ST HELENA BIOSECURITY POLICY, 2023-2030

Version 3 of August 2023

DOCUMENT PROCESS

STATE IF NEW POLICY OR AN UPDATE OF EXISTING POLICY (TITLE OF POLICY)	**Review of Biosecurity Policy 2014 as part of developing a new Policy for period 2023-2030.**
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NEXT STEPS – ACTION TO BE TAKEN AND BY WHOM	Public Consultation on the draft Policy
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1 Introduction

1.1 Background

Biosecurity is defined as "protection against the risks posed by pests and diseases to the economy, environment and human health, via exclusion, eradication, containment and control." It includes the prevention of arrival of new species, and early detection and rapid action in response to newly introduced species to prevent their establishment. Actions are directed at reducing the probability of arrival and subsequent establishment through species or pathway led mitigation, with strategies devised for both intentional and unintentional introductions.

St Helena has a limited range of existing pests and is at risk from new introductions of potentially invasive species. As an Island, the natural geographic barriers and limited ports of entry provide a strong measure of protection, making it easier to prevent new biosecurity threats. However, biosecurity risk and awareness is increasing globally with the expansion in trade and travel, and with changing environmental conditions resulting from climate change. Air and sea access and the development of the tourism sector on St Helena opens the Island up to this increased risk. The biosecurity system has to strengthen to meet the challenge in order to continue to provide protection against new pest introductions.

Biosecurity protects four main sectors in St Helena:

- **Economy:** agricultural pests, weeds, plant and livestock diseases limit agricultural production, while in the marine sector the Island's fisheries are vulnerable to the introduction of invasive species which may alter the marine environment and impact fish stocks. Together, the move towards greater food security on the Island is threatened. In addition, invasive species may harm the environment, social amenity and human health (see their respective sections below) and would affect St Helena's green branding and therefore tourism, a major economic sector for the Island.

- **Environment:** St Helena's unique biodiversity is very vulnerable to the impact of harmful introduced and invasive species. As evidenced, weeds invade the national park and conservation areas, choking endemic plants and altering habitats, while introduced species such as the big-headed ant, praying mantis, myna bird and tree frog (these are just a few examples of many) threaten the Island's rich natural legacy of endemic invertebrates. Marine invasive species are also of concern as once they are established, it is extremely difficult and expensive to monitor, manage and eradicate them from the marine systems.

- **Social Amenity:** St Helena is vulnerable to the introduction of species such as fire ants and venomous snakes which would severely impact recreational use of open space around the Island, adding to the negative effect of introduced species such as rats, mice, cockroaches and several species of nuisance ants. Certain sessile marine invasive invertebrates, once established can alter the assemblages of the native environment, compromising the safety for marine users.

- **Human Health:** There are currently no known invasive species which directly affect human health on St Helena. There is one species of mosquito on the Island which is known to carry many human diseases. Changes in the access routes to the Island exposes it to the introduction of vectors such as the malaria and dengue carrying mosquitoes.

Future challenges and risks

St Helena is particularly vulnerable to invasion from organisms beyond our borders: we are exposed through our two sea ports and airport, and have a variety of environments that can support vigorous plant growth and harbour many invertebrates. Biosecurity management is a complex task and St Helena's biosecurity system will need to respond to increasing challenges and risks in a changing world. These have been included in the Policy as 'Key Issues' including:

1. Threat from invasive species
2. Changing access routes
3. Legislation
4. Resourcing pressures
5. Cultural changes
6. Marine biosecurity

These key issues are addressed specifically by a 10-year Policy Vision and the associated five over-arching outcomes (Goals), and Implementation Objectives 1 – 6 inclusive.

The biosecurity continuum

Biosecurity risk will be reduced as far as realistically possible by addressing threats all along the biosecurity continuum: offshore through pre-border controls such as risk assessment, licensing and the development of import health standards to establish and implement conditions of entry; at the border itself through inspections and compliance interventions, with appropriate treatments as required; and through post-border monitoring and surveillance, risk assessment and emergency preparedness and response to detected incursions. All processes are designed to work together to mitigate risks, and managing risks across the biosecurity continuum is fundamental to the sustainable development of St Helena.

