



Pitons Management Area and Soufriere Region Integrated Development Plan



Ministry of Physical
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Executive Summary

The Government of St Lucia has identified the Soufriere region including the Pitons Management Area (PMA) as a priority for the preparation of an Integrated Development Plan due to:

- its World Heritage status;
- the significance of the Pitons to St Lucia as a whole;
- and the considerable pressures for development in the region.

The Pitons were inscribed on the World Heritage List in 2004. UNESCO, the governing body of World Heritage Sites would be seriously concerned if development was to impact unfavourably on the Pitons, thus risking its status, and, therefore, the Government has placed a 'hold' on all development in the PMA until they consider the recommendations in this report.

The PMA is already covered by a Management Plan covering two terrestrial zones, the Pitons and Sulphur Springs, for strict conservation, a Marine Zone, also for strict conservation, and two further terrestrial zones, the land between the Pitons and the wider setting, for multiple use including both conservation and limited development.

Section 3 of the report provides a detailed appraisal of the study area in terms environment, economics, social/community, heritage/culture and tourism. The appraisal considered past reports, site work and discussions with stakeholders and interested parties. The main issues are presented in Section 4 under three broad headings – Pitons Management Area, Soufriere town and wider Reference Area.

In Section 5 a 'Vision' is set out for the PMA and Soufriere region. The Vision has guided both the formulation of policies and the specific environmental, economic and social recommendations. The proposed vision for the Soufriere IDP is for:

'An area which is developed in a sustainable manner giving employment opportunities for all, provides appropriate housing and social development, which protects the World Heritage status and enhances heritage and the urban and rural environments, which attracts both local and overseas visitors and which is a source of pride for the island of St Lucia as a whole'.

There has been much discussion in the past on the 'limits of acceptable change' for the Pitons, how much development could be accommodated without a serious loss of environmental quality and a risk to the World Heritage status. In order to more clearly define these limits and seek the optimum strategy possible scenarios were generated. These scenarios were based on three approaches to development and conservation:

- a restrained approach to development
- a balanced approach, and
- a permissive approach

These three scenarios were evaluated against a set of criteria: environment, local economy, local interests, community interests and, importantly, the risk to World Heritage status. It was concluded that the 'balanced approach' to development and conservation was the most appropriate way to achieve the overall objectives and would best conform to the 'limits of acceptable change'.

The external boundary of the PMA has been reviewed and no changes are proposed. However, following a detailed review of the internal zones a number of recommendations have been made that it is considered provide an equitable balance between development and conservation, permit certain tourism related development within strict environmental controls, provide opportunities for local people with regard to housing and employment and importantly would not place the World Heritage status at risk. The modifications are identified on [Figure 4.1](#), described in the text of the main report and relate to the following policies:

Policy 1 – Gros Piton, Petit Piton and Ridge

Policy Area 1 should be protected absolutely from built development and infrastructure. The only permissible development would be for enhancing foot access, minor signage and interpretation.

Policy 2 – Sulphur Springs

Policy Area 2 should be protected absolutely from built development and infrastructure. The only permissible development would be for enhancing foot access, minor signage, interpretation and essential visitor works

Policy 3 – Coastal Area (Jalousie and Beausejour)

Policy Area 3 should be, for the greater part, protected from further development and infrastructure. The only permitted development should be for tourism, leisure, resort related residential use and for essential navigation and infrastructure. All development should be confined below the 650 foot contour and above the Queen's Chain or in line with Policy 9 – Coastal Development Set Back. In all new developments some 80% of the gross area should be reserved for the protection of existing trees and the planting of new vegetation. Buildings shall be no higher than two storeys.

Policy 4 – Remainder of PMA

Policy Area 4 should for the greater part, be protected from further development and infrastructure. The only permissible development should be for essential infrastructure, for local residential, community and agricultural needs, for the processing of local agricultural produce and for limited tourism and leisure purposes. Community and local residential developments should be located within or adjacent to existing settlements and maintain the scale and vernacular qualities of traditional settlements. Villa development should be avoided and residential buildings should be limited to a maximum footprint of 1800 sq feet. Tourism and leisure developments should be modest in scale, sustainable and be confined to existing settlements and plantations.

Policy 5 – Marine Zone

Policy Area 5 should be protected absolutely from built development and infrastructure in the marine and coastal zone. The only permissible development would be for enhancing navigation, safety, marine research, buoyage and minor signage and interpretation.

Policy 6 – Soufriere Town

The overarching policy for Soufriere, Policy Area 6, is to support the urban regeneration of the town to enable it to achieve the economic, environmental and social goals appropriate to its important roles on the south west coast and as a Gateway to the Pitons. This will be in the context of conserving key aspects of the historic character and built environment hand in hand with growth and change. This should be done through direct government action, the encouragement of the private sector and in assisting voluntary community action.

Policy 7 – Wider Rural Area

In Policy Area 7, which is the visual setting of the World Heritage Site, development should be limited to modest village growth for community, residential, employment and tourism use. This should be within or adjacent to existing settlements, with the steeper, more visible slopes protected from development. Building should be limited to two storeys and footprints should not exceed 2000sq feet.

In addition to the seven policies detailed above – policies have been developed covering design standards, environmental impact assessments, beach access, designing out crime, water resources, waste management, protection of agricultural land, housing land, employment opportunities, tourism and heritage, control of unauthorised development and community involvement.

In an area of such sensitivity and international importance as the PMA the strict adherence to policy is essential. At present some consider the existing systems to be only

partially adequate. For the IDP to successfully achieve its goals three key aspects of procedure must be rigorously pursued. These are:

- the thorough environmental impact assessment of proposed projects;
- the proper development control and enforcement of permitted projects and planning conditions; and
- the long term monitoring of the effect of development on the environment.

The report concludes with a section on Soufriere town. Following the broadly conservation orientated approach within the PMA and the wider rural area it is important to promote a positive and robust approach to urban regeneration and economic development in the town seeking to enhance it as an attractive destination where visitors will want to stay. The policies are aimed at increasing economic activity and employment, and overcoming environmental and infrastructural problems. The ten policies cover:

- urban expansion and development
- housing renewal
- traffic management
- pedestrian environment
- transport interchange
- public health
- tourism experience
- heritage
- open space
- infrastructure

These policies are supported by a series of illustrated ideas how the heart of the town could be transformed.

The preparation of the Report has been assisted by numerous departments of the Government, stakeholders and interested parties and we would like to offer our appreciation for their time and comments. The strategy is of course only the first step – implementation - achieving change on the ground requires detailed work, political commitment and, of course, resources.

1 Introduction

- 1.1 Hyder Consulting (UK) Ltd was appointed in February 2007 by the Government of St Lucia to carry out a study and prepare a comprehensive and integrated physical development plan of the Soufriere Region of St Lucia which includes the Pitons Management Area (PMA).
- 1.2 The specific objectives of the study are defined in the Terms of Reference (Annex A) and included in the Inception Report in Section 2. In addition, the Inception Report identified in Task 5 of the methodology and work plan, the policy areas that would be covered in the Integrated Development Plan (IDP):
- identify areas of ecological, landscape, and heritage value and associated potential for land use/planning optimisation;
 - identify areas with development potential;
 - identify areas of special area management significance and associated constraints/opportunities with regard to land use and development potential;
 - recommend the scale and type of development;
 - identify the potential for 'gateway' development and integrated signage throughout the region and the PMA;
 - give special consideration to policies for the consolidation and reinforcement of the PMA World Heritage Site requirements, and SMMA requirements
 - ensure the efficient use of land
 - consider the expansion of urban areas and the potential impact on local communities and the environment;
 - consider the principles of sustainability;
 - consider movement issues (vehicular and pedestrian);
 - assist in the development of heritage and the tourism 'offer'; and
 - develop the relationship/linkages between areas, particularly peripheral areas and local urban centres.
- 1.3 In order to address all the objectives identified above, Hyder invited the Oxford Archaeological World Heritage Unit to join its team. Oxford Archaeology Trust has extensive experience of the management and protection of World Heritage Sites including:
- Palace Complex at Patan, Nepal
Client: UNESCO
 - Pamukhale/Hierapolis, Turkey
Client: Turkish Ministry of Culture and Tourism

- Megalithic Temples, Malta
Client: European Union / Heritage Malta
- Koguryo Painted Tombs, North Korea
Client: UNESCO / World Heritage Centre
- Tower of London, UK
Client: Historic Royal Palaces
- Hadrians Wall, UK
Client: Countryside Agency
- Stonehenge UK
Client: National Trust

- 1.4 In addition, Simon Williams the Planning, Economic and Development Manager for Weymouth and Portland Borough Council and a member of the Dorset and East Devon World Heritage Steering Group which is responsible for the planning, conservation, regeneration and the management of the Jurassic Coast World Heritage Site in the UK, provided valuable advice to the Hyder team. The Jurassic Coast World Heritage Site is twinned with the Pitons World Heritage Site and there have been exchange visits to discuss issues, opportunities, management practices and the requirements of United Nations Educational, Scientific and Cultural Organisation (UNESCO) with regard to the management of World Heritage Sites.
- 1.5 The Government of St Lucia (GOSL) has identified the Soufriere Region, which includes the Pitons Management Area, as a priority area for the preparation of an IDP in light of its World Heritage status, significance to the International brand image of St Lucia and the considerable pressure for new development in the region.
- 1.6 The study area consists of the Pitons Management Area, the town of Soufriere and the wider region bounded by Canaries on the coast to the north and Choiseul on the coast to the south. The area extends inland to Mongouge, La Riche, Etangs, Fond St Jacques, Mount Casteau, Mount Tabac and Belvedere. The study area also includes the marine extent of the Soufriere Marine Management Area.
- 1.7 There are concerns that the governing body of World Heritage Sites, the UNESCO consider that certain developments could unfavourably impact on the World Heritage Site. In addition the GOSL had instigated a 'hold' on all planning applications in the PMA. Therefore, it was important that a thorough appraisal was undertaken and that a resolution of the way forward was identified as quickly as possible for consideration by the GOSL.
- 1.8 This report is structured with a review of previous reports and consultations undertaken with key stakeholders and interested parties ([Section 2](#)). [Section 3](#) considers the existing situation within the Soufriere Region which includes the Pitons Management Area, with the key issues to be addressed summarised in [Section 4](#). [Section 5](#) then identifies the main components and policies for the IDP for the Soufriere Region including the PMA. With further details relating to an Action Plan for the town of Soufriere in [Section 6](#). A number of policy scenarios for the PMA were considered and evaluated against a range of headings including impact on World Heritage status, the

environment, local economy, and community interests. The above work is presented in [Appendix C](#).

- 1.9 The Permanent Secretaries and staff of the Physical Development, Housing, Urban Renewal and Local Government Department and the Pitons Management Area Project Manager Henix Joseph have assisted in providing background reports and arranging meetings with key stakeholders and interested parties. A number of people have given their time and provided useful information that has assisted us in our work. We would like to express our gratitude.

2 Background Review

- 2.1 In order to achieve an understanding of the area – the issues and opportunities; a review was undertaken of previous reports; there were consultations with key stakeholders and interested parties; and detailed site visits were made.

Reports

- 2.2 A significant amount of background information was provided. The main reports reviewed and used in the development of the Pitons Management Area and Soufriere Region Integrated Development Plan were:

- The Nomination Report for the Inclusion on the World Heritage List of the Pitons Management Area
- The Pitons Management Area Nomination Form – July 2003
- The Pitons Management Area Management Plan – June 2003
- Pitons Management Area – Design Guidelines – Jan 2003
- Pitons Management Area – Land Use Plan – May 2003
- Keeping the Pitons Management Area on the World Heritage List
- Pitons Management Area – Lands to be Acquired – Oct 2006
- Soufriere Marine Management Area Agreement – Jan 2001
- Draft St Lucia Housing Policy – August 2007
- Operational Guidelines for the Implementation of the World Heritage Convention UNESCO – Feb 2005
- Budget Address by Sir John George Melvin Compton – April 2007
- Government of St Lucia – Development Conference, July 2007

A full list of reference documents is included in [Appendix D](#).

In addition we were provided with background reports relating to the proposed hotel and marina resort in Soufriere, the proposed M Group development above the Jalousie Hotel and certain papers from local community representatives. We also became aware, late in the study programme, of the existing project on the Rabot Estate – a major investment by Hotel Chocolat which seems to have a number of positive aspects that are considered later in this report.

A full list of the relevant reports is presented in Appendix A of the Inception Report.

- 2.3 Reference to the various documents are made throughout this report. However, it is thought important to provide a few references / quotes from

three of the documents as they are key to a) the World Heritage status and b) provide guidance as to the current GOSL's thinking.

UNESCO Operational Guidelines

2.4 The UNESCO Guidelines is a comprehensive document which defines what constitutes a World Heritage Site, which can be cultural heritage, natural heritage or a combination of both (Articles 1 and 2 of the Guidelines). Section IIF of the Guidelines cover protection and management including legislative, regulatory and contractual measures, boundaries, buffer zones and sustainable uses. Other sections of the guidelines cover the process for the Inscription of Properties onto the World Heritage List (Section III), the process for Monitoring the State of Conservation of World Heritage Sites (Section IV).

2.5 Particular elements of the UNESCO guidelines that need to be considered in the study include:

- the procedures to modify boundaries (minor, significant);
- the various forms of monitoring a World Heritage Site;
- the reasons / occurrences that under Article 11 paragraph 4 of the Convention could put World Heritage status at risk. For natural properties this could include: severe deterioration of the natural beauty or scientific value by human settlement, development projects or a management system that is lacking or not fully implemented.

2.6 The Piton Management Area was inscribed on the World Heritage List on 30th June 2004. It was inscribed under criteria (i) and (iii) of the Convention. The exact statements are detailed below:

Criterion (i): The Pitons Management Area contains the greater part of a collapsed stratovolcano within the volcanic system, known to geologists as the Soufriere Volcanic Centre. Prominent within the volcanic landscape are two eroded remnants of lava domes, Gros Piton and Petit Piton. The Pitons occur with a variety of other volcanic features including cumulo-domes, explosion craters, pyroclastic deposits (pumice and ash), and lava flows. Collectively, these fully illustrate the volcanic history of andesitic composite volcano associated with crustal plate subduction.

Criterion (iii): The Pitons Management Area derives its primary visual impact and aesthetic qualities from the Pitons, two adjacent forest-clad volcanic lava domes rising abruptly from the sea to heights greater than 700m. The Pitons predominate over the St Lucian landscape, being visible from virtually every part of the island and providing a distinctive landmark for seafarers. The combination of the Pitons against the backdrop of green tropical vegetation and a varying topography combined with a marine foreground gives the area its superlative beauty.

In addition UNSECO made the following statements that it would be necessary to:

- (i) provide adequate staff and budget for the Pitons Management Area;
- (ii) complete the process of acquiring additional private lands within the area;
- (iii) complete the operational plan; and
- (iv) ensure that power generation is not developed in the Sulphur Spring Area.

2.7 This report needs to take serious note of the criterion and above statements, to ensure that the status and significance of the World Heritage Site is not compromised, while recognising the need to improve the quality of life and economic opportunities for local people, plus, of course encompassing the attributes of sustainability.

Budget Address – April 2007

2.8 The main theme of the address was *'Bridging the Divide and Reuniting St Lucia – Forging One Destiny by Creating Opportunities for All'*. Sir John Compton in his budget address stated that the tourism sector experienced its first period of contraction since the recovery from the downturn associated with the 9/11 terrorist attack in the United States. Average hotel occupancy rates fell to 65%. This is significant for the study area as it is stated that 70% of the visitors to St Lucia visit the Pitons area.

2.9 Other elements in the budget speech that need to be considered and could influence the development of the IDP for the study area are:

- the need to move the economy up the value chain;
- the need to generate new sources of wealth and new employment opportunities;
- regional intervention will be designed to initiate, stimulate and sustain economic activity within targeted rural communities;
- there is a need to raise skill levels and ICT capability / availability;
- the need to improve housing, healthcare, education, water supply and sewerage;
- the need to deal with serious pockets of unemployment, particularly in certain age groups;
- the west-central quadrant (Anse-La-Raye to Laborie) is a targeted area for economic development;
- there is a need to provide ICT parks including locations at Choiseul and Soufriere;

- the need for reinvigorated and more diversified agricultural industries with strong local market centres;
- the establishment of ecotourism hotels and lodges along the coast from Anse-La-Raye to Laborie (West-Central Quadrant);
- the potential geothermal resource *'This will of course be done with consideration for pertinent environmental issues, in particular, maintaining the integrity of the Pitons Management Area'*.
- A housing relocation and rationalisation programme for Baron's Drive, Soufriere;
- The potential to develop coastal transport.

