caicos Islands*
- *Trade in marine turtle shells where domestic trade is banned: Anguilla*
- *Trade in traditional Chinese medicines claiming to contain Tiger, Rhino, Bear, Musk, etc.: the Cayman Islands.*
- *Illegal collection and smuggling of endemic species: Anegada Ground Iguana seizure of smuggled animals and arrest of perpetrators in November 1998.*

These instances are briefly summarised in the appropriate places within the *Results* section.

Trade routes

The proximity of the region to the United States and Central and South America greatly influences the routes for commercial wildlife trade. The combined demands of the tourist trade and the availability of indigenous wildlife and marine products in the OTs make for a mixture that results in regular trade flows. The OTs are destination countries for a variety of wildlife commodities to serve the tourist market and are source countries of indigenous fauna and flora to serve the demands of the neighbouring regions. Clearly the trade routes to and from individual OTs will differ but there are some generalisations that can be drawn. Much of the trade into and out of the OTs is via the United States, usually the ports of Miami and Tampa. However there is a regular trade route between the Central American nations, in particular Belize, Honduras and Venezuela. There is a good degree of informal trade between countries within the Caribbean region, but also much of the more formal trade shipments go via Miami. Informal trade may be *ad hoc*, small-scale, trade in conch or marine turtle meat for example, whereas formal trade may be larger scale trade in conch or black coral.



It was unexpected that many of the marine curios in trade at tourist retail outlets in the OTs were not of domestic origin, the majority being imported from elsewhere in the Caribbean and often much further afield. Many curios on sale were imported from Indonesia, China and the Philippines. These may have been routed through suppliers in the United States although some importers dealt direct with the source countries.

Anguilla

There are no direct international flights outside of the Caribbean region. Most flights tend to be routed via another country in the Caribbean region, usually Antigua or the Virgin Islands. There are close transport links with the nearby islands of Saint Martin and St. Barthélémy (to France), and Sint Maarten (to Netherlands), with regular ferry services.

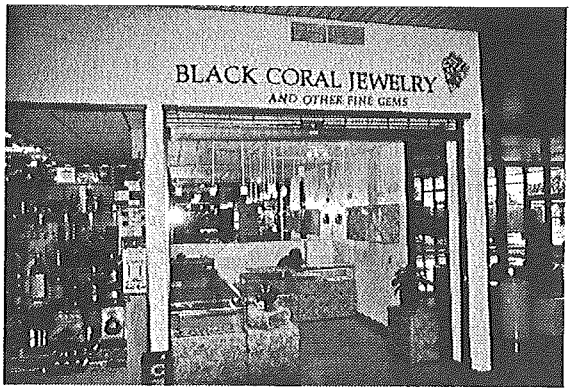
It is claimed by several sources in Anguilla that any sea turtles which are caught illegally by locals are usually taken to the neighbouring Dutch and French territories of St. Maarten and Sint. Martin. There is apparently a high demand for turtle meat and shell on these neighbouring islands. Anguilla has a small conch fishery but exports have declined. This will have to fall under the CITES permit system should Anguilla ratify CITES.

British Virgin Islands

Located very close to the U.S. Virgin Islands, there is a major trade route between the countries. There are regular ferry services between the two territories. The BVI has international flight links outside of the Caribbean region. There are no major exports of CITES products such as conch. There have been irregular exports of Leatherback Turtle oil for local medicinal use in the U.S. Virgin Islands. The Virgin Islands are a major smuggling route into the mainland United States for illegal immigrants from Asia and drugs. Conch is imported from Jamaica and Honduras via the United States. Black coral is imported from the Dominican Republic.

Cayman Islands

The majority of imports and exports are routed through the United States and many CITES listed items such as black coral are often destined for consumption there. There is frequent movement of cargo ships into George Town port. Similarly, tourist travel is often directed through the United States. There are strong trade links with Honduras, Guatemala and Belize also, in terms of imports into the Cayman Islands. Black coral is often imported in its raw form from these Central American countries. There are trade links with Jamaica to a lesser degree. The airport on Grand Cayman has regular international flights to the United States and Europe. There is a specialist black coral jewellery shop located in the Grand Cayman airport duty free departure lounge. © Crawford Allan / WWF UK



Turks and Caicos Islands

There is limited flight access to TCI; nearly all international flights outside of the Caribbean region are routed through the United States due to an airline monopoly. There are shipments of conch exports to the United States. The main commercial links are with the United States, Japan and Europe. The TCI is known to be a laundering centre for illegal commodities into the United States (drugs primarily, but wildlife is also possible).

Legislation and Implementation

Technically, the United Kingdom's ratification of CITES includes all OTs and they are not Parties in their own right. However, each OT must have CITES individually extended to include them, in terms of their own implementation of CITES and the relationship between the UK and the OTs. The OTs are the responsibility of the FCO and they do not have the same legislation as the UK legislation. This is still a grey area which has not yet been clarified by the FCO and questions arising from this issue could not be answered by the FCO at the time of the CITES Seminar in Grand Cayman. The fact that two of the OTs are not implementing CITES and have not individually ratified the convention internally, within the UK sphere of administration, means that the UK is in contravention of CITES, not the OTs themselves. It was stated at the Seminar that the OTs had to introduce relevant legislation to implement CITES before the UK would extend ratification to them. Similarly, they are not part of the European Union and do not implement the European Union Regulation which implements CITES. The UK insists that OTs develop the necessary legislation prior to having ratification of CITES extended to them. It is an untenable situation to have all CITES trade in the OTs recorded under the UK Annual Report data, when they do not implement CITES under the EU Regulation or the UK's domestic implementing legislation.

The Cayman Islands, British Virgin Islands and Montserrat have ratified CITES through the United Kingdom, and Anguilla and the Turks & Caicos Islands are yet to individually ratify CITES under the United Kingdom's Party status.

Where those countries have yet to ratify CITES, this clearly undermines the United Kingdom's implementation of CITES. Where those countries have ratified and

there is CITES legislation in place there is a need for amendments in some instances. For example, some legislation refers to the CITES Appendices at the time of ratification and does not have provision to allow the revised Appendices every 2.5 years.

For Anguilla and Turks and Caicos to ratify CITES there are significant resource implications, which were concerns raised at the CITES Training Seminar. They would need to establish Management and Scientific Authorities, develop legislation and enforce that legislation. This would involve human resource investment and the need for training, tools and new procedures. For countries with limited resources as these, this could be a major stumbling block in the movement towards joining CITES.

Legislation in place

There was disparity between OTs in the type and content of legislation that pertained to trade in wildlife. Generally, in CITES terms, there was no entirely suitable legislation in any OT. The following information outlines the status of legislation that is used to implement CITES in the OTs and legislation that relates to protection or control of native wildlife.

Anguilla

CITES

Anguilla does not attempt to implement CITES. There is no legislation in place to enable them to do so. Anguilla has not ratified CITES, even though an Overseas Territory, and in effect has non-Party status.

Native Wildlife

There is currently a temporary moratorium on the legal catch of marine turtles during the open season. This ban was set to cover the period 1994-1999 and will be reviewed in 1999 but it is likely to continue. The *Turtles Ordinance CAP.99 of January 1948* imposed a closed season on the taking and domestic trade in marine turtles and eggs between 1 June and 30 September. The Police were empowered to confiscate turtles or their parts during the closed season, and to arrest suspects. The Ordinance also set out fines upon conviction. This has been repealed by the Fisheries Protection Ordinance.

The *Fisheries Protection Ordinance, No.4 of 1986* sets out the law with respect to taking of marine resources within territorial waters. This includes marine turtles and corals. This defines the offences, powers, procedures, penalties and enforcement methods. It is illegal to remove corals from within coastal waters.

The *Wild Birds Protection Ordinance (CAP.113 of November 1913)* protects certain native birds and their parts and derivatives, from illegal collection, possession internal and external trade. There are two Schedules, A and B, which list bird species regulated under the Ordinance. Schedule A birds cannot be killed, wounded or taken from the wild. Schedule B birds cannot be killed, wounded, taken from the wild or traded during the closed season (1st February to 15th July). There are some exceptions for scientific purposes and Schedules and penalties can be amended as required by proclamation in the Gazette. The maximum penalty for violations are set in terms of fines. The Police have power of seizure.

The *Plant Protection Ordinance (CAP.97 of May 1923)* sets out phytosanitary controls on importation and holding of plants. This allows for quarantine procedures and regular inspections of nurseries that must be registered where imported plants are kept.

The *Animals (Diseases and Importation) Ordinance (CAP.107 of April 1955)* sets out agricultural health controls and quarantine on importation and holding of animals. *Part III Importation*, states that no bird, reptile or insect may be imported without a licence.

British Virgin Islands

CITES

The BVI attempts to implement CITES but it does not have any specific CITES legislation. The legislation in place appears to be the best of all OTs examined, but it requires some improvements. Presently, the legislation is in violation of CITES as certain exacting requirements are not met. CITES is enacted through the *Endangered Animals and Plants Ordinance Cap.89 of January 1987.* This specifies the need for permits for species listed under the Ordinance. Revisions can be made to the list of species (termed *Schedules*), for example in the case of changes to the CITES Appendices. There is also the possibility to regulate or deregulate trade in any species, at the discretion of the government. The enforcement of the Ordinance is covered by the *Customs Ordinance*, whereby Customs are at liberty to seize any specimens that are not correctly permitted. The possible penalties for violation include a fine up to US $1,000 or imprisonment up to 12 months. The establishment of an advisory body to government on the application of the Ordinance is also dictated in the Ordinance as being at the discretion of government should it see fit.

Native Wildlife

There is a legal catch of marine turtles during an open season. The *Turtles Ordinance Cap.87 of 1959, amended 1987)* allows the taking and domestic trade in marine turtles and eggs between 1 October and 31 March. The *Turtles (Protection) Notice 1986* sets the dates of the open season. The maximum fine for violation of the Ordinance is US $1,000. The Police are empowered to confiscate turtles or their parts during the closed season, a well as equipment used to capture turtles or take eggs.

The *Protection of Endangered Animals, Plants and Articles (Removal and Possession) Ordinance (Cap.95 of March 1981)* sets out controls on the removal of species from the wild. This also controls possession of native wildlife. The species covered by the Ordinance are listed in a Schedule that can be changed at any time. Corals are totally prohibited from collection including Black Coral. Violation penalties of up to US $2,000 or imprisonment up to 12 months can be imposed. The Police have powers of seizure under the Ordinance, of both the specimens and any equipment used in perpetrating the offence.

The *Wild Birds Protection Ordinance (Cap.96 of 1959)* protects certain native birds and their parts and derivatives, from illegal collection, possession, internal and external trade. There are some exceptions for scientific purposes. There are currently over 30 such bird species listed under the ordinance. The maximum penalty for violation is US $200. The Police have power of seizure.

Cayman Islands

CITES

The Cayman Islands attempts to implement CITES but it does not have any specific CITES legislation. The legislation in place appears to be inadequate and it requires significant improvements. Presently, the legislation is in violation of CITES, as many requirements are not met. CITES is enacted through the

Endangered Species Protection and Propagation Law (Law 21, 1987). This specifies the need for a licence to import or export a species listed in the Schedules of the Law. Revisions can be made to the list of species in the Schedules, at the Governor's discretion. However this has not been the case for changes to the CITES Appendices. The Schedules include the 1978 CITES Appendices as an annex and there has been no attempt in law to revise them. The enforcement of the Law is undertaken by the Customs, who are at liberty to seize any specimens which are not correctly licensed. Until very recently Customs officials were unaware of the need for licences or the CITES treaty. Licences can only be granted based upon the advice of the CITES Scientific Authority (the Chief Agricultural and Veterinary Officer). The possible penalties for violation include a fine up to C.I. $800 and or imprisonment up to 24 months. It is also an offence for illegal possession and the penalties are the same.

Native Wildlife

There is a legal catch of marine turtles inside the fishing territory during open season (1st November to April 30th) but only turtle fishermen with licences are permitted. The *Endangered Species Protection and Propagation Law (Law 21, 1987))* allows the capture of marine turtles if it is traditional fishing for domestic consumption by Caymanians. The removal of turtle eggs or coral from territorial waters and coasts is prohibited. The harvest of conch is a regulated fishery under marine conservation laws and there are designated areas where take is banned or regulated. Violation of marine conservation laws has a maximum penalty of C.I. $500,000 and a 1 year jail term. The hunting, molestation or collection of native animals and plants are offences with maximum fines up to C.I. $5,000 and a 1 year jail term.

Turks and Caicos Islands

CITES

The Turks and Caicos Islands do not attempt to implement CITES and do not have any form of CITES legislation. TCI has not ratified CITES, even though an Overseas Territory and is in effect non-Party to CITES. TCI does fulfil a non-Party role and its regular exports of live conch and products usually conform to CITES in this role. Tourists are allowed to take up to 10 conch shells or 10 lbs. of meat out the country without the need for an equivalent CITES permit. Equivalent permits are provided upon request. A previous visit by the UK FCO in 1994 to encourage CITES ratification was not successful, as the Executive Council felt that not enough information was provided to establish the necessary implementing legislation. The Executive Council requested a formal presentation from the CITES Secretariat before they could pass the legislation. The presentation was not made however.

Native Wildlife

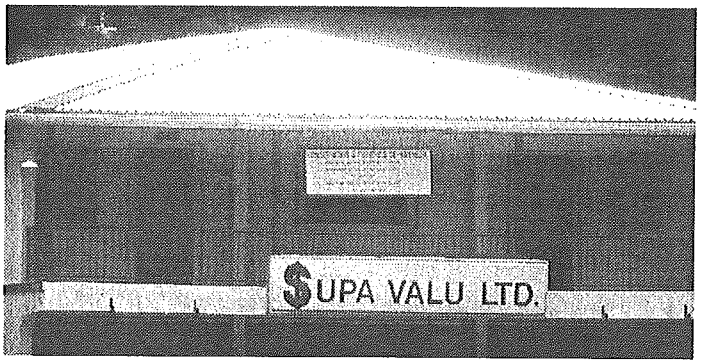
The catch of marine turtles is permitted within the territory by indigenous peoples and for their sole consumption. There is protection afforded to native wildlife which including making the exploitation of endemic species an offence.

Generic implementation issues

The implementation of CITES appears to be a quite disorganised and random process. For those OTs which implement CITES they do so to the best of their ability, based on inadequate legislation, resources and tools. Those agencies which are CITES Management and Scientific Authorities are under-resourced and

are not aware of the latest developments, or have access to the most up to date reference materials. Some countries are even working from very old CITES Appendices. There is a lack of good advice, information and awareness by those who are empowered to implement CITES. The problem lies with a lack of support from the UK government in assisting these OTs to implement the Convention. The CITES Training Seminar is only a start to amend the problems.

The issuance of CITES export documents to tourists at present is a problem. The majority of tourists, shopkeepers and the authorities, are not aware of the need for permits or which typical tourist commodities require them. The majority of tourists do not have the time, motivation or familiarity with CITES controls to check or acquire permits. No tourist is told in any shop that some countries require a CITES permit for their souvenir. In those countries where they have ratified CITES this should be the case, and for those that have not yet ratified, it will need to be implemented. For a tourist to attempt to buy some black coral with CITES papers, they would have to locate the relevant government department and then explain what was wanted. This is something most tourists do not have the time or awareness to do. An automated procedure which involves the shops themselves should be implemented for purchasers that are from a CITES country which requires documentation. *The BVI CITES Management Authority is pictured here, located above a local supermarket which sells turtle meat.* © Crawford Allan / WWF UK.



With respect to commercial CITES transactions, this tends to go uncontrolled unless the trade is routed through the United States at some point, where controls are tighter. On the whole the Customs authorities have no knowledge of CITES and do not attempt to enforce it, or are not empowered to enforce it due to inadequate legislation.

Generic enforcement issues

There is little awareness by the Customs agencies that CITES exists and this must be remedied through methods such as the Training Seminar, as well as developing training tools and awareness materials. Access to identification materials and guidance on CITES are non-existent.

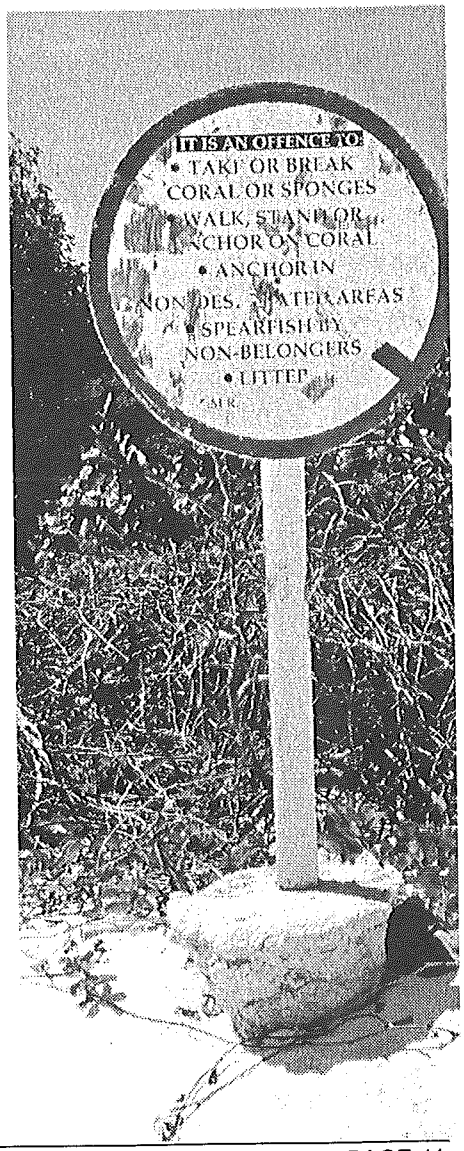
Awareness of the possibility of illegal export of native species is generally good in most territories. However, this could be improved through training in wildlife smuggling concealment methods for wildlife and awareness of the range of species more likely to be subject to illegal trade. The nature of the OTs being numerous, small islands with a continual movement of ships, boats and yachts makes enforcement incredibly difficult. Focus on the major commercial shipments should be a priority. The use of awareness campaigns and a tourist permit system should combat the remaining types of trade to a satisfactory degree.

Perceptions and Awareness

The survey work and attendance at the Training Seminar revealed a broad range of perceptions, attitudes, and awareness towards trade in wildlife in the OTs. Some aspects were very well understood and known by the majority, such as the protection of corals or the restrictions of catching turtles. However, this was the highest level of awareness of most people. There is a great deal of scope available for improving this situation. The following examples of perceptions serve to illustrate the attitudes of those involved with CITES matters in the OTs.

There was a varying degree of awareness by those selling CITES specimens as to the controls on trade. It was interesting to note the view of the manager of a tourist souvenir shop in Anguilla who offered to supply a polished marine turtle shell to the author. She discussed the situation with respect to controlling the trade in marine turtles. She stated "It is banned from trade at the moment but when they lift the ban they can trade again". She saw it as a short term and temporary legal barrier to trade that would inevitably be removed in the future. The trader stressed that if the author purchased the shell, the authorities "may not allow it to be taken it out of the country". She concluded by offering to talk to her local fisherman contact, to see if he could obtain a smaller marine turtle shell that could be hidden inside a suitcase. She asked several times if it was understood that it was illegal before she attempted to obtain a shell from her contact. Clearly she was very aware of the law for domestic and international control but did not perceive that she was acting illegally. The author assured her that he would not do anything illegal and therefore declined the offer of the shell.