Partnerships

Partnerships are a very important component of the biosecurity programme. Controlling pests and diseases requires effective collaboration between international, national and local stakeholders. St Helena honours international protocol obligations in developing and delivering its biosecurity system.

The Policy is based on the principle of shared responsibility, and recognises that Government agencies, land managers, industry and the community are jointly responsible for pest and disease management.

New introductions potentially threaten a number of sectors, including agriculture, environment, public health, fisheries and tourism, and biosecurity decisions will work with all relevant sectors. At the border, biosecurity will work closely with Customs as a member of the border force to ensure effective border controls are carried out.

The need for a new biosecurity policy

The first Biosecurity Policy was endorsed and formally announced in 2014 as part of the programme to strengthen St Helena's biosecurity in anticipation of air access. The Policy was developed through a year-long intensive consultation process with the St Helena community, overseen by a multi-sector steering group of key stakeholders. Subsequent to endorsement of the policy in 2014, the

implementation strategy has been delivered very successfully by the St Helenian Biosecurity team, recruited and trained in 2016, working closely with the border agencies.

The need for a new biosecurity policy is prioritised by the Environment, Natural Resources and Planning Portfolio (ENRP) within its 2022-25 Strategy and Delivery Plan. Supporting documentation for this policy is set out below.

This new Policy sets the overall direction for the management of emerging and ongoing biosecurity issues for St Helena for the period 2023 to 2030.

Relevant documents are:

- Biosecurity Status Report 2013
- Biosecurity Policy 2014
- Biosecurity Situation Analysis 2023

1.2 Identification of the Problem, Challenge or Opportunity

The 2014 Biosecurity Policy pre-dated the opening of the airport in 2017 and had a focus on the issues involved in air access design and implementation. It was developed in order to see St Helena through this critical phase with minimal risk of the introduction of new invasive non-native species.

The six key issues which will be addressed by a new biosecurity policy are summarised below.

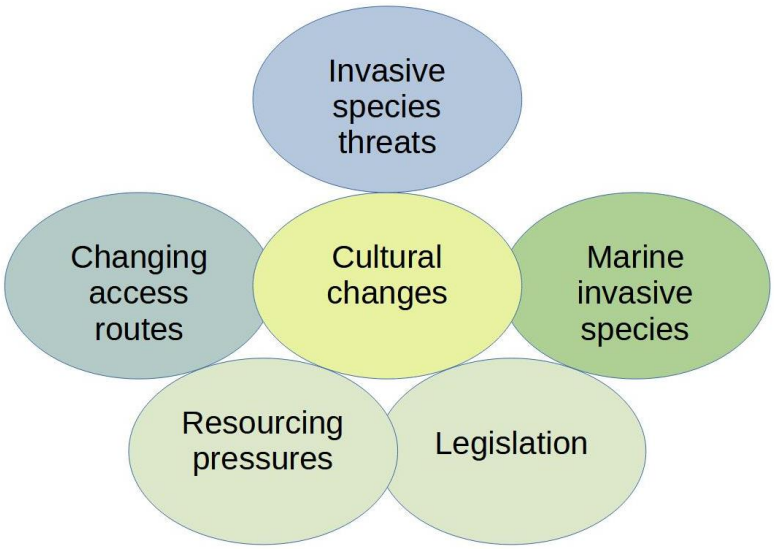

Figure 1. Key Issues Identified with the current situation

Key Issue 1. The threat from invasive species

Biodiversity, food security, animal health, human health and amenity are at constant risk from the impact of harmful invasive species. Overall, the impact on the economy resulting from these multiple pressures is potentially immense. The opening up of St Helena to a much wider range of flights, ships and diversity of visitors greatly increases the chance of new species arriving. Climate change exacerbates this risk by increasing the range of new species likely to get here and their likelihood of survival once they arrive. At the same time climate change effects makes native and

endemic species more vulnerable, while production is also weakened, threatening food security. The outbreak of plant pathogens among the endemic trees may be one example of this.