Development Conference – July 2007

2.10 As a follow on from the April 2007 Budget Address, the Government of St Lucia, organised a conference where the theme was *'Investing in St Lucia's Development; Exploring Opportunities; Forging New Partnerships'*. *The Conference reiterated the four National Development Strategic Objectives:*

Objective 1 : Support increased sustainable tourism development growth

Objective 2: Provide incentives for St Lucia wide economic development through improved transportation linkages to major settlements and rural areas

Objective 3: Protect and enhance the unique natural environment of St Lucia

Objective 4: Guarantee the viability and sustainability of human settlements in St Lucia

2.11 The Conference Papers included a section on the West Central Quadrant and extracts are repeated below:

'(a) This region is among the most scenic in Saint Lucia and comprises coastal villages Anse-La-Raye, Canaries, Choiseul and the town of Soufriere. The communities are perched between the coast and the central mountainous interior of the island. Soufriere is home to the world famous Pitons, the twin mountainous peaks which adjoin the southwestern coastline and was granted status as a World Heritage Site in 2004. Other attractions include the drive-in volcano known as the Sulphur Springs, the Piton Nature Trail, Diamond Falls and Mineral Baths, the Botanical Gardens and Toraille Waterfall.

(b) 'It is widely believed that the full tourism potential of Soufriere is yet to be tapped. There are excellent opportunities for private sector interests to set up small to medium scale operations in the nature, heritage and eco-tourism niche sub-sectors capitalising on the tranquil environmental setting which the town provides. There are also many prospects for the development of eco-tourism lodges which would blend into the natural ambience. The expectation

is that these facilities will be complemented with adventure type activities such as nature trails activities through the forest and leisure activities along the rich, coral reef coastline.

- 2.12 The reports reviewed and in particular the three documents detailed above have given a good steer to the study and the development of the IDP for the Region.

Consultations

- 2.13 Consultations are an important element of the preparation of an IDP. Particularly, with regard to the proposed study, there is a perception that consultation on the initial proposal (application for World Heritage Status) was not as wide as it could have been. While documentation tends to demonstrate that there had been wide consultations, it will be important that this study ensures meaningful consultations with as wide a range of departments, organisations and people as possible.
- 2.14 Consultations are required for a number of reasons – to elicit information, to discuss emerging ideas and to test proposals. They also take a number of forms. We have had individual meetings with a number of people, held several workshops (organised by the Permanent Secretary Planning) and been in written communication with other people. We have also been on site with the Manager of the PMA, the Manager of the Soufriere Marine Management Area, site owners, planning department staff and local community representatives.
- 2.15 The consultations have provided valuable background information, ideas, proposals and initial thoughts on various directions that the IDP could take. We would like to express our appreciation for the assistance given. A full list of the organisations and people consulted is presented in [Appendix A](#).

Site Work

- 2.16 We are strongly of the opinion that a ‘good’ IDP can not be prepared from only reviewing policy documents and a limited site visit. Our study team has spent a lot of time in the study area, the different disciplines considering different aspects of the work. We have driven extensively in the study area, walked a number of the trails and visited the many small communities in the wider inland area. We have been fortunate to see the study area from the sea and from the air. We have been given authority to visit areas of private land unaccompanied in order to carry out detailed visual impact work. We have visited the main tourist attractions in the area, gained access into the coconut oil factory in Soufriere, been welcomed into homes in the Baron’s Drive area, in Palmiste, the elderly peoples’ home off Sir Arthur Lewis Street, met squatters down by the fishing lockers as well as local residents in the ‘rum shops’. We have walked much of Soufriere and seen the town at different times of the day – from the early morning fruit and vegetable market to a ‘Beach Bash ‘ on a Saturday night. We also spent an interesting day on the Rabot Estate discussing the Hotel Chocolat project.

- 2.17 We feel confident that from the review of past reports, the consultations and our site work, that we have a good understanding of the issues.
- 2.18 One area that has caused us significant problems is the map coverage – it is either incomplete, inaccurate or outdated. This has affected the level of detail that can be presented, the accuracy of boundaries to recommendations. We strongly recommend that the whole of PMA and town of Soufriere are given a high priority for new mapping.

3 Existing Situation

Study Area and Designations

- 3.1 The Pitons and their surrounding area have become synonymous with St Lucia. The lush and dramatic land and seascape, continue to feature prominently as the best recognised national symbol.
- 3.2 As well as the areas of outstanding natural beauty, spectacular geological features and highly productive biological ecosystems, the area has a rich and varied history. This is reflected in its archaeological and historic remains. Amerindian sites are to be found throughout the area: petroglyphs exist at Beau Estate, Ravine Chute d'Eau and Stonefield Estate; midden and rock basins at Anse l'Ivrogne, Fond Gens Libres, Gros Piton point, La Pointe, Jalousie, Malgretoute and Sauzay. A number of Brigand sites also exist: camp and cave sites at Fond Gens Libres, Beau Estate and Gros Piton point, landing sites at Anse l'Ivrogne and Beau Estate and look outs and ambush sites at Gros Piton, Mokoji and Morne la Croix. A schooner lies wrecked at Anse l'Ivrogne and remnants of old sugar mills are to be found at Jalousie, Malgretoute, Union Vale, Gros Piton and Anse l'Ivrogne.
- 3.3 The biodiversity of the area is enhanced by the combination of slope, climate and soil regimes. Some 148 plant species and 27 bird species have been identified on Gros Piton and 97 plant and 50 bird species in the area of the Petit Piton and the adjoining ridge (Cox 1999). A high level of endemic and rare species have been found in the PMA.
- 3.4 The reefs around the coastal area of the Pitons are among the healthiest and most diverse on St Lucia. The steep submarine shelf comprises areas of fringing and patch reefs separated by sandy plains. A biodiversity assessment undertaken by De Beauville Scott identified some 168 species of finfish, 60 species of cnidaria (including corals, anemones, hydroids and zooanthids), 8 mollusc species (chiton, squid, clam, octopus, conch and cocurie), 14 sponge, 11 echinoderm (urchin, sea cucumber, basket and brittle star, crinoid) 15 arthropod (bamade, crab, shrimp, lobster) and 8 annelid (worm) species.
- 3.5 The above has clearly demonstrated the significance and importance of the Pitons as a World Heritage site. The Pitons are unique in terms of providing an outstanding coastal vista and the world's only example of closely paired coastal volcanic cumulo-domes.
- 3.6 The challenge for the IDP is to find and maintain the right balance between economic and physical development, that in particular enhances the quality of life of local communities, with the protection of the unique biological, geological and cultural resources of this exceptional area.

Management Principles

- 3.7 The PMA Management Plan has established a vision which this study endorses:

“...a well managed area in which the natural and cultural assets and landscape quality are protected through a participatory management approach which is guided by the principles of sustainability, equity and participation and in which benefits are generated for individuals, the community and the state’.

- 3.8 The PMA Management Plan also established a number of objectives which we have adhered to in developing the IDP.

The objectives of the PMA are to:

- preserve the integrity and productivity of ecological systems;
- preserve the integrity of historical and cultural resources;
- protect the PMA using different management instruments in order to ensure that the landscape quality is not compromised;
- provide a mechanism for participation of various publics in the sustainable development and management of the PMA;
- promote nature heritage tourism;
- encourage research on the various resources of the PMA in order to improve understanding and to generate data for effective management; and
- optimise the contribution of the natural and cultural resources for sustainable development.

The Management Plan also identifies specific objectives for the conservation of natural resources, landscape management, sustainability, development, monitoring, public awareness education, enforcement, marketing and promotion and finance. Again the preparation of the IDP has in the main taken on board the specific objectives which are presented in **Appendix B**.

- 3.9 The current PMA is divided into three zones (see [Figure 3.1](#)):

- the Terrestrial Conservation Area Zone 1 – including the Gros Piton, the Petit Piton and parts of the ridge and upper slopes linking them, known as Piton Mitan;
- the Terrestrial Conservation Area Zone 2 – Sulphur Springs and the immediate context;
- the Terrestrial Multiple Use Area in the remainder of the PMA, largely the interior area and the coastal area of Jalousie and Beausejour.

3.10 In addition to the above, there is the Soufriere Marine Management Area (SMMA). The objectives of the SMMA are to:

- conserve the coastal and marine resource base of Soufriere;
- enhance the equitable, economic, social and cultural benefits generated from the sustainable use of the coastal and marine resources of Soufriere at the local and national levels; and
- manage the conflicts that may occur among uses and users of the coastal and marine resources in Soufriere

The boundary of the SMMA is shown on [Figure 3.1](#). Five zones of different activities have been identified:

- Marine Reserves – these areas are declared under the provisions of Section 22 of the Fisheries Act #10 of 1984, for the purposes of protecting the natural resources they contain. For the PMA, these marine reserves comprise reefs at Petit Piton and Gros Piton. No extractive activity is allowed, as per the provisions of the Act, and entry into a Reserve is subject to the approval of the Department of Fisheries. For the purpose of stock replenishment and scientific research, the Department of Fisheries may designate some reserves as sanctuaries, and the reefs extending around the western point of Gros Piton has been declared as such.
- Fishing Priority Areas – these areas are declared under the provision of Section 20 of the Fisheries Act #10 of 1984, for the purpose of maintaining and sustaining fishing activities, which take priority over any other use of that area. Within the PMA, four (4) such areas exist: at Malgretoute, Jalousie, Sable and Anse L'lvrogne.
- Recreational Areas – these are terrestrial (beaches) and marine (swimming and snorkelling) areas, which are reserved for public access and recreation. Such areas exist at Malgretoute and Anse L'lvrogne.
- Yacht Mooring Areas – specific areas are designated to facilitate pleasure boats and yachts and for protection of the bottom substrate. These have been set up at Malgretoute and Jalousie.
- Multiple Use Areas – these are areas where activities are regulated by existing legislation, notably the Fisheries Act. Activities that take place in these areas include fishing, diving, snorkelling and other recreational activities. Such areas are found in Beausejour and Malgretoute.

3.11 The SMMA has been very successful and while levels of enforcement, education and promotion continue to be developed, the emerging IDP has taken on board the objectives. The existing marine zoning has influenced the land based policies of the PMA and Soufriere Region IDP.

Land Ownership

3.12 The PMA consists of 2909 ha of land of which over 50% is publicly owned. The Crown Lands include substantial areas of the Petit Piton, Gros Piton and

the Sulphur Springs. Also, the Queen's Chain which comprises the area between the high water mark and a distance of 186.5 feet landward. Some areas of land were recently donated to the State. The remainder of the land is owned by individuals, estates or companies.

3.13 A report was prepared in October 2006 to acquire additional land in the PMA by the Government. The reasoning for the need for the acquisition of land from private ownership into State control included:

- the protection from encroachment of competing adverse landuses;
- the protection from manmade destruction;
- the preservation of the site and all its identifying features;
- the maintenance of the PMA's visual integrity;
- the security of the area;
- the facilitation of the maintenance and upkeep of the area; and
- to assist with the definition of the area.

Also, state ownership of land within the boundaries of a World Heritage Site is in line with the Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO 2005).

3.14 The acquisition of further land by the Government of St Lucia, particularly in the immediate vicinity of the Pitons and Sulphur Springs is supported for the above reasons.

Geology and Landscape Structure

3.15 The foundation to the landscape, its underlying geology, is the product of volcanic action followed by collapse and decay. The resultant landscape is characterised by the magnificent spires of the two Pitons rising 2500 feet from the sea, and a caldera characterised by extensive craters and ridges. The whole feature is termed the Qualibou depression or Soufriere volcanic centre. The bones of the landscape structure, the scenery we see today, is illustrated in [Figure 3.2](#). The two Pitons are linked by a coastal ridge forming a skyline to the bowl and bay between them. This skyline rises between 800 feet and 1000 feet and with the wooded slopes below, form an important visual element in views back from the beach and the Anse des Pitons.

3.16 East of the coastal ridge is a broken relief of steep wooded hills separated by craters, deep valleys, and ravines. This is attractive wooded or farmed landscape and comprises the greater part of the PMA. It includes the major geological attraction of the 'Sulphur Park' with the live volcanic hot water springs.

3.17 Beyond the boundary of the World Heritage Site, to the north and east, land rises to over 2000 feet forming a 'green wall' encompassing the study area. To the south the relief is lower, largely below 1000 feet, and falls in a north to south pattern of ridges and valleys towards Choiseul.

- 3.18 The overall structure of the landscape presents a rich pattern of scenic features and viewpoints from which to enjoy them. This pattern forms a strongly memorable part of the experience of visiting the Pitons and it is critically important that it is not diminished.

Archaeology and Built Heritage

- 3.19 The Caribbean islands enjoy a rich archaeology and history, which has frequently been the subject of investigation in St Lucia. A combination of climate and fertile volcanic soils has made the Pitons area favourable to settlement from the time of the first visitors to the island. Prehistoric settlement sites of the Amerindians have been located in the Pitons area. An important representation of the Pitons on a potsherd demonstrates the awe in which this great natural phenomenon was held.
- 3.20 Colonial settlement involved parcelling the land to create estates for incoming French and English planters. Throughout the Pitons World Heritage Site are to be found standing and buried remains of their houses and of the agricultural and industrial activities carried out for them by a large slave population. Less well understood are the habitations of that slave population, but the continuing existence of villages of runaway slaves and freedom fighters (e.g. Union Vale) is of unusual interest.
- 3.21 The historic buildings in Soufriere town and surrounding villages are a witness to the French influence on Caribbean architecture and town planning with the grid layout and vibrant vernacular tradition of timber architecture.

Significance and Key factors

- 3.22 **Geology and Landscape:** The geological landscape of the Pitons area is the principal feature of the World Heritage Site. It is of international significance for its character and the variety of manifestations of geological formations.

Key factors for the geology of the World Heritage Site are:

- maintaining the significance and interest of the site by preventing change that could affect its character;
- allowing access and enjoyment of the natural landscape unimpaired by development and man-made elements; and
- protecting the setting of the World Heritage Site, that is principally the views of and from the Pitons by land and sea.

- 3.23 **Natural:** The natural history of the Pitons World Heritage Site, both marine and terrestrial, is of international significance for its character formed in response to remarkable ecological circumstances and the variety and interest of the fauna and flora

Key factors for the natural aspects of the World Heritage Site are:

- maintaining biodiversity of land and sea;

- protecting the marine zone from pollution and inappropriate activities; and
- protecting the vegetation and wildlife of the Pitons and the surrounding landscape.

3.24 **Heritage:** The physical evidence of human activity in St Lucia survives as buried and standing remains throughout the Pitons World Heritage Site and is of at least national importance for its quality, diversity, and the long period that it represents.

Key factors for the heritage aspects of the World Heritage Site are:

- protecting the buried and built heritage from loss or damage;
- preventing change to heritage features without adequate understanding, investigation and record; and
- enhancing the understanding and appreciation of the heritage by further conservation and discovery.

3.25 **Human:** The Pitons World Heritage Site is an area in which people live and work, and others come to experience and enjoy. This is of national importance.

Key factors for the human aspects of the World Heritage Site are:

- maintaining the livelihood of the inhabitants in ways that do not diminish the significance or interest of the World Heritage Site;
- allowing enjoyment of the World Heritage Site for all visitors while protecting the World Heritage Site from any further diminution of its significance and interest; and
- promoting understanding of the World Heritage Site by continuing the process of discovery and education.

Land Capability

3.26 With regard to the land capability classification the Gros and Petit Pitons and Sulphur Park are classed as Grade VIII – Soils and Landforms in this class are not expected to return any on site benefits from crops, grasses or trees. There are severe restrictions that preclude their agricultural use and restrict their use to only recreation, wildlife, water supply and scenic value.

3.27 Within the wider study area the majority of land falls into Class VII – very steeply sloping soils with severe limitations that make them unsuited for cultivation and restrict their use largely to woodland and wildlife. The next highest land cover is Class VI – very undulating to hilly soils with severe limitations that make them generally unsuited for seasonal crops and limit their use mainly to tree crops, pastures or woodland.

3.28 However, within the study area, mainly along the bottom of river valleys, there are areas of Class III and IV land. Four pockets of Class III land and six of Class IV. These areas have undulating soils which are suitable for cultivation

but with limitations that restrict the choice of plants and/or require special conservation practices (Class III) or careful management (Class IV). The study area land capability is shown on [Figure 3.3](#).

- 3.29 The study area consists of three main settlements – Soufriere, Canaries and Choiseul and a number of smaller rural settlements. ([Figure 3.4](#)).

Urban Settlements

- 3.30 Soufriere is a town on the western coast immediately adjacent to the Petit Piton. Soufriere is also a local government region which includes a number of smaller settlements such as Fond St Jacques, Mount Tabac and Belvedere.
- 3.31 The weathered volcanic rock linking the slopes and valley of Soufriere is organically rich and very fertile, hence the reason why early settlers chose Soufriere for their first settlement. It is the oldest settlement in St Lucia and was at one stage the centre of trade and commerce and the first military headquarters. In 1746 the King of France authorised the laying out of parallel streets and blocks. The town today has the same central grid pattern and the single largest collection of old and historic buildings in St Lucia. Particularly impressive are the groups to the south of the Square, but slowly former timber verandas are being replaced by plywood and a number of the buildings are empty and in a declining state of repair.
- 3.32 With most of the residents living in the town of Soufriere. The Soufriere Region Population is 8000. While historically the town had a number of functions, its role now is based on services, tourism and administration. The main church, square and jetty give a sense of centrality to the town and is the area of main activity. The majority of retailing and service provision takes place on Bridge Street and Church Street, although there are a number of important activities on the waterfront (Maurice Mason Street) – police station, post office, tourist information and offices on the Soufriere Development Foundation and SMMA. The main western coastal road passes through the centre of Soufriere, with a number of tight junctions, particularly for larger commercial vehicles.
- 3.33 Canaries is a fishing village at the foot of the narrow Canaries River valley. It is compact in layout with the main western coastal road passing through it. Canaries contains natural, man made and historic attractions such as the St Anthony Catholic Church, Del Arts Studio and a waterfall. The town is growing up the valley slopes along the main road, but the valley itself, draining the Mount Gimie area is not significantly populated. There is considered potential to establish an ICT Business Park in Canaries.
- 3.34 Choiseul is also an important fishing village and a service area for a significant agricultural area. The town has established a reputation for crafts. Each sub-community in the Choiseul district produces its own distinct craft items, which are made from local materials such as khus khus grass, bamboo, wood and clay. The craft makers and managers of heritage sties have joined together to form the Choiseul Association of Craft and Heritage Tourism (CATCH), a non profit organisation which seeks to preserve local skills, enhance the visitor

attraction and promote local activities and sites. There is an Arts and Craft Centre located at La Farque to the south of Choiseul on the coast road.