Most traders were aware that trade in marine turtle products were prohibited. In the Cayman Turtle Farm for example there are signs in place in the shop, which inform that, "Shells are prohibited in the United States and many other countries". Although when questioned, a shop assistant was only aware that it was prohibited in the States and did not know which other countries would not allow imports. She said that if a shell were purchased then it was likely to be detected, especially if transiting through the United States. Small tortoiseshell items such as bracelets were offered for sale on one occasion, as an alternative. It was stated that these items would not be detected if wrapped in tissue paper and placed in luggage on return to the UK via the United States.



With respect to perceptions of trade in coral, a beach trader in Anguilla stated "No one sells coral!" She mentioned the sign at the airport prohibiting its collection and claimed that fines of up to US $1000 could be imposed. She showed a very positive attitude towards conservation of the coral reef and stated this was related to her strong Christian beliefs. The issue of coral collection and sale was well known in all OTs by the majority of traders. On the British Virgin Islands traders were very much aware of the prohibition on collection of coral. This made obtaining coral more difficult

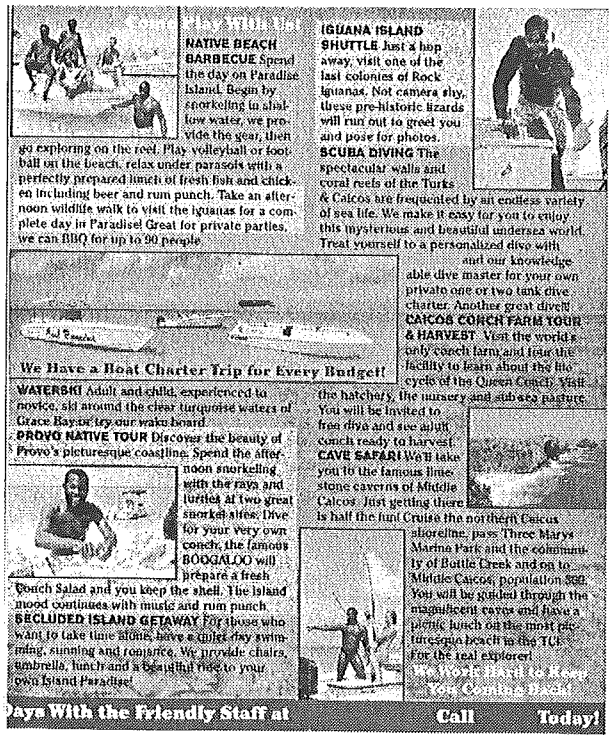
and more expensive some claimed. One major trader in jewellery explained that because of the prohibition on local collection, all of their black coral was imported from the Dominican Republic. In one jeweller in the Cayman Islands that was managed by UK nationals, they realised the possibility of confiscation of black coral goods upon return to the UK. They stated that there was a very slim risk and that if it were purchased that "you should hide it in your luggage, it is up to you".

Hard corals were generally not seen to be an issue by many traders. On the Turks & Caicos Islands it was explained that because coral was fragile it would have to be wrapped very carefully and carried within hand luggage. No trader made mention of the need for permits, when the author stated he would be travelling to the UK.

There was no awareness of any controls on conch import or export. The major concern was the decline of the fisheries in many territories. Many territories have tourist operators who arrange snorkelling/diving trips that incorporate collection of live conch by the tourists. The live conch are cooked to feed the tourists and the shell is given to them as a souvenir. Every tourist who participates in these popular activities potentially has a conch shell to take out of the Territory without an export permit (see advertisement here). This would be confiscated upon return to many countries that do not allow a personal exemption for such specimens. For example, the authorities and Conch Farm in the TCI have had complaints from tourists whom later had their souvenir conch confiscated by Customs upon return to their own countries.

There was no evidence at any time of tourists being aware of CITES issues. In the United States they are permitted personal effects of CITES Appendix II parts and derivatives, without the need for any documentation. This may have been one explanation for the many purchases of black and hard corals and conch shells that were witnessed during the survey period. No questions were ever raised by any tourists of any nationality. Many tourists of European origins were noticed to be purchasing or carrying such goods in the departure lounges of many of the airports. These would be confiscated if detected without an export permit upon entry into any European Union nation. Public awareness initiatives such as "Buyer Beware!" could be effective in resolving these problems if they were promoted in the OTs.

Many of the authorities felt that with small island communities there was very little that happened without everyone knowing about it. Therefore they felt there was little chance of illegal trade in native wildlife or smuggling by local people. They did feel there was a small problem with illegal collection of native wildlife by visitors. Unfortunately many of those also did not know very much about CITES. There was not a great deal of understanding of what CITES was for and how it operated. Most thought in terms of domestic trade issues such as turtle meat trade or illegal collection of corals.



In terms of native wildlife, there was generally reasonable awareness of the protection afforded to the main high profile species such as iguanas. In some instances there was a lack of understanding of how to use ecotourism to the advantage of the species. For example, in the Turks and Caicos Islands boat trips take tourists to the beaches the iguanas frequent, waiting to be fed (see advertisement here). The tour guides feed the iguanas that have become imprinted on humans. This makes them very easy to locate and catch for potential collectors.

Awareness and Education Initiatives

Anguilla

There was very little information available concerning protection of native species or wildlife trade restrictions. The airport in Anguilla was very small with one arrival and one departure room. Upon arrival there was one Customs Officer present and no checks were made of anyone arriving. There was a sign stating that it was illegal to collect or damage coral. Upon departure, the three small souvenir shops in the departure lounge did not sell any CITES listed derivatives. There were notices on some beaches stating that it was illegal to collect coral. The National Trust had undertaken a number of initiatives to raise environmental awareness and was highlighting particular species as conservation symbols. The museum at the National Trust highlighted the importance of protection of native wildlife.

Ecotourism could be the way forward in combining tourism with education and awareness, if handled correctly. Anguilla and BVI have been examining the possibility of developing Ecotourism for their territories. Ecotourism however, will always be a very small part of the tourist trade. Education and awareness is required for all tourists.

Anguilla has undertaken an Anguillian Iguana Project, funded in part by government and operated by the National Trust. This includes a public awareness and education element and a threats assessment. The Anguilla National Trust Sea Turtle Conservation Project funded by GEF Small Grants Programme will undertake research to determine if the five-year moratorium on harvest of turtles should be extended.

British Virgin Islands

The National Parks Trust of the BVI produce a series of attractive promotional and educational materials about various aspects of wildlife conservation and environmental protection in the Territory. The National Parks Trust also produces a newsletter that keeps islanders and tourists informed of conservation issues, initiatives and problems. The entrance to the National Trust building has the WWF Caribbean "Buyer Beware" materials on display. The government was not aware that coral or queen conch was controlled and was keen to promote trade in such souvenirs to tourists, as an important source of revenue for the retailers and local craftspeople.

Cayman Islands

The Department of the Environment produces a number of leaflets and display signs, mainly relating to conservation and protection of the marine environment. These awareness initiatives usually state that it is an offence to remove coral, to take or molest a marine turtle, to possess turtle eggs and to export any live marine

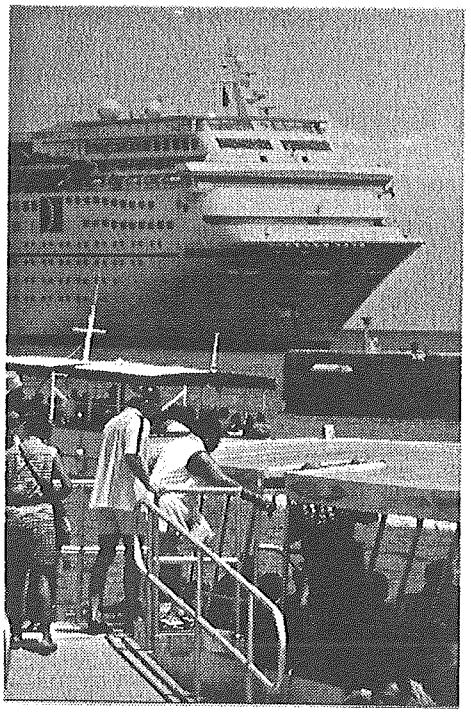
life. The leaflets are located at relevant points such as beach resort areas and the airport. The Queen Elizabeth Botanic Park produces materials that outline the laws protecting native species and restrictions on hunting or collection. Some traders do state laws relating to collection of coral, not always providing accurate information however. Black coral traders sometimes state in their promotional materials that it is an offence to collect black coral from territorial waters. The strong pro-conservation diving lobby on the island constantly remind divers of the offences relating to collection of corals, killing or capture of marine turtles, and collection of conch in restricted marine zones.

Turks and Caicos Islands

The National Parks Trust promotes protection of the native iguanas and the territory's Ramsar site. There are some educational materials available at the airport, which relate to conservation of natural resources in the country, mainly related to marine conservation. No other government materials were found.

Tourist Load

The level of tourist load on an OT is key to the trade dynamics. It affects the volume of goods traded, the types of goods, the levels of imports and exports, the accessibility to native wildlife and degree of awareness materials produced on the law (mainly protection of the marine environment). There are also aspects of specialism in tourist promotion, for example the Cayman Islands is the main place for purchasing black coral goods and Turks and Caicos Islands is the main place for purchasing conch products.



Tourist pressure on Anguilla is much lower than on the other OTs. This is reflected in the number of hotels, tourist shops and facilities for tourists. Development for tourism does not seem to be such an environmental problem as in other OTs. Tourist arrivals statistics for Anguilla 1995-1997:

1995: 107,086 1996: 86,239 1997: 107,649

The British Virgin Islands receives a high tourist load, many arriving by yacht. There are many bays full of visiting yachts. There are frequent visits by cruise ships but not to the extent of the Cayman Islands. Many hundreds of thousands of tourists visit every year. The retail facilities for tourists are quite extensive and often at the higher end of the market.

The Cayman Islands has an incredibly high tourist load with an estimated one million visitors per year if cruise ship passengers are included. The facilities reflect this, with hundreds of retail outlets for the tourist selling souvenirs and typical Caribbean goods. Sometimes up to five cruise ships can anchor at George Town at once and disembark 1000s of passengers for the day.

The Turks & Caicos Islands has a medium to high tourist load. Tourism tends to centre on the two main islands in hotel resorts. There is less emphasis on the sale of tourist souvenirs.

Domestic Consumption

The domestic consumption of turtle and conch products differs greatly between OTs. In Anguilla there is comparatively little domestic consumption of conch meat and shells. There is no longer legitimate consumption of turtle meat or shell. In the BVI there is consumption of conch by both indigenous peoples and tourists and some conch shell is traded. The consumption of turtle meat on the islands is almost exclusively by indigenous people through the local harvest during the open season. On the Cayman Islands the consumption of conch meat is widely popular and the trade in shell is almost entirely for the tourist market. The consumption of turtle meat is more complicated and widespread on the islands, with both a domestic catch for indigenous peoples and supply by the turtle farm for tourist restaurants as well as some local supply. Many restaurants serve turtle meat dishes (see menu example here). In the TCI the conch meat consumption is a major component of the diets of locals and a large part of foods served to tourists. The shell is used mainly for the tourist market. Turtle meat is not served to tourists to the extent of the Cayman Islands and is mainly a local delicacy during the open season.

There would be some considerable criticism if turtles were wild caught to supply the tourist market in many OTs. The main reason being that it is promoted as a right of the people of the islands to continue their traditional practices and utilisation of their natural resources.

APPETIZERS

Marinated Conch
lime juices and seasoning

Conch Combo
marinated in a spicy red sauce

Conch Fritters
the best you can get anywhere

Conch Mushrooms Flambe
conch stuffed mushrooms in a flaming brandy garlic sauce

Conch Cocktail
a delicious delicacy in a spicy red sauce

Shrimp Cocktail
succulent shrimps served the traditional way

Fresh Jumbo Mussels
topped with our chef's own garlic sauce

SOUPS

Conch Chowder (white)
a light cream base

Conch Chowder (red)
low calorie tomato base

Vichyssoise
classic chilled soup with cream, leeks, potatoes and herbs

Soup of the Day
our chef's special creation

SPECIALS

Seafood St. Jacques
fish, shrimp and scallops in a creamy white wine sauce

Stewed Conch
a local favorite

SALADS

Garden Salad
a selection of fabulous vegetables fresh from the market

Greek Salad
a Mediterranean style salad with olives, feta and tomato

Seafood Salad
our tangy version with shrimp, crab, lobster and conch

Caesar Salad
a popular classic prepared with grated parmesan and garlic

Cajun Caesar Salad
topped with blackened chicken or fish

SANDWICHES

Jerk Chicken
a tangy spicy island treat

Turtle
one of our island specialties

Grilled Ham and Cheese
a delicious classic

Cuban Reuben
Cuban style sandwich on 8 grain whole wheat roll

Tuna Cheese Melt
tuna with cheese, broiled

Stuffed Baked Potato
your choice of tuna, shrimp, conch or chili

SAMPLING OF LUNCH & DINNER

Jerk Platter
spicy chicken or pork

Cracked Conch
lightly breaded, quickly french fried

Conch Fritters
the best on the island

Conch Burger
delicious

Chicken and Chips
spicy or regular

Turtle Burger
ground lean turtle is used for a special treat

Bacon Cheeseburger
the best we've ever eaten

Fish 'n Chips
fresh fish fried in a light batter

Cayman Fish
sauteed with vegetables

Grilled or Broiled Fish
fresh fish to your taste

Shrimp 'n Chips
fresh shrimp in a light batter

Conch Stew
conch cooked in fresh coconut milk

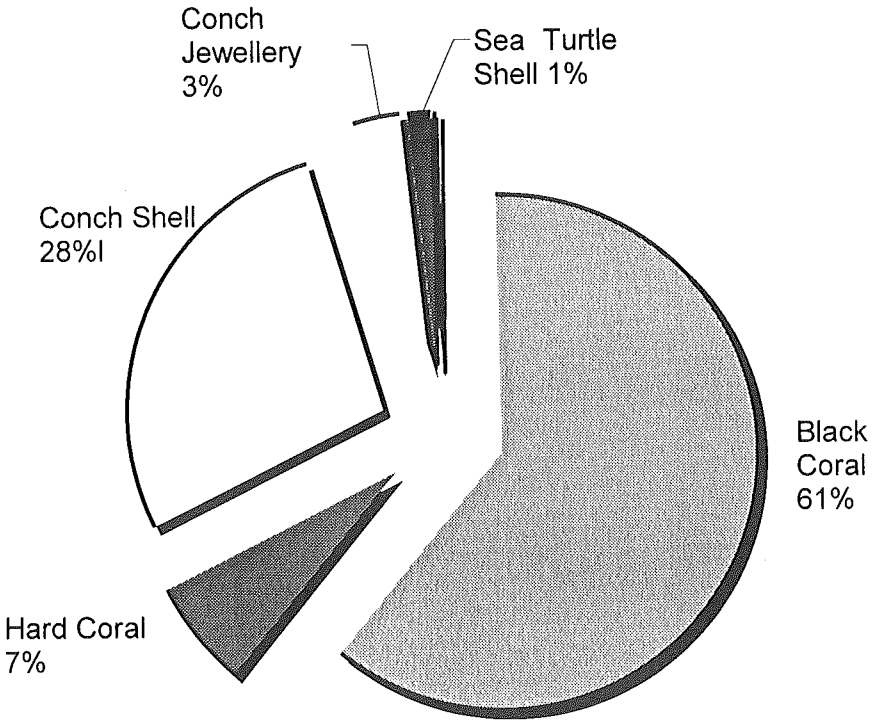
Conched Out Platter
cracked conch, fritters and stew

Coconut Cracked Conch
the best thing that could happen to a conch!

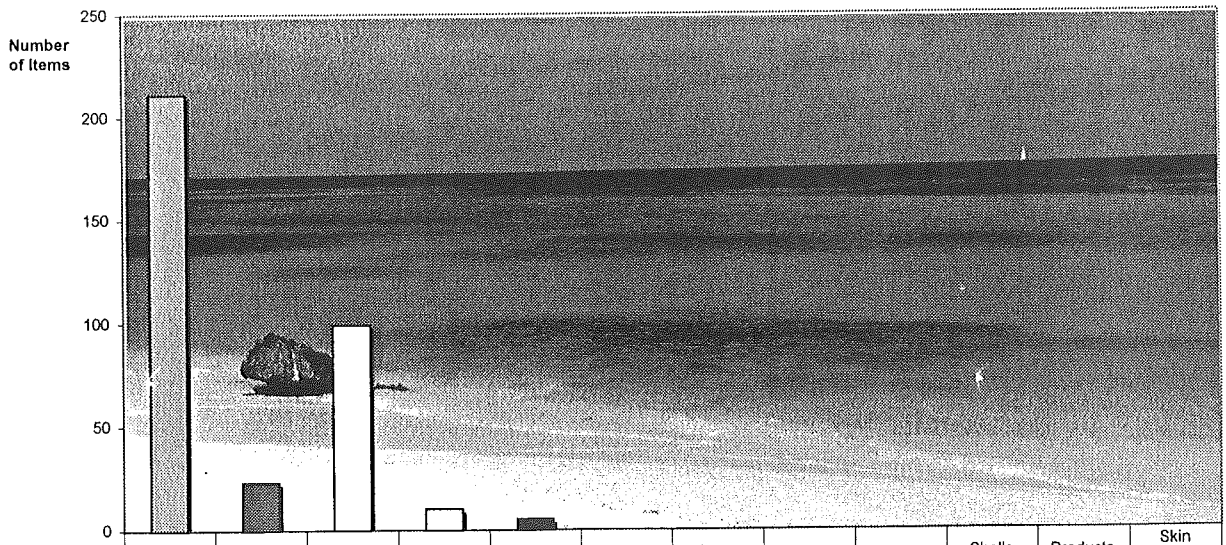
COUNTRY SURVEY RESULTS

ANGUILLA

Retail / wholesale availability of CITES specimens by proportion of all CITES specimens found in Anguilla.