In addition, a range of invasive species is already established on the Island. These include weeds such as whiteweed (impacting pastures, smothering conservation areas, obscuring roads, and causing allergic reactions to the pollen and seed-heads), wild mango (invading conservation areas and agricultural zones), plus a range of plant pests affecting crop production, such as the Mediterranean fruit fly (affects all fruit and a variety of vegetables) and caterpillars (several harmful species damaging a wide range of crops), as well as rats and mice (public health and crop pests). In the marine environment, the presence of six non-native species has been noted: naval shipworm (*Teredo navalis*), sea-grapes (*Caulerpa racemosa*), harpoon-weed (*Asparagopsis taxiformis*), single-horn bryozoan (*Schizoporella cf. unicornis*), snowflake coral (*Carijoa riisei*) and pyramid barnacle (*Balanus trigonus*). Some species are already wide-spread but others are still restricted in distribution, and these species need to be monitored to allow newly emerging invasives to be quickly identified and checked.

Key Issue 2. Changing access routes

Both air and marine access are subject to periodic changes, contrasting strongly with the previous long-term dependence on the mail ship. The reasonably stable and dependable route allowed the development of relationships with a limited number of off-Island suppliers and both the UK and South African biosecurity services, ensuring that St Helena's biosecurity requirements were respected. Changing suppliers on relatively short-term contracts, with access originating from countries with weak biosecurity, and with whom there is no history of contact, puts pressures on the biosecurity team in terms of assessing the risk, and getting compliance on pre-border checks. Additional border inspections may be required where confidence in the pre-border checks is uncertain.

Key Issue 3. Legislation

St Helena has fragmented and out-dated biosecurity legislation, and assistance has been provided through the CSSF funded UK Overseas Territories Biosecurity Project, led by the Non-native Species Secretariat (NNSS) with drafting a Biosecurity Ordinance and further work on this draft Ordinance is required. Lack of comprehensive biosecurity legislation is a major weakness in the system, leaving the Island vulnerable to the introduction and establishment of new potentially harmful pests, weeds and diseases.

Key Issue 4. Resourcing pressures

The 2014 Biosecurity Policy identified the need for a Biosecurity Officer supported by two Biosecurity Assistants. Funding was only available for one assistant and the biosecurity team has been operating with only two people since recruitment. The two person biosecurity team are delivering an excellent service, but this is only possible in the short term as they are already operating at full capacity just to maintain the basic service, and in the long term the system will increasingly weaken. Arguably, the assessment of the need for a three person team in 2014 is already insufficient due to the increased demands and complexity of the current situation, and future uncertainties.

Key Issue 5. Cultural changes

A number of cultural changes is being seen in St Helena. Recruitment of workers regionally within Africa rather than predominantly from Europe has resulted in a wider range of foreign nationals arriving to take up short and long-term posts on the Island, creating new demands for a diverse range of imported goods and products not previously of interest. The relatively short flight and easy access to St Helena is also resulting in more package tourists arriving who tend to have less

knowledge of the Island, and consequently less awareness of its issues. There is also an increase in dive-based tourism. Cultural changes seen in St Helena also include increased demand for organic and plant-based foods.

Key Issue 6. Marine biosecurity

The 2014 Biosecurity Policy specifically noted the need to address marine threats as well as terrestrial, and provision for this has been included in the draft legislation. Since 2014, a number of actions have been taken in the marine sector, such as the development of a protocol for hull cleaning for visiting yachts, and an emergency response plan for marine biosecurity threats. The marine section also carries out routine monitoring dives to check for new species introductions. However, this area remains weak, primarily due to lack of capacity to do more, and lack of clearly identified responsibilities for marine biosecurity actions. It is extremely difficult to control or eradicate invasive species in the marine environment once they have become established, and the only realistic protection is prevention and very early detection. Marine invasive species threaten fisheries, marine biodiversity as well as amenity use of the ocean, through predation, competition and fouling.