- 3.35 During the 18th and 19th centuries Choiseul cultivated sugar cane for sugar production and the evidence of the plantation period is still visible in the buildings, landscape and settlement patterns. The area contains the remains of important sugar mills – Morne Sian, River Doree and Balanbouche. The Choiseul area is also important for evidence of early civilisations including numerous petroglyphs and Amerindian artefacts.
- 3.36 While Soufriere is seen as the main town for the Pitons both Canieries and Choiseul have the potential to strengthen their role as gateways to the area – developing their own unique attributes, plus interpreting the wider area and the Pitons.

Rural Settlements

- 3.37 In the rural areas outside of the three main towns the greatest concentration of settlements are in the valley floors and lower slopes, where there is good accessibility, accompanied by good farm land and ease of building. While the rural settlements are predominantly residential a number of them have local schools, health centres, churches and localised employment related to mainly agricultural services or vehicle repairs.
- 3.38 The rural development area extends from Soufriere to Diamond and beyond along the Ravine Claire to St Phillip and Fond St Jacques. One of the particularly interesting communities is Fond Gens Libre which translates into ‘Village of the Free People’. The community derives its name from a slave rebellion in 1748 when black freedom fighters called Brigards used the area as a safe haven, leaving behind many caves, tunnels and lookouts. The Fond Gens Libre community manages the Gros Piton Natural Trail in collaboration with the St Lucia Forestry Department. The village includes an interpretation centre and the guide fees are used towards the maintenance of the trail and for the community.
- 3.39 Elsewhere in the wider region settlements are scattered in valleys and along ridges where accessibility is good. The areas where settlements are scarce are, understandably, the steeper slopes.
- 3.40 To maintain the visual integrity of the area it is important that any local rural development is contained within the existing overall pattern of development and wherever possible within the broad envelope of each existing village. The importance of this is discussed further in later sections of this report.

Linkages

- 3.41 It has become clear through our consultation and site work that the potential linkages between the PMA and the wider area have not fulfilled their potential. There is a considerable amount of economic activity generated by the PMA including:

- Sulphur Springs visitor attraction
- The Gros Piton nature trail
- Fond Doux, Coubaril and Rabot
- Hotels and leisure residences

All of these make positive economic impacts both within and outside the PMA including employment and the supply of goods and services. However, these linkages do not fully exploit what is an international attraction of world-wide significance meriting the highest level of conservation status in line with the World Heritage Site inscription.

- 3.42 With regard to physical linkages, while there have been some improvements to the north-south coast road on the west of the Island, it remains a winding, hilly route, not conducive to reliable journey times. The proposed capital investment in road infrastructure concentrates on new links in the north west, north east coast and the Barre D'Isle tunnel which improves linkages to the east coast route. It will be important that a perception does not develop that the west-central quadrant is not as accessible as other parts of the Island.
- 3.43 St Lucia, has generally developed sound telecommunications infrastructure and the west central area has an efficient ICT system, that needs to play a role in identifying business opportunities particularly for the younger generation entering the labour market.
- 3.44 Soufriere is the main service town for the sub region and has public transport links both to the south and north, as well as services to the inland communities. The main issues with regard to public transport are those that are relevant to the whole island and relate to frequency of services realistic to demand, evening and weekend service levels and quality of ride. The potential to provide sea based transport routes needs to be considered.
- 3.45 Means need to be found to strengthen existing linkages – physical, commercial and social, and create new ones through actions at both national and local levels, in order to improve the quality of life and opportunities for local people.

Possible Developments

- 3.46 There are considerable pressures for residential and tourism related development in the study area, particularly on coastal sites. All current planning applications are on hold, pending consideration by the GoSL of the best and most appropriate way forward for the area, in particular the PMA. Potential developments include villa development in the area above the Jalousie resort (M Group proposals), refurbishment and new build in the Jalousie Resort, villa development on the Beau Estate, a possible marina and hotel resort complex at Baron Drive, a boutique / green hotel at L'Ivrogne. It has the potential to provide a significant number of jobs In the Rabot Estate Hotel Chocolat, a St Lucian company, is reinvigorating the island's cocoa industry through processing beans into chocolate for high value export. The

Scheme is both ecologically and ethically driven and will grow as a centre of research and learning and as a major tourism destination on the island. There are a number of smaller developments where the planning process is currently on hold.

Socio-economic and Housing Issues

- 3.47 A comprehensive report on the National Housing situation in St Lucia was submitted in April 2007 and a draft National Housing Policy in August 2007. Both reports provide and a significant amount of information that needs to be considered in the development of policies for the Soufriere, Canaries and Choiseul districts – emphasising the need to achieve a balance between the significance and quality of the local environment which is of international importance and the quality of life, in both social and economic terms, of the local population.
- 3.48 The annual average growth in housing units in St Lucia is approximately 4% per annum (some 1400 – 1500 units per year). While all regions/districts experienced an absolute increase in their housing stock (1991-2001) Soufriere was the lowest (6%) with Canaries (17%) and Choiseul (23%). This compares with Gros Islet (75%), Vieux Fort (48%) and Micoud (41%).
- 3.49 The five western districts of Soufriere, Canaries, Choiseul, Laborie and Anse La Raye) now account for less than 18% of the total housing stock. It appears there is an increasing trend towards migration from the rural western parts of the island, to the urban and northern areas. This may be due to the increasing decline in the banana industry and the resultant movement of workers from the rural/agricultural areas to the urban areas where greater employment opportunities tend to exist.
- 3.50 The quality of housing services is also an issue in the study area. The 2007 housing report records that only 52% of Soufriere houses have public water piped indoors, with figures for Choiseul and Canaries of 48% and 32% respectively. With regard to the toilet system, Choiseul has the highest percentage of pit latrines (48%) and Canaries over 50% with none or other. The number of households with electricity supply is increasing, with the figures for the three districts in the study area – Soufriere (85%), Choiseul (80%) and Canaries (77%). Although it should be noted that Canaries is the lowest figure on the island.
- 3.51 The private sector is responsible for providing some 90% of the Island's new housing units which are generally aimed at the middle and upper income levels and single family housing units. In the last decade there has been a strong focus by the ten main house developers in the north west quadrant. SLNHC, the Government's only housing developer averaged some 50 new units annually of which about 30% are low income housing.
- 3.52 The draft Housing Policy document (August 2007) has indicated that the total backlog of housing at the end of 2006 is almost 4000 units and that the requirement over the next decade (2008-2017) is approximately 2100 units per annum. A significant proportion of this will need to focus on very low to low income groups.

- 3.53 Other pressures for additional houses come from reducing household size. From the need to reduce or accommodate rural to urban drift and squatter settlements. It is estimated that there are at least 35 squatter settlements in St Lucia with two in Soufriere where people illegally occupy both government and private lands for residential purposes. Most illegal housing units are built with timber and corrugated sheets, are not very durable, and in a town attracting tourists offer a poor image. The Government is making a number of attempts to rationalise and regularise squatter settlements, the Proud initiative being the largest and most recent.
- 3.54 The 2006 population of St Lucia is estimated to be 166,838 with approximately 30% under the age of 15, and just over 60% in the working age group ie. 16-64. This young population has implications for employment demand and housing demand and must be considered in the IDP policies. The number of persons per household is also decreasing, which puts additional pressure for housing land. In 1991 the average household size was 4.0, this had reduced in the 2001 census to an Island average of 3.2. The figures for the study area districts are Canaries 2.9, Choiseul 3.2 and Soufriere 3.6 – the highest on the island which is reflected in significant overcrowding.

Visitors' Experience

- 3.55 Most visitors to the area arrive first at Soufriere either by road through Canaries from the north or Choiseul from the south or by sea. Soufriere has two jetties in the town, which can accommodate the large chartered catamarans, private yachts, water taxis and private cruisers. There is also a private jetty at one of the hotels located in the PMA.
- 3.56 There are a number of visitor attractions (see [Figure 3.5](#)) within the study area including:
- the Botanical Gardens
 - the Sulphur Springs and Interpretation Centre
 - the Fond Doux Plantation (cocoa experience)
 - the Interpretation Centre at Fond Gens Libres
 - commercial dive and other watersport opportunities
 - marine tours (views, dolphins, whales)
 - a number of trails including the trail to the top of the Gros Piton
- plus of course a number of quality beaches, Anse Chastenet, Anse Mamin, Anse Des Pitons and Anse L'Ivrogne.
- 3.57 Importantly the use of the above attractions (not the beaches) are monitored by the various organisations – the Pitons Management Area Advisory Committee, the Soufriere Marine Management Association, Soufriere Regional Development Foundation, the Department of Fisheries and the Forestry Department. The activities that take place and visitor numbers

remain compatible with the conservation requirements of the area and are well within the area's environmental capacity.

- 3.58 These and other worthwhile destinations are easily accessed and found but there is no overall visitor plan or system of signs to permit tourists to explore the area easily or without the need for a driver/guide. Apart from the basic road network there is no comprehensive network of trails for exploration or a foot/cycle link from Soufriere to the attractions. Available mapping is poor, and attention is not drawn to the possibility of wider exploration outside the existing attractions.
- 3.59 There are a number of quality hotels in the area ranging from top quality international hotels to local guest houses. Further hotel/villa development is proposed or under construction (The Jade). Existing hotels include: Anse Chastenet, Hummingbird Beach Resort, Jalousie Plantation, Ladera Resort, La Haut Plantation, the Still Beach Resort, the Still Plantation, Stonefield Estate, Fond Doux Villas, Mago Estate and the Downtown Hotel. Within the town of Soufriere there are a number of guest houses in the town with several on Boulevard Street. There is also the centrally located Downtown Hotel, which is a late 20th Century development, which is very dominant and totally out of character with Soufriere town. The ground floor of the Downtown Hotel is in retail use.

Hotel Chocolat

- 3.60 One major new proposal within the study area that will provide a significant tourism destination, as well as employment, research facilities and a reputation for St Lucia is the Hotel Chocolat cocoa-eco-tourism project. Hotel Chocolat researched a number of Caribbean locations and chose St Lucia, due to the sustainability of available cocoa plantations, high quality beans, and support from Government agencies. The project has a number of stages:
- Regeneration of the Cocoa Estate
 - Establishment of a 'Centre of Excellence'
 - Creation of a Chocolate Manufacturing Plant
 - Boutique Hotel
- 3.61 Agricultural unemployment is over 30% and there is a continuing rural to urban drift following the demise of the banana industry. Cocoa output has been reducing for 20 years and the method and timing of payments to local farmers has not been conducive to growing a high quality product on small 'cortes'. The proposed project will pay local cocoa farmers above market rates (for quality beans) which will make cocoa growing financially viable and help them reinvest and grow more.
- 3.62 The International Cocoa Agreement 1993 recognises only eight countries as classified producers of fine or flavour cocoa of which one is St Lucia. The demand for fine or flavour cocoa is directly linked to the consumption of premium quality and specialist chocolate products made from these types of cocoa beans. Over recent years the fine or flavour cocoa market has been

growing in response to rising standards of living and an increasing preference for superior chocolate products among more affluent chocolate consumers. Quality is a key component of the whole project and this will be supported by the development of a Centre of Excellence, which will have links to a number of key organisations around the World (eg. Reading University in the UK) which again will be beneficial to St Lucia.

- 3.63 A subsequent stage in the project is to build a chocolate processing plant this will turn raw cocoa-beans into cocoa liquor and then into chocolate mass which is then processed by machine or hand into moulded chocolate. Capacity will initially be 250 tonnes with eventual capacity 500 tonnes. The process will offer a number of employment opportunities from technical specialists to semi skilled and will require extensive investment in training that Hotel Chocolat will undertake. The location, design and materials of the processing plant will need careful consideration in order to minimise any adverse visual impact.
- 3.64 The final stage of the project is a boutique hotel. This is very much in line with the April 2007 Budget Address and the July 2007 Development Conference (see paragraphs 2.9 and 2.11). The hotel would be run on environmentally friendly principles, use local produce, whenever possible, offer spa treatment using cocoa-butter massages, be designed on minimalist architectural principles and offer courses on cocoa and chocolate. It is likely to have 50-75 'rooms' with an emphasis on relaxation and 'green' facilities with an intention of being listed among the world's top-rated boutique hotels by Conde Nast Traveller.
- 3.65 As well as the chocolate production the project will become a major tourism attraction. The visitor could see the process from bean to finished chocolate bar, be involved in tasting and hand tempering of chocolate. Additional facilities would include a chocolate cafe and a retail store.
- 3.66 The Hotel Chocolat project will invigorate the local cocoa plantations and the Fine Flavour market for St Lucia, secure economic viability for local plantations provide a range of local employment opportunities, offer new skills, provide a unique additional tourism destination and is supported by an organisation with a strong market image and reputation. Also importantly a company that has demonstrated strong environmental and ethical credentials. The project has started and both the Rabot Single Estate chocolate and the recently launched St Lucia Single Origin chocolate are appearing in Hotel Chocolat shops and on its mail order.
- 3.67 It is essential that the Soufriere IDP recognises the importance and benefits of the project, particularly with regard to the local and tourism economies and works with Hotel Chocolat to ensure the significance of the area and its World Heritage status is recognised in all its activities.

Climate Change

- 3.68 Climate change threatens the stability and integrity of marine and insular systems. Small Island Developing States (SIDS) have been recognized as most vulnerable to the impacts of climate change, and as requiring greater

attention by the international community at large. The Third Assessment Report (TAR) of IPCC has documented the anticipated trends in sea level rise (SLR), increases in sea surface temperature, as well as changes in the precipitation cycle and patterns of extreme events, among the impacts that may severely affect the sustainable development prospects of Caribbean SIDS. The Report also highlights the severity of their expected climatic shifts, the low level of their economic development and poor adaptability.

- 3.69 Extensive impacts on biodiversity are forecast for the Caribbean, due to global warming. Thus the Caribbean is found to be amongst the most vulnerable ecosystems to climate impacts that within these high-value ecosystems would constitute a key threat to the planet's biodiversity.
- 3.70 St Lucia is one of the first countries in the region to have adopted a comprehensive adaptation framework and thus, is well positioned amongst Caribbean nations to implement pilot adaptation investments, and secure a competitive advantage in the medium to long term. The adaptation policies have been approved by the cabinet of Saint Lucia.
- 3.71 Saint Lucia articulates comprehensive action plans for ensuring that climate change adaptation becomes formally integrated into all plans, policies and programs at the national and community levels. These policy documents which were developed through a broad-based consultative approach are unique in that they establish, for the first time, national adaptation planning and management frameworks based on an integrated and holistic "ecosystem" approach with its foundation firmly established within the national planning context. Saint Lucia's intended objective is to become the first nation in the Western Hemisphere to commit to a zero greenhouse gas emission policy. It is essential that the initiatives adopted above are fully integrated within the Soufriere Integrated Physical Development Plan.
- 3.72 The Soufriere and Pitons IDP should incorporate lessons from strengthening of key infrastructure into local hazards management planning and building guidelines in Saint Lucia.

Natural and Environmental Disasters

- 3.73 A serious issue confronting Saint Lucia's development is the vulnerability of its population and its economy to natural disasters, which can lead to serious effects on the productive sectors of the economy, such as agriculture and tourism and particularly serious impacts on communities and households. Natural disasters can impose large costs on the country's fragile economy and exacerbate poverty.
- 3.74 The Government of Saint Lucia is fully committed to the principles of disaster risk management. There is active participation of numerous institutions in the National Hazard Mitigation Council. Other indicators of the Government's commitment to risk management include the recent passing into law of a new building code revised to include disaster risk.

- 3.75 Recognising the importance of this issue, the Soufriere IDP study should incorporate these considerations to further assist in reducing the country's vulnerability to adverse natural events (hurricane, floods, etc.).

Management of Wastes

- 3.76 Among all of the environmental issues facing St Lucia, the related issues of ineffective liquid and solid waste management, and coastal and marine resource degradation, are of top priority. These problems pose a threat to public health, the environmental quality of the island, and to the future of the islands' principal income and employment generating activity: i.e. tourism. A significant proportion of the population in the study area is not served by any type of waste collection system; and there is little public understanding of the public health, environmental, tourism or economic implications of inadequate waste management systems.
- 3.77 In addition to solid wastes generated on the island, waste discharges from ships and yachts add significantly to the problems.