Retail availability of CITES specimens in Anguilla: number of items

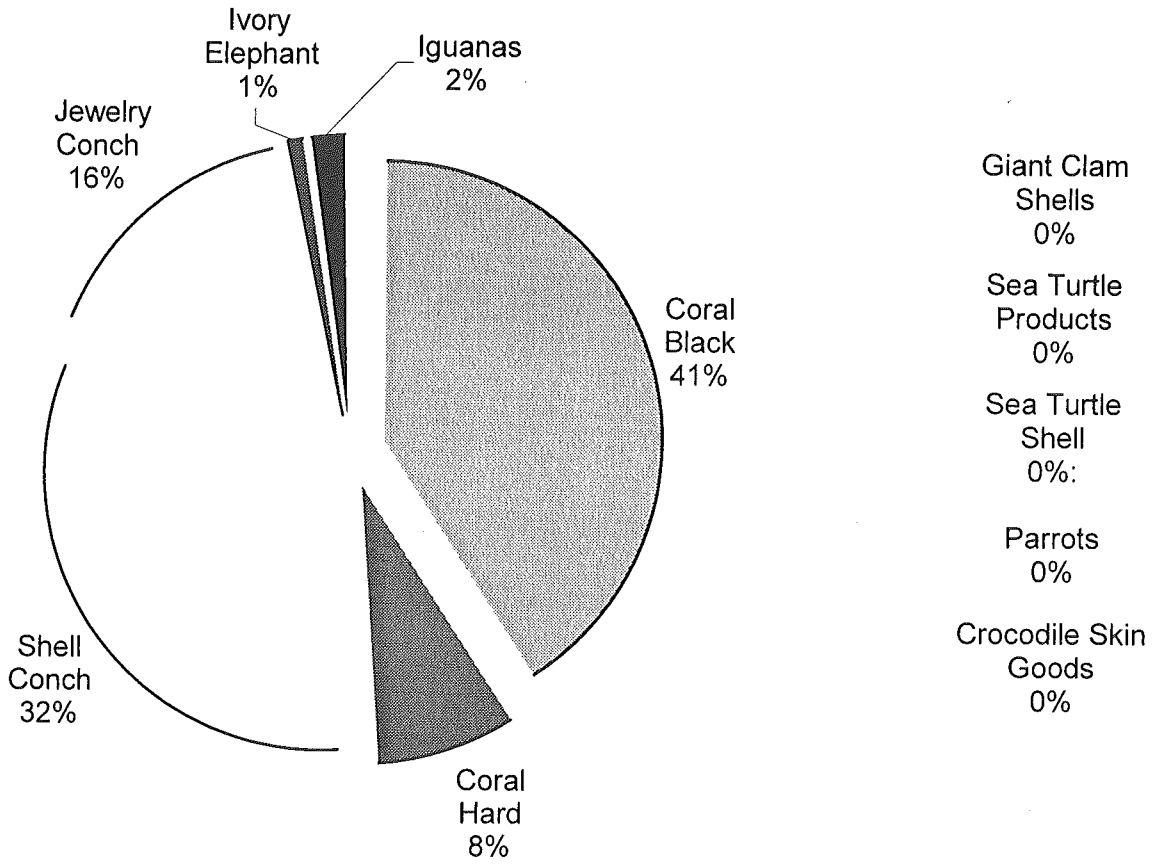


	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
Anguilla	211	23	99	10	5	0	0	0	0	0	0	0

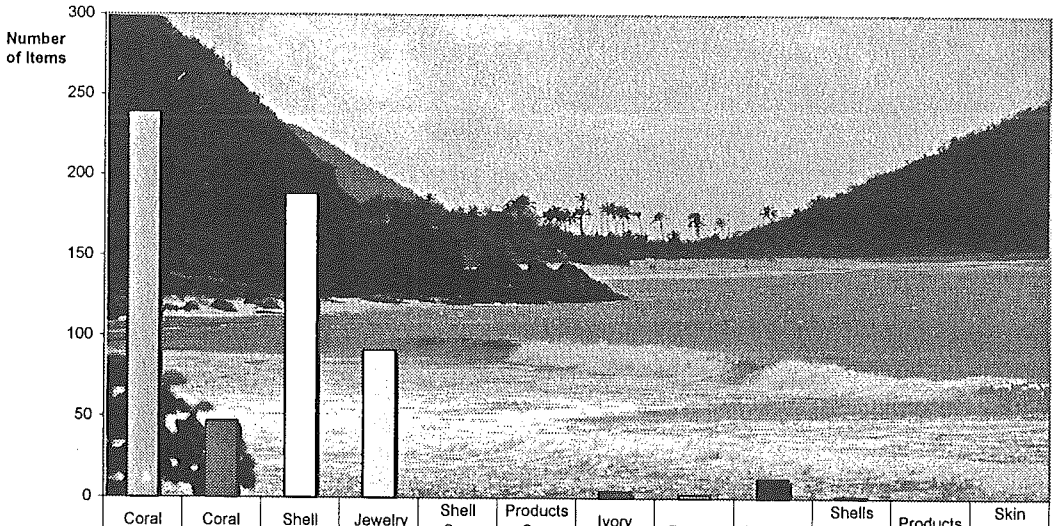
Specimen

BRITISH VIRGIN ISLANDS

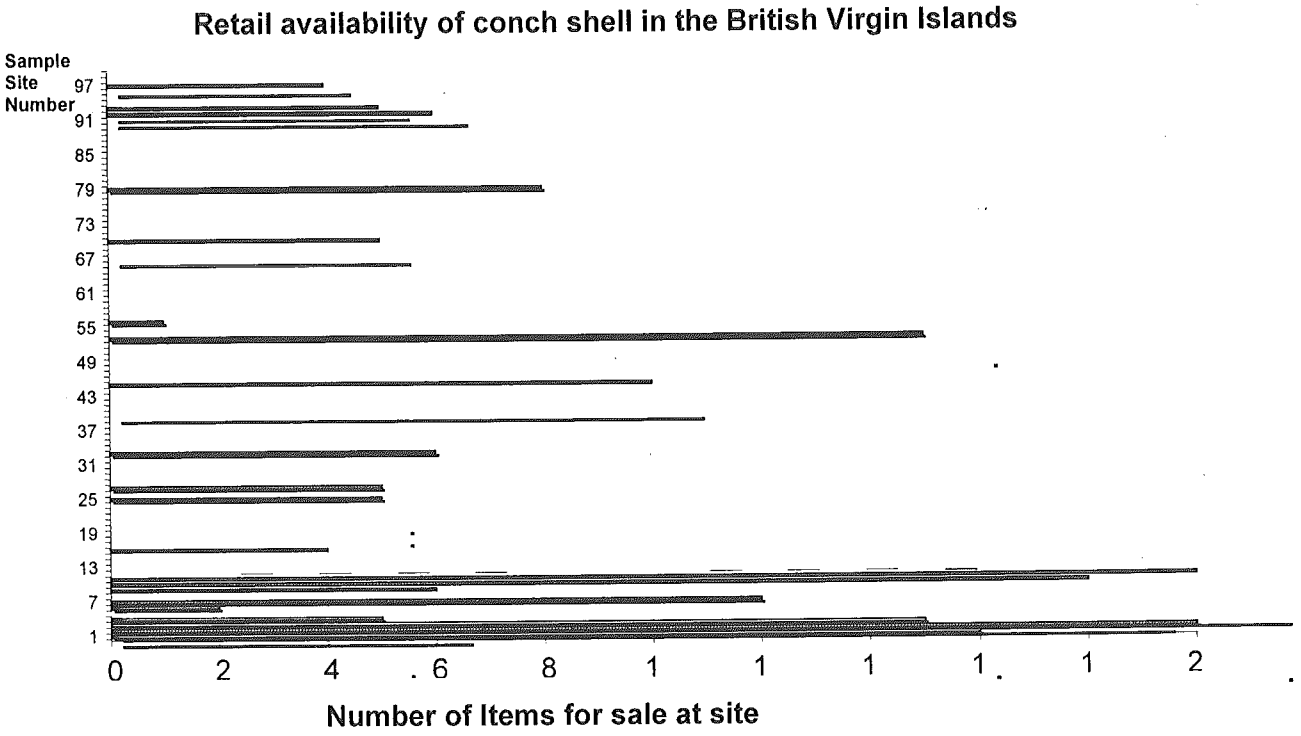
Retail / wholesale availability of CITES specimens by proportion of all CITES specimens found in the British Virgin Islands



Retail availability of CITES specimens in the British Virgin Islands: number of items

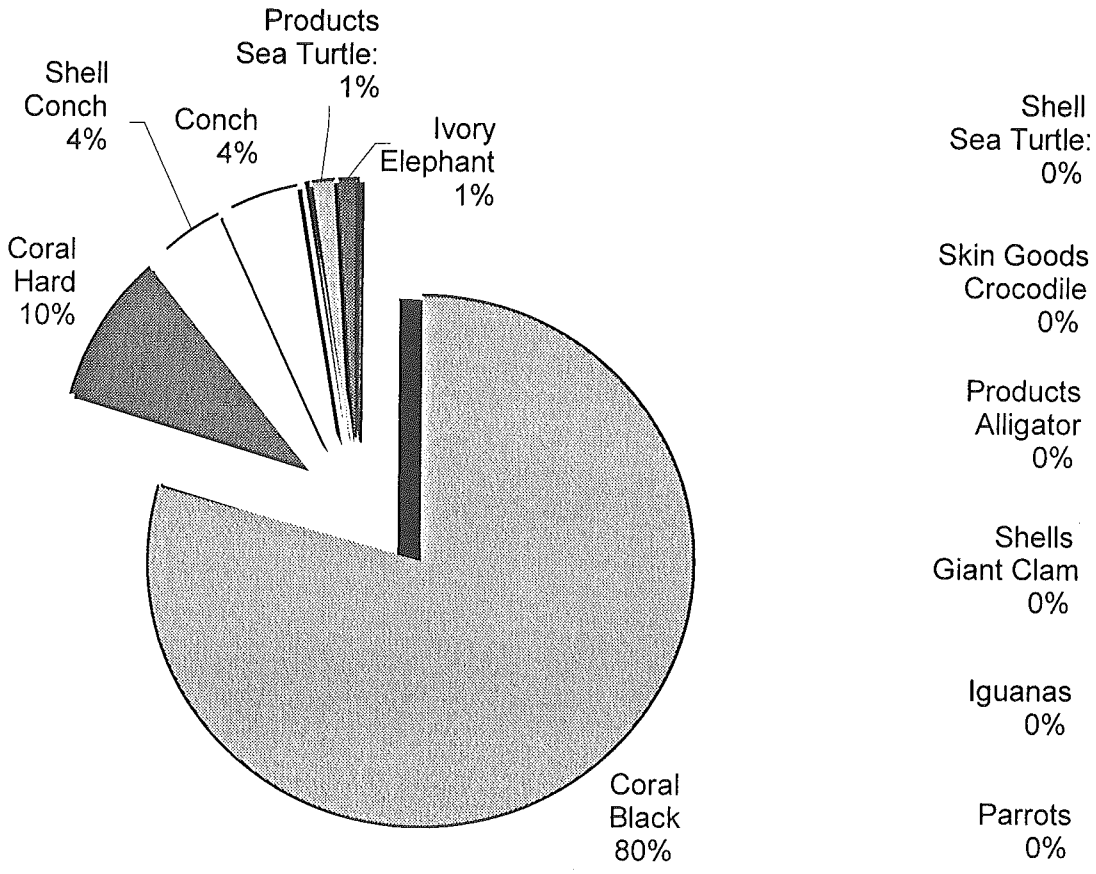


	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
British Virgin Islands	239	47	188	91	0	0	4	2	12	1	0	0

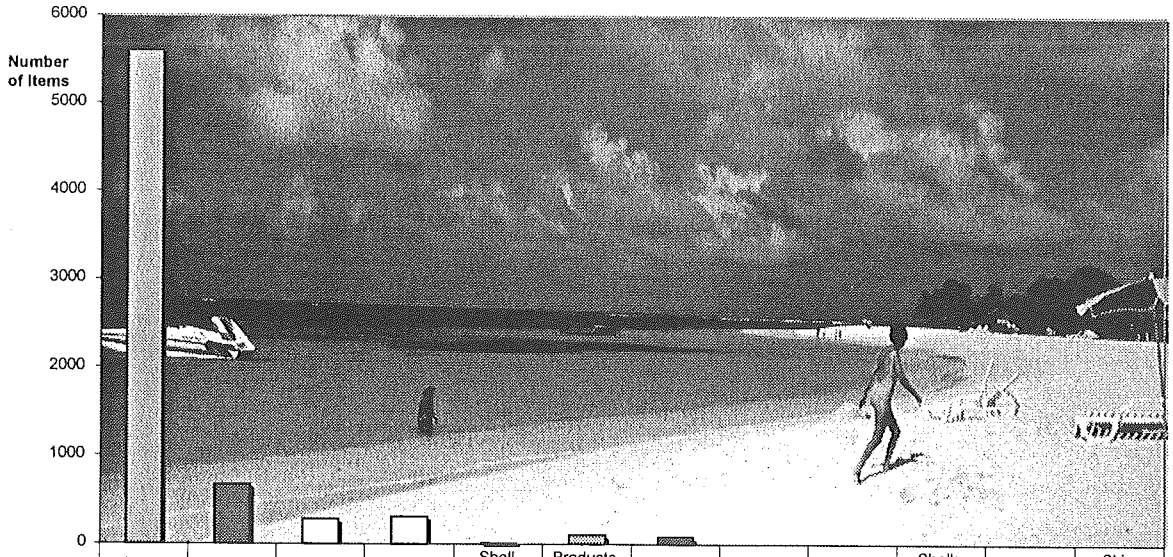

Retail availability of conch shell in the British Virgin Islands
Sample Site Number
97
91
85
79
73
67
61
55
49
43
37
31
25
19
13
7
1
0
2
4
6
8
1
1
1
1
2
Number of Items for sale at site

CAYMAN ISLANDS

Retail / wholesale availability of CITES specimens by proportion of all CITES specimens found in the Cayman Islands



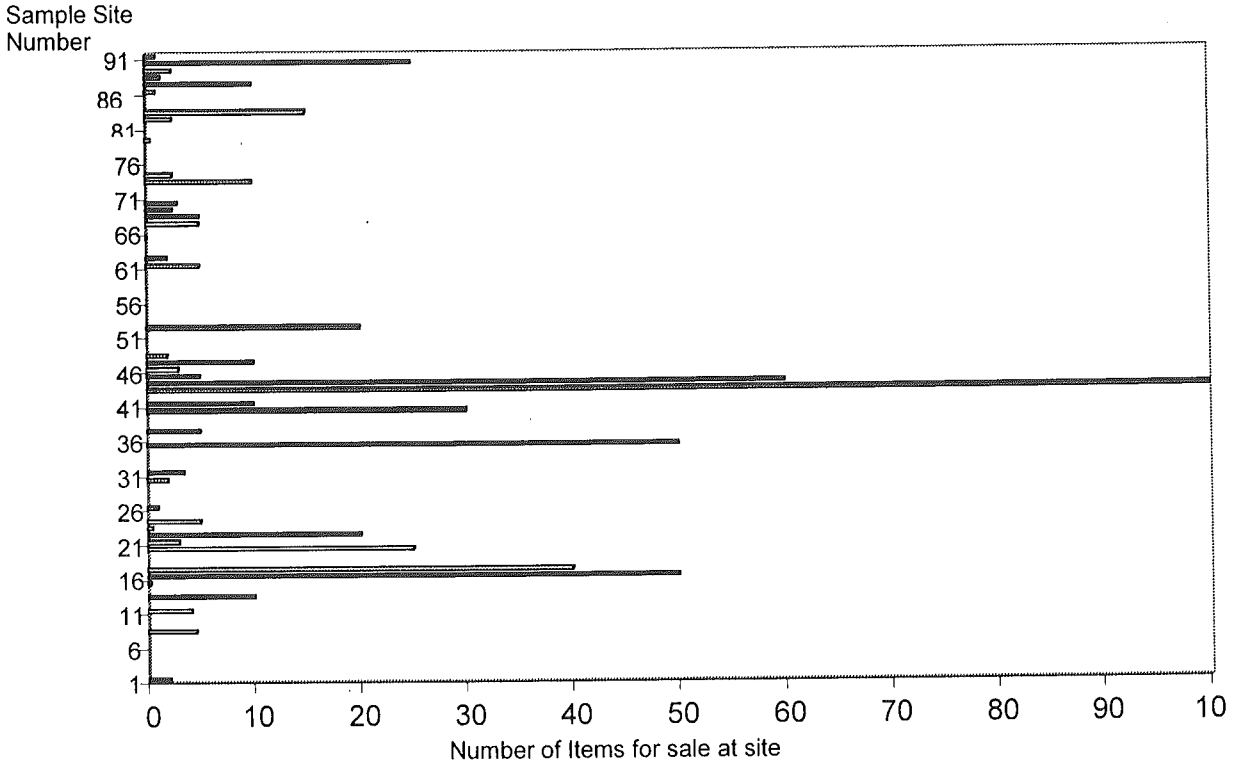
Retail availability of CITES specimens in the Cayman Islands: number of items



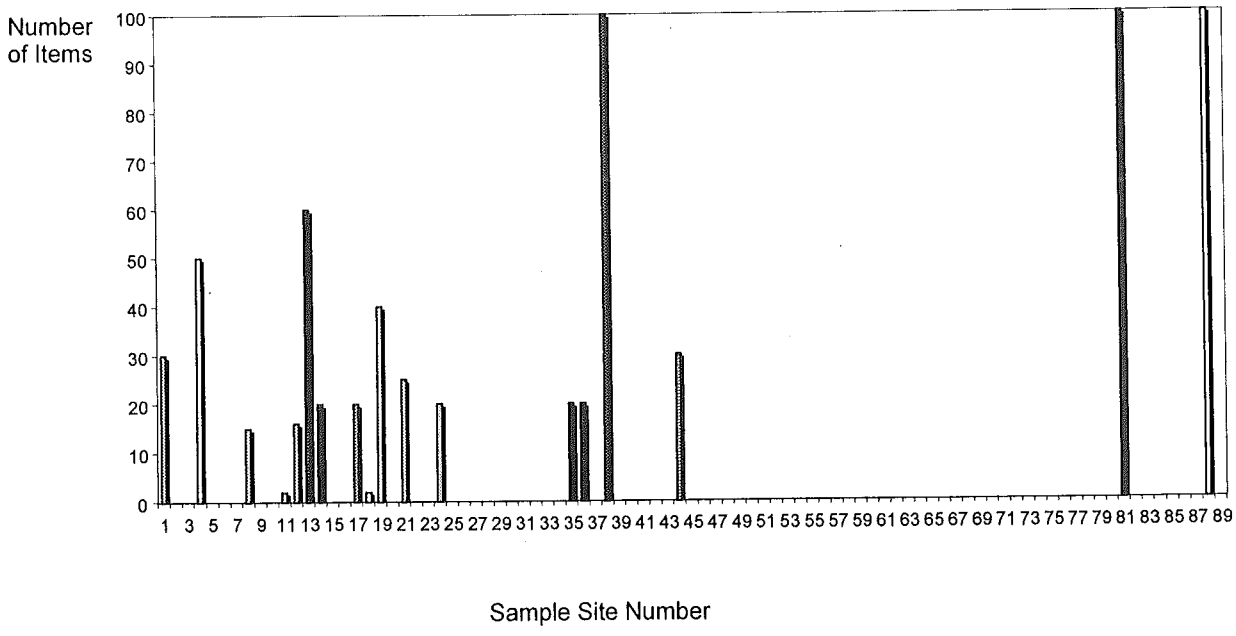
	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
Cayman Islands	5601	670	280	310	8	105	80	0	0	1	0	0