1.3 Policy Rationale

Nearly 800 non-native species are recorded from St Helena, many of which are classed as invasive in that they cause harm in some way: to biodiversity, the environment, agricultural production, fisheries, human and animal health, and amenity. The existing invasive species include pests, weeds and diseases.

Some species appear to be benign, causing no harm, and can remain that way for many years until a change occurs which causes their status to alter. This may be due to cultural changes in landscape management, changes in local conditions due to climate change, a slow increase in numbers in the species eventually results in a population explosion, or a combination of these and other changes. Whiteweed is a good example of this, having been originally introduced in the 1800s and only becoming a problem weed in the last few decades. These species are called “sleepers” and clearly illustrate the need for post-border biosecurity activities: monitoring existing invasive species with a view to spotting which ones are becoming a problem, and with the capacity to coordinate a rapid response if required. The window of opportunity to effectively manage established species in the early stages of invasion may be small: whiteweed is characterised by prolific wind-borne seed production and rapid growth. Each mature plant is capable of producing up to 400,000 seeds, and most seed spreads within a radius of 50m on flat land in normal wind conditions. The seed bank life is estimated to be up to twenty years, and seeds are carried by soil on vehicles and rainfall run-off.

Opening St Helena to air access in 2017 resulted in changes in terms of the risk of accidentally introducing new potentially harmful pests, weeds and diseases. Previously the Island was served by a single combined passenger/cargo ship which took at least six days to arrive from Cape Town, and this has been replaced with a passenger aircraft arriving from Johannesburg via Namibia in six hours. Direct flights from the UK also occurred during the Covid-19 pandemic. As well as the reduced transport time and additional points of departure, there has also been an increase in the number of people (tourists as well as resident travellers) of diverse backgrounds, and from a wide range of countries. These bring an associated risk of contaminated gear, footwear and clothes as well as deliberate smuggling of risk items such as ornamental plants and honey (a banned item).

Pathway analysis carried out in 2017 on existing non-native species in St Helena found that the commonest pathway of entry for invertebrates was as a contaminant, primarily of live plants and nursery material, followed by fresh produce and transport of habitat material. Transport as stowaways is the second commonest pathway of entry, with shipping containers and organic packing material considered the most vulnerable commodities to carry stowaways. For plants, escape from

gardens (having been introduced as ornamentals) and transport contaminant are the commonest pathways of entry, and the main contaminant is of small, annual weedy species contaminating seed.

2 OVERARCHING POLICY FRAMEWORK

2.1 Strategic Objectives

a) The 10-year Vision of St Helena's Biosecurity Policy is:

'Together we are protecting St Helena's economy, environment, health and social amenity through minimising risk from pests and diseases'.

In aspiring to this vision the primary target/aim is to minimise risk through the introduction of new pests and diseases. Minimising risk can be interpreted at a number of levels and these will be different depending on what the risk is and what is at risk. This will vary according to whether we are referring to species not already present on the island and those already present and of restricted distribution.

b) The Policy identifies five overarching goals that are considered essential to underpin and reform St Helena's biosecurity system and inform success of future biosecurity management actions. The goals are as follows:

1. Invasive species threats to St Helena's biodiversity, environment, agriculture, animal health, amenity, public health and well-being are effectively managed;
2. Pathways of introduction of new pests and diseases to St Helena are effectively managed, allowing safe movement of people and goods;
3. Biosecurity risks to St Helena's fisheries and the marine environment are effectively managed;
4. There is effective governance of St Helena's biosecurity system through shared responsibilities and roles across sectors, agencies, stakeholders and the St Helena community;
5. A comprehensive regulatory framework is in place and being enforced.