Land and Water Resources

- 3.78 Poor land management and soil loss through run off are critical issues associated with the terrestrial baseline environment and water management in the study area.
- 3.79 Change of land use is resulting in marginal farming practices being adopted, with associated negative effects on water retention and quality. This also impinges on the integrity of water supply intakes located on such land. The use of pesticides, poor waste management (including sewage), and use of water supplies for washing/bathing means that abstracted water requires heavy and costly treatment. This poor water quality also has constraints on the development of tourism in the study area.
- 3.80 There is increasing pressure for an integrated 'island systems management' approach to land and water resource management.

Integrated Natural Resource Management

- 3.81 St Lucia, like other Lesser Developed Countries (LDC's) and Caribbean Small Island Developing States (SIDS), is largely dependent upon natural resources to support the key economic sectors, in particular tourism and agriculture, as well as a growing population. As a result, all of the following discussion has particular relevance to the development of an integrated physical development plan for the Soufriere region.
- 3.82 Natural Resource Management (NRM), the sustenance of enduring ecosystem health and maintenance of bio-diversity, are both critical to St Lucia's economic and social development, as well as the human health and well being of its residents.

- 3.83 There is an approved Water Policy and it is important that there is inter-agency co-ordination in addressing problems associated with poor land management particularly on private lands. There needs to be regular inspection not just to see that a system is installed correctly but it is maintained and not adapted. There were a number of occasions on our site work where poor practices were evident.
- 3.84 Integrated physical planning in the Soufriere area should strive to combat land degradation by promoting enhanced adoption of NRM practices such as soil conservation techniques and the judicious use of agro-chemicals, and increased agricultural diversification and adoption of agro forestry, silvopastoral and forestry systems in appropriate areas.
- 3.85 To date, there has been a lack of integration of environmental and participatory considerations into land management. Land use planning exercises have tended to be somewhat 'top-down', and have not been accompanied by institutional reform and decentralization to allow effective development, implementation and enforcement of the plans. It is imperative that the Soufriere IDP addresses these issues.

Biodiversity Resources/Protected Areas

- 3.86 This study should contribute to the conservation of biodiversity of global importance in St Lucia by helping with the removal of barriers to the effective management of protected area systems (PAS), and increasing the involvement of civil society, and the private sector, in the planning, management and sustainable use of these areas. In the context of the Soufriere IDP, this could be achieved by:
- establishing or strengthening a number of demonstration PAS;
 - stimulating economically sustainable opportunities for environmentally compatible livelihoods in buffer zones of project-supported PAS; and
 - involving communities, civil society and the private sector in the participatory management of the PAS.
- 3.87 The study should take cognisance of the currently evolving review of, and recommendations on, policy, legal and institutional frameworks for Protected Areas Management in St Lucia.

Marine Resources

- 3.88 The marine and coastal component of the PMA is embedded within the Soufriere Marine Management Area. The area is remarkable for the richness and diversity of its coastal landscapes and natural resources, including mountains, rainforest, rivers, active volcanism and coral reefs. The SMMA area of coastline extends over 12 kilometers from Caraipe Point in the south to Anse Jambon in the north, and presents a succession of beaches and cliffs, with the Soufriere bay at the centre. Of this 12 kilometres stretch approximately 9 kilometres lie within the PMA, extending from Anse L'Ivrogne

in the south to Malgretoute in the north. The town of Soufriere lies within the bay just to the north of the SMMA northern boundary.

3.89 Coastal and marine resources play a central part in the life and economy of both the town of Soufriere, and the PMA. The main settlements and infrastructures are located near the shore and the beaches are used intensively for recreation. Within the SMMA area there are approximately 150 registered fishers, from which two-thirds fish on a full-time basis. The main fishing gear includes nets, lines and pots. Maritime transportation remains important and an increasing number of day charter boats and water taxis bring large numbers of visitors from the northern, better-developed part of the island to Soufriere.

3.90 In the late 1980s and early 1990s, the multiplicity of uses and growing demand for scarce and fragile coastal and marine resources generated significant impacts and conflicts. The main environmental problems prior to the establishment of the SMMA can be summarized as follows:

- Degradation of coastal water quality, with direct implications for human health and for the protection of the reef ecosystem;
- Depletion of near-shore fish resources;
- Loss of the economic, scientific and recreational potential of coral reefs, particularly in the context of diving tourism;
- Degradation of landscapes and general environment quality, notably on or near beaches;
- Pollution generated by solid waste disposal in ravines or directly in the sea;
- Yacht anchor damage to reefs;
- Sedimentation of the reefs caused by runoffs from rivers and storm damage;
- Problems of resource management in turn manifested themselves in growing conflicts among users of the resources, particularly the following:
 - Conflicts between commercial dive operators and fishers over the use of, and the perception of impact on, the coral reefs;
 - Conflicts between yachts and fishers because of anchoring in fishing areas;
 - Conflicts between the local community and hoteliers over the access to beaches;
 - Conflicts between fishers and authorities at both the local and national levels over the location of a jetty in a fishing priority area;
 - Conflicts between fishers and hoteliers over the use of the beaches for commercial fishing or recreational, tourism oriented activities.

3.91 The SMMA, and by implication, the coastal portion of the PMA, is an international exemplar of successful integrated coastal and marine resource management. It provides a strong and robust foundation for the ongoing management of the marine resources component of the PMA, and a

management framework philosophy and rationale that can significantly underpin and contribute to the ongoing success of the PMA, and its' future integrated development and conservation planning.

- 3.92 It is imperative that the development pressures and conflicts identified are addressed and managed by the SMMA. The global United Nations small island developing states (SIDS) emerging focus on the principles of integrated watershed and coastal management (IWCAM) demands that the critical linkages between terrestrial and marine/coastal integrated planning must be addressed.

Sustainability

- 3.93 The recent Development Conference (July 2007) clearly identified strategic goals for St Lucia and four key objectives. These objectives had sustainability as a key element. For example: Objective 1: Support increased sustainable tourism development growth and Objective 4: Guarantee the viability and sustainability of human settlements in St Lucia. All of the policies and proposals in the IDP need to take account of the principles of sustainability.

- 3.94 The most quoted definition of sustainability is from the World Commission on Environment and Development in 1987 (the Brundtland Report) '*development that meets the needs of the present without compromising the ability of future generation to meet their own needs*'.

Sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations.

- 3.95 There are basically four strands to sustainability.

- **Social progress which recognises the needs of everyone;**
- **Effective protection of the environment;**
- **The prudent use of natural resources; and**
- **The maintenance of high and stable levels of economic growth and employment.**

A sustainable 'place' is one where the activities of its citizens, communities, businesses and other organisations interact with each other and their environment. Creating sustainable places requires a partnership –a community led based strategy that sets out actions to regenerate and develop social, economic and environmental conditions that give opportunities for all.

- 3.96 The IDP needs to identify a Vision which is sustainable, identifies sustainable solutions to real problems, encourages community engagement and participation and establishes a partnership regime for implementation.

- 3.97 **The issues that need to be addressed from the review of the existing situation and policies are summarised in [Section 4](#).**

4 The Main Issues

4.1 This section briefly summarises the physical, environmental, social and economic issues that need to be considered in developing and evaluating the options for the Soufriere Region IDP including the Pitons Management Area. It also discusses the boundaries of the PMA both external and internal.

4.2 *Study Area - Pitons Management Area*

- Pressure for new development – tourism related, residential
- Current agricultural working practices (agrochemicals)
- Balancing economic / physical development with biological, cultural and geological resources
- Need to protect heritage and cultural attributes
- Need to educate on sustainable use and management of land
- Visitor pressure (70% of Saint Lucia visitors visit the study area)
- Some concerns on fishing practices
- Unauthorised sand and river gravel mining
- Declining coastal water quality
- Siltation when rivers in high flow
- Lack of clear guidance on land use developments
- Need to protect critical areas (habitats, landscape, heritage, cultural)
- Lack of human and financial resources of key NGO's (National Trust, Archaeological and Historical Society)
- Signing and interpretation
- Need to confine tourism development to a limited number of locations where adverse environmental impacts can be minimised
- Unrealised potential for enhancing the visitors' experience
- Tourism pressure on trails (erosion)
- Management of unique features (Pitons, Sulphur Springs)
- Boundary definition of ridge area between Pitons
- Impact of hurricanes and other severe weather can cause disturbance to critical habitats
- Problems of local deforestation for fuel wood and timber
- Fire risk both deliberate and unintentional

- Maximising the local economic and water tourism benefits from the Hotel Chocolat projects
- Visitor pressures on certain key tourist attractions eg. hiking trails and increasing number of tourists 'self' exploring
- Biological and physical impacts on the marine area from inappropriate fishing practices, unauthorised sand mining, pollution from sewerage, agrochemicals and solid waste, water quality, anchorages and reef impacts.
- Need for long term appropriate management to ensure continued World Heritage Site status
- The risk to landscape character and quality of conservation areas through ill considered development

4.3 *Study Area - Soufriere Town*

- Lack of employment opportunities (particularly young males)
- Adequacy and quality of housing including squatter areas
- Deteriorating buildings (many empty)
- Physical constraints on urban growth
- Inappropriate modern buildings and poor authorised development
- Quality of public realm
- Treatment of waste water
- Setting of Soufriere River
- Traffic circulation, particularly long vehicles, parking and servicing
- Buses and taxis laying over
- Lack of involvement with group tourists
- Lack of interpretation of Soufriere and World Heritage Sites
- Poor quality of waterfront environment and linkages
- Benefits of marina development or improved facilities for visiting berths
- Range of tourism accommodation
- Promotion of food and beverage
- Sense of arrival / signage
- Overhead utilities
- Importance of 'useable' open space
- Need for additional bridge

- Role of Soufriere as ‘front door’ to PMA

4.4 *Study Area - Wider Reference Area*

- Need to consider interaction with Choiseul, Canaries and interior villages
- Lack of convenient public transportation
- Relationship of key towns to PMA
- The need to accommodate local residential development largely within the envelopes of existing settlements to avoid the visual impact of dispersed building on the landscape
- Sensitive exploitation of forests and links for adventure tourism
- Need to spread ‘ economic’ benefits

4.5 During our site appraisals and consultations a range of specific development issues were raised which need to be addressed. These include:

- the concept of a ‘no build zone’
- the current moratorium on development in the PMA
- unauthorised development at Malgretoute
- the M Group proposed development above Jalousie
- ongoing development within the Jalousie Residences
- potential developments at Beausejour
- proposals for development at Anse L’Ivrouge
- the boundary of the Sulphur Springs Volcanic Area and the Rabot Estate

SWOT

4.6 The above issues have been considered at a number of internal working meetings where it has been discussed as to how: the **strengths** can be built on; the **weaknesses** mitigated; the **opportunities** developed, and the **threats** overcome.

4.7 In discussions with regard to the above (4.5) a range of options have been considered. We have also been mindful of the phrase *‘limits of acceptable change’* which is referred to in the IUCN Report. This term has been used as a useful way of examining the issues and determining what is acceptable, particularly with regard to conservation and World Heritage status, the local economy, jobs, local aspirations and overall sustainability.

Boundaries

- 4.8 The existing zones within the terrestrial component of the PMA are as follows and shown on [Figure 3.1 – Study Area Existing Designation](#).
- Terrestrial Conservation Area Zone 1 (TCA Zone 1)
 - Terrestrial Conservation Area Zone 2 (TCA Zone 2)
 - Terrestrial Multi Use Area
- 4.9 Part of the brief was to consider the boundaries of the PMA. We have undertaken extensive site work, both within the PMA, in the immediate surrounding land and from views from further afield including from the air and from the sea. The PMA has also been discussed at length at internal working sessions by the various disciplines on the team (planner, landscape architect, archaeologist / cultural specialist) and we have been very mindful of the requirements of UNESCO.
- 4.10 In order to help determine what are, on balance, the appropriate ‘limits of acceptable change’ we have developed for consideration, three approaches or scenarios. These are:
- an approach based on strict conservation of the environment and restraint on development;
 - a permissive approach to development, but respecting the overall need for environmental conservation; and
 - a balanced or intermediate approach where conservation remains important but appropriate development in prescribed locations is allowed.

Possible Scenarios

- 4.11 The Soufriere Region, including the PMA, comprises a mosaic of individual character areas each of which needs a specific set of land use development and conservation policies. There is no one set of policies that would be applicable to the whole region.
- 4.12 The scenarios have been evaluated against a range of criteria including World Heritage Status, environment, local economy, development interests and community interests. Further details of the evaluation process including a summary table is presented in [Appendix C – Evaluation of Scenarios](#).
- 4.13 In Table 4.1 we have set out the broad principles which would be followed for each of the policy areas by the three scenarios of Restrained, Balanced or Intermediate, Permissive.

Table 4.1 – Possible Scenarios

	Policy Area 1 Gros Piton, Petit Piton & Ridge	Policy Area 2 Sulphur Springs	Policy Area 3 Coastal Area (Jalousie and Beaujsejour)
Restrained Approach	<ul style="list-style-type: none"> No new building or infrastructure Trails and minor interpretation only 	<ul style="list-style-type: none"> No new building or infrastructure Trails and minor interpretation and visitor works only 	<ul style="list-style-type: none"> No new building or infrastructure Building refurbishment Minor leisure developments in hotel complex
Balanced or Intermediate Approach	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> Leisure and residential developments in selected locations subject to EIA
Permissive Approach	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> Leisure and residential developments subject to EIA

Table 4.1 – Possible Scenarios...Cont'd

	Policy Area 4 Remainder of PMA	Policy Area 5 Marine Area (covered by the Soufriere Marine Management Plan)	Policy Area 6 The Town of Soufriere	Policy Area 7 Wider Rural Area around the PMA boundary & towns of Canaries & Choiseul
Restrained Approach	<ul style="list-style-type: none"> Built development and infrastructure only for limited local community, residential and agricultural needs and minor leisure and tourism development and the processing of local agricultural produce 	<ul style="list-style-type: none"> No new structures or buoyed moorings 	<ul style="list-style-type: none"> Restraint on development on all greenfield sites 	<ul style="list-style-type: none"> Built development and infrastructure for general and tourism developments, but limited in size and location such as adjacent to villages on the lower slopes
Balanced or Intermediate Approach	<ul style="list-style-type: none"> As above plus development in or adjacent to existing villages or in plantations eg. plantation hotels, subject to EIA 	<ul style="list-style-type: none"> Buoyed moorings allowed in specified yachting / multi purpose areas 	<ul style="list-style-type: none"> Moderate development of valley floor and lower slopes 	<ul style="list-style-type: none"> As above, but less limited in scale and in new locations subject to EIA

Permissive Approach	<ul style="list-style-type: none"> • Development in new locations subject to EIA 	<ul style="list-style-type: none"> • Marina / cruise liner facilities such as jetties in specified yachting / multi-purpose areas 	<ul style="list-style-type: none"> • Intensive development of valley floor and development on steeper slopes above Soufriere 	<ul style="list-style-type: none"> • As above, but including residential and leisure developments of more substantial scale and in a wider range of locations subject to EIA
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4.14 We have reviewed the existing zones and while it is not recommended that there are any changes to the overall external boundary of the PMA, it is considered that there would be benefits in certain internal zone boundary changes.

- A change to the eastern boundary of TCA Zone 1 boundary which relates to a contour line, with a new skyline boundary line
- A minor modification to the same zone (TCA Zone 1) at the northern end adjacent to the coast in order to exclude existing development.
- An amendment to the TCA Zone 1 boundary in the vicinity of Fond Doux
- Minor modifications to TCA Zone 2 on the western side to remove land parcel 98 and southern side along the new road to the interpretation centre

These possible changes are included on the proposed – Policy Area Boundaries – [Figure 4.1](#).

4.15 In addition to the minor boundary changes within the PMA it is considered that it would be advantageous to introduce an additional internal zone relating to the coastal area between the two Pitons and ridge line. Also, two external zones have been identified – the town of Soufriere and the wider area around the PMA. There is, of course, the marine zone as defined by the Soufriere Marine Management Agreement.

4.16 The wider area around the PMA is defined by the skyline of ‘green walls’ that defines the geological and visual context of the World Heritage Site and should be considered as a potential ‘buffer zone’ for protecting the character of the WHS.

4.17 The UNESCO Operational Guidelines for World Heritage Sites has established criteria for the modification of boundaries – minor modifications can be considered and approved by the World Heritage Committee, more significant boundary changes would be treated as a new nomination. It is considered that as the proposed boundary changes are internal to the overall PMA boundary, which remains unchanged, that this would not be an issue for UNESCO.

Policy Areas

4.18 From the above work, seven policy areas have been identified, five of which are within the existing boundary of the PMA.