Specimen

Retail availability of black coral goods in the Cayman Islands

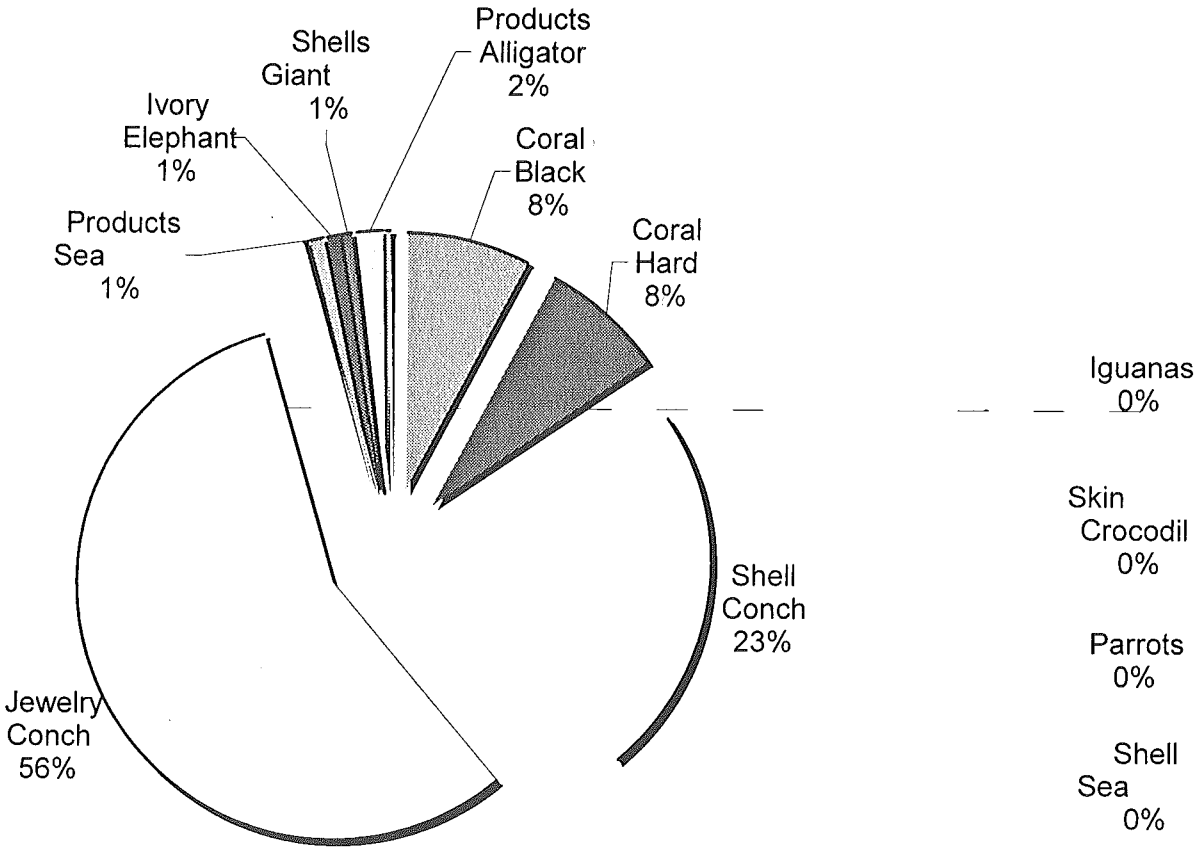


Retail availability of hard corals in the Cayman Islands

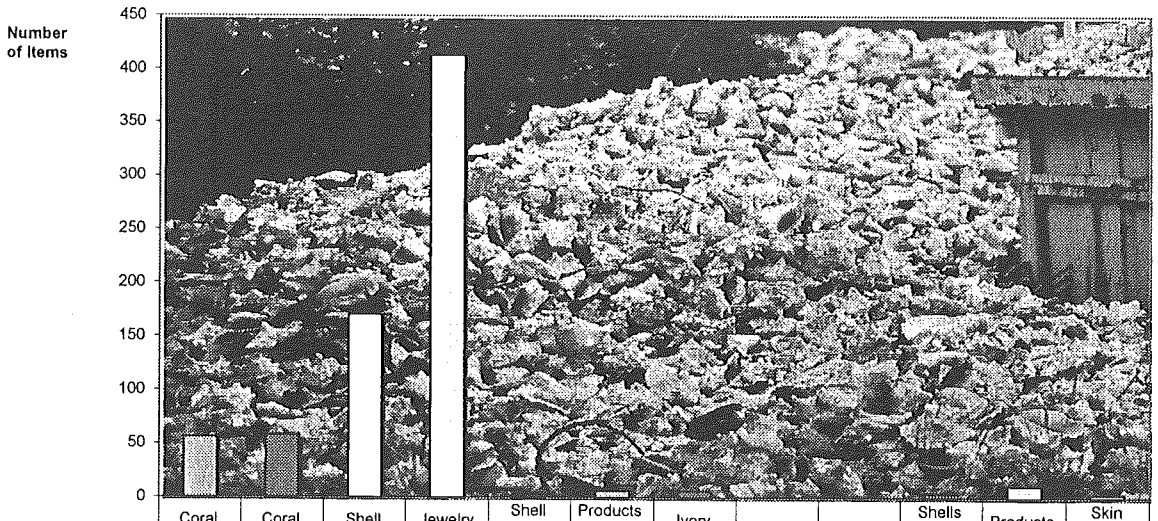


TURKS AND CAICOS ISLANDS

Retail / wholesale availability of CITES specimens by proportion of all CITES specimens found in the Turks and Caicos Islands



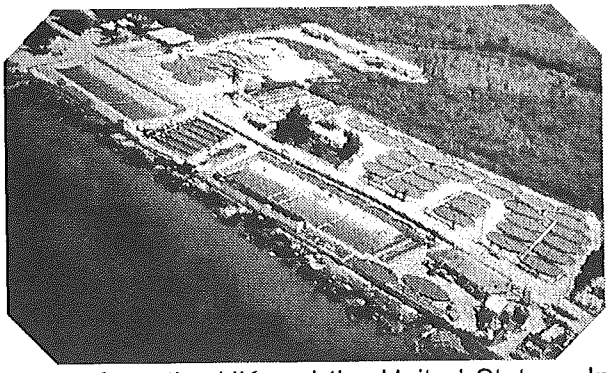
Retail availability of CITES specimens in the Turks and Caicos Islands: number of items



	Coral Black	Coral Hard	Shell Conch	Jewelry Conch	Shell Sea Turtle:	Products Sea Turtle:	Ivory Elephant	Parrots	Iguanas	Shells Giant Clam	Products Alligator	Skin Goods Crocodile
Turks and Caicos Islands	56	58	170	413	3	6	6	0	0	4	11	3

Cayman Islands Turtle Farm

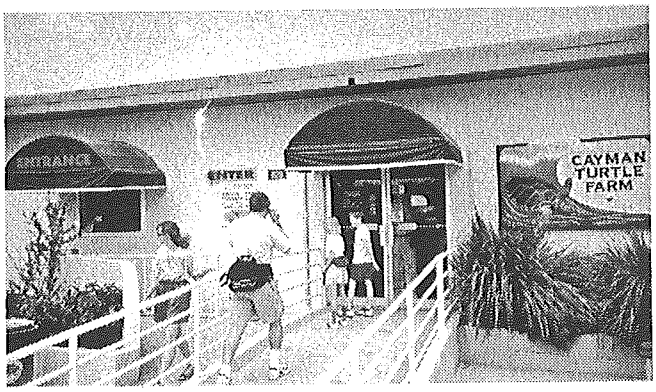
Grand Cayman



History

The Cayman Islands have a long history of consumption of marine turtles. This has seen the large local populations dwindle to near extinction due to over fishing. The Farm began in 1968 with investment from the UK and the United States. In 1969, 1970 and 1972 the Farm imported up to 25,000 wild green turtle eggs each year for the hatchery. The collection of the eggs and to a lesser extent wild turtles, was from sites in several countries in Central America and the South Atlantic. By 1975 the Farm stocked 100,000 green turtles. A total of 163 wild caught turtles were obtained prior to 1977 and formed the breeding colony, along with 52 turtles hatched from eggs from the wild and 115 turtles from eggs laid at the Farm. The market for turtle products in the USA was over 80 percent of the output from the farm. The US closed the market and subsequently in 1975 the Farm went bankrupt. The green turtle was included in CITES Appendix I in 1977. The Farm was taken over by a private company and the size and stock was minimised to try to become more economical. The international ban on commercial trade under CITES meant that it was still not viable. The government of the Cayman Islands purchased the Farm in 1983 and created Cayman Turtle Farm (1983) Ltd. With downsizing, the Farm eventually became self sufficient as the emphasis changed from export of turtle products to provision of a tourist attraction, supplier of local needs and as a scientific institution on the biology, reproduction and breeding of green turtles. The tourist boom in the Caymans aided this change and the demand for turtle meat in tourist restaurants also meant there were more outlets for the produce of the Farm. Whilst some export trade continued up until 1997 it was at a much lower level, in 1997 all exports ceased. The Farm emphasised its role in conservation of marine turtles, releasing thousands of turtles every year back into the wild using a unique marking system to try monitor its efficacy.

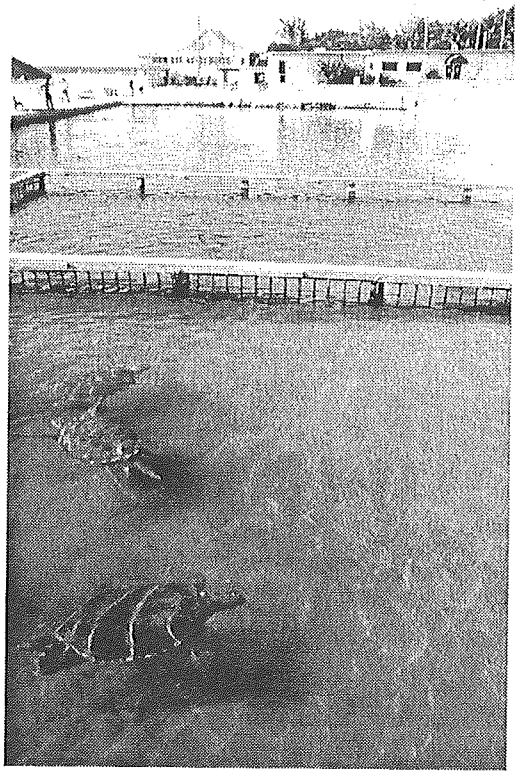
The first nesting at the Farm occurred in 1973 and 1975 produced the first captive reared turtles. In 1989 the production of second generation offspring was achieved which then occurred again in 1992 and 1997. The Farm established itself as a major tourist attraction, a reliable supplier of turtle products to meet local and tourist demand, and all indications are that it is a legitimate facility which can breed second generation turtles. It is working towards establishing itself as an important facility for scientific research, but this will take time.



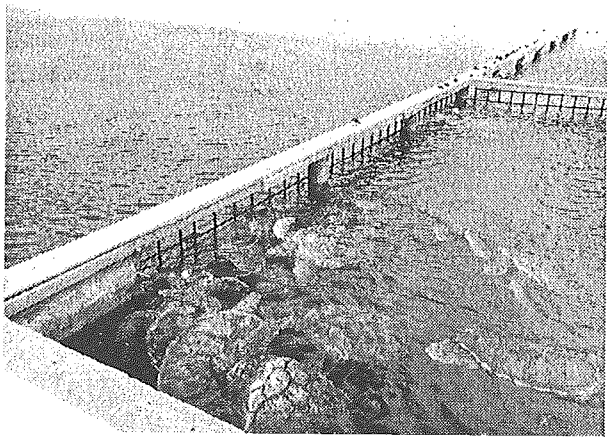
The Present

The Farm is located on the northwest shore of Grand Cayman a few miles north of the popular Seven-Mile Beach

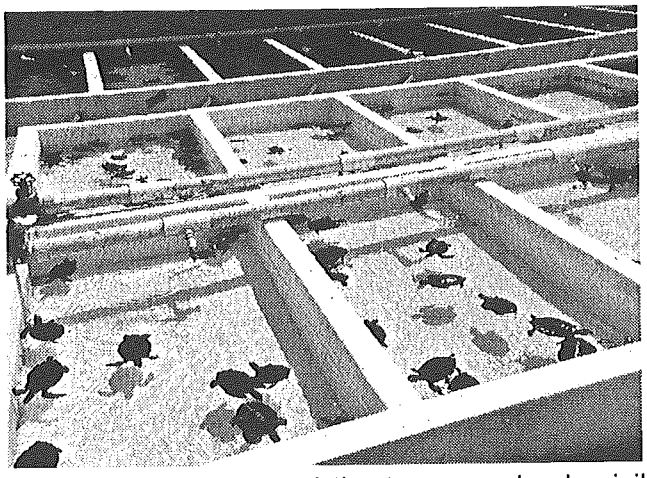
tourist resort area. It comprises two compounds split by the road. On the beach side is the tourist facility and main nesting and hatching area. There is a large artificial seawater pond and 'beach' which houses about 350 free-swimming turtles. There are various small tanks for hatchlings and then a succession of tanks to show examples of reared stock at their different ages of development. There is an enclosed area for the second-generation turtles to which the public has no access. The souvenir shop and restaurant provide opportunities for the public to purchase the outputs from the farm and mementoes of their visit. The hatchery for incubating eggs has a public display window. In addition there are examples of Cayman's wildlife in a type of mini zoo which includes Cayman Parrots and Blue Iguanas. Other marine turtle species are also on display. Over the road is the business side of the Farm where the main holding tanks keep the stock of reared turtles and where the abattoir is housed. This also houses a large tank with over 300 Kemp's ridley turtles, but they have no opportunity for breeding in their current location.



In May 1998 the Farm held around 15,000 marine turtles. This included the green turtle breeding stock of 332 animals, about another 14,000 green turtles, 340 Kemp's ridley, 4 hawksbill, and 1 loggerhead turtle. The breeding stock of F1 first generation animals are physically kept separately from the wild-sourced animals by impenetrable dividers in the pond, so it is certain that second generation F2 animals are produced. To the casual observer it appears that the entire pond allows free movement but on close inspection the segregating underwater grid is visible. At present there are 200 captive-bred, second-generation turtles from the 1997 breeding of two F1 turtles in this segregated section. The F2 animals are also kept separately. The original wild-sourced animals are kept separately from the F2 animals and some F1 animals are also held with the wild-sourced animals for a more diverse gene pool. These produce the eggs that are reared for food animals, further breeding, or re-release. Egg laying and hatching occurs from June to December. The maximum number of eggs produced by



one female in a season was 1,700. The average egg production per female per season is 400 eggs. The total average egg production per year is 45,000 eggs. The egg collection process ensures that the actual turtle that lays the eggs is recorded and it is also monitored as to which males mate with the females. The eggs collected are kept in incubation boxes in the hatching facility and are labelled and traceable to their parental origins. The eggs hatch after 60 days and hatching success has ranged from 15-60% per season. Based on the annual average of 45,000, this would provide 6,750 – 27,000 viable hatchlings based on the hatching success range. After one year mortality is reduced dramatically to around 3%. The Farm requires a minimum of 8,000 viable hatchlings per year. Any hatchlings on top of that can theoretically be returned to the wild.



Released turtles are marked using a flipper tag and a living tag, whereby a spot of pale underbelly shell is removed and grafted onto the upper shell of hatchlings, which grows with them and becomes a uniquely identifiable white spot throughout their life. A recapture programme to monitor success of releases is ongoing. One of the oldest tagged animals was recently returned injured to the Farm. It was 13.5 years old and the tag was clearly visible. This was evidence that the turtles released from the Farm are able to survive and flourish in the wild for a considerable time. The turtle returned to the Farm had been shot with a spear gun and it has been suggested that this may indicate that they were habituated to humans and less afraid of their approach, which is why someone was able to get close enough to spear them. However, there is no scientific evidence to support this theory.

Only around 50 turtles per year are selected for potential breeding. The minimum age recorded for reaching sexual maturity is 8 years with an average of 16 years. The majority of hatchlings are produced for food. They are large enough to be viable for processing at four years, where they weigh 20-30 kgs. Over 2,100 turtles were processed for food during 1997, which produced nearly 51,000 kgs of meat and edible products. The steak is provided to the tourist restaurants and the stew mixture (liver, fin, steak pieces, lung, calippe and fat) is supplied for local consumption.

The Turtle Farm has supported many scientific studies and over 30 publications have resulted from this research. These have included research on diet, breeding, turtle pathogens, physiology, artificial insemination, anaesthesiology of turtles, social behaviour, genetic diversity, population dynamics and ageing studies.

In 1997 the Farm received over 285,000 visitors. An entrance fee is charged to tour the Farm around the nesting pond and visitor centre. In 1998 the price of entrance was CI$ 6.00 for adults. The revenues from entrance charges are

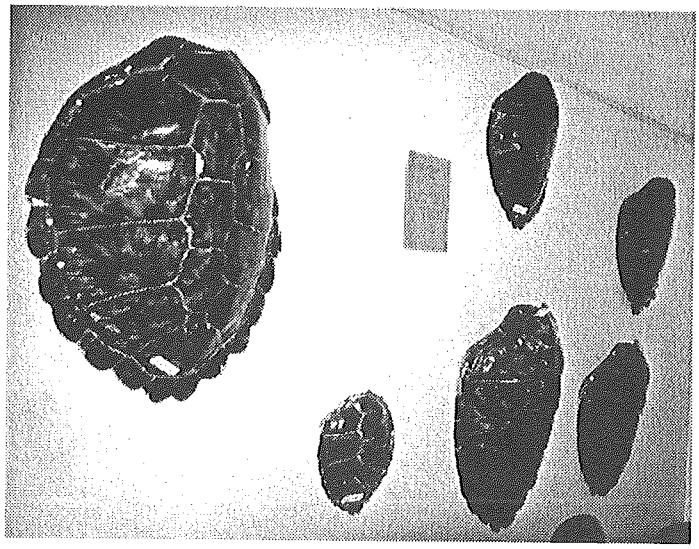
therefore quite substantial as well as the revenues from the souvenir shop and restaurant at the visitor centre. This also provides local employment for 30 persons at the Farm, as well as the associated employment supporting the Farm and tourism.

Sales of Turtle Products

The shop in the visitor centre sells a variety of turtle products, including whole polished shells, pieces of shells, carved shell items and jewellery and turtle oil. There are notices in the souvenir shop which state that many countries including the United States prohibit the importation of turtle products. The Farm claims that the turtle products sold in the souvenir shop are intended for local use only, and are not to be taken out of the islands. Eight polished green turtle shells were displayed on one wall of the gift shop; they were priced between US $165-220 each shell. A display cabinet held a variety of crafted turtle shell items such as hair bands, bracelets, brooches and earrings. They ranged in price from US $7.50 to US $10.00. There were approximately 100 items on display. There were bottles of turtle oil, totalling around 20 bottles.

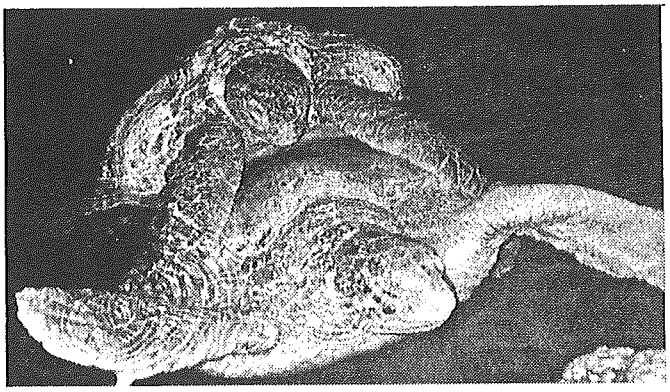
Evaluation of Current Management

The ability of the Farm to currently breed and rear turtles in captivity is without question. Since 1997 the Farm appears to have been able to produce second generation offspring. The Farm potentially relieves pressure on the wild capture of turtles for domestic consumption. Without the farm all turtle meat for consumption would have to come from the wild. With the farm then certainly the majority of turtle meat for consumption would come from the Farm and offset the need for local capture. The provision of readily available affordable turtle meat means there is no need for the lengthy process of going out and catching turtles. Higher prices, particularly to supply the tourist restaurant market could potentially encourage more fishing of turtles as the returns would be higher for the time invested. There are no data available to prove whether the Farm does in fact reduce the pressure on the wild population. There is a potential for illegally caught turtles to be laundered onto the domestic market, particularly during the closed season but there is no evidence of this.