2.2 Alignment with SHG Policy

a) The Policy strongly aligns with St Helena Government's Vision and Strategy: 2022 to 2025, as follows:
   a. The Policy underpins two of the three sustainable development pillars of the Vision and Strategy, namely **environment** and **economy**, and further develops the National Goals set out in the 10-year Plan 2017.

   b. Strategic Objective 18. Develop policies which protect the Island from increasing external threats and risks: *We want to ensure that our border is protected by implementing a modernised Customs and Immigration Department with the policies and legislation to enhance Border Security including reducing the risk of pests and diseases reaching the Island*.

b) Biosecurity directly supports improved food security and expansion of the agricultural and fishing sectors by having a primary focus on ensuring the importation of pest and disease-free goods most likely to introduce new potentially harmful organisms, such as fresh produce, and live plants and animals. In addition, it supports "Brand St Helena" by protecting

niche products such as honey and coffee (pest and disease free on St Helena) as well as the Island's unique species and habitats, such as the wirebird and gumwood forests.

c) Biosecurity also directly supports the protection and management of the Nature-based National Conservation Areas and Marine Protected Areas from the introduction of new invasive species, and reduction of the spread of existing invasive species around the Island. Biosecurity St Helena links agricultural, environment and public health sectors, thereby supporting protection of the population from new environmental health threats such as mosquitoes and fire ants.

2.3 Policy Objectives and Principles

There are six Implementation Objectives which will be pursued to achieve the Policy's Strategic Goals and Vision, and actions are defined under these objectives in the Policy Implementation Plan:

1. Maintain strong pre-border and border protection procedures.

2. Strengthen post-border monitoring and surveillance.

3. Coordinate early warning and rapid response to new incursions.

4. Promote support and advocacy.

5. Establish appropriate legislation and regulation.

6. Strengthen our capacity.

Biosecurity management in St Helena through the Biosecurity Policy and its implementation is underpinned by the following guiding principles:

- **Precautionary principle**: where there is uncertainty about the risk of harm, the precautionary principle allows protective measures to be taken without having to wait until the harm materialises.
- **Leadership**: effective biosecurity requires clear leadership to manage the biosecurity system.
- **Communication and awareness**: clear, open and transparent policy and programmes through communication so that stakeholders and the public understand biosecurity risks as well as their roles and responsibilities.
- **Shared responsibility:** biosecurity affects all sectors of society and is therefore everyone's responsibility.
- **Risk-based**: decisions are based on assessment of the risk of introduction and potential harm.
- **Evidence-based**: decisions are supported by scientific evidence sourced at the highest level possible.
- **Cooperation**: sectors cooperate together to reduce the risks of new introductions and manage the impacts of existing ones, recognising that biosecurity is everyone's responsibility.
- **Equable**: biosecurity risk applies to everyone to the same extent.
- **Compliance and enforcement**: actively pursue cases where importers opportunistically or deliberately import non-compliant goods/imports or avoid biosecurity requirements.

2.4 Scope

The policy is directed at the entire St Helena community, with a 7-year time frame.

The Policy covers animal and plant pests, animal and plant diseases, weeds, vectors, and zoonotic diseases that can be transmitted between animals and humans. These have the potential to negatively affect St Helena's economy, terrestrial and aquatic environments, biodiversity, habitats, agricultural assets, human health, and social amenity.

Chemical issues (including contamination or residue issues), animal welfare, food safety, human health (except issues associated with zoonoses) fall outside the scope of this Policy. These are dealt with under other arrangements or processes.

3. POLICY OUTLINE

The overall commitment of the Policy is to manage the entry, introduction or establishment within St Helena of invasive species, pests and diseases of animals and plants and their products so as to give long-term protection of the Island against the risk of new non-native invasive species. The Policy is outlined below against the five goals of the Policy presented in Section 2.1.

Goal 1. Effectively managing invasive species threats to protect St Helena's biodiversity, environment, agriculture, animal health, amenity, public health and well-being.

