



**Strategic planning for sustainable development
in the Francophone Caribbean:
a capacity-building programme for sustainable production and consumption**

*The status of sustainable consumption and production
in Dominica*

Caribbean Natural Resources Institute

Trinidad and Tobago

June 2010



Table of contents

1. BACKGROUND	1
2. DEFINITION OF SUSTAINABLE CONSUMPTION AND PRODUCTION	1
3. REGIONAL POLICY CONTEXT	2
4. NATIONAL POLICY CONTEXT FOR SUSTAINABLE CONSUMPTION AND PRODUCTION	5
4.1. <i>OVERVIEW</i>	5
4.2. <i>LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK</i>	6
5. ACTIVITIES UNDERTAKEN AND PROGRESS MADE AT NATIONAL LEVEL	10
5.1. <i>AGRICULTURAL DIVERSIFICATION</i>	10
5.2. <i>AGRO-PROCESSING</i>	11
5.3. <i>THE ENERGY SECTOR</i>	12
5.4. <i>TOURISM SECTOR</i>	12
5.5. <i>WATER RESOURCES</i>	13
5.6. <i>PUBLIC TRANSPORT</i>	14
5.7. <i>HOUSING AND CONSTRUCTION SECTOR</i>	14
6. EXAMPLES OF SCP ACTIVITIES AND INITIATIVES	15
7. CONSTRAINTS AND OPPORTUNITIES IN THE PROMOTION OF SCP	18
7.1. <i>CONSTRAINTS</i>	18
7.2. <i>OPPORTUNITIES</i>	19
8. RECOMMENDATIONS FOR THE INTRODUCTION OF SCP IN NATIONAL POLICIES AND STRATEGIES	20
8.1. <i>OVERVIEW</i>	20
8.2. <i>FORMULATING AND IMPLEMENTING A COMPREHENSIVE COMMUNICATION STRATEGY</i>	21
8.3. <i>DESIGNING AND IMPLEMENTING A PILOT PROJECT</i>	22
8.4. <i>ENCOURAGING AND SUPPORTING POLICY REFORM</i>	22
8.5. <i>IDENTIFYING AND GENERATING FINANCIAL SUPPORT</i>	22
9. NEXT STEPS AND RECOMMENDATIONS	23
10. REFERENCES	24
APPENDIX 1: CONCEPT NOTE PRESENTING REGIONAL PROGRAMME	26
APPENDIX 2: MAIN ENVIRONMENTAL LEGISLATION IN DOMINICA	31

Acronyms

ALBA	Alternativa Bolivariana para las Américas (Bolivarian Alternative for the Americas)
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CEHI	Caribbean Environmental Health Institute
CP&SC	Cleaner Production and Sustainable Consumption
CRFM	Caribbean Regional Fisheries Mechanism
CSME	Common Single Market and Economy
DOAM	Dominica Organic Agriculture Movement
EU	European Union
IEPF	Institut de l'énergie et de l'environnement de la Francophonie
OECS	Organisation of Eastern Caribbean States
SCP	Sustainable Consumption and Production
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
VAT	Value Added Tax

1. Background

This study is a contribution to a regional programme entitled, “*Strategic planning for sustainable development in the Francophone Caribbean: capacity building for sustainable patterns of consumption and production*”. This programme is coordinated by the *Institut de l'énergie et de l'environnement de la Francophonie* (IEPF), a subsidiary body of the *Organisation Internationale de la Francophonie*. Its overall objective is to enhance the national policy framework for sustainable development in the three member countries of the Francophonie in the Caribbean (Dominica, Haiti and Saint Lucia) by strengthening the capacities of the main policy makers and thus contribute to the adoption of sustainable patterns of consumption and production in selected sectors and support for strategies and actions designed to reduce poverty (see concept note in Appendix 1 for more information).

The programme is also intended to support and strengthen the participation of the three countries in the Marrakech Process, a United Nations (UN) initiative led by the UN Department of Economic and Social Affairs and United Nations Environment Programme (UNEP), with the objective of defining, over the 2003-2011 period, a programmatic framework for sustainable modes of consumption and production. The programme therefore fits well in terms of timing and focus with the objectives of the Commission for Sustainable Development and the agenda of its meetings in 2010 and 2011.