Over 2,000 farmed turtles are utilised annually for this domestic market. With a plentiful legal supply there is potential to offset the need for illegal fishing by unlicensed fishermen or during the closed season. The conservation importance of the Farm has been open to debate. The Farm appears to release a proportion of their reared stock back into the wild. Between 1980 and May 1998 the Farm claims to have released a total of 28,367 turtles. The turtles are released into the waters around the Cayman Islands. There has been criticism of their release and the techniques of release in the past where they have held publicity exercises,

allowing the public to release turtles from tourist beaches in the middle of the day, rather than at night. It is claimed that this will disorientate the turtles and affect their potential to return to Cayman's beaches to nest. However, the Farm claims that the turtles released at one year of age have later been located as far afield as Venezuela and the longest confirmed survival time of released turtle was 13.5 years. The original stock comes from a variety of locations and it is uncertain whether there is a potential problem of affecting genetically distinct sub-populations by releasing animals of uncertain genetic origins.

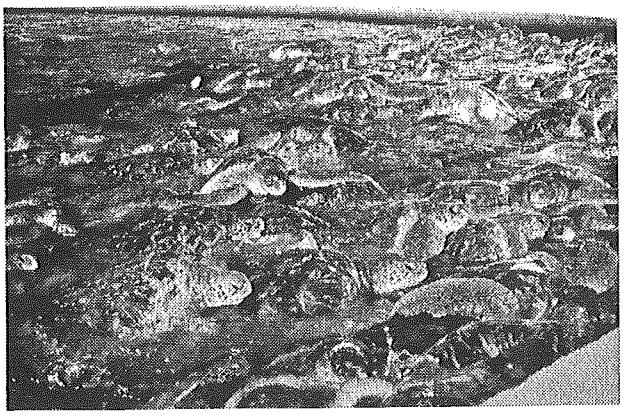


The Farm calls the pond and artificial beach a 'nesting beach'. This would lead someone who has not seen the set-up assume that this is a real beach where eggs are collected from wild animals or where part of the beach has been closed off. This gives the impression of either taking directly from the wild or that the set-up is not a closely controlled environment. In fact the entire set-up is artificial, pumping seawater into the artificial pond and the turtles nest on a man-made beach which is entirely enclosed.

The sale of turtle products to tourists is clearly not assisting the cause of the Farm in establishing itself in its conservation and scientific research role. It is controversial to sell goods to tourists, when taking the products out of the country is in contravention of CITES under Cayman's ratification of CITES. The Farm may claim that they no longer sell turtle products to tourists but the gift shop where the items are offered for sale is entirely set up for sale of tourist souvenir items and the hundreds of tourists visitors daily pass through the shop to exit the Farm. Even if CITES exports permits were issued (as has happened extensively up until an undisclosed point in 1997), these permits were invalid as CITES had not recognised the facility as producing captive bred specimens. Furthermore, very few countries would issue import permits for such goods. The import of turtle meat to soup manufacturers in the UK occurred extensively up until the early 1990s and this was clearly in contravention of the European Union Regulations which implement CITES. This was because while the UK authorities claimed it was internal trade, the Cayman Islands were not part of the European Union.

The exports up until 1997 were clearly not of captive bred specimens, even if that was what was claimed on the export permits. Second generation specimens were not achieved until 1997. Prior to that the exports would have been of first generation farmed specimens. There is no denying that these exports were mostly not in compliance with CITES. The meat exports to the UK were also in contravention of the European Union Regulations. However, the Farm and the Cayman government are now trying to make amends by imposing the export ban.

The sale of turtle shell products in particular also muddies the image of the Farm. Traditionally only hawksbill turtle shell is used for polished shell items. This left the critics of the Farm to believe that they were selling hawksbill turtle goods when they are not captive breeding the species. The assumption therefore was



that the shells were from wild caught animals. In fact only green turtle shell items are sold.

For the sales assistant in the gift shop to explain to the author of this report (when posing as a tourist), how to smuggle small turtle shell items makes things even more difficult. If a genuine tourist were caught with the turtle shell items at a border point and decided to complain to the authorities that the Turtle Farm employees described how to smuggle these goods, this would bring discredit to their operation. Such activities may be blamed on the individual sales assistant but the Farm should strictly brief its staff not to sell items to tourists if that is their official policy.

Government Position

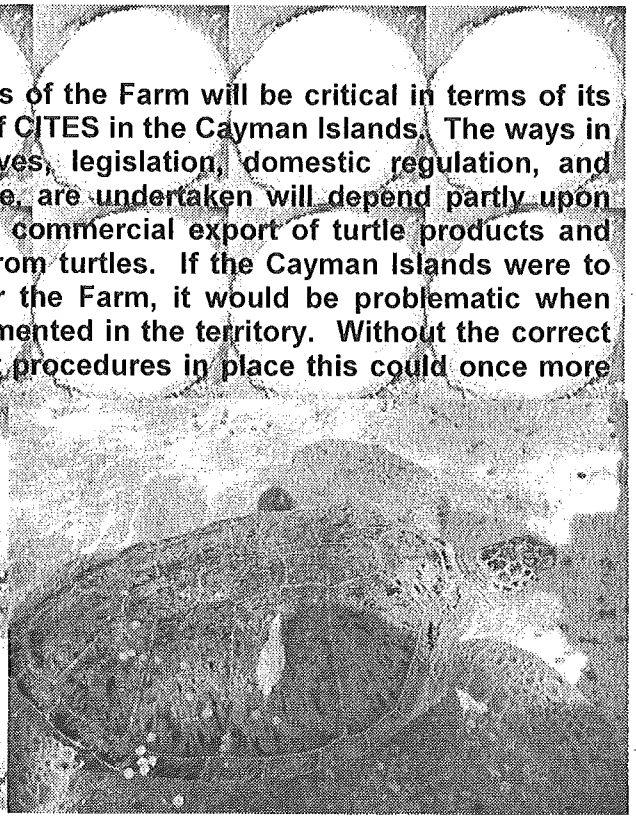
At the Training Workshop the Honourable John B. Maclean OBE JP, Minister of Agriculture, Environment Communications and Works, stated that "the Government does not export turtle products". He continued to state that "the Farm's role in the protection of the green sea turtle has been significant". This may be true in the context of the regular supply of reasonably priced turtle meat that in theory could offset the need for the wild catch of turtles, and the release of turtles into the wild, which appears to have been relatively successful in terms of survival rates.

The Farm is a government related interest (the Board is made up entirely of government officials), and they realise that while marine turtles evoke a considerable emotional response that opposes exploitation, the value of marine turtles as a culinary delicacy and tourist attraction outweighs the criticism they may receive. The Turtle Farm itself states in its promotional materials that "very valuable and relatively substantial markets continue to exist". They justify their actions against the emotive viewpoint with this statement "the conservation of the sea turtle may best be served if market demand is met by a reliable source of farmed or ranched products".

The Future

The future direction and activities of the Farm will be critical in terms of its effect upon the implementation of CITES in the Cayman Islands. The ways in which public awareness initiatives, legislation, domestic regulation, and enforcement training for example, are undertaken will depend partly upon whether the Farm is involved in commercial export of turtle products and sale of tourist souvenirs made from turtles. If the Cayman Islands were to apply for CITES Registration for the Farm, it would be problematic when CITES is clearly not being implemented in the territory. Without the correct implementation and enforcement procedures in place this could once more result in an unregulated, unmonitored and badly administered trade in turtle products.

Does the future lie with the introduction of captive-bred turtles like this 13-year-old living tag specimen?



CONCLUSION

The United Kingdom Overseas Territories in the Caribbean are significant in the region in terms of trade in CITES listed wildlife. Some OTs are more significant than others and some have a tendency to focus on one particular species, such as conch in the Turks and Caicos Islands and black coral in the Cayman Islands. The global significance of these territories in the realm of international trade in CITES species is not great but the visibility of the territories brings them into public view. The large number of tourists which pass through from all over the globe make the trade more visible to those who visit and those who enforce CITES when the tourists return home. The fact that tourism is such a large part of life in the region means that while the volume of each transaction is low, in total the trade is surprisingly high for many commodities.

There are many problems in the OTs but these are far from insurmountable. The process of solving those problems has been ineffectual and ongoing since the late 1970s. It is time that changes are made and with support and advice this is now starting to happen.

Problems

The findings documented that there were many significant issues relating to implementation of CITES and the relationship with the UK which were of concern. The investigation showed that the majority of trade in CITES specimens in the OTs was illegal at some point along the chain from source to destination. Due to the lack of knowledge, enforcement and implementation of CITES in the OTs by the authorities, there are regular commercial shipments of CITES goods into and out of the OTs without CITES paperwork or checking. This was compounded by the lack of awareness by those involved in the trade and the consumers. Unfortunately the illegal wildlife trade also played a part in the threats to rare native species. The more sinister and potentially disastrous illegal trade in rare native wildlife is of great concern for the very localised and often endemic populations in the OTs. When this is combined with the development of the islands for tourism, the future of their unique wildlife is uncertain. There was evidence that native species are easily smuggled out alive for specialist collectors, with a low chance of detection and insignificant penalties if caught in the act.

The CITES Training Seminar proved to be an important step in correcting the problems of the widespread and serious shortcomings of CITES implementation in the OTs and the lack of understanding and support from the UK. It is critical that similar initiatives and support continue. The problems identified were clearly the responsibility of the UK government.

While there was some trade in marine turtle products and some illegal domestic trade, this was not to the extent that had been expected and was very small scale. The Cayman Turtle Farm did contribute to the illegal export of turtle products by tourists but its self-imposed ban on exports was a positive step. There was clearly no impropriety with respect to taking wild turtles to supplement the breeding stock.

Species

Whilst the majority of CITES-listed species detected were of relatively lower conservation significance on a global scale, the unregulated nature of the trade and the often large, unmonitored volumes traded was a great cause for concern. A particular problem that became evident was the enormous trade in black coral for curios, jewellery and art pieces. There is no doubt that the lack of CITES implementation means that a large and high turnover trade is not being monitored to any great extent. The CITES annual report data does not in any way show the scale of this trade. With increasing anecdotal evidence that collection is getting harder, and the slow growth rate of the species, it is possible that the trade may be unsustainable.

The OTs do have a diversity of native species which are CITES listed and of importance to the region as a whole as well as individually. There are only a few major concerns either on conservation grounds or issues of large and widespread illegal trade. However, this does not mean that there are not significant problems that should be remedied, which are probably having a deleterious effect upon a few limited species. It would not be too difficult to focus on these specific problems to alleviate them. Technically, the black coral trade does involve high volume and widespread illegal trade, be it either through illegal imports or exports or illegal collection from domestic sources. The nature of the implementation of CITES in the OTs is however the reason for the illegal and unregulated trade, not that the species itself is targeted for illegal activity. The majority of trade in CITES species in the OTs is illegal due to the range of administrative and legislative problems.

Issues

The internal trade issues may not at first seem directly pertinent to CITES implementation at this stage in the OTs, mainly because border control and regulation must first be initiated in many cases. However, internal trade issues are important components which do have a critical effect on CITES

implementation and must be understood and considered in any plans to initiate or improve CITES implementation.

The key elements to consider in all of the OTs are the effects of tourism, indigenous cultural demands, lack of external support and protection of island wildlife. These elements have become evident during the course of production of this report.

The over-riding need for either improved implementing legislation or creation of CITES legislation where there is none was the key problem of implementation. The complete lack of enforcement was directly linked to legislative problems and zero awareness. The findings of the Training Seminar and the recommendations that follow in this report outline a positive and relatively straightforward means to remedy the various problems that have been outlined.

It is evident that the OTs need a great deal of help in the implementation of CITES and countering some of their major trade problems. The UK government has made a start to remedy the situation but things must move more quickly and the changes required must be substantial, for significant progress to be achieved and for the loss of rare native species to be prevented.

RECOMMENDATIONS

These recommendations have been formulated to assist in improving CITES implementation in the United Kingdom Overseas Territories in the Caribbean. They were presented at the UK Overseas Territories CITES Training Seminar, Grand Cayman, June 1998. As a result of research, investigation and analysis of wildlife trade and implementation of CITES in the OTs, 7 areas for improvement were identified, with over 20 specific actions under these areas, as follows.

Legislation

The following recommendations are necessary to set the basis for CITES implementation in the OTs. The UK government urgently needs to assist the OTs with CITES ratification and in developing their legislation by provision of expertise and advice and a development of a standard legislative template to apply to all OTs.

- Ratify CITES for those which have not yet done so (through extension of the UK ratification to cover Anguilla and Turks and Caicos Islands)
- Modify existing legislation to improve and overcome current problems
- Examine penalties for contravention and ensure they are a significant deterrent.
- Follow model examples of CITES implementing legislation where possible

Implementation

The UK government needs to assist the OTs with the following recommendations to ensure implementation of CITES is effective.

- Ensure those charged with implementation have the capacity and tools to undertake the task
- Identify and establish Management and Scientific Authorities where required
- Maintain strong support links between the UK Management and Scientific Authorities and those in the OTs
- Develop simple permit systems for the high number of tourist souvenirs (e.g. black coral and conch shell) exported and determine which countries of import require permits

Enforcement Training/Awareness

Training assistance are tools are vital and support from UK government enforcement agencies would greatly advance the process of bringing OT enforcers up to speed with CITES procedures.

- Designate and train staff to deal with CITES enforcement
- Provide tools such as identification materials and guidelines
- Develop the general awareness of CITES in enforcement officers (Customs, Police, Fisheries) through the above, and targeted awareness initiatives

Public Awareness

- Develop a public awareness initiative aimed at tourists, retailers, and importers/exporters about prohibited trade and regulated trade and the need for permits
- If a tourist souvenir permitting system is introduced, promote this through awareness campaigns
- Provide support through materials, funding and expertise from external bodies such as the DETR, WWF UK and TRAFFIC International. Campaigns such as "Buyer Beware!" are already developed and adapted to the Caribbean issues and could be readily applied in the OTs

Monitoring and Research

- Undertake monitoring of trade and research into examining the effects of trade upon black coral and queen conch, with a more realistic measurement of the scale of consumption and annual harvests

Funding and External Support

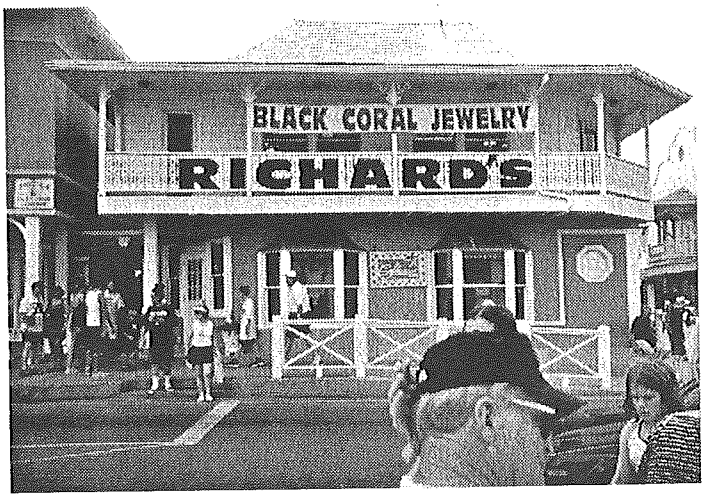
- Initiate processes to seek general governmental (UK and OTs) allocation of funding and support for assistance in providing the resources required to undertake the above recommendations
- Expertise and materials can be obtained relatively easily and particular bodies should be targeted to assist such as the UK CITES Management Authority and Scientific Authorities and TRAFFIC
- Funding for particular aspects of implementation, enforcement, and public awareness should be sought from other relevant sources, including corporate sponsorship for public awareness campaigns for example.
- The OT governments should co-operate with local NGOs in the development of funding proposals for future aspects of implementation, enforcement and public awareness. To target funding sources such as the FCO, World Bank, UNDP, UNEP etc.

The Cayman Turtle Farm

- Ensure turtle products such as polished shells and jewellery are not sold to tourists. Removal of such items from the gift shop is desirable.
- Continue the self-imposed ban on export of products.
- The problems of potential laundering of wild caught turtles out of season into the system of domestic meat sales should be evaluated and any loopholes eradicated.
- All of these developments should be undertaken with transparency.

THE NEXT STEPS

The findings in this report are simply a snapshot of the availability and types of trade in CITES listed species within four UK Overseas Territories. In the time allowed for researching the matter, the full depth of the issues cannot be conveyed. However, the report is meant to act as a catalyst for change, following up from the presentation of the findings at the CITES Training Seminar. It is aimed at those who are not familiar with the situation in these territories, which includes even some of those who are expected to deal with CITES matters directly in the OTs.



The resolution of the problems outlined here is the responsibility of the United Kingdom. It is the United Kingdom that has been signing international treaties and encouraging ratification by the OTs. The OTs are too small and localised to able to implement these international obligations without significant support. Until very recently they have not received that support. The UK must continue to rectify the situation and take on board many of the concerns and needs raised by the OTs at the Training Seminar and those within this report. The enthusiasm and momentum generated at the Seminar must be encouraged if problems are to be overcome in the long term.

The delegates were asked for assistance by the author in ensuring that the report was accurate. The findings here are not a criticism of the OTs themselves or those who run their administrations. This is merely meant as a starting point, so that this information may assist with understanding the trade issues. The full background information was made available to the authorities. Any confidential matters were kept as such and only divulged to the pertinent agency in each country. This information has not formed part of the report. The information in this report aims to be a reference to assist in developing better systems. It is hoped that it also assists in briefing the UK authorities on what is occurring in their Overseas Territories.

The recent CITES Decision on Small Island Developing States (SIDS), states that the Caribbean SIDS should seek the support of TRAFFIC amongst others in assistance with implementing CITES. TRAFFIC and WWF are certainly keen to do so wherever possible.

In 1994 it was recognised in the Biodiversity Action Plan that Anguilla still needed to ratify CITES, no mention was made of the Turks and Caicos Islands. This action point was deleted from the final version of the plan. Five years later, after the problem had been recognised, there is still no change. The UK has been in contravention of CITES as a result. The first step towards reconciling the matter has been undertaken by the CITES Secretariat who have provided a draft summary of CITES related legislation in all UK OTs which have ratified CITES.

The next step will be to provide recommendations for improvements of existing legislation and then provide assistance with developing legislation for Anguilla and Turks and Caicos Islands.

The United Kingdom Overseas Territories are precious holdings of rare and unique flora and fauna with their own unique local cultures; they should be encouraged and supported – neglect could result in the loss of more than just an administrative burden for the UK.

REFERENCES

Please note that a variety of other materials were used in the production of this report that cannot be included with the references below. These other materials relate to illegal trade matters and would identify the alleged perpetrators of particular offences.

Anon. 1998. Cayman Turtle Farm. Cayman Turtle Farm (1983) Ltd. Grand Cayman, Cayman Islands. 25 pp.

Anon. 1998. Cayman Turtle Farm Fact Sheet, April 1998. Cayman Turtle Farm (1983) Ltd. Grand Cayman, Cayman Islands. 3 pp.

Anon. 1988. Where, When How Turks & Caicos Islands. Visitor's Information Guide. April 1988. Turks and Caicos Islands.