Border protection will be delivered through a programme of pathway analysis and horizon scanning to determine which invasive species not currently present on St Helena are most likely to enter new and existing pathways of introduction to the Island. Risk-assessment of products, goods and entry transport channels (such as vessels, aeroplanes etc.) feed into the development of import health standards, defining the means by which biosecurity risk goods can be safely imported with minimal risk of introducing new potentially harmful invasive species. Biosecurity controls target animals and plants and their products because (i) the animal or plant may themselves be pests or weeds, and (ii) they may carry harmful pests and diseases. It does this by designating 'regulated articles'. Regulated articles will be defined, some of which importation is prohibited outright so as to avoid a biosecurity threat, while others will be subject to controls exacted through designated points of entry.

A licensing system allows those goods presenting the highest biosecurity risk (for example live plants and animals, fresh fruit and vegetables, and bee products) to be strictly controlled, including banning regulated articles (those presenting potential biosecurity risk of introducing new pests, weeds or diseases) from high risk or outbreak countries of origin. Once landing clearance has been granted there needs to be power to inspect every consignment of regulated articles. Import clearance will be granted only if the articles do not require biosecurity measures to be imposed, or if the articles have complied with biosecurity measures. The measures that are needed can be stated as specifications which apply to particular regulated articles or as conditions of a licence, stated as import health standards.

Biosecurity officers will work closely with all relevant parties to inspect incoming goods (including baggage) and transport channels. Highest risk pathways of introduction will be prioritised, allowing targeted allocation of effort and limited resources. Quarantine of people, goods, vessels or aircraft may be required in the event of serious contamination, infestation or infection, and suitable locations need to be identified for this, as appropriate.

Goal 2. Effectively managing the pathways of introduction of invasive species to allow safe movement of goods.

Pathway analysis will be carried out with regard to existing harmful invasive species of restricted distribution in order to ensure containment. Monitoring will be carried out at ports of entry and focal areas within the Island to provide early warning of newly introduced species.

There need to be controls over the movement of vessels and aircraft that have entered the port or airport. They must go to designated holding areas for clearance and might be required to go to port quarantine. Quarantine might also be appropriate for a container or article after it has been landed. Environmental obligations that relate to biosecurity may be imposed on masters of vessels and captains of aircraft, and also for passengers and crew members, for example in the form of a passenger declaration card. Biosecurity also needs to prevent pests and diseases and species known to be harmfully invasive in other countries from leaving the territory and to do this controls are exacted on the export of regulated articles through designated points of departure.

A comprehensive set of contingency plans, setting out the roles and responsibilities of the relevant agencies in each case, will be developed and kept up to date to ensure a rapid response and eradication of new pests, weeds and diseases, where feasible. The biosecurity team require powers to survey all land, public, government and private, and to control the movement of animals and plants and their products within the territory, so as to avoid pests and diseases and invasive species occurring. There also needs to be emergency provision in the event of an invasive species incursion or outbreak, for example of foot and mouth disease.

A programme of surveillance of existing established invasive species will also be delivered under the coordination of the Biosecurity Team working with ENRP Sections and relevant partners such as the St Helena National Trust, St Helena Research Institute and Environmental Health Section. This isn't something the Biosecurity Service can do on its own. The goal is about a collaborative approach. Any detected changes in population density or distribution will allow a rapid response, as appropriate, to contain the species.

Goal 3. Effectively managing the biosecurity risks to fisheries and the marine environment.

Pre-border, border and post-border biosecurity will be directed at both the terrestrial and marine environment, recognising that both are equally vulnerable to the introduction of new invasive species and that options for management post-introduction in the marine environment are very limited. Biosecurity roles and responsibilities for the marine environment need to be clearly identified and adequately resourced.

Periodic surveys will be made in the marine environment: ports, moorings, coastal zones and open water, in order to facilitate the early detection of arrival of a new marine species. Risk assessment in the marine environment will include hull fouling and ballast water, with surveys carried out on the hulls of visiting vessels, and checks made on ballast water logs to assess compliance with international obligations. Visiting vessels such as oil rigs and non-local fishing vessels are of particular concern.