- Policy Area 1 - Gros Piton, Petit Piton and Ridge
- Policy Area 2 - Sulphur Springs
- Policy Area 3 - Coastal Area (Jalousie and Beausejour)
- Policy Area 4 - Remainder of PMA
- Policy Area 5 - Marine Area (covered by the Soufriere Marine Management Plan)
- Policy Area 6 - The town of Soufriere
- Policy Area 7 - Wider rural area outside the PMA boundary

4.19 The evaluation clearly indicates that the balance of benefits lies in favour of the '**balanced or intermediate approach**'. As a prelude to the development guidance given in the next section, IDP policies, it is worth reiterating the broad land use developments that could be permitted for each policy area as introduced in [Table 4.1](#) and illustrated in [Figure 4.1](#).

Policy Area 1: Gros Piton, Petit Piton and the Ridge

- No new building or infrastructure
- Trails and minor interpretation only

Policy Area 2: Sulphur Springs

- No new building or infrastructure
- Trails and minor interpretation and visitor works only

Policy Area 3: Coastal Area (Jalousie and Beausejour)

- Leisure and villa residential developments in **selected locations** subject to environmental impact assessments, particularly with regard to water quality and waste disposal, landscape and visual impact, affect on biodiversity, energy use and 'green' architecture, plus other criteria specified in the Policy

Policy Area 4: Remainder of PMA

- Built development and infrastructure only for limited local community, residential and agricultural needs and the processing of local agricultural produce and leisure and tourism development in or adjacent to existing villages or in plantations (such as plantation type hotels), all subject to environmental impact assessments.

Policy Area 5: Marine Area (covered by the SMMP)

- Buoyed moorings allowed in specified yachting/multi-purpose areas
- No other marine developments allowed

Policy Area 6: The Town of Soufriere

- Moderate development and expansion on valley floor outside floodplain and on lower slopes of surrounding hills outside the PMA
- Development within Soufriere contributing to the Soufriere Town Action Plan
- Redevelopment and replacement buildings of a scale and character to the existing context.

Policy Area 7: Wider rural area outside the PMA boundary

- Built development and infrastructure for local residents and tourism activities largely adjacent to existing villages on the lower slopes, in scale with existing villages, and in new locations subject to environmental impact assessment as outlined above.
- Protection of 'Green Walls' from further encroachment.

4.20 The next section of this report identifies the policies for the IDP in more detail. The policies cover the seven character areas, particularly with regard to:

- The need to establish policies that protect the World Heritage status;
- The principles of sustainability
- Policies that balance environmental protection with limited economic growth;
- Establishing a role for Soufriere and allowing it to develop that role;
- Providing guidance for development control decisions;
- The wider reference area with regard to roles, linkages and opportunities

Section 5 is then followed by a description of the main components of an Action Plan for the town of Soufriere (Section 6).

5 Integrated Development Plan Policies

- 5.1 The evaluation of the various scenarios has shown that the restrained approach would significantly adversely affect the local economic benefits of the World Heritage status and would not allow evolutionary growth as communities develop and improve – affecting improvements in the quality of life of local residents. On the other hand a permissive approach would seriously threaten the World Heritage status inscription. There would also be a risk to the environmental sustainability in terms of the landscape and biodiversity and development would be investor driven rather than benefiting local communities.
- 5.2 It has been shown that a balanced approach is the preferred way forward – one that reflects the protection of the PMA as a World Heritage Site and allows a modest level of development in order to provide economic benefits and improvements to the quality of life of local residents and supports local businesses.
- 5.3 In order to guide the formulation of policies for the study area it is necessary to have a Vision for the area that takes account of its environmental quality, the need for economic growth and most importantly the needs of the local communities.
- 5.4 Our proposed Vision for the Soufriere Integrated Development Plan is for:

‘An area which is developed in a sustainable manner giving employment opportunities for all, provides appropriate housing and social development, which protects the World Heritage status and enhances heritage and the urban and rural environments, which attracts both local and overseas visitors and which is a source of pride for the island of St Lucia as a whole’.

- 5.5 The study area is very diverse covering a World Heritage site, an exceptional marine area, an urban area, small rural communities, small areas of agricultural land and large areas of inaccessible land. There can not be one set of land use/development policies that cover the whole area. Seven character areas have been identified for the Soufriere Region, which includes the PMA and these seven areas need to be reflected in the Integrated Development Plan.

- | | | |
|---------------|---|---|
| Policy Area 1 | - | Gros Piton, Petit Piton and connecting Ridge |
| Policy Area 2 | - | Sulphur Springs |
| Policy Area 3 | - | Coastal Area (Jalousie and Beausejour) |
| Policy Area 4 | - | Remainder of PMA |
| Policy Area 5 | - | Marine Area (covered by the Soufriere Marine Management Plan) |
| Policy Area 6 | - | The town of Soufriere |

Policy Area 7 - Wider rural area outside the PMA boundary

- 5.6 The following section of this report sets out a series of development and conservation policies based either on areas or topics, and includes the underlying justification of each policy.

Sustainability

- 5.7 The goal of sustainability is such an important element in any Plan that we have identified a broad ‘umbrella’ policy which overarches all the other policies. The sustainability policy helps translate the Vision into a statement of intent.
- 5.8 The ‘*goal of sustainability*’ requires that all physical and community development adds to the wealth of the region in ways which do not significantly diminish the resources of the area, give particular consideration to water and waste, are as far as practical renewable and which limit any carbon impact. In essence ensuring that development that takes place provides for the needs of the present without compromising the ability of future generations to meet their needs.
- 5.9 Creating sustainable places requires actions to regenerate economic, social and environmental conditions in areas of greatest need and opportunity. Any area has to have a clear idea of where it is now, to know where it is going and how it intends to get there. The Vision, the sustainability goal and the policies in the remainder of this section are all seeking to address the above statement.
- 5.10 Sustainable development is about devising solutions which meet a wide range of economic, social and environmental objectives. Ways must be sought to meet each of the objectives in a way that causes the minimum harm to the other objectives.
- 5.11 This is very challenging in the study area – the World Heritage status places a high emphasis on environmental sustainable policies, while high levels of unemployment, especially in the younger workforce places a high emphasis on economic sustainability and current housing conditions and service provision places a strong emphasis on social sustainability.
- 5.12 The main sustainability objectives taken into account in developing the policies of the IDP are:

Environmental

- protecting and enhancing the quality of the landscape;
- conserving and enhancing biodiversity;
- protecting and enhancing the historic features and cultural significance of the area;

- encouraging water resource and waste management;
- protecting and enhancing the marine environment.

Economic

- provide employment opportunities for all;
- increase the attractiveness of the area to investors;
- strengthen the local economy by improved linkages and 'spin off' from the areas prime attributes;
- diversification of the economy;
- create local wealth that strengthens the local economy.

Social

- provide good quality, safe and affordable housing;
- promote community cohesion;
- contribute to the health, education, safety and well being of local communities;
- provide for appropriate services to be delivered;
- address the issue of perception and reality of increasing crime;
- maximise the opportunities of the young to feel part of their communities.

The IDP process is only one element of achieving the above sustainability objectives. There needs to be strong partnership working between the Government, NGO's, the private sector, voluntary sector and local communities.

Policies

- 5.13 Policies 1 to 7 are the principal policies with regard to development in the seven character areas identified in paragraph 5.5 and illustrated on [Figure 4.1](#). Policies 8 to 15 are applicable to all the Soufriere Region, and policies S1 to S10 in Section 6 relate specifically to the town of Soufriere.

Policy Area 1: Gros Piton, Petit Piton and Ridge

- 5.14 This highly important area, previously broadly the area entitled TCA Zone 1 – The Pitons, requires the strictest form of environmental conservation. The Pitons remain the physical signature of St Lucia, are greatly cherished by the nation, and form the basis of the World Heritage Status designation. As such they need the highest form of protection from built development.
- 5.15 The protection of the visual character of the zone, as seen from land and sea (including views down from the Pitons and ridges) is of the highest importance, as is the maintenance of vegetation cover and protection of the geological landscape.
- 5.16 The two Pitons are virtually untouched by development apart from hiking trails. The ridge linking the Pitons is also largely undeveloped, but is crossed by several minor roads linking the Anse des Pitons inland to the coast road. There is some minor built development on these roads. Because of the intrinsic value of this volcanic landscape and its largely pristine state, it should remain undisturbed by built development. There is great potential to extend the foot trail network in this area. For example up to and along the ridge offering visitors an unparalleled experience of viewing the Pitons.
- 5.17 The main changes from the original zoning are: a new eastern boundary that reflects the skyline boundary. On the slopes below the skyline ridge all the land above 650 feet right up to and including the ridge line should be included in Policy Area 1. This is very important from a visual perspective. An amended boundary at the northern end adjacent to the coast where the boundary has been redrawn to exclude the existing development at Malgretoute. There is a scatter of development here, some of it unauthorised, below the ‘hospital site’ and this area should be excluded from Policy Area 1

Policy 1 – Gros Piton, Petit Piton and Ridge

Policy Area 1 should be protected absolutely from built development and infrastructure. The only permissible development would be for enhancing foot access, minor signage and interpretation.

Policy Area 2: Sulphur Springs

- 5.18 This equally important area, previously the area entitled TCA Zone 2 – Sulphur Springs, also requires the strictest form of environmental conservation. The Sulphur Springs forms the core area of the caldera and is a highly accessible destination for the visitor. The enjoyment of the active volcanic landscape is supplemented with an interpretation centre and other built visitor services, minor roads and parking.
- 5.19 Apart from the existing developments which facilitate the enjoyment of this part of the World Heritage Site, the enclosed landscape is largely untouched. Because of the intrinsic value of this dynamic piece of volcanic landscape and its educational value it should continue to remain accessible, but undisturbed by built development.
- 5.20 There would be some merit in considering the flow pattern of visitors, so that the interpretation centre is visited before the actual sulphur springs. At present most visitors visit the sulphur springs and do not make a second stop at the interpretation centre, thus not gaining an understanding of the wider geological, geophysical features of the attraction.
- 5.21 The proposed boundaries of Policy Area 2 are very similar to the original Terrestrial Conservation Area, Zone 2. The only changes are: a redrawn western boundary – this would exclude land parcel 98 which is in private ownership. It was originally thought to be Crown Land. This new boundary would allow the appropriate ecological driven plan for the Rabot Estate to be achieved without any harm to the volcano experience; it is also recommended that the southern boundary in part follows the new road thus removing a limited number of existing dwellings and a small development site (where the foundations have been built) from Policy Area 2. The areas excluded from Policy Area 2 would fall into Policy Area 4.

Policy 2 – Sulphur Springs

Policy Area 2 should be protected absolutely from built development and infrastructure. The only permissible development would be for enhancing foot access, minor signage, interpretation and essential visitor works.

Policy Area 3: Coastal Area (Jalousie and Beausejour)

- 5.22 The coastal slopes between the two Pitons and below the ridge form an attractive, part wooded, part built landscape falling to the beach and the Anse des Pitons. This environment is largely given over to tourism and leisure and is a sought after destination which enjoys international recognition.
- 5.23 The quality of this environment and the visual setting it gives the Pitons depends largely on the dominance of vegetation over built development. There is a considerable amount of built development here, largely one storey and low density in its distribution. However, because of the rich tree canopy the buildings are not, for the most part, intrusive or diminish the

enjoyment of the wider, spectacular landscape. Key views of the area are obtained from land and sea, and night-time light pollution is an important issue. The contribution to the setting of the Pitons includes views up from the beach, down from the ridge line and also from the summits of the Gros and Petit Pitons.

- 5.24 The combination of the Pitons, beach, sea and existing leisure development means that the area is under great pressure for further building. This is a challenging issue and requires the most careful consideration if the wider environment is not to be adversely affected, and if the World Heritage Site status is not to be jeopardised.
- 5.25 Putting to one side the economic benefits which might accrue from further development in terms of jobs and services the issue needs to be assessed, primarily, in visual and other environmental terms.
- 5.26 The broad success of the visually absorbing existing development has been due to the relatively low density of development, its siting on the lower slopes, and the degree and height of the tree cover. If these same principles could be pursued in the future there is an argument to permit further development. A close inspection of the area suggests that no development above the 650 foot contour should be permitted. It is also imperative to keep buildings well below typical tree heights, normally single storey with a two storey maximum, and that the development is of such a low density that a minimum of 80% of tree cover by area should be retained, including all access roads.

Policy 3 – Coastal Area (Jalousie and Beausejour)

Policy Area 3 should be, for the greater part, protected from further development and infrastructure. The only permitted development should be for tourism, leisure, resort related residential use and for essential navigation and infrastructure. All development should be confined below the 650 foot contour and above the Queen’s Chain or in line with Policy 9 – Coastal Development Set Back. In all new developments some 80% of the gross area should be reserved for the protection of existing trees and the planting of new vegetation. Buildings shall be no higher than two storeys.

Policy Area 4: Remainder of PMA

- 5.27 The residual area of the PMA includes coastal slopes in the north, steep wooded hills, valleys and farmland to the east and south, and is intermittently populated with plantations and small villages. The area embraces Malgretoute, Coubaril, Sapphire, Rabot, Fond Doux, Chateaux Belair and Union Vale.
- 5.28 This is a rich and complex landscape. It provides the immediate setting to the Pitons and Sulphur Springs and is an essential gap between Soufriere and the Petit Piton. It also embraces great natural and geological interest and has an exceptional historic, cultural and archaeological past. It is

essential to regard this area as a **vital** and **integral** part of the World Heritage Site and not just a part of the context.

- 5.29 It is important therefore that it is protected from all but essential developments and developments for local residential, community and agricultural needs or for minor leisure and tourism initiatives of a sustainable nature.
- 5.30 While Policy Area 4 should be protected from further major development it must be appreciated that it includes a number of settlements, is in part a working environment and there are local needs that would assist the economy of the area and improve the quality of life of local residents. This agreement is supported in the National Housing Policy document (August 2007) which states that in order that residents do not have to travel relatively long distances to access services such as day care, transportation, shopping and financial services that *'...residents are provided with a full set of community facilities, (this) is paramount in the development and sustainability of neighbourhoods'*. Certain local development, including employment could also help to address the drift from rural areas to urban areas.
- 5.31 Policy Area 4 is not appropriate for large scale development or villa development. Housing for local people, small scale workshops, craft industries, ancillary trades to agricultural or sustainable eco-friendly tourism initiatives would be appropriate.
- 5.32 Any further developments in Policy Area 4 should not be widely dispersed, but contained within or adjacent to existing settlements, and that individual buildings are broadly in scale with existing properties and maintain the vernacular character and layout of traditional village homes.

Policy 4 – Remainder of PMA

Policy Area 4 should for the greater part, be protected from further development and infrastructure. The only permissible development should be for essential infrastructure, for local residential, community and agricultural needs, for the processing of local agricultural produce and for limited tourism and leisure purposes. Community and local residential developments should be located within or adjacent to existing settlements and maintain the scale and vernacular qualities of traditional settlements. Villa development should be avoided and residential buildings should be limited to a maximum footprint of 1800 sq feet. Tourism and leisure developments should be modest in scale, sustainable and be confined to existing settlements and plantations.

Policy Area 5: Marine Zone

- 5.33 The marine zone of the PMA resides within the Soufriere Marine Management Area. (SMMA) and is a fundamental natural asset of the PMA that requires protection from further development and infrastructure. It is recognised internationally as a zone of considerable conservation interest.

- 5.34 Any permissible development associated with the existing clearly and carefully identified ‘use’ areas within the SMMA, must be reflected in the PMA Policy Area 5, and strictly adhered to. It should be noted that there are existing developments at Malgretoute which are at variance with the need for a coastal setback, in addition to the fact that they lie within the existing Zone 1 of the PMA conventionally termed the ‘no-build zone’. There needs to be a stronger enforcement policy to ensure that similar developments do not occur.

Policy 5 – Marine Zone

Policy Area 5 should be protected absolutely from built development and infrastructure in the marine and coastal zone. The only permissible development would be for enhancing navigation, safety, marine research, buoyage and minor signage and interpretation.

Policy Area 6: Soufriere Town

- 5.35 Soufriere and environs is the ‘gateway to the Pitons’, the service and economic base for the quarter and the most important town between Castries and Vieux Fort. It is important that Soufriere consolidates these roles for its long term health and prosperity. Urban areas are complex with a wide range of potential activities and issues interrelated and requiring a range of policies for their solution.
- 5.36 The historic importance of Soufriere as a planned settlement, with a built (and buried) heritage must be recognised as an aspect of its character to be conserved in the process of change and growth.
- 5.37 The key policies needed to support these aims must be based on urban regeneration, economic development, environmental enhancement and community strengthening. Tourism development and making Soufriere a visitor friendly destination will be key to achieving the overall policy for the town. Policy 6 provides an overarching policy for the town of Soufriere with further policies in Section 6 Soufriere Town Action Plan.

Policy 6 – Soufriere Town

The overarching policy for Soufriere, Policy Area 6, is to support the urban regeneration of the town to enable it to achieve the economic, environmental and social goals appropriate to its important roles on the south west coast and as a Gateway to the Pitons. This will be in the context of conserving key aspects of the historic character and built environment hand in hand with growth and change. This should be done through direct government action, the encouragement of the private sector and in assisting voluntary community action.