Anon. 1988. The Baths Protected Area Virgin Gorda British Virgin Islands. Leaflet. National Parks Trust, British Virgin Islands.

Anon. 1988. Sage Mountain National Park, British Virgin Islands. Leaflet. National Parks Trust, British Virgin Islands.

Anon. 1988. Gorda Peak National Park, Virgin Gorda British Virgin Islands. Leaflet. National Parks Trust, British Virgin Islands.

Anon. 1988. Tortola Now Magazine. British Virgin Islands.

Anon. 1997. Anguilla National Trust News. May 1997. Anguilla National Trust, Anguilla.

Anon. 1986. The Fisheries Protection Ordinance 1986. No.4 of 1986. Anguilla.

Anon. 1982. Endangered Species Protection and Propagation Law, 1978 (Law 21 of 1978). Species Bred in Captivity or Artificially Propagated (Forms and Procedures) Regulations, 1982. Supplement No. 3. Cayman Islands Gazette No.26 of 1982. Cayman Islands.

Anon. 1981. Protection of Endangered Animals Plants and Articles (Removal and Possession). 20th March 1981. Chapter 95. CAP. 95. British Virgin Islands.

Anon. 1981. Protection of Endangered Animals Plants and Articles (Removal and Possession). 20th March 1981. Chapter 95. CAP. 95. British Virgin Islands.

Anon. 1959. Wild Birds Protection. 9th March 1959. Chapter 96. CAP. 96. British Virgin Islands.

Anon. 1955. Animals (Diseases and Importation) Ordinance. Chapter 107. CAP. 107. Anguilla.

Anon. 1948. Turtle Ordinance. Chapter 99. CAP.99. Anguilla.

Anon. 1941. Plant Protection. 30th October 1941. Chapter 93. CAP. 93. British Virgin Islands.

Anon. 1935. Protection of Animals Ordinance. Chapter 111. CAP. 111. Anguilla.

Anon. 1923. Plant Protection Ordinance. Chapter 97. CAP. 97. Anguilla.

Anon. 1913. Wild Birds Protection Ordinance. Chapter 113. CAP. 113. Anguilla.

Anon. 1907. Fumigation of Plants. 5th November 1907. Chapter 90. CAP. 90. British Virgin Islands.

Carty, B. 1993. *Anguilla Beyond the Beaches.* North Ridge Publishing Co., Anguilla. 30 pp.

Christian, I. 1998. *Draft Proposal for an Environmental Tax on Visitors to Anguilla for Revenue Generation in Support of the Anguilla National Trust.* Unpublished.

CITES Secretariat. 1998. Needs Identification Exercise. CITES Training Seminar, Grand Cayman 1-5 June, 1998. CITES Secretariat, Geneva.

CITES Secretariat. 1998. CITES Annual Report Data for Anguilla, BVI, Cayman Islands, TCI and Montserrat 1992-1997. CITES Annual Report Database, WCMC, Cambridge.

CITES Secretariat. 1998. Export Quotas for Specimens Included in the CITES Appendices For 1998. Notification No. 1998/36. Annex 1. CITES Secretariat, Geneva.

CITES Secretariat. 1998. Review of the Implementation of Recommendations on *Strombus gigas.* Review of the Significant Trade in Species of Animals Included in CITES Appendix II. *Fourteenth Meeting of the CITES Animals Committee, Caracas (Venezuela), 25-29 May 1998.* Doc. AC.14.14.3. CITES Secretariat, Geneva.

Colli, C. (Ed.) 1998. *British Virgin Islands The Welcome Tourist Guide.* Vol.27 No.2, February/March 1998. Island Publishing Services Ltd, British Virgin Islands.

Ebanks-Petrie, G. 1988. Nature's Gifts. Help Cayman preserve the richness and beauty of its marine environment. *Key to Cayman.* Vol.9 No.2. Summer 1998. P.53-55.

Hodge, G. 1998. *What We Do in Anguilla 1998 Official Tourism Guide.* George Hodge Publisher, Anguilla.

Nash, S. 1998. CITES and Its Implementation. CITES Training Seminar, Grand Cayman, 1-5 June 1998. CITES Secretariat, Geneva.

Oldfield, S. 1987. *Fragments of Paradise.* Pisces Publications, Newbury.

Pearce, F. 1994. Britain's Abandoned Empire. *New Scientist.* 23 April 1994. P.26-31.

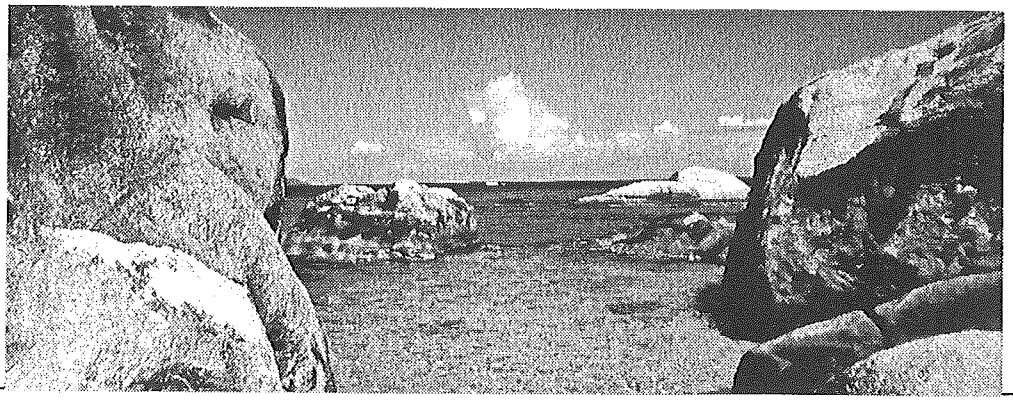
Sam, C. (Ed.) 1996. Unique Iguana Faces Extinction. National Parks Trust News. September 1996. National Parks Trust, British Virgin Islands. P.1-2.

Smith-Abbott, J. 1998. Report on Framework for Future Training in Marine and Coastal Protected Areas Management. National Parks Trust News. February 1998. National Parks Trust, British Virgin Islands. P.6-7.

WCMC. 1999. Listing of threatened and endemic plants in selected UK OTs in the Caribbean. Plants Database Printout. Unpublished.

WCMC. 1999. Listing of threatened animals in selected UK OTs in the Caribbean. IUCN Red List Database Printout. Unpublished.

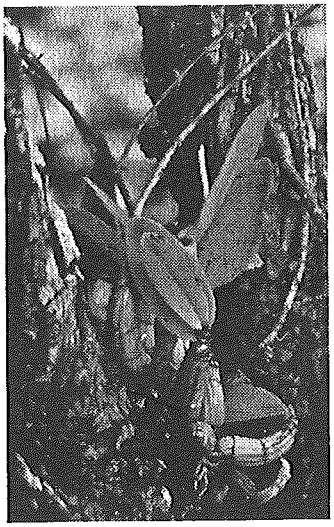
Zalaznick, M. 1998. USVI gateway for immigrants. *Virgin Islands Independent.* No.14, Thursday, March 26, 1998. P.1-2.



APPENDICES

APPENDIX I: Key Native Species Lists

Latin name	Common name	CITES Appendix / IUCN Threat Status	Range
Chelonia mydas	Green Turtle	I / Endangered	All OTs
Eretmochelys imbricata	Hawksbill Turtle	I / Critically Endangered	All OTs
Dermochelys coriacea	Leatherback Turtle	I / Endangered	All OTs
Caretta caretta	Loggerhead Turtle	I / Endangered	All OTs
Amazona leucocephala caymanensis	Cayman Parrot	I / Near Threatened	Grand Cayman
Amazona leucocephala hesterna	Cayman Brac Parrot	I / Near threatened	Cayman Brac
Falco sparverius	American Kestrel	II / not listed	BVI
Sphaerodactylus parthenopian	Virgin Gorda Gecko	- / not listed	Virgin Gorda, BVI
Orthorhynus cristatus	Antillean Crested Hummingbird	II / not listed	BVI
Eulampis holosericeus	Green-throated Carib	II / not listed	BVI
Trochilidae	Hummingbirds	II / not listed	
Iguana delicatissima	Lesser Antillean Iguana	II / Vulnerable	Anguilla
Cyclura nubila caymanensis	Little Cayman Ground Iguana	I / Critically Endangered	Cayman Islands
Cyclura nubila lewisi	Cayman Islands Blue Iguana	I / Critically Endangered	Cayman Islands
Cyclura carinata carinata	Turks and Caicos Islands Ground Iguana	I / Critically Endangered	Turks and Caicos Islands
Cyclura pinguis	Anegada Ground Iguana	I / Critically Endangered	Anegada: BVI
Anolis roosevelti	Roosevelt's Giant Anole	- / Critically Endangered	British Virgin Islands
Strombus gigas	Queen Conch	II / not listed	All OTs
Antipatharia species	Black Coral	II / not listed	All OTs
Orchidaceae	Orchids	I & II / various	All OTs



Many native species are subject to illegal collection and export, especially orchids that are easy to smuggle. Parrots and Iguanas are much in demand by the obsessive specialist collector.

Orchid in the Cayman Islands.

List of Threatened and Extinct Fauna in the UK OTs

MAMMALIA

Insectivora

Nesophontidae

Nesophontes sp. Extinct
Cayman Islands

Chiroptera

Phyllostomidae

Monophyllus plethodon Lower risk
Anguilla
Montserrat
Antigua and Barbuda, Barbados, Dominica, Guadeloupe, Martinique, St Lucia, St Vincent

Phyllops falcatus Lower risk
Cayman Islands
Cuba, Haiti

Stenoderma rufum Vulnerable
British Virgin Islands
Puerto Rico

Brachyphylla nana *Lower risk*

Cayman Islands
Turks and Caicos Islands
Bahamas, Cuba, Dominican Republic, Haiti, Jamaica (ex)

Molossidae

Tadarida brasiliensis Lower risk
Cayman Islands
Montserrat
Turks and Caicos Islands
Antigua and Barbuda, Argentina, Bahamas, Belize, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominica, Dominican Republic, Ecuador, El Salvador, Guadeloupe, Guatemala, Haiti, Honduras, Jamaica, Martinique, Mexico, Netherlands Antilles, Nicaragua, Panama, Paraguay, Peru, Puerto Rico, St Kitts and Nevis, St Lucia, Trinidad and Tobago, USA, Uruguay, Venezuela

Rodentia

Heptaxodontidae

Amblyrhiza inundata Extinct
Anguilla

Dasyproctidae

Dasyprocta punctata Central American Agouti CITES III Lower risk
Cayman Islands - introduced
Argentina, Belize (?), Bolivia, Brazil, Colombia, Costa Rica, Cuba [int], Ecuador, El Salvador, French Guiana (?), Guatemala, Guyana (?), Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru (?), Suriname (?), Venezuela

Capromyidae

Capromys sp. Extinct
Cayman Islands

Geocapromys sp. Extinct
Cayman Islands

Cetacea

Delphinidae

Globicephala macrorhynchus Pacific Pilot Whale CITES II Lower risk
Short-finned Pilot Whale
British Virgin Islands
Australia, Bangladesh, Bermuda, Canada, China, Dominica, Ecuador, Eritrea, Guadeloupe, Guam, Guatemala, Haiti, India, Indonesia, Japan, Kenya, Martinique, Mexico, Myanmar, New Zealand, Peru, Portugal (Madeira), Puerto Rico, Senegal, Seychelles, South Africa, Sri Lanka, St Lucia, St Vincent, Taiwan, Tanzania, USA, Venezuela, Virgin Islands (US)

Ziphiidae

Mesoplodon densirostris Blainville's Beaked Whale CITES II Data deficient
Cayman Islands
Australia, Bahamas, Brazil, Canada, China, Ecuador, India, Japan, Mauritius, Portugal (Madeira), Seychelles, South Africa, Spain, Taiwan, USA

Sirenia

Trichechidae

Trichechus manatus American Manatee CITES I Vulnerable
Caribbean Manatee, North American Manatee, West Indian Manatee
British Virgin Islands - extinct
Antigua and Barbuda (ex), Bahamas, Belize, Brazil, Colombia, Costa Rica, Cuba, Dominican Republic, French Guiana, Guadeloupe (ex), Guatemala, Guyana, Haiti, Honduras, Jamaica, Martinique (ex), Mexico, Netherlands Antilles, Nicaragua, Panama, Puerto Rico, Suriname, Trinidad and Tobago, USA, Venezuela, Virgin Islands (US) (ex)

AVES

Anseriformes

Anatidae

Dendrocygna arborea Black-billed Wood-Duck Vulnerable
Cuban Tree-Duck, West Indian Tree-Duck, West Indian Whistling-Duck
Cayman Islands (Br)
Turks & Caicos Islands (Br)
British Virgin Islands
Antigua and Barbuda (Br), Bahamas (Br), Barbados (N-Br), Bermuda (V), (Br), Cuba (Br), Dominican Republic (Br), Grenada (N-Br), Haiti (Br), Jamaica (Br), Martinique (N-Br), Netherlands Antilles (V), Puerto Rico (Br), St Kitts and Nevis (V) Virgin Islands (US)

Charadriiformes

Charadriidae

Charadrius melodus Piping Plover Vulnerable
British Virgin Islands
Bahamas (N-Br), Barbados (N-Br), Bermuda (N-Br), Canada (Br), Cuba (N-Br), Dominican Republic (N-Br), Haiti (N-Br), Jamaica, Mexico (N-Br), Puerto Rico (N-Br), USA (Br), (N-Br), Virgin Islands (US) (N-Br)

Columbiformes

Columbidae

Geotrygon mystacea Bridled Quail-dove Lower risk
British Virgin Islands
Montserrat
Anguilla, Antigua and Barbuda, Bahamas, Dominica, Guadeloupe, Martinique, Netherlands Antilles, Puerto Rico, St Kitts and Nevis, St Lucia, Virgin Islands (US)

Psittaciformes

Psittacidae

Amazona leucocephala Bahamas Parrot CITES I Lower risk
Caribbean Amazon, Cuban Amazon, Cuban Parrot
Cayman Islands (Br)
Bahamas (Br), Cuba (Br)

Passeriformes

Tyrannidae

Tyrannus cubensis Cuban Flycatcher Endangered
Giant Kingbird
Turks and Caicos Islands (Br)
Bahamas (Br) (ex), Cuba (Br), Mexico (V)

Muscicapidae

Turdus ravidus Grand Cayman Thrush Extinct
Cayman Islands

Parulidae

Dendroica vitellina Vitelline Warbler Lower risk
Cayman Islands
Honduras

Parulidae

Dendroica kirtlandii Kirtland's Warbler Vulnerable
Turks and Caicos Islands (N-Br)
Bahamas (N-Br), Canada (?) (Br), USA (Br)

REPTILIA

Testudines

Cheloniidae

Caretta caretta Loggerhead CITES I Endangered
Cayman Islands
Montserrat
Turks and Caicos Islands
British Virgin Islands
Albania, Algeria, Angola (?), Australia, Bahamas, Bangladesh, Belize, Brazil, Cape Verde (?), China, Colombia, Costa Rica, Cuba, Cyprus, Dominican Republic, Egypt, Eritrea, France (Corsica), Greece, Grenada, Guadeloupe, Guatemala, Haiti, Honduras, India (?), Indonesia, Israel, Italy, Jamaica, Japan, Libya, Madagascar, Mexico, Morocco, Mozambique, Myanmar (?), Namibia, New Caledonia, Nicaragua, Oman, Panama, Papua New Guinea (?), Philippines, Puerto Rico, Senegal, South Africa, Sri Lanka, St Lucia, Tunisia, Turkey, USA, Uruguay, Venezuela

Chelonia mydas Green Turtle CITES I Endangered

Anguilla
Cayman Islands (ex)
Montserrat (?)
Turks and Caicos Islands
British Virgin Islands

American Samoa, Angola, Antigua and Barbuda, Australia, Bahamas (?), Bangladesh, Belize, Benin (?), Bermuda (ex) [reint], Brazil, British Indian Ocean Territory, Cambodia (?), Cameroon (?), Cape Verde (?),Chile (?), China, Colombia, Comoros, Congo (?), Cook Islands, Costa Rica, Cote d'Ivoire (?), Cuba, Cyprus, Democratic Republic of the Congo (?), Djibouti (?), Dominica, Dominican Republic, Ecuador, Egypt, El Salvador (?), Equatorial Guinea (Bioko), Eritrea, Federated States of Micronesia, Fiji, French Guiana, French Polynesia, Gabon (?), Ghana (?), Grenada, Guadeloupe (?), Guam, Guatemala (?), Guinea (?), Guinea-Bissau (?), Guyana, Haiti, Honduras (?), India, Indonesia, Iran, Israel (ex?), Jamaica, Japan, Kenya, Kiribati, Kuwait, Liberia (?), Madagascar, Malaysia (Peninsular Malaysia, Sabah, Sarawak), Maldives, Marshall Islands, Martinique, Mauritania, Mauritius (ex) (Rodrigues), Mayotte, Mexico, Mozambique, Myanmar, Netherlands Antilles, New Caledonia, Nicaragua, Nigeria (?), Niue, Northern Marianas, Oman, Pakistan, Palau, Panama, Papua New Guinea, Peru, Philippines, Puerto Rico, Qatar (?), Reunion, Sao Tome & Principe, Saudi Arabia, Senegal, Seychelles, Sierra Leone, Solomon Islands, Somalia, Sri Lanka, St Helena (Ascension), St Kitts and Nevis, St Lucia, St Vincent, Sudan (?), Suriname, Taiwan (?), Tanzania, Thailand, Togo (?), Tokelau, Tonga, Trinidad and Tobago, Turkey, Tuvalu, US Minor Pacific Islands, USA, United Arab Emirates, Vanuatu, Venezuela, Viet Nam, Virgin Islands (US), Western Sahara (?), Western Samoa (?), Yemen

Eretmochelys imbricata Hawksbill Turtle CITES I Critically endangered

Anguilla
Cayman Islands (ex)
Montserrat
Turks and Caicos Islands
British Virgin Islands

American Samoa, Antigua and Barbuda, Aruba, Australia, Bahamas, Bangladesh, Barbados, Belize, Brazil, British Indian Ocean Territory, Cambodia, Cameroon (?), Cape Verde (?),China, Colombia, Comoros, Cook Islands, Costa Rica, Cote d'Ivoire (?), Cuba, Djibouti (?), Dominica, Dominican Republic, Ecuador, Egypt, El Salvador (?), Equatorial Guinea (Bioko), Eritrea, Federated States of Micronesia, Fiji, French Guiana, French Polynesia (?), Gabon (?), Ghana (?), Grenada, Guadeloupe, Guam, Guatemala, Guinea (?), Guinea-Bissau (?), Guyana, Haiti, Honduras, India, Indonesia, Iran, Jamaica, Japan, Kenya, Kiribati (?), Kuwait (?), Madagascar, Malaysia (Peninsular Malaysia, Sabah, Sarawak), Maldives, Marshall Islands, Martinique, Mauritania (?), Mauritius (ex?), Mayotte, Mexico, Mozambique, Myanmar, Netherlands Antilles, New Caledonia (?), Nicaragua, Nigeria (?), Northern Marianas, Oman, Palau, Panama, Papua New Guinea, Philippines, Puerto Rico, Qatar, Reunion, Sao Tome & Principe (?), Saudi Arabia, Senegal (?), Seychelles, Sierra Leone, Solomon Islands, Somalia, Sri Lanka, St Kitts and Nevis, St Lucia, St Vincent, Sudan, Suriname, Taiwan, Tanzania, Thailand, Tokelau, Tonga (?), Trinidad and Tobago, Tuvalu (?), US Minor Pacific Islands (?), USA, United Arab Emirates (?), Vanuatu, Venezuela, Viet Nam (?),Virgin Islands (US), Western Sahara (?), Western Samoa, Yemen