Goal 4. Establishing a system of good governance through shared responsibility and roles

Governance arrangements for delivery of the biosecurity programme lie with SHG. In addition, partnerships, collaboration and shared responsibility are key elements of an effective biosecurity programme, as invasive species impact all sectors and biosecurity is therefore everyone's responsibility. This includes the government, importers, producers, agencies, visitors to the Island and the entire St Helena community. The powers of relevant officials will be set and put clearly, so as to avoid arguments about whether the power has been properly exercised, as they include powers to detain and destroy animals and plants and their products. Biosecurity legislation needs to include provisions about the person or authority that has overall responsibility for biosecurity and will issue the specifications and/or licences under which regulated articles can enter or leave the territory.

There is an obligation on everyone to notify the relevant authority of the incursion of an invasive species or of a pest or disease. In order to do this, the community needs to be aware and informed. In addition, an aware and informed community which understands the biosecurity risks associated with imported goods is a compliant community, and to promote these goals a programme of education and awareness raising will be carried out. This will include media articles, TV presentations, sessions with various sectors, landowners, school students (primary and secondary), posters alerting the population to new or potential new pests, weeds or diseases, and leaflets on how to safely import a range of products. Visitors and returning or new residents to the Island will be informed of what they can and can't safely bring with them, using positive messaging to encourage acceptance. The programme will also include visits to the wharf to see the biosecurity team carrying out border inspections on imported fresh produce. Border activities are the most visible part of the functions of the biosecurity team. However, the focus of the awareness raising programme will be on the whole range of biosecurity functions, pre-border, border and post-border.

Capacity to deliver the existing biosecurity programme includes the following: human resources, facilities, and equipment, training and international networks. Currently, while facilities and equipment are satisfactory, there is a lack of adequate human resources to deliver the full range of biosecurity functions, particularly at the post-border level and additional capacity will be sought to improve delivery of this area of work.

Goal 5. Establishing and enforcing a comprehensive regulatory framework for biosecurity

St Helena has no dedicated biosecurity legislation, and biosecurity is delivered under a range of Ordinances, many now out of date. The current biosecurity programme operates under the Customs Ordinance 1999, with specific regulations given in the Plant Protection Ordinance 1938, Noxious Weeds Rules 1974, Animal (Diseases) Ordinance 1944, Bees Ordinance 1995, Endangered Species Protection Ordinance 2004, Harbours Ordinance 1997, and Environmental Protection Ordinance 2016. The focus is on the protection of agricultural production.

Biosecurity legislation needs to control not only imports and exports but also the internal movement of animals and plants and their products. It deals not only with knowingly harmful activity but also with innocent importation and movement of articles. It needs to apply to all individuals and organisations, including government and military entities. It must give powers to inspect every type of container, and every type of conveyance and all premises in the territory. The aim of the legislation is to remove or reduce the biosecurity threat to the territory presented by invasive species, pests and diseases, stated as a biosecurity function of SHG. A new Biosecurity Bill for St Helena needs to be developed, adopted and implemented to include the following key elements:

1. providing controls for the landing of vessels and aircraft anywhere in the territory, or (in the case of a ship) offloading people or goods anywhere in the waters of the territory, including the EEZ (Goals 1, 2 and 3);
2. requiring vessels and aircraft to obtain landing clearance, passengers and crew to obtain entry clearance and regulated goods to obtain import clearance (or export clearance if they are leaving the country) (Goals 1, 2 and 3);
3. creating a category of 'regulated articles' i.e. all animals and plants and their products, and enabling orders to be made prohibiting or restricting their entry into, exit from and movement within St Helena (Goals 1, 2 and 3);
4. providing for the functions of a Chief Biosecurity or similar officer or body, and for biosecurity officers, who can be drawn from the public service (Goal 4);
5. enabling biosecurity officers to require a written arrival declaration for vessels, aircraft and passengers, to inspect all goods on arrival, to place regulated articles in quarantine, to apply treatment to regulated articles and to destroy or reconsign them (Goal 1);

6. creating a regime for the inspection of outgoing regulated articles to ensure that they comply with the requirements of the receiving country and will not harm it (Goal 2);
7. providing powers to control the movement of regulated articles within the territory and between different areas of the territory, including powers in an emergency (Goals 2 and 4);
8. requiring the public to co-operate by giving notice of invasive species, pests and diseases that are made notifiable (Goal 4);
9. creating offences and prescribes penalties for committing them. The legislation needs to enable the making of regulations, and provide for the repeal of existing laws that overlap with the legislation, with any necessary savings. It should state that the legislation is in addition to other laws relating to the importation of goods and the control of animals and plants (Goal 4).