Policy Area: 7 Wider Rural Area

- 5.38 The wider rural area outside the PMA includes Ravine Claire, St Phillip, Fond St Jaques, Belle Plaine, Raveneau, Bois d'Inde and Delcer. Historically, these have been farming villages but are now dormitory settlements looking to Soufriere and Choiseul for employment. They add to the character of the local landscape setting, largely, below the 'green wall/buffer' of the broad caldera. For the most part, they do not compromise the scenic quality of this wider landscape which is the crucial setting to the World Heritage Site.
- 5.39 Clearly there will be a continued demand for development in this area as both the town of Soufriere and the steep interior to the east are highly constrained. The issue is how much, and where, should development, in particular housing, take place. Again the corollary of conservation in the World Heritage Site means development outside is a fair and critical consideration. The preference should be for development to take place within or adjacent to existing settlements and for a control over scale.
- 5.40 The preservation of the 'green walls' from further development is a key issue in treating the area as a potential 'buffer zone' for the World Heritage Site, while the valley floor settlements are less significant in this respect.

Policy 7 – Wider Rural Area

In Policy Area 7, which is the visual setting of the World Heritage Site, development should be limited to modest village growth for community, residential, employment and tourism use. This should be within or adjacent to existing settlements, with the steeper, more visible slopes protected from development. Building should be limited to two storeys and footprints should not exceed 2000sq feet.

Policy 8: Coastal and Marine Resources

- 5.41 The coastal area is one of the key tourist assets in St. Lucia and is a focal point for recreational activity and conservation. The main human activities include tourism and recreation, including diving, snorkelling and swimming. Key issues for this area include sewage management and addressing the accumulation of sediments in the marine environment. The PMA coastal zone has elevated bacteria concentration with yachts a source of pollution through sewage discharge
- 5.42 Tourism and integrated planning in the area requires an integrated watershed and coastal management approach (with particular emphasis on water resources and wastewater management). Ambient environmental monitoring programmes relating to water resource and wastewater management and coastal welfare are available (SMMA) and should be utilised for EIA planning wherever relevant. Development of cost-effective and appropriate reception, storage and treatment strategies for domestic wastewater are also required.

- 5.43 This is a very important tourism area outside of the capital, as well as a local recreational area. The main concerns include pollution by suspended solids (including sewage) and solid wastes. There is a high turbidity of river water due to poor watershed land-practices, especially during and after heavy rainfall events, which is leading to sediment transportation issues within the Bay, and settlement over coral reefs.
- 5.44 The area has notable coastal area management and biodiversity value, with significant sustainable tourism importance. There is a requirement to build on the existing ambient environmental monitoring programmes relating to water resource and wastewater management and coastal welfare, so as to better understand and manage the land and marine-based sources of pollution in the area.

Policy 8 – Coastal and Marine Resources

The health of the coastal and marine environment is of the greatest importance for biodiversity, public health and the enjoyment of the area. It is essential therefore that all risks of pollution and sediment accumulation are minimised through environmental monitoring, watershed and coastal management and wastewater management, and that developments are subject to an EIA.

Policy 9: Coastal Development Set Back

- 5.45 Given new climate change developments over the last 5 years it is strongly recommended that set back guidelines be developed at the earliest opportunity.

A setback of 15m from volcanic or limestone cliff edges has been recommended as adequate for the economic life of a coastal development project (30 years) (UNESCO CSI Report No. 4, 1997 – Guidelines for construction setbacks in the Eastern Caribbean Islands). Given new climate change developments over the last 5 years it is strongly recommended that these set back guidelines be re-evaluated at the earliest opportunity, and that as an interim ‘safety’ measure, an increase of 10m be applied to all guidance set backs.

A setback of 30m from low (normally limestone) rocky shores has been recommended as adequate for the economic life of a coastal development project (30 years) (UNESCO CSI Report No. 4, 1997 – Guidelines for construction setbacks in the Eastern Caribbean Islands). Given new climate change developments over the last 5 years it is strongly recommended that these set back guidelines be re-evaluated at the earliest opportunity, and that as an interim ‘safety’ measure, an increase of 10m be applied to all guidance set backs.

Policy 9 - Coastal Development Set Back

For a range of reasons including climate change, beach management, access, and the conservation of biodiversity, the existing set back guidelines should be re-evaluated and as an interim measure the set back should be increased by 10m over that recommended in the 1997 UNESCO report (CSI Report No. 4).

Policy 10: Beach Access

- 5.46 In addition to the consideration of coastal development set back it is necessary to consider beach access and management. The beach plays an important role in the recreational activities of local residents as well as tourists. It is important that, wherever possible, public access is maintained – not just access to the beach, but access along the beach and the beach areas themselves. There are examples of where beach developments (hotels) have treated beach areas as an extension to their property. While access along the beach may be a legal right, the design of boundaries, laying out of facilities and security positions make it very intimidating and actively discourage use by local people. It is important that some beach areas remain public access areas.

Policy 10 - Beach Access

Beach areas are special areas for tourists and local residents alike and there will be a strong presumption in favour of protecting public access to and enjoyment of beach areas.

Policy 11: Environmental Impact Assessment

- 5.47 An Environmental Impact Assessment provides a proper assessment of the environmental effects of a proposed development and helps ensure that any impacts can be avoided, or mitigated. Environmental Impact Assessments (EIAs) are part of the development control framework. The aim is to ensure a consistent and detailed examination of the potential impacts on the environment of certain development proposals before their implementation. There are a number of benefits of EIAs;
- They enable the Physical Planning Department to make more informed decisions with regard to development in the Soufriere Region;
 - By addressing the implications of a project proposal, the Planning Department will be able to make more considered judgements about major development;
 - Public concerns can be aired at an early stage in the proceedings; and
 - Developers have the opportunity to amend and develop proposals in the light of the investigations, thereby preventing expensive retrospective changes late in a project.

- 5.48 While there are clear guidelines as to which developments require environmental impact assessments there is a need, because of the environmental significance of the PMA to expand the normal contents of an EIA. It is recommended that for development that requires an EIA in Policy Areas 3 to 7 (Policy Areas 1 and 2 are no build zones) that the following are included:
- a water resource plan;
 - a solid and liquid waste management plan;
 - a disaster risk management mitigation plan; and, where appropriate
 - an integrated coastal and watershed management plan.
- 5.49 The EIA should also take into account consideration of the multi lateral environmental agreements to which St Lucia is a signatory. It will also take into account climate change adaptation principles including mitigation and action plans.

Policy 11 – Environmental Impact Assessments

Proposed developments in Policy Areas 3 – 7 that require an EIA should also consider water resources, solid and liquid waste management, disaster risk management and where appropriate an integrated coastal and watershed management plan.

Policy 12: Designing Out Crime

- 5.50 There is growing concern with regard to rising crime levels – and the perception of vulnerability to crime is in many respects just as important as actual crime. The planning system can be instrumental in creating safe and secure environments that help to discourage anti-social behaviour. The layout of new housing developments, the arrangements for seating areas and open space in towns and villages and the number and positions of entrances and exits to developments, can improve the security of an area and improve the public's perception of safety. However, a balance must always be achieved between the need for security and other environmental, visual and amenity concerns particularly where proposals may affect heritage buildings or environmental designations. In all new developments evidence of good design practice aimed at reducing the incidence or fear of crime should be apparent. Good practice may include;
- the layout of the new development to maximise natural surveillance;
 - clear definition of public and private spaces and the links between;
 - the avoidance or elimination of blind corners, alley ways and hiding places;
 - lighting and/or security CCTV in potential high risk areas, such as car parks; and
 - landscaping to enhance perimeter security.

Developments which do not have due regard to personal safety and the security of property will not normally be permitted.

Policy 12 – Designing Out Crime

Proposed development will be expected to demonstrate best practice with regard to designing out crime.

Policy 13: Design Standards

5.51 While environment and visual impact will be major considerations for development in the Soufriere Region, especially in the PMA – so will design. The St Lucia Government recognises the importance of high quality design given its significance with regard to international reputation, the fact that its tourism economy is in competition with many other locations and the benefit good design brings to local residents. There are examples in Soufriere, of key sites, where the design quality of relatively recent buildings has been poor.

5.52 The design of a building or space needs to be considered from the outset of the design process – the aim must be to improve the quality of design in planning applications. Distinctive local character is important, but good design need not necessarily replicate local traditions. Good design should respect, reinterpret and be in harmony with the local context and location. In the preparation of a planning application for any development in Policy Areas 3 – 7 the following matters should be taken into account:

- the scale, massing, orientation, siting and density of the development, and inward and outward views;
- the relationship to existing buildings, settlement form and character, topography, landscape features and the wider landscape setting;
- the degree to which design details, colours, materials and finishes reflect or complement the style and traditions of local buildings;
- the use and maintenance of landscape to enhance new development and the degree to which this makes use of local features and an appropriate mix of materials and plant species suited to both the landscape and wildlife interests of the locality; and
- the incorporation of existing site features into the development such as boundary walls and trees.

With regard to colour for buildings, strong vibrant primary colours should be avoided, roofs should be neutral, grey or green – again vibrant colours, such as bright blue should be avoided.

5.53 It is proposed that for developments where it is considered that the site or scale warrants special circumstances that a design statement should be prepared to accompany the planning application. A design statement would be required for any development in Policy Areas 2, 3 and 4 or where the Chief Physical Planner considers it would assist the planning decision process.

- 5.54 The design statement should provide justification for the design and the likely impacts on the natural and built environment. The design statement is intended to be as much as a facilitating mechanism to promote good design quality as it is a controlling mechanism. The design statement should cover all aspects of design and not simply the appearance of a building, structure or space. In the wider interest of sustainability the application should have regard to the construction materials and the energy inputs/requirements of the development.

Policy 13 – Design Standards

For developments within Policy Areas 2, 3 and 4 or where deemed appropriate by the Chief Physical Planner, a design statement will be required to accompany any planning application.

Policy 14: Water Supply and Pollution

- 5.55 Any new development in Soufriere must give special consideration to the provision of safe drinking water, as demand is currently outstripping supply. A sewerage/grey water infrastructure and sewage treatment strategy and action plan for Soufriere is urgently required, together with rapid execution of the plan. Improved storm water drainage infrastructure is required in Soufriere and surrounds, to minimise sediment laden discharge to the marine environment and subsequent potential smothering of coral reefs. Improved solid waste management infrastructure is urgently required in Soufriere (more bins and street/public realm cleaners required).
- 5.56 Night soil dumping to the marine environment in the Baron Drive area of Soufriere should cease immediately, with alternative disposal facilities (tankers) provided by WASCO on a daily basis. Given the sensitivity of Soufriere location to both the SMMA and the PMA, all new development should be subject to rigorous EIA procedures as part of the planning process.
- 5.57 Given the international exemplar status of the SMMA, and the World Heritage Status of the PMA, consideration should be given to preparing and implementing a Special Integrated Coastal Zone Management Plan for the SMMA/PMA which effectively ensures the integrated management of watersheds and coastal areas (land based sources of pollution and their management is a critical issue for the SMMA and the PMA marine zones). This plan should include an adaptation to climate change (sea level rise and increased storminess) component to ensure that Soufriere is adequately protected from storm surges and extreme hurricane wave attack.
- 5.58 The SMMA has been very successful in securing funding for ongoing research and management planning studies and actions. PMA, SMMA and SRDF should specifically consider a combined approach to secure funding streams that assist with SMMA/PMA ICZM studies and implementation.

Policy 14: Water Supply and Pollution

Urgent consideration needs to be given to improvements in water supply, sewage treatment, storm water drainage and pollution in order that the highest environmental standards are met.

Policy 15 : Protection of Agricultural Land

- 5.59 The majority of the land in the study area is graded as Class VIII, VII and VI that is steeply sloping soils with severe limitations that make them unsuited for cultivation and restrict their use largely to woodland and wildlife.
- 5.60 However, there are areas of fertile agricultural land that is classed as III and IV mainly along the bottom of river valleys. The soils in these classes are suitable for cultivation but with limitations that restrict the choice of plants and/or require special conservation practices (Class III) or careful management (Class IV). It is important that these areas are protected from built development – being flat areas with relatively good access they often come under considerable pressure for new housing areas.
- 5.61 In order to maximise the availability of local grown foods for the local population and the tourist market not only should agricultural land be protected from development but working practices with regard to land management, irrigation, soil enhancement, diversification of product must all be encouraged. The agricultural industry has been declining and there is significant agricultural unemployment which has led to the rural-urban drift. An initiative has been established by Hotel Chocolat to increase the production of cocoa. St Lucia is one of the eight countries recognised by the International Cocoa Agreement 1993 as a producer of fine or flavour cocoa. This initiative should be supported with further appropriate and suitable land developed for cocoa production.

Policy 15: Protection of Agricultural Land

There will be a presumption against the loss of any Class III and Class IV agricultural land for non-agricultural development. Proposals that improve the productivity of land, enable diversification of agricultural produce or support the cocoa initiative will normally be supported.

Policy 16: Housing Land

- 5.62 Housing is one of the most important issues for local people. The ‘home’ is central to life, producing the fundamental human need for shelter, in addition to meeting human desires of comfort, security, privacy, independence and personal identity. There is a strong tradition in St Lucia of owning your own house, plus the Government of St Lucia remains ‘...committed to the need for improved provision of adequate and affordable housing for its people’. (St Lucia National Housing Policy August 2007).

5.63 The recent Housing Policy document has detailed a number of characteristics related to housing – most of which are relevant to the study area.

- The demand for houses (increasing number of households) is growing;
- The average household size is declining (St Lucia average 4.0 persons in 1991 – 3.2 in 2001 Soufriere Region 3.6 persons / household in 2001);
- While housing quality is improving there are disparities particularly in some rural district;
- There is a significant housing demand that is not satisfied;
- Illegal/squatter settlements remain prevalent; and
- The cost of land and house construction is increasing faster than incomes.

It is estimated that over the next ten years about 2100 new housing units will be required per annum. Probably in the order of 10-15% of this total will be required in the Soufriere area.

5.64 In order to meet the housing requirement it is likely that consideration will have to be given to increasing housing densities and increasing the range and type of housing built – multi-family, apartments, elderly persons accommodation, town houses. In essence the land available for housing will need to be more intensively used.

5.65 All new housing developments will be expected to consider:

- | | |
|--------------------------------------|--|
| • Site density | • Designing out crime |
| • Privacy, daylight, noise | • Landscaping |
| • Car parking and access | • Pedestrian movements to local facilities |
| • Amenity space (public and private) | • Utility and water storage |

5.66 Within the scope of this study, it is not practical to identify individual housing sites, but the policy statements have identified guidance as to the preferred locations, where housing developments should be considered.

- Policy Areas 1 and 2 are not appropriate areas for new residential development;
- Policy Area 3 is not an appropriate area for new local housing, development is limited with strict criteria to tourism / villa development;
- Policy Areas 4 and 7 would be appropriate for new housing (individual sites and small estates) subject to the size and scale of the development

being appropriate and the development is either within or adjacent to an existing settlement. Sporadic residential development in remote rural areas should be avoided;

- Policy Area 6 – Soufriere as the main service town should play a major role in providing additional housing land. The land could be brownfield sites (previously used land), redevelopment of outworn housing areas, infill sites, or new sites on the edge of the town in the valley area.

Policy 16: Housing Land

The policies for Policy Areas 1 – 7 need to be considered in identifying appropriate areas for new housing. Housing proposals in line with the Policy Areas polices will normally be permitted subject to:

- no unreasonable impact on neighbouring property by reason of noise, privacy, right of daylight or other amenity consideration;
- a safe means of access is available;
- the scale, form, massing density and designs being appropriate;
- the provision of satisfactory drainage (surface and foul) and other service infrastructure.

Policy 17: Local Employment

5.67

In order to improve the quality of life for local residents there is need for a level of economic growth that offers local job opportunities. This would also help to reduce the drift from rural to urban areas especially the movement to the capital and north west quadrant. The Island economy or study area is not appropriate for large industrial sites, but small scale workshops, craft industries and ‘start up’ units would be appropriate and could be located in Soufriere or the smaller rural communities. Soufriere has already been identified as a suitable location for investment in an ICT Centre (Ruby Estate).

Policy 17: Local Employment

Proposals that offer local employment opportunities will normally be permitted subject to:

- the scale being appropriate to the location (ie. small workshops, craft industries, start up units);
- the proposals being related to processing of agricultural produce;
- the proposals will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour pollution, visual intrusion or other amenity consideration.

Policy 18: Community Involvement

- 5.68 The balanced development of the Soufriere region impacts directly upon the lives and livelihoods of the whole community and the affects aims and aspirations of stakeholders on the Island as a whole. The work and actions of a range of agencies including local government, the Soufriere Foundation, the Soufriere Marine Management Area organisation and the PMA Steering Committee all reflect the significance of community involvement.
- 5.69 It is essential, for the success of the IDP to maintain community involvement and it should be an integral part of the plan's policies to achieve this.

Policy 18: Community Involvement

The communal ownership of the IDP is an essential goal if the plan is to achieve success. It is imperative, therefore, that the key stakeholders and community representatives continue to be involved in decision making and in the dissemination of information to the community at large.