Dermochelyidae

Dermochelys coriacea Leatherback CITES I Endangered

Leathery Turtle, Luth, Trunkback turtle

Anguilla
Montserrat

British Virgin Islands
Albania, Angola, Antigua and Barbuda, Australia, Brazil, China, Colombia (?), Costa Rica, Cote d'Ivoire, Cuba, Democratic Republic of the Congo, Dominica, Dominican Republic, Ecuador, El Salvador, Eritrea, Fiji, French Guiana, Ghana, Grenada, Guadeloupe, Guatemala, Guyana, Honduras, India, Indonesia, Israel (ex?), Italy (Sicily), Liberia, Malaysia (Peninsular Malaysia), Martinique, Mexico, , Mozambique, Myanmar, Netherlands Antilles, Nicaragua, Panama, Papua New Guinea, Peru (?), Puerto Rico, Senegal, Solomon Islands, South Africa, Sri Lanka, St Kitts and Nevis, St Lucia, St Vincent, Suriname, Taiwan, Thailand, Togo, Trinidad and Tobago, USA, Venezuela (?),Virgin Islands (US)

Sauria

Iguanidae

Anolis roosevelti Culebra Island Giant Anole Critically endangered
Roosevelt's Giant Anole
British Virgin Islands
Puerto Rico, Virgin Islands (US)

Cyclura nubila Cuban Ground Iguana CITES I Vulnerable
Cayman Islands Ground Iguana
Cayman Islands
Cuba, Puerto Rico [int]

Cyclura pinguis Anegada Ground Iguana CITES I Critically endangered
Anegada Rock Iguana
British Virgin Islands

Iguana delicatissima Lesser Antillean Iguana CITES II Vulnerable
West Indian Iguana
Anguilla
Antigua and Barbuda, Dominica, Guadeloupe, Martinique, Netherlands Antilles, St Kitts and Nevis (ex)

Serpentes

Colubridae

Alsophis rijersmai Leeward Island Racer Endangered
Anguilla
Guadeloupe, Netherlands Antilles

AMPHIBIA

Anura

Bufonidae

Peltophryne lemur Puerto Rican Crested Toad Vulnerable
British Virgin Islands
Puerto Rico

GASTROPODA

Stylommatophora

Cerionidae

Cerion nanus Critically endangered
Cayman Islands

List of Threatened Flora in the UK OTs

Acanthaceae

Justicia culebritae Culebrita Island Water-willow Endangered
Indeterminate British Virgin Islands (Virgin Gorda)
I Puerto Rico (Culebrita), ? Virgin Is. (US)

Aquifoliaceae

Ilex urbaniana Rare
Rare British Virgin Islands
R Puerto Rico

Araceae

Philodendron aff. scandens Indeterminate
Indeterminate Cayman Islands (Grand Cayman)

Boraginaceae

Cordia rupicola Puerto Rico Manjack Endangered
Indeterminate British Virgin Islands (Anegada)
I Puerto Rico

Bromeliaceae

Hohenbergia caymanensis Endangered
Endangered Cayman Islands. (Grand Cayman)

Compositae

Verbesina caymanensis Vulnerable
Vulnerable Cayman Islands. (Spot Bay, Cayman Brac)

Cactaceae

Epiphyllum sp. Endangered
Endangered Cayman Islands (1 locality Cayman Brac)

Mammillaria nivosa Pope's head Unknown Status
Woolly nipple-cactus
Endangered Brit. Virgin Is. (Norman Is., Tortola; Guana)
Indeterminate Turks & Caicos Islands
? Antigua/Barbuda, ? Bahamas (Great & Little Inagua), ? Puerto Rico (Mona; Culebra; Desecheo), ? St Mart & St Bt, E Virgin Is. (US) (St John; Buck; St Thomas)

Melocactus intortus Not globally threatened
synonyms: ***Melocactus communis; M. coronatus***
Pope's head; red-topped barrel cactus; tet angle; Turk's cap; Turk's head
Not threatened Anguilla
Unknown status BVI (Norman Is., Virgin Gorda, Green Cay)
Indeterminate Turks & Caicos Islands
Unknown status Montserrat
? Antigua/Barbuda ? Bahamas (Little & Great Inagua; Samana Cays; Crooked Ack) ? Dominica ? Dominican Rep. ? Guadeloupe V Jamaica ? Puerto Rico (Mona; Desecheo Is.) ? St Kitts-Nevis ? St Mart & St Bt ? Virgin Is. (US)

Opuntia sp. Vulnerable
Vulnerable Cayman Islands (Cayman Brac)

Opuntia spinosissima Prickly Pear Tree Rare
Semaphore Cactus
Rare British Virgin Islands (Green Cay)
E Florida, R Jamaica, R Puerto Rico, R Virgin Is. (US)

Pilosocereus royenii Organ Cactus Unknown Status
synonyms: ***Cephalocereus millspaughii; Cephalocereus nobilis; Cephalocereus royeni; Cephalocereus urbanianus***
charderon; chardon; cierge; dildo; vine pear
Unknown status Anguilla
Indeterminate British Virgin Is. (Green Cay, Norman Is.)
Unknown status Cayman Islands (Grand Cayman)
Unknown status Turks & Caicos Islands
Unknown status Montserrat
I Antigua/Barbuda, ? Bahamas, ? Barbados, ? Cuba, ? Dominica, ? Grenadines, ? Guadeloupe (including La D,sirade & Les Saintes), ? Grenada, ? Jamaica, ? Martinique, Neth. Antilles, I Puerto Rico, ? St Kitts-Nevis (Incl. Saba & St. Eustatius), ? St Lucia, ? St Mart & St Bt, ? St Vincent, I Virgin Is. (US)

Selenicereus urbanianus Unknown Status
synonym: ***Selenicereus maxonii***
Indeterminate British Virgin Islands (Guana)
K Cuba, ? Dominican Rep., ? Haiti

Celastraceae

Maytenus cymosa Caribbean Mayten Rare
Indeterminate British Virgin Islands (Virgin Gorda)
I Puerto Rico (Pi¤eros; Vieques), I Virgin Is. (US) (St. Croix; St. Thomas)

Euphorbiaceae

Croton fishlockii Indeterminate
Indeterminate B.V.I. (Virgin Gorda; Great Camanoe)
I Virgin Is. (US) (St. John)

Leguminosae

Acacia anegadensis Anegada Acacia Endangered
Pigeon Wing
Rare British Virgin Islands (Anegada)
I Virgin Is. (US)

Caesalpinia caymanensis Endangered
Endangered Cayman Islands (Grand Cayman)

Galactia eggersii Eggers' Milkpea Vulnerable
Indeterminate British Virgin Islands (Tortola; Guana)
I Puerto Rico, I Virgin Is. (US) (St John; St Thomas)

Loranthaceae

Dendropemon caymanensis Endangered
Endangered Cayman Islands (Little Cayman)

Malpighiaceae

Malpighia infestissima Cowhage-cherry Vulnerable
synonym: ***Malpighia pallens***
Stingingbush
Indeterminate BVI (Virgin Gorda; Anegada; Norman Is.)
I Puerto Rico (Maguey; Vieques; Culebra), I Virgin Is. (US) (St. Thomas; St. John)

Malpighia woodburyana Unknown Status
Indeterminate British Virgin Islands (Guana)
? Virgin Is. (US) (St. John)

Malvaceae

Abutilon virginianum Jost Van Dyke Indian-Mallow Unknown status
Indeterminate British Virgin Islands
? Bahamas, ? Jamaica, V Puerto Rico, I Virgin Is. (US)

Sida eggersii Indeterminate
Indeterminate British Virgin Islands

Meliaceae

Swietenia mahagoni American mahogany CITES II Unknown status
Cuban mahogany; mahogani d Saint-Dominique; West Indian Mahogany
Indeterminate Anguilla
Unknown status Cayman Islands
Unknown status Turks & Caicos Islands
Indeterminate Montserrat
? Florida (South Florida throughout the Keys), I Antigua/Barbuda, ? Bahamas, ? Barbados, ? Cuba, I Dominica, I Dominican Rep., I Guadeloupe, I Grenada, ? Hispaniola, ? Jamaica, I Martinique, I St Kitts-Nevis (Saba; St. Eustatius), I St Lucia, I St Mart & St Bt, I St Vincent, ? Trinidad/Tobago, ? Colombia, ? Peru, ? Venezuela

Myrtaceae

Calyptranthes kiaerskovii Rare
Rare British Virgin Islands (Tortola)

Eugenia underwoodii Underwood's Eugenia Endangered
Extinct / Endangered British Virgin Islands (Guana)
I Puerto Rico

Oleaceae

Forestiera eggersiana Ink-bush Rare
Rare British Virgin Islands
I Puerto Rico, I St Mart & St Bt, I Virgin Is. (US)

Orchidaceae

Dendrophylax fawcettii Vulnerable
Vulnerable Cayman Islands (Grand Cayman)

Epidendrum kingsii Endangered
Endangered Cayman Islands

Encyclia inaguensis Rare
Rare Turks & Caicos Islands
R Bahamas (Great & Little Inagua)

Oncidium pronochilum Dancing Lady Orchid Unknown Status
Indeterminate British Virgin Islands

Oncidium calochilum Rare
Indeterminate Cayman Islands (Grand Cayman)
R Cuba, E Dominican Rep., I Haiti

Oncidium caymanense Endangered
Endangered Cayman Islands (Grand Cayman)

Pleurothallis caymanensis Endangered
Endangered Cayman Islands (Grand Cayman)

Triphora gentianoides (Sw.) Not globally threatened
Indeterminate Cayman Islands (Grand Cayman)
I Florida R Cuba (Las Villas) E Dominican Rep. E Jamaica nt Central America I Mexico I Ecuador I Venezuela

Palmae

Coccothrinax inaguensis Rare
synonym: ***Coccothrinax victorini***
Rare Turks & Caicos Islands
R Bahamas

Sabal causiarum Puerto Rican Hat-Palm Not globally threatened
synonym: ***Sabal haitensis***
palma cana; palma de escoba; palma de sombrero; yaray
Indeterminate British Virgin Islands (Anegada; Guana)
? Dominican Rep., nt Haiti, I Puerto Rico, I Virgin Is. (US)

Rhamnaceae

Reynosia guama Rare
Rare Brit. Virgin Is (Jost Van Dyke, Virgin Gorda)
R Puerto Rico, R Virgin Is. (US)

Sapotaceae

Manilkara pleeana Vulnerable
Rare British Virgin Islands (Tortola)
R Puerto Rico (incl. Vieques), I Virgin Is. (US) (St. John)

Scrophulariaceae

Agalinis kingsii Indeterminate
Indeterminate Cayman Islands (Grand Cayman)

Verbenaceae

Aegiphila caymanensis Extinct/Endangered
Extinct / Endangered Cayman Islands (Grand Cayman)

Zygophyllaceae

Guaiacum officinale Commoner Lignum Vitae CITES II Not globally threatened
gaiac; gaiac, gaizc Franc; guaiac tree; kaeo chaochom; palo de vida, palo santo

Endangered	Anguilla
Rare	British Virgin Islands
Unknown status	Turks & Caicos Islands
Unknown status	Montserrat

Ex Antigua/Barbuda, ? Bahamas (Great & Little Inagua), E Barbados, nt Cuba, ? Dominica, R Dominican Rep., E Guadeloupe (including La D,sirade), ? Grenada, nt Haiti, I Jamaica, E Martinique, nt Neth. Antilles, R Puerto Rico, ? St Mart & St Bt, ? St Vincent, E Virgin Is. (US), ? Colombia, R Venezuela

APPENDIX II:

CITES Training Seminar

Grand Cayman, 1-5 June 1998.

"Smuggling is part and parcel of a proud Anguillan history. Islands lend themselves to smuggling activities".

Ijahnya Christian, Anguilla National Trust. Speaking at the CITES Training Seminar.

The Seminar was funded by the UK Foreign and Commonwealth Office (FCO) and was developed and implemented in collaboration with the CITES Secretariat. The Cayman Islands Government hosted the Seminar in Grand Cayman. The training was facilitated by the CITES Secretariat, the UK Management and Scientific Authorities and H.M. Customs and Excise with presentations from representatives of the Overseas Territories and WWF UK. This was the first ever event of this kind in the Caribbean OTs. This was a highly successful meeting in many ways, which laid bare the main problems faced by the OTs in coming to terms with CITES. There was enthusiasm to participate more effectively in the CITES process, and the exchange of ideas and mutual recognition of problems was most effective.

Participants

Government including CITES MAs/SAs, Customs, Police, National Trusts, Botanic Gardens, and Turtle Farm representatives from:

Anguilla

Bermuda

British Virgin Islands

Cayman Islands

Montserrat

Turks and Caicos Islands

CITES Secretariat

UK Foreign and Commonwealth Office

UK Department of Environment Transport and the Regions

UK CITES Scientific Authorities – JNCC and RBG Kew

UK Customs – H.M. Customs & Excise CITES Team, Heathrow

Overseas Territories Regional Secretariat

DFID Caribbean

WWF UK

Overview

The Seminar examined the needs of the OTs for implementation of CITES and problem solving. Besides the detail of the convention and how to implement it, the Seminar looked at the structures and co-ordination of the bodies that are responsible for the various aspects involved in implementation, enforcement and liaison. The specific needs for information, advice and tools were also an important element of feedback from the OTs themselves.

It was made clear first by WWF and then by the delegates that the UK was in contravention of CITES by not including Anguilla and the Turks and Caicos Islands under their ratification of CITES. This was something which the UK CITES Management Authority had not realised. The main recommendation was that they sign up to CITES as soon as possible and initiate development of legislation. The problems of existing legislation for CITES in those OTs which were implementing it was made apparent – in some cases their legislation is based on the original CITES Appendices when they joined CITES in the 1970s. In effect they were not implementing CITES because of this, which combined with a complete lack of awareness by Customs of CITES. The inadequacies of the legislation in the OTs and those OTs that had not ratified CITES, meant that the UK was in contravention of CITES and had been so technically since the UK first ratified CITES in 1978. This was stressed by the CITES Secretariat at the Seminar.

The Seminar opened dialogue between all of the stakeholders in the OTs, many of whom had never even communicated before (e.g. the CITES MA in Cayman with the Customs in Cayman).

The problems with conch, black coral and hard corals in particular were emphasised, and methods to effectively control the trade were outlined. The importance of awareness campaigns were stressed and assistance was offered by WWF in this regard.

It was stressed to participants that the contact point for OTs for all matters relating to CITES was the UK CITES Management Authority at the DETR, rather than the CITES Secretariat.

Anguilla

The Anguillans stated that they did not see that CITES was relevant to them, as international wildlife trade was not an issue in Anguilla. They reiterated that it would be a long and costly process to implement CITES in Anguilla. They tended to want to know what CITES could do for them and what it would mean in terms of resources. They identified a very long list of possible actions they needed to undertake as part of their needs assessment exercise. The support and links to NGOs was thought to be vital for Anguilla with respect to conservation initiatives.

British Virgin Islands

While BVI had probably the best legislation and a degree of awareness in government of the existence of BVI's ratification of the treaty, in practice very little was done to implement it. The representative from BVI emphasised that Customs were simply not aware of the convention and never checked for permits or collected permits that accompanied shipments arriving in BVI. There was therefore minimal reporting of trade. There was clearly a need for training and awareness to be increased. For example, the representative stated that in 1996 the only export permits issued were for two tourists with conch shells and for some pet African grey parrots to England. There was no CITES SA but the Ministry of Conservation and Fisheries acted as the CITES SA.

Cayman Islands

The representatives of the Cayman Islands explained that their major problems were with respect to a lack of adequate legislation and limited awareness of CITES

by Customs. This meeting was the first time the CITES authorities had met with Customs to discuss CITES issues even though they ratified CITES in 1976. A technical problem in law meant that the legislation gives authority for issuance of export/import permits to the Executive Council, and not the CITES MA. The CITES MA and SA roles were not defined. There was no awareness of CITES in tourism. It was clear that the authorities in Cayman were keen to resolve and improve matters, and the establishment of a multi-agency CITES task force was seen as a means to push the necessary changes through.

Turks and Caicos Islands

The Turks and Caicos Islands were concerned about having the UK ratification of CITES extended to them because of the implications for their export trade in conch. They would consider ratifying CITES again but would prefer a presentation from the CITES Secretariat to the Executive Council. The presentation would aim to encourage the adoption of the required legislation to implement CITES and extend the ratification of the UK to cover TCI.

Montserrat

Montserrat stated that although they had the ratification extended to include them since 1976, no attempt has been made to meet the legislative and human resource requirements necessary to implement CITES. None of the official agencies are trained in CITES, and no CITES permits have ever been issued. The representative from Montserrat stressed that a great deal of help was needed to resolve these problems. Montserrat suggested that the OTs should enter into regular communication to assist each other. Montserrat saw the Training Seminar as the first step in implementation of CITES in the country.

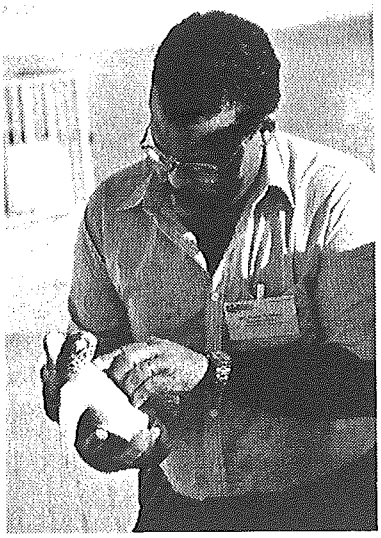
Bermuda

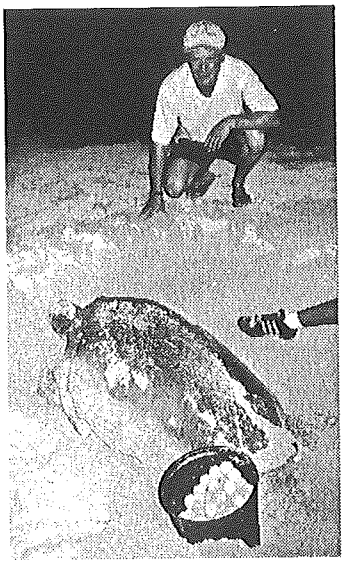
The representatives from Bermuda explained that they had been implementing CITES since 1977. In the 21 years of implementation, 98 animals had been imported under CITES, 7491 CITES plants had been imported, 11 animals had been exported and 50 plants had been exported. Their implementing legislation (*Endangered Animals and Plants Act 1976* and the *Care and Protection of Animals Act 1975*) was not updated with CITES Appendices revisions. CITES was implemented by Customs and the Department of Agriculture and Fisheries; there was no police role. The Aquarium, Zoo, Botanic Gardens and the Biological Research Station supported them. There was clearly a very minor role for CITES in the past and a good deal of external assistance was now required to resolve the current inadequacies in the systems in place.