The Bill should enable the Chief Biosecurity Officer to issue specifications as to the conditions for the importation of regulated articles. These are not legislative and the Bill keeps to a minimum the regulations or legislative orders needed. It should leave a number of matters to be dealt with by administrative action, such as delegations, outsourcing, coordination and consultation, facilities at biosecurity holding areas, compliance agreements, agreements with landowners and biosecurity approved premises.

The Policy framework

The five goals outlined above will sit within a Policy framework consisting of:

1. Biosecurity Policy;
2. Biosecurity legislation;
3. Biosecurity Compliance and Enforcement Strategy.

This document presents the revised Biosecurity Policy and provides the context for drafting comprehensive biosecurity legislation for St Helena, in harmony with the new biosecurity legislation endorsed for Ascension Island and Tristan da Cunha. Secondary policy in the form of operational guidelines and an Implementation Plan set out the actions by which the five Goals and supporting objectives will be achieved.

The Biosecurity Compliance and Enforcement Strategy will lead on from the legislation and will include the powers and duties of the Biosecurity Officers, measures in place for delivering effective phytosanitary and zoosanitary biosecurity actions to achieve compliance with policy and legislation, as well as those for post-border quarantine and emergency response actions.

4. POLICY APPRAISAL

4.1 Policy Impacts

Revision of the Biosecurity Policy will bring policy up to date and the impact of this work is expected to be low-medium. The proposed new biosecurity legislation for St Helena would not noticeably affect the existing delivery of the biosecurity programme as it has been designed to operate within a remit of the anticipated legislation. Substantial work has already been done and a draft is in an advanced state. Expanding the biosecurity team from two people has a financial impact in terms of additional salaries, but the stronger capacity would allow Biosecurity St Helena to be fit for purpose in the long term, provide more management resiliency and be able to evolve to a changing world and continue to protect the economic, environmental and social sectors from the risk of introduction of new potentially harmful invasive species. It also provides the opportunity for the

biosecurity team to become more involved in monitoring and the management of newly emerging pests and weeds already established on St Helena. Expanding existing partnerships, for example, working more closely with SHNT and SHRI in post-border monitoring, early warning and rapid response would also strengthen the biosecurity system.

4.2 Summary of Impact and Risk

The preferred policy option is that of a strengthened biosecurity system. This option would ensure that biodiversity, environment, agriculture, fisheries, human and animal health are all covered under biosecurity procedures, supporting food security, sustainable livelihoods and economic growth for the Island. It also makes the biosecurity system future-proof in terms of its ability to respond to the changing world and the associated changing risk profile for St Helena.

Anticipated impacts and risks are summarised in the following table:

Impacts	Risks
• Reduced likelihood of new invasive species introductions, and of their establishment by early detection. • No substantial change to the existing system which is very familiar and working well. • Strengthened controls of existing invasive species. • Funding required to recruit additional staff to the team. • Finalising the legislation requires some time from the AG's office and relevant agencies. • Biosecurity legislation would provide strong backing to existing actions. • Strengthened compliance with biosecurity provisions. • Increased capacity and improved resilience for managing the biosecurity programme. • Strengthened relationship with Customs.	• Delay in achieving reformed biosecurity legislation. • Lack of adequate funding would compromise the ability of the biosecurity team to deliver the Policy. • Climate change results in unexpected invasive species entering pathways of introduction. • Other global changes result in widespread and unexpected invasive species threats, along the lines of the Covid-19 pandemic.