Policy 19: Tourism Experience and Heritage

- 5.70 The built and buried heritage of Soufriere and its region is an essential aspect of national and regional identity and has potential for further tourism interest. The Pitons areas has attracted settlement from earliest times, and left abundant evidence of human habitation in all periods.
- 5.71 The built heritage, especially the timber buildings in the vernacular tradition is a key aspect of the Caribbean cultural resource, and is also especially fragile. Conservation must be based on an understanding of the significance of what survives, and how buildings can continue to be used.
- 5.72 The archaeological heritage has many aspects ranging across pre-colonial and colonial eras, and again is key aspect of the Caribbean cultural resource. Protection must be given to buried sites, with proper inspection and exploration prior to development. Portable antiquities must be protected from removal overseas. Presentation of archaeology and built heritage should form part of the tourist experience alongside the promotion of the natural and geological resources.
- 5.73 Soufriere should positively be developed as a 'gateway to the Pitons', to encourage visitors to explore the town and the wider aspects of the geological landscape and heritage features, besides the obvious visitor attractions. A key to this is proper information and mapping, which is not easily available at present, and could encourage longer stays and greater participation in the local economy. A combined interpretation centre/ tourist office/ craft centre could serve as a focus for visitors.
- 5.74 Self-guided touring of the World Heritage Site and its environs should be encouraged and promoted. Remarkable features of the landscape

(including the extraordinary crater landscape around Belfond) should form part of exploratory tours of the geological landscape that can place the Pitons and Sulphur Springs in a broader context.

- 5.75 It is also essential that new boundary marker stones or timber boards are put in place to identify that the visitor is entering a World Heritage Site. Currently the boundary features are poor, with missing words or non existence. The area has a clear symbol and this needs to be used at key locations and well maintained when provided.

Policy 19 – Tourism Experience and Heritage

The tourism experience with regard to the quality of the environment, landscape, heritage and culture should be developed within a carefully managed and sustainable manner, ensuring that the attributes that makes the place so special are not damaged in any way. Soufriere should be positively developed as one of the ‘Gateways to the Pitons’.

Policy 20: Control of Unauthorised Development

- 5.76 Unauthorised development is any form of development that requires planning permission but which has taken place without any formal approval. Similarly, any development that is not undertaken fully in accordance with the approved drawings or conditions that were attached to any permission also constitutes unauthorised development.
- 5.77 Unauthorised development can lead to a range of unfortunate outcomes, such as loss of buildings and features of architectural or historic importance, development in inappropriate locations, development out of character with its site and context, have an unfair and adverse impact in adjacent land uses and can be seen as setting a precedent for others. It is essential that the appropriate authorities are seen as taking strong enforcement action against those in breach of permission and this is particularly the case, not only within the boundary of the World Heritage site, but in the immediate surrounding area.

Policy 20: Control of Unauthorised Development

Where unauthorised development occurs appropriate enforcement action will be taken. For the avoidance of doubt, any development undertaken without planning approval or not undertaken fully in accordance with any approval granted, constitutes unauthorised development.

6 Soufriere Town Action Plan

- 6.1 The previous section has identified a number of broad policies relating to the Soufriere Region IDP. Detailed below are a number of policies which relate directly to the town of Soufriere.
- 6.2 It is important, in fact essential, that the conservation orientated approach to the key areas of the PMA are balanced by a regeneration approach to the town of Soufriere. Change is necessary in Soufriere in order to make it a worthy 'Gateway to the Pitons', to revitalise its economy and maximise local benefits (economic and social) of having a World Heritage Site on its 'doorstep'.
- 6.3 The proposed action plan for the town of Soufriere will need a range of measures to:
- improve its offer to visitors;
 - improve facilities for its residents;
 - help its business environment to develop;
 - reflect the Government's aspirations for the west central quadrant; and
 - generally to improve the quality of life of its residents.
- 6.4 Section 4 of this report has identified the main issues that the IDP needs to address and many of these are directly relevant to the town of Soufriere. [Figure 6.1](#) presents the main physical issues for the town:
- traffic circulation and parking
 - pedestrian environment
 - poor sense of arrival
 - single lane river bridge
 - waterfront in need of improvement
 - poor, neglected housing areas
 - 'French Quarter' at risk
 - neglected Soufriere river
 - areas of opportunity for housing, tourism.

There are, of course, a number of social and economic issues that need to be addressed and importantly there needs to be local consultation on the proposals before the Action Plan is finalised.

Policies

A series of policy headings have been developed and are presented below. The following paragraphs then provide further details with regard to explanation of the policies, the implications and the implementation. The initial ideas are presented on [Figures 6.2, 6.3 and 6.4](#).

Policy S1 – Urban Expansion / Development

Soufriere is limited in its scope for new development by both the sea and the steep valley slopes. A rigorous search needs to be undertaken to identify potential land for housing, employment and community support services.

Policy S2 – Housing Renewal

The health of the community depends on the quality of shelter and services. Programmes of action need to be put in place in two key areas of poor housing: Palmiste and Baron Drive.

Policy S3 – Traffic Management

A traffic management programme must be put in hand to reorganise traffic in the central streets to permit better and safer flows and to improve parking.

Policy S4 – Pedestrian Environment

The pedestrian environment needs to be improved, particularly in the town centre, along the waterfront and other important linkages.

Policy S5 – Transport Interchange

A new transport interchange should be developed on the Old Trafford site catering for buses, tour coaches and taxis.

Policy S6 – Public Realm

There must be a comprehensive programme of actions aimed at environmental enhancement and renewal including improving the public domain of the central streets and spaces, the river and potential parks, and the whole of the waterfront and beaches.

Policy S7 – Tourism Experience

Soufriere should aim to make the visitors’ experience more welcoming and informative befitting its role as the ‘Gateway to the Pitons’. An information point should be developed as an introduction to the area and to fully explain the areas attributes. There are good opportunities for a museum and interpretation centre in the town, and for the use of the Coconut Factory as a visitor attraction and crafts centre. Better signage and physical links to the Pitons should be established.

Policy S8 - Heritage

The wealth of historic timber buildings is significant in a relatively small town and means need to be identified to help conserve the buildings for both the visitor and the local community. These are a key part of the local heritage of Soufriere. A feasibility study needs to be undertaken to determine the significance of individual buildings, their potential for non-residential use, the problem of maintenance and insurance, the opportunities for finance and grant-aid, and the prospect of partnering with outside agencies.

Policy S9 – Open Space

A range of public open spaces should be identified and protected from formal parks, playing fields to small local children’s play areas.

Policy S10 – Infrastructure

Urgent consideration should be given to improvements to the service infrastructure in Soufriere – water supply, sewage treatment and storm water drainage.

Urban Expansion of Soufriere

- 6.6 As stated in Policy S1 Soufriere is constrained by the sea and steep valley sides. However, as Soufriere prospers there will be pressure for growth – new housing areas, new employment sites, plus space for community support services and open space.
- 6.7 Development is currently taking place along the main valley at Fond Cacao, La Perle and Cresslands. The more easily developed sites have largely been taken, but there could be an opportunity for low/medium residential development in the lower slopes of the Ruby Estate and continued residential development in the area between the river and road serving the inland communities, although any problems relating to potential flooding must be addressed. Another area identified is the eastern part of the

Coconut Factory which is no longer needed by the processing works. (Housing sites are shown in [Figure 6.2](#)).

- 6.8 Two key areas for housing renewal are the densely built slopes at Palmiste in the north and the informal, poor quality waterfront housing at Baron Drive. Both areas are complex being on steep slopes with difficult access, mixed land ownerships, lacking modern safe water supply and drainage, and in varying states of condition from sound to structurally outworn. There are no simple solutions to housing areas like this where local aspirations may be at much variance. However, with full consultation, it should be possible to undertake phased redevelopment funded through public-private partnerships, at Baron Drive this might be achieved by assisted decanting of families to Cresslands and giving tenants title over their plots, enabling them to raise capital for building.
- 6.9 There are pockets of 'squatter housing', for example at the northern end of the waterfront by the fishermans lockers. This should gradually be phased out but it might be possible to provide some initial basic, but improved accommodation, that would eventually have an alternative use ie. small workshop.
- 6.10 The recent development conference (July 2007) on St Lucia identified that an Information/Communications and Telecommunications (ICT) centre is to be established at the Ruby Estate. This could be done in association with the recommendation for housing at Ruby. St Lucia, has generally developed a sound telecommunications infrastructure and the west-central coastline is well endowed in that regard for the establishment of efficient ICT based operations. This should not only be viewed as a complementary service to the Tourism related services and activities that the quadrant could offer, but could be seen as a worthwhile undertaking which could generate significant employment for the young persons from the communities who wish to pursue information technology careers.
- 6.11 It is important that land is identified for small commercial / workshop premises in order to encourage start up firms and create a demand for local employment. There may also be opportunities related to agricultural processing industries. Appropriate training and skills development will need to be part of any regeneration of Soufriere.

Circulation, Public Transport and Parking

- 6.12 The conflicts between local circulation, through traffic and town centre parking will increase without a comprehensive traffic plan being put in place and without which Soufriere will not be able to fulfil its potential and changing role.
- 6.13 Traffic and parking are increasing problems in Soufriere and are likely to increase with more people owning and using cars. The position in Soufriere is particularly difficult because the main west coast road passes through the town, but the northern and southern points are on separate grid roads, which means vehicles have to make two right angled turns at junctions which cause difficulty for larger vehicles, plus on street parking

restricts capacity and the free flow of traffic. The bridge at the northern end of the town is single lane controlled by traffic signals.

- 6.14 There is a need for a comprehensive traffic plan to be put in place in order that Soufriere can fulfil its full potential. If parking is to remain on Bridge Street and Church Street, which seems probable due to difficulties of enforcement and alternative parking areas, then a gyratory or one-way system of circulation should be put in place. An initial concept linking the two main streets, Church Street and Bridge Street, through Sir Darnley Alexander Street and either High Street or Sir Arthur Lewis on one side of the Square is shown in [Figure 6.2](#). The capacity for roadside parking and the ease of navigating junctions would be improved if storm water drainage channels covers are laid along all streets in the town centre. It is appreciated that some of the right turns for large commercial vehicles are difficult. However, through traffic already has to make two right angle turns and by making routes one way and covering, at corners, the drainage channels should ease the problem. It may also be necessary to consider traffic calming measures – raised plateaus, kerb build-outs as one way streets can result in traffic travelling faster. Kerb build-outs at corners can make it easier and safer for pedestrians to cross the road.
- 6.15 At present buses wait on the roads around the Square which limits the scope for improving the pedestrian environment at this focal point in the town. One option would be the relocation of the buses to the Old Trafford site where they would wait off street. The area could also accommodate taxis and tourist buses.
- 6.16 While the existing one way bridge over the River Soufriere works relatively well at present and does regulate the traffic entering the town, there will be a need in the future to provide a second bridge with a footway.
- 6.17 There are several opportunities for strategic footpaths in and around the town including:
- a riverside footpath along the Soufriere river from Bridge Street past the school and playing fields and beyond Fond Cacao, and returning past the Botanical Garden; and
 - a coastal footpath linking north to Anse Chastenet and south to the Pitons

These paths, suitable for walking and cycling, may follow existing roads or tracks, others need construction or reconstruction and, importantly, signing for visitors use.

Visitor's Experience

- 6.18 The visitor to Soufriere could experience a wide range of activities which at present, are not being wholly fulfilled. These include shopping, eating and drinking, strolling, discovering and learning, meeting local people and, significantly, finding out about the local features and places of interest. The potential can be achieved through a range of measures, some of which are

described below, but there is need for an overall strategy for visitors arriving by road and sea. Elements of this could include:

- an introductory information point at the proposed bus and taxi station
- a similar information point at the foot of the jetty
- a comprehensive interpretation centre and museum introducing the visitor to the Pitons and Soufriere as a whole
- improved signage, mapping and guiding

Other opportunities that could enhance both the visitors' experience and the lives of residents include: (see [Figure 6.2 and 6.4](#))

- the enhancement of the public realm
- the enhancement of the waterfront
- local landscaping of areas eg. around the Anglican Church
- the conservation of vernacular buildings
- enhancement of the Soufriere river as a linear park
- possibilities such as the presentation of the coconut factory to the visitor and a possible craft market
- children's play areas
- new 'Comfort Building' at Bombay

6.19 A local craft centre would have a number of benefits including:

- create employment opportunities
- assist the local economy
- develop skills
- assist with people becoming self employed
- develop social skills of dealing with the public
- provide training opportunities with older generation passing on skills to the younger generation
- provide another visitor destination in Soufriere

The range of crafts could range from crochet items to sculpturing wood carvings, straw items, cloth baskets, local jewellery with an emphasis of items being made from local resources.

6.20 Soufriere is unique in its politics, being a former capital under French rule, its natural landscape, its people, its history and its disasters – the fire of 1947. There is currently no central source of information on Soufriere and the town could well support a museum which would be a source of

information for visitors but also for its local population, especially school children. A museum could act as a catalyst for learning, be a document / artefact centre and provide employment opportunities. There are a number of older buildings in the town that would make an ideal location.

Coconuts and Crafts

- 6.21 The Coconut Factory at Palmiste has an interesting story to tell. It is a large site with some interesting buildings, several underused, and includes some vacant land on the eastern side. The idea is to rationalise the use of the site and open it to visitors to see the processing of coconuts and the products made there. It is appreciated that the coconut plant is a working factory and therefore careful consideration will need to be given to health and safety issues and visitors will probably need to be escorted by a guide, who would provide a commentary on the use of 'the coconut' and an explanation of the processes that are taking place in the factory. This would be similar to Fond Doux where the cocoa story is well told.
- 6.22 There is also the potential for using one of the buildings as a craft centre where artists and craftspeople could come together and work collectively. It would be complementary to the 'coconut experience' with visitors coming to see crafts in production and the opportunity to shop. There is also the potential for a coffee shop/tea room with seating inside and outside under shade. The capital costs of establishing both the coconut and crafts ventures could be funded by the sale of land within the site for housing. There is probably space for, say, ten houses or for a larger apartment complex.

Enhancement of Public Realm

- 6.23 The basic urban structure of Soufriere, its streets and spaces is well defined by buildings of an appropriate scale, and is distinctive and attractive, particularly in the French quarter. There are a couple of exceptions to the above, the building mass and elevations of the Downtown Hotel and office building on the corner of Arthur Lewis Street. Both these buildings are out of place and significantly detract from the visual quality of the town. It will be important that if there is any future redevelopment in the town, either individual buildings or blocks that a design statement (see Policy 13) is submitted with the planning application which clearly demonstrates the design principles considered, the proposed developments relationship with the adjacent buildings, street scene, building materials and wider context of Soufriere
- 6.24 The full potential of the public realm is not realised as the spaces between the buildings are generally utilitarian and, in some places, outworn and unsightly. The key aspects need to be addressed in a phased programme of improvements. These include (Figure 6.4).
- repairing the key roads and footways and, as described before, covering the stormwater drains;

- removal of overhead cables and relocation underground;
- wall mounted lighting to create a safe and atmospheric evening environment;
- better seating, street furniture and landscape particularly in the square;
- locally created public art.

Enhancement of the Waterfront

6.25 The relationship between the town centre and the sea is the defining characteristic of Soufriere town historically and environmentally. However, there is a contrast between the fine views of the bay from the shores and the reality of the seafront which falls far short of its potential, particularly as a place where both locals and visitors might congregate to enjoy the views and breezes. A programme for the waterfront could include:

- at the northern entrance to the town from Castries, there is a good opportunity for an entrance feature (by local sculptors, perhaps) and the restoration of the beachside landscape as a welcoming space for the visitor and the creation of a local coastal park;
- the development of the Old Trafford field and rivermouth as an open mixed use area for performances and events, the bus and taxi station, introductory information point, and a cluster of beachside cafés and shops around a group of palm trees;
- the improvement of building façades and the ‘promenade’ public realm along Beach Street and the encouragement of waterfront cafés and bars;
- the enhancement of the area around the foot of the main jetty including the possible relocation of the fuel filling station, the establishment of a ‘welcoming’ introductory information kiosk for those arriving by sea;
- the reorganisation of the small square immediately to the south to allow more eating and drinking outside; and
- the clearance of rubbish close to the beach and improved beach management.

Conservation of Vernacular Buildings

6.26 The streets to the south of the Square and the Church comprise a large number of timber buildings of visual and historic interest and worthy of conservation and enhancement as a key part of the heritage of Soufriere. Many of the buildings are houses and may not meet modern standards of space and condition, it is unlikely that their owners and occupiers have the resources for their maintenance and conservation, and it may be difficult to insure these properties.

6.27 However, it is vital that a strategy is devised to ensure that the greater part of the French Quarter is conserved and that replacement buildings are sympathetic to their context.

The strategy should include:

- identification of the more significant buildings of historic character;
- the reuse of significant or vacant buildings for public use such as government offices or community functions;
- guidelines on appropriate maintenance and repair;
- grants to assist owners to maintain their buildings in an appropriate way;
- raising awareness of the importance of and investigation of this aspect of heritage, with interpretation to add value to the visitor experience;
- initiating the strategy by restoring a vacant or underused and available timber building on the Square as the 'Soufriere and Pitons Visitor Centre'; and
- engaging other non-governmental bodies such as the National Trust in the Strategy.