WWF Presentation

WWF made a presentation on the morning of the second day, prior to the presentations by each of the OTs on the status of CITES implementation in their countries. The presentation documented the findings of the investigations into trade in CITES specimens in the OTs and provided recommendations on how best to proceed in improving the current situation. The reception of the delegates to the presentation was at first one of surprise and indignation that particular problems and aspects of illegal trade had been discovered. Many were not aware of the issues in their countries and had to amend their own presentations accordingly. This set the way forward for a more frank and open discussion of the issues as a result. By the end of the meeting the delegates were very aware of the issues, and of the importance of CITES and recognised how they should proceed to change the situation. All of the recommendations proposed by WWF were actually taken on board as was shown by the presentations at the end of the workshop by the OTs, in which they presented their own recommendations on the way forward. These in fact included all of the WWF recommendations made at the start of the meeting.

Turtle Farm Inspection

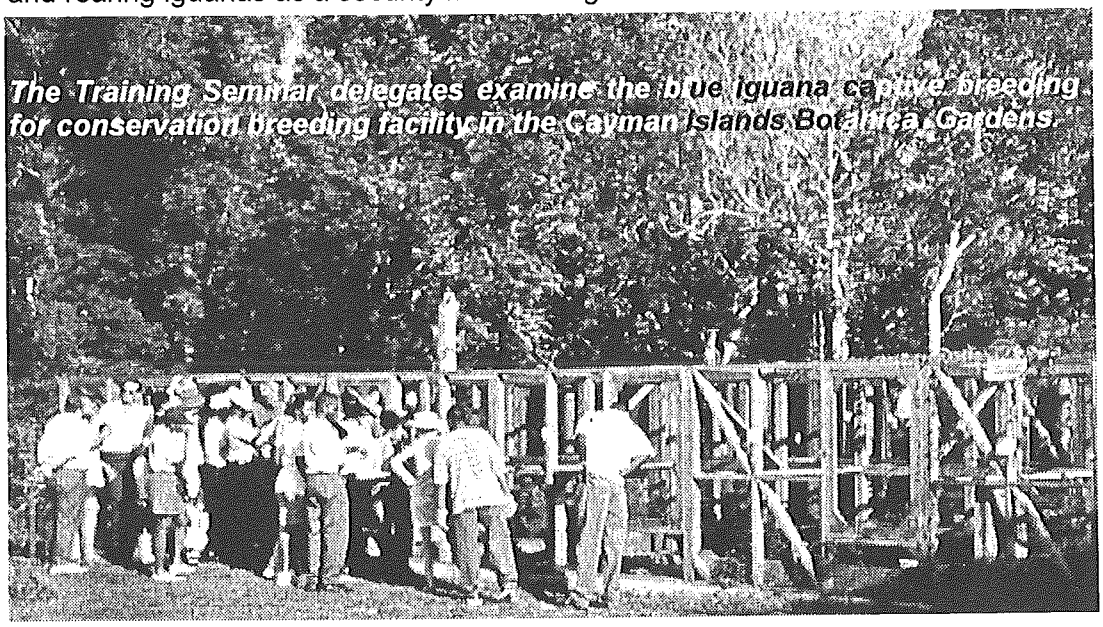




A visit to the Turtle Farm dispelled many of the myths and misinterpretations that had led to criticism in the past. A major breakdown in communication with the outside world, was in part what caused this. They showed they were breeding second generation turtles and were directed to the information which outlined the necessary requirements to achieve CITES registration as a captive breeding facility. The delegates were invited to witness the turtles mating, nesting, and laying eggs and the egg collection process. The entire Farm was opened for close scrutiny.

Botanical Gardens Inspection

The delegates were given a tour of the Botanical Gardens that emphasised their role in preserving some of the Cayman Islands unique flora. For example, the entire global population of one species was held by the Gardens, which had been removed recently from a site that was about to be developed for holiday homes. The tour also included inspection of the WWF UK supported, blue iguana captive breeding and research facility. There had been substantial progress in breeding and rearing iguanas as a security measure against extinction.



The Training Seminar delegates examine the blue iguana captive breeding for conservation breeding facility in the Cayman Islands Botanical Gardens.

Action

One of the main action points from the Seminar was the need to maintain effective lines of communication between the OTs, the UK, and within the region. One method proposed to accomplish this was to develop CITES committees which could meet regularly, to cover issues such as communication within each OT, between OTs and with the UK.

Further training was of paramount importance as the Seminar was clearly a first step, that could not cover all the aspects required in enough detail to implement CITES effectively. Follow up training on particular aspects was requested, either at country or regional levels. The need for enforcement training was of particular note and options for future training initiatives were explored.

The participants suggested that in future they should discuss CITES issues in the region and then enter into discussion with the UK authorities in terms of having 'one voice' for all OTs in the Caribbean. It was suggested that regional working groups be set up for particular areas such as CITES MA and SA liaison and development and enforcement collaboration.

In terms of enforcement it was agreed that Customs needed to develop systems to be able to enforce CITES. Many of the specific practical details were explored. Essential needs were identified; such as provision of expert contacts in each OT that could handle, identify and maintain live specimens, with locations for temporary housing of detained specimens and a safe environment for inspection.

Anguilla

The representatives from Anguilla requested that CITES send a delegation to make a presentation to Ministers to explain what CITES was and to encourage them to join CITES once they realised its importance. The key elements identified for future action are as follows:

- Convince government of need to become part of CITES
- Convince the people of Anguilla of the significance of CITES and inform them of the related trade issues through public awareness initiatives
- Draft new legislation and amend existing legislation to implement CITES
- Training required on implementation and enforcement combined with long-term institutional development
- Gather information and materials required to assist implementation
- Set up CITES MA and SAs

British Virgin Islands

The main problem identified was a general lack of awareness at all levels. Proposed actions for improved implementation of CITES were outlined as follows:

- Revise legislation to include regulations and procedures to follow for CITES implementation and enforcement
- Raise awareness at all levels of the existence of CITES
- Train customs in enforcement of CITES, starting with awareness of CITES and permit checking (currently unaware).

Cayman Islands

The Cayman Islands CITES MA stated that their main needs were adequate legislation, definition of the roles of the CITES MA and SAs, specific CITES training and public awareness initiatives. The MA agreed to set up a CITES working group following the seminar to tackle the issues raised. Specific action points they identified included:

- Revise legislation to allow inclusion of the updated CITES appendices automatically in perpetuity and make penalties significant. External assistance is required.
- National co-ordination and co-operation identified as of vital importance and improvements needed.
- Establishment of a multi-agency task force agreed for tackling all issues outlined here
- Provision of materials, information and tools essential
- Publicity and public awareness vital
- Training required for Customs especially in CITES procedures and specimen identification
- Effective internal trade regulation mechanisms are required particularly for black coral and queen conch

Turks and Caicos Islands

The major action identified for TCI was the ratification of CITES. Once this had been achieved the following actions were identified as being necessary to implement CITES:

- Develop implementing and enforcement legislation
- Identify CITES MA and SAs
- Establish regular internal communication between all pertinent agencies
- Provision of reference materials and tools essential
- Educate and encourage Customs in enforcement of CITES and identification of specimens
- Allocation of resources for implementation and enforcement essential, look to external sources.

Montserrat

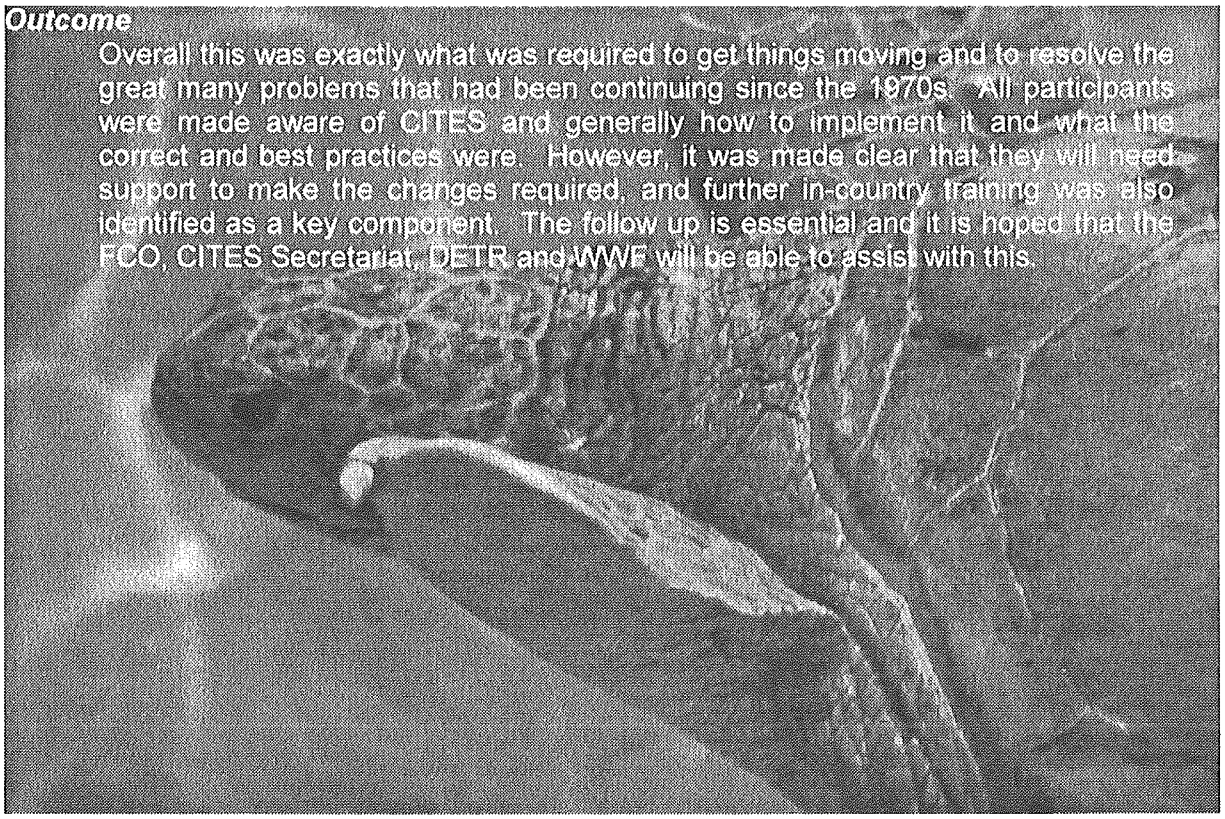
Montserrat emphasised that a great deal of action was required, as basically there had been no steps taken to ever implement CITES. There were also major problems due to the destruction of much of Montserrat as result of volcanic activity. The first steps identified as being required to resolve this are outlined here:

- Need to build capacity in terms of human resources and in training in the implementation of CITES
- Provision of tools and materials required
- Legislation was required and enforcement of that legislation.
- Encourage and assist the government legal department to develop necessary legislation.
- Provide offices and facilities where these had been destroyed in the recent disaster

Bermuda

The representatives from Bermuda stressed which areas of the convention that were not clear to them and needed further advice or training on. They outlined their main needs as follows:

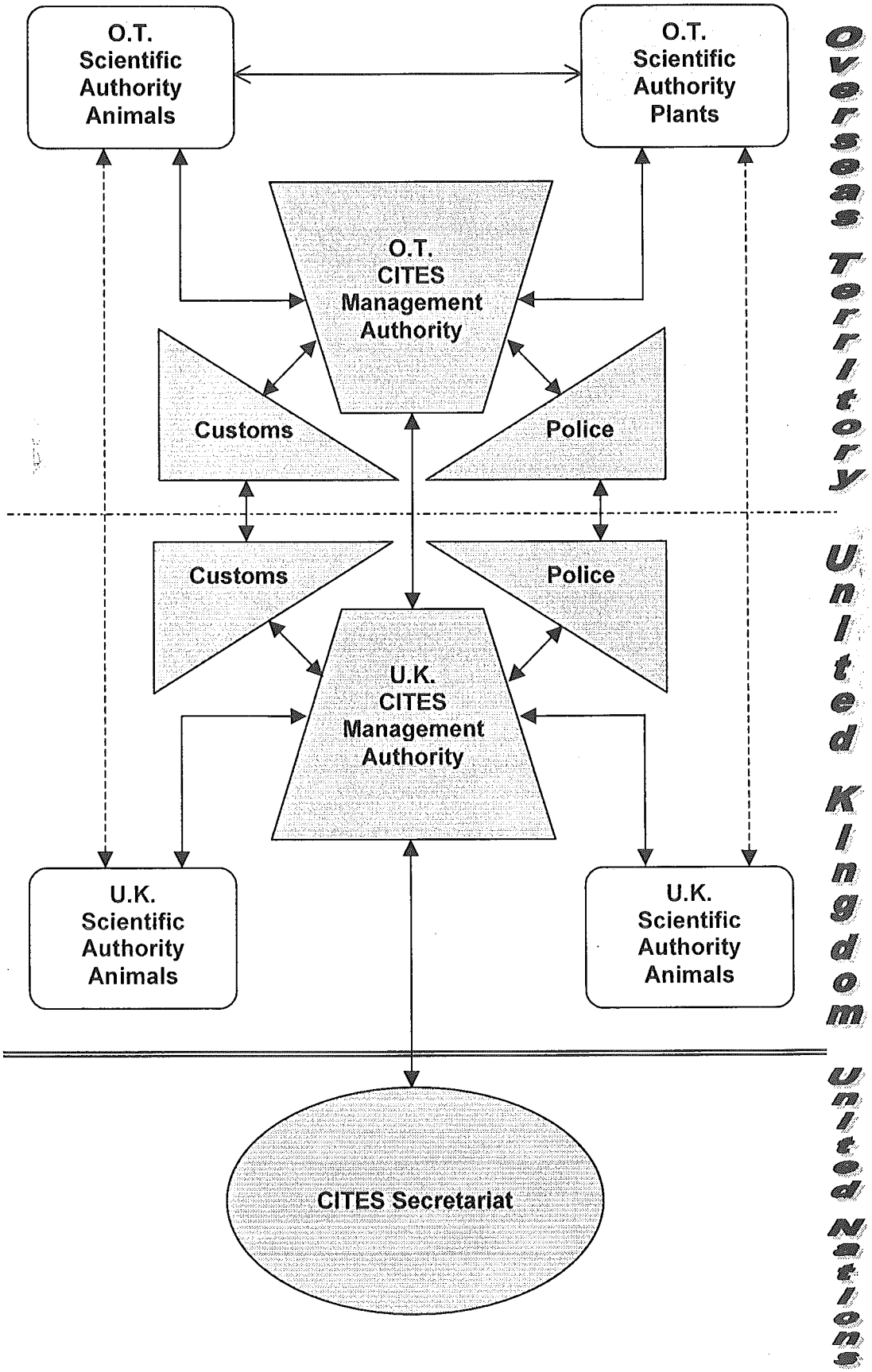
- Training required on the roles for enforcers, the CITES MA and SAs
- Provision of resources, especially materials and tools
- Fund raising or allocation of funds to overcome the financial barriers to effective implementation
- Identify and allocate personnel where required, and provide a Scientific Authority
- Amend legislation to allow updates of the CITES Appendices, to be reflected in domestic legislation and to protect native wildlife.



Outcome

Overall this was exactly what was required to get things moving and to resolve the great many problems that had been continuing since the 1970s. All participants were made aware of CITES and generally how to implement it and what the correct and best practices were. However, it was made clear that they will need support to make the changes required, and further in-country training was also identified as a key component. The follow up is essential and it is hoped that the FCO, CITES Secretariat, DETR and WWF will be able to assist with this.

Outline Structure of Relationships and Communication Flows on CITES Implementation with Respect to the Overseas Territories



Citation: Allan, C.J. (1998). *Conched Out: A Review of the Trade in CITES-listed species in the United Kingdom Overseas Territories in the Caribbean.* WWF UK, Godalming. 80 pp.

Copies of this report can be obtained from:

WWF UK
Panda House
Weyside Park
Catteshall Lane
Godalming
Surrey
GU7 1XR
United Kingdom

Tel: +44 (0)1483 426444
Fax: +44 (0)1483 426409
Website: www.panda.org

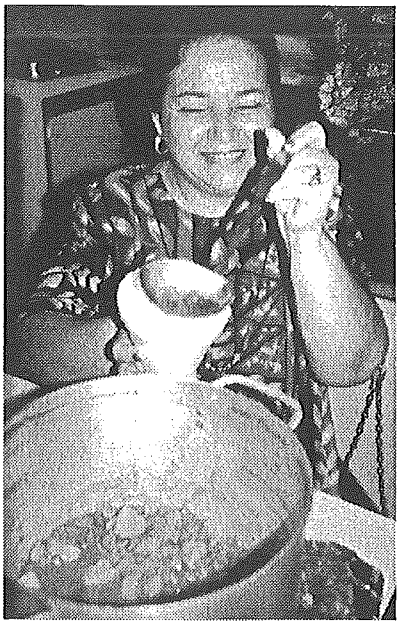
Front cover:

Pile of Conch Shells and Live Conch at the Turks and Caicos Islands Conch Farm, Providenciales, 1998. © Crawford Allan / WWF UK

Sea Turtle Shell Decorates a Beach-Side Bar in Anguilla 1998. © Crawford Allan / WWF UK

Cayman Islands Blue Iguana on Display at the WWF UK Conservation Project at the Cayman Islands Botanical Gardens, Grand Cayman, 1998. © Crawford Allan / WWF UK

Friendly Conch "George" at the Turks and Caicos Conch Farm, Providenciales, 1998. © Crawford Allan / WWF UK



The Cayman Turtle Farm: a bowl of Green Turtle soup is served to delegates of the CITES Training Seminar, June 1998.

© Crawford Allan / WWF UK

Acknowledgements

I have to thank primarily Stuart Chapman of WWF UK for his consistent good-humoured advice and support during all stages of this project. Thanks also to Sally Nicholson at WWF UK.

Anguilla Parliamentary Secretary: Reverend John A. Gumbs.

Anguilla National Trust: Ijahnya Christian, Karim Hodge

Anguilla Herbarium Curator: Oliver Hodge

Anguilla Library Liaison: Linda Lake

British Virgin Islands National Trust: Joseph Smith-Abbott.

British Virgin Islands Conservation and Fisheries Department: Kelvin Penn

Cayman Islands National Trust: Fred Burton.

Cayman Islands Department of Environment: Gina Ebanks-Petrie, Tim Austin, John Bothwell.

Cayman Islands Turtle Farm: Kenneth Hydes, Joseph Parsons

Turks and Caicos Islands National Trust: Ethlyn Gibbs Williams

Turks and Caicos Islands Natural Resources Department: Gloyd Lewis

The CITES Secretariat

The UK Foreign and Commonwealth Office

The UK CITES Management and Scientific Authorities

For support and advice at the CITES Training Seminar: Charles Mackay of Her Majesty's Customs and Excise, U.K., Marianne Syrylak Sandison of the Royal Botanic Gardens Kew, U.K. and Tom Tew of the Joint Nature Conservation Committee, U.K.

The staff of TRAFFIC International; in particular, Steven Broad, Stephen Nash and Stephanie Pendry. TRAFFIC North America: Craig Hoover.

Rebecca Cowell of 2000 Travel for her patience during complicated negotiations.

Dedication

This report is dedicated to the people of Montserrat, who put the important things of life into perspective.

Crawford Allan

Cambridge, December 1998.