The Soufriere River

6.28 The river could play a much greater role in the life of Soufriere. If the channel and banks were cleared, cleaned and restored, a continuous footpath constructed and footbridges built. A linear riverside park could be established. This could reach from the rivermouth and northern beach upstream, linking with the playing field, to places where natural swimming pools could be created along the path of the river. A river walk could also link into a route which would return to the town via the Botanical Gardens. Possible footpath routes are shown on [Figure 6.2](#).

Links to the Pitons

6.29 Soufriere must capitalise upon its role as one of the 'Gateways to the Pitons' and be promoted in tourist literature and in its direct presentation to visitors as the 'front door' to another world. The recommended visitor information posts, signage and visitor centre in Soufriere will all help express this role and the links with the Pitons, but it is important to create strong physical links as well. The key links at present are the main road and, to a lesser extent, the sea passage for the water taxis that visit Anse des Pitons and possibly land at the jetty there.

6.30 With the growth of more adventurous tourism the potential for visitors walking or cycling from Soufriere to the Pitons (or even north to Anse Chastenet) is worth addressing. The existing track from Baron Drive to Malgretoute should be signposted as a 'coastal footpath' to Malgretoute

and beyond into the Anse des Pitons and the ravine at L'Ivronge. It should not, however, be upgraded to make it an attractive vehicular route.

Sea Related Opportunities

- 6.31 Soufriere is a popular sailing destination particularly for the 'tour' catamarans from Castries and Rodney Bay. There are two jetties and the SMMA has established clear policies with regard to visiting berths. Boating, both sail and power are increasing in popularity and the Caribbean is an ideal sailing/cruising area. It is important that Soufriere has appropriate and adequate facilities to cope with the likely increase in demand. The first priority should be to increase the facilities for visiting boats, subject to any proposals not being in conflict with the principles and objectives of the SMMA policy area.
- 6.32 There are a number of fishing boats at the southern end of the Bay with local fisherman living in Baron Drive. It is said that the level of active fishing is declining locally but the water taxi business is stable. In any proposals for the regeneration and relocation of residents of Baron Drive there must be close consultation with the local residents.
- 6.33 New lockers for fisherman have been provided towards the northern end of the Bay, but appear to be not fully utilised. The old fish market near the main jetty is not used and the nearby abattoir is in a poor state of repair. Neither of the buildings warrant retention.
- 6.34 There is a proposal for a hotel, villa and a marina development at Coin De L'Anse. While it is accepted that the proposed development could have significant economic and employment benefits both during construction and operation, it would mean the relocation of the residents of Baron Drive and while the current housing position is unsatisfactory it does not enable local people to remain in the area in new houses.
- 6.35 Serious consideration must be given to the fact that the proposed hotel, villas, marina and related infrastructure is adjacent to the Pitons Management Area which is a World Heritage Site. There are also sensitive marine habitats and the area is vulnerable to high wave impacts during storm conditions. However, the development could result in improved water supply and waste treatment as the scale of development would require significant investment which would benefit other areas of the town.
- 6.36 While there is clearly a demand for marina berths and hotel accommodation it is considered on balance that there are alternative locations in St Lucia for the type of development proposed. This is in line with the recent development report (July 2007) that identified the South West Quadrant for significant tourism development, followed by the North East Quadrant.
- 6.37 With regard to cruise liner facilities, while there would be benefits to the town of Soufriere if there were cruise liner berths (for small to medium size liners), if it is considered that the wider island policy of developing cruise liner facilities in Castries and Vieux Fort must be the priority and that

Soufriere should concentrate on facilities for visiting private and tour operator craft.

Development Land

- 6.38 It will be important that appropriate land is identified for future development in order that Soufriere can expand its service role for both local residents, the wider catchment area and tourists. Areas of land have been identified for housing development, land for employment and land for a possible new cemetery site. It will be important to consider higher densities and types of units for the residential land and the industrial land must include provision for small scale start up units and workshop premises.
- 6.39 The above paragraphs have identified a number of opportunities for Soufriere. These needs to be discussed by stakeholders, interested parties and the local community. Only by achieving a partnership between all sectors will change take place.

Land Policy

- 6.40 The Government of St Lucia has developed a National Land Policy (Final Draft of White Paper, May 2007) which recognises that land is a finite resource and the importance of integrated planning. A number of the elements in the White Paper have been considered in this report namely:
- the importance of protecting agricultural land from development;
 - introduction of integrated approaches to development planning and land management;
 - increase residential densities in urban and peri-urban areas;
 - enhance the overall quality of the landscape and seascape;
 - diversify the tourism product;
 - promote industrial and commercial development in appropriate areas;
 - develop and protect public recreation areas and public access to beaches;
 - conserve important ecosystems and wildlife habitats;
 - improve the quality of the environment in urban areas;
 - promote integrated water resources and watershed management.

The Land Policy has clearly identified a number of key issues, emphasised the need for best practice and compliance with a developing regulatory framework in order to improve the position of all residents in St Lucia and visitors to the Island.

Appendix A

Consultations

Appendix A

Consultations

Consultations are an important element of the preparation of an Integrated Development Plan. Particularly, in regard to the proposed study as there is a perception that consultation on the initial proposal (application for World Heritage Status) was not as wide as it could have been. While documentation tends to demonstrate that there had been wide consultations, it was important that this study ensures meaningful consultations with as wide a range of departments, organisations and people as possible.

Consultations are required to elicit information, to discuss emerging ideas and to test proposals. Our consultations listed below have concentrated on identifying issues, background material and any proposals (development or policy) that could influence the preparation of the IDP.

- Mrs St Hill - Tourism Department
- Donald Anthony - Forestry Department
- Darnley Le Bourne - Friends of the Pitons
- Pascal Mahve - M Group
- Paula Turmel-John - National Commission for UNESCO
- Jim King - WASCO
- Henix Joseph - PMA Manager
- Darnell Bobb - CEO Soufriere Regional Development Foundation
- Errol Antoine - Environmental Health, Soufriere
- Leton Lamontagne - Fond Doux Estate
- Eustace Augustine - General Manager Ladera Resorts
- Avery Trim - Physical Planning Department (Building Officer)
- Jim King - WASCO
- Lord Glenconner (Colin Tennant) - Beau Estate
- Clive Hippolyte - Basic Needs Trust Fund
- Kai Wulf - Soufriere Marine Management Officer
- Sarah McIntosh - Caribbean Natural Resource Institute (CNRI)
- Jimmy Haynes - Gros Pitons Nature Trails
- Phillip Buckley - Hotel Chocolat

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- Bishnu Tulsie - St Lucia National Trust
- Renee Williams - SLGO Legal Department
- Marco and Jessica Mignucci - Land Owners
- Portia St Catherine - Crown Lands
- Julian King - Crown Lands
- Dominic Alexander - Sulphur Spring Park
- Harold Dalson - Soufriere MP

In addition to the above a number of meetings were held with representatives of Government Departments and NGO's in the week beginning 5th March. Attendees included:

- Laverne Walker - Sustainable Development Unit
- Augustin Poyotte - Chief Architect
- Avery Trim - Physical Planning (Building Officer)
- Peter Felix - Commissioner of Crown Land
- Sarita Williams - Peter - Fisheries Department
- Susanna Scott - Fisheries Department
- Dawn Pierre – Nathaniel - Fisheries Department
- Christopher Alexander - SLASPA
- Herold Gopaul - CEHI
- Jim King - WASCO
- Peter Redman - Special Projects (PM office)
- Elisha Hunt - Special Projects (PM office)
- Janice Jean - National Conservation Authority
- Eric Brandford - St Lucia Archaeological and Historical Society
- David Joseph - Ministry of Health
- Darnley Le Bourne - Friends of the Pitons
- Bishnu Tulsie - National Trust
- Clem Bobb - Development Control Authority

There was also a public meeting in Soufriere on 6th February when the following people attended.

- Anthony T Robinson - Bureau of Health Programme
- Alton Adhodha - PMA Resident
- Joan Jn Baptiste - Soufriere Post Office
- Lisa Joseph - PMA Resident
- Benny Adjodha - Restaurant Owner, PMA Resident
- Marilyn Alexander - Resident Sulphur Springs
- Jimmy Haynes - Resident La Pointe/ Delcer Gros Islet
- Selma Nicholas -
- Thomas Va -
- John Victor -
- Alean Joseph - Sulphur Springs Residence
- Eastman Adjodha -
- Shaun Alcindor - Deputy Chairperson – Soufriere Town Council
- Harold Dalson - District Representative – Soufriere
- Eusebia Jn Baptise - YATICKA Youth Group
- Norbert Joseph - First Caribbean International Bank
- Arleta Rati-Michael - Bank of Saint Lucia Limited
- David Desir - Ministry of Planning
- Theresa Gyan - Home Owner
- Christopher Tennant - Beau Estate
- Simon “Zaka” Gajadmar - Business Owner
- Theresa Dult - Resident – PMA
- Michael Gustave - Anse L’Vrogne Development
- Fleming Alexis -
- Joe Allain - La Haut Plantation
- Marline Allain - Allain Supermarket
- Mr Dernard Louisy - Sulphur Springs
- Alexis Joseph -
- Dean Walton -

- Sylvester Regis -
- Gene Jacques -
- Nigel Isidore - Soufriere Police Station
- Sylvester Auguste -
- Francis Samuel
- Annie Joseph
- Justus Alcindor - Soufriere Police Station
- Darnell Bobb - Soufriere Regional Development Foundation
- Angus Jn Baptise - Business Owner
- Kai Wulf - Soufriere Marine Management Authority
- Bidiana Adjodha - Land Owner – PMA
- Moses Gyan - Land Owner – PMA
- Leslie Mândesire - Architect
- Dominique Prospere - Principal, Soufriere Comprehensive Secondary School
- Gabriel Jude - Land Owner – PMA
- Phillip Buckley - Hotel Chocolat
- Walter Hippolyte -
- Alponse Stanislaus - Hotel Chocolat
- Marius Felix - Hotel Chocolat
- Severin Moncherry - Soufriere Police Station

Appendix B

Specific Objectives of the Pitons Management Area –
Management Plan

Appendix B

Specific Objectives of the Pitons Management Area Management Plan

- *Conservation of Natural Resources*
 - protect and conserve natural resources within the PMA;
 - restore and/or rehabilitate ecological systems within the PMA, where necessary; and
 - enforce regulatory and other management measures within the PMA
- *Conservation of Cultural and Historic Resources*
 - protect and conserve cultural and historical resources within the PMA;
 - rehabilitate cultural and historical sites within the PMA, where necessary;
 - develop management plans and collaborative arrangements to manage privately owned resources within the PMA; and
 - to promote sustainable economic benefits from these resources
- *Landscape Management*
 - to ensure that the landscape of the PMA is not altered in such a manner as to diminish its outstanding scenic value; and
 - to integrate sustainable development of land within this area to ensure compatibility with the management objectives for the PMA
- *Sustainable Use and Development*
 - to generate income and employment opportunities to provide support to all relevant economic sectors operating within the PMA;
 - to ensure that benefits derived are not compromised by unsustainable practices;
 - to provide sustainable livelihoods to enhance standards of living, especially for surrounding communities; and
 - to allow for equitable sharing of benefits derived from resource use within the PMA
- *Monitoring and Research*
 - to guide decision making in management and development of the PMA;
 - to evaluate the effectiveness of management measures within the PMA;
 - to increase the body of knowledge on the PMA, and resources therein;
 - to facilitate awareness and understanding of the area's natural and cultural heritage and its potential; and

- provide the basis for the design and conduct of all education and interpretation programmes carried out for the area
- *Public Awareness, Interpretation and Education*
 - to improve the quality and effectiveness of management decisions within the PMA;
 - to increase the understanding of the ecological, social and economic importance of the area by the public;
 - to promote compliance with rules and regulations;
 - to foster the participation of the public in various aspects of resource management; and
 - to foster people's concerns and action on broader natural and cultural environmental issues
- *Surveillance and Enforcement*
 - to facilitate coordination and collaboration among agencies responsible for enforcement and surveillance of rules and regulations as they pertain to the PMA; and
 - to sensitise areas users and others rules and regulations as they pertain to the PMA
- *Marketing and Promotion*
 - to promote the PMA and its components as a unique heritage tourism product;
 - to maximise opportunities for sustainable income generation and alternative livelihoods within the tourism sector; and
 - to encourage the production of high quality handicrafts and memorabilia unique to the PMA
- *Financing*
 - to generate revenue from a variety of means, including use of resources within the PMA, for effective management of the area;
 - to raise charitable and voluntary financial for management of the PMA; and
 - to manage the finances in a manner that is efficient, flexible and adapted to needs

Appendix C

Potential Scenarios and Evaluation

Evaluation of Scenarios

In [Table C1](#) we summarise our evaluation of the three potential scenarios.

The '**restrained approach**' carries both beneficial and adverse impacts. On the positive side:

- it would conform with the philosophy behind the World Heritage status
- it would be sustainable in environmental terms and bring some, if limited, beneficial economic impacts; and
- it would safeguard existing interests in tourism based on the Pitons.

However, the full potential of tourism and the benefits it can bring in terms of jobs and supplying goods and services may not be achieved and, secondly, this approach may constrain the level of physical development for housing and employment which is required to support social and community regeneration in the wider Soufriere area.

This is a largely acceptable option, but may not fulfil the aspirations of the local community and may, therefore, prevent overall agreement on the way the Pitons should be planned and managed into the future.

The '**permissive approach**' the principle conclusion is that the World Heritage Site inscription would be threatened and at risk due to the degree and location of potential development being against the philosophy and aims of safeguarding the integrity of the Pitons World Heritage Site. Added to this is:

- the risk to environmental sustainability in terms of landscape and biodiversity;
- the risk to the reputation of the Pitons and any adverse economic impact this may carry; and
- the potential risk of incomer building activity being at the cost of building houses for the community.

On the other hand more jobs would be created in the short term and local landowners' aspirations may be achieved.

In view of the above concerns and issues the 'permissive approach' is not recommended.

The intermediate option the '**balance approach**' reflects a good balance between protection of the PMA as a World Heritage Site and a modest scale of development. It should satisfy the objectives of UNESCO, be environmentally sustainable, support jobs and the local economy, create opportunities for a range of landowners and establish a good basis for community development in rural areas.

Table C1 –Evaluation

	WHS Status	Environment	Local Economy	Local Interests	Community Interests
Restrained Approach	Should conform	Sustainable	Modest beneficial impact ,but quality of 'tourism offer' remains high	Least attractive option for potential developers, but existing interests safeguarded	May constrain needed local house building and other developments
Balanced or Intermediate Approach	Should conform if enforcement is appropriate	Sustainable with good enforcement	Positive impact and quality of offer should remain high	Good opportunities for a range of landowners	Acceptable overall
Permissive Approach	Unlikely to conform	Risks to environmental quality and character	Potentially greatest immediate beneficial impact but reputation as a quality destination at risk	Benefits number of larger landowners	Potential demand for incomers' homes and second homes may frustrate local needs

Appendix D

Reference Documents

Appendix D

Reference Documents

- Pitons Management Area – Management Plan (2003)
- PMA Building Design Guidelines (2002)
- Soufriere Marine Management Association Agreement (2001)
- SMMA Research and Monitoring Framework
- PMA Land Use Plan
- Minutes of PMAAC Meetings, April 2006, August 2006 and November 2006
- A Charter for the Pitons
- Tropical Traveller, March 2007 (Article on Queens Chain)
- Soufriere 2000 – A town in retreat
- Operational Guidelines for the Implementation of the World Heritage Convention (2005)
- Pitons Management Area – Land to be acquired (2006)
- Local restaurant sector in Soufriere
- Keeping the PMA on the World Heritage List
- UNESCO Format for the nomination of cultural and natural properties for inscription on the World Heritage List
- Nomination for inclusion on the World Heritage List of the PMA (2003)
- Proposed Soufriere Marina Coastal Environmental Report (2006)
- Soufriere Waterfront Project – Economic Impact Assessment (2006)
- Proposed Soufriere Marina EIA (2006)
- Soufriere Wastewater Infrastructure Maps (2005)
- Soufriere Marine Management Area – Communication Plan (1995)

- St Lucia National Housing (2007)
- Report on National Housing and Resettlement in St Lucia (2007)
- Budget Address by Sir John Crompton (2007)
- Living Today in St Lucia – Pitons Three Years later (2007)
- National Land Policy – A White Paper (2007)
- Tourism Strategy and Action Plan (2005)

- Development Conference – Government of St Lucia (2007)
- Managing Beach Resources in the Smaller Caribbean Islands (1997)
- Physical Planning and Development Regulations (2002)
- Physical Planning and Development Act (2001)
- Integrated Development Planning for Sustainable Development Project in St Lucia (2004)
- National Environment Policy (2004)
- National Development Corporation Act (2001)
- Sustainable Development of St Lucia – Status Report (2004)
- Community Empowerment and Participation for Integrated Development in St Lucia (2004)
- Baseline Study and SWOT Analysis for Implementation of an IDP for Sustainable Development St Lucia (2004)
- 2001 Population and Housing Census Report