This baseline study of the status of sustainable consumption and production (SCP) in Dominica is intended to form the basis for the formulation of a national programme that will encourage the integration of SCP approaches in national sectoral and multi-sectoral strategies and the design and implementation of a pilot project within the framework of the regional programme described above. A similar study is being conducted in Saint Lucia and it is hoped to conduct one in Haiti as soon as practicable. The Saint Lucia and Dominica studies were funded by UNEP and IEPF and carried out by the Caribbean Natural Resources Institute (CANARI).

The objectives of this national study are to:

- review and analyse the policies, standards and regulations relevant to sustainable production and consumption in Dominica;
- conduct a baseline study of current activities and best practices in Saint Lucia in the sector selected for the pilot project; and
- identify possible actions, recommendations and next steps.

2. Definition of sustainable consumption and production

For the purpose of this study, we have adopted the definition used by UNEP, which describes SCP as “The production and use of goods and services that respond to basic needs and bring a better quality of life, while minimizing the use of natural resources, toxic materials and emissions of waste and pollutants over the life cycle, so as not to jeopardize the ability to meet the needs of future generations”¹.

While the concept of SCP was originally introduced by the international community as a way to reduce the environmental and social impact of unsustainable modes of consumption and production, primarily in industrialised countries, it has been found relevant to developing countries and regions, such as the Caribbean, because it encourages resource and energy efficiency, sustainable infrastructure and a better quality of life, and it helps reduce the economic, environmental and social costs of development by strengthening economic competitiveness, creating jobs in sustainable sectors and reducing poverty.

¹ <http://www.unep.fr/scp/marrakech/about.htm>, accessed 31 May 2010.

3. Regional policy context

Dominica is a member of two major regional bodies, the Caribbean Community (CARICOM) and the Organisation of Eastern Caribbean States (OECS), that are directly involved in SCP-related processes.

CARICOM is responsible for supporting the implementation of the Marrakech process within its Member States and has held two regional meetings on the topic. The first was held in August 2008 in Port of Spain, Trinidad and Tobago, with the objectives of evaluating and strengthening regional SCP policies; improving leadership and coordination on SCP in the region; and developing and improving national SCP action plans. The second meeting was held in February 2010 in Georgetown, Guyana and was a workshop on “Strengthening the Enabling Environment for Implementing the Sub-regional and National SCP Action Plans”, coordinated by UNEP and the CARICOM Secretariat. The objectives of the workshop were to evaluate the strength of SCP in the member countries; examine the level of coordination and cooperation among member States with a view to strengthening information exchange; examine lessons learnt; evaluate the Marrakech Process as it pertains to the Caribbean region; and set up national task forces to raise awareness of SCP and the Marrakech process. However, Dominica was not represented at this meeting.

CARICOM is currently in the process of implementing the Common Single Market and Economy (CSME), which it describes as “a move to deepen the integration movement and to better respond to the challenges and opportunities presented by globalisation. While a primary focus of the Common Market was on liberalising trade in goods among the Members, the Single Market and Economy not only expands this process to include services, but also provides for the free movement of capital, skilled labour, and the freedom to establish business enterprises anywhere in the Community. It also deepens economic cooperation among the Member States participating in the Single Market and Economy. Of particular importance is the right that the CSME grants to any CARICOM national to establish a business in any Member State and be treated as a national of that state. This complements the opportunities which the CSME will provide for greater cooperation among businesses to improve and increase the quality and quantity of goods and services they produce and to do so at better prices.

A single market for goods already exists among the CARICOM Member States, as more than 95 per cent of the goods produced in the Region move freely across the Region. Therefore, to complete the Single Market, the immediate focus of attention will be on the removal of restrictions on the right of establishment, the movement of services, capital and skilled labour. To complete the process, it will also be necessary to enact new laws, create the appropriate institutions and adopt the relevant administrative and other facilitating measures².

Another significant measure is the introduction of the CARICOM Common External Tariff, which seeks to remove or significantly reduce customs taxes and tariffs on regionally-produced goods whilst imposing a common tariff on goods originating from outside the region. This has resulted in a significant loss of fiscal revenue from customs taxes and duties at national level, prompting governments to consider transaction-based taxes, such as Value Added Tax (VAT), which are imposed directly on consumption of goods and services. VAT was introduced in Dominica on 1st March 2006, following a two-year process of public education and consultation, and has had a significant impact on simplifying the tax system

² http://www.caricom.org/jsp/single_market/free_movement.jsp?menu=csme, accessed 5 June 2010

whilst providing a boost to revenue. In fiscal year 2008-2009, VAT collections (ECD132 million) outperformed projections (ECD120 million) by 10 per³.

CARICOM has also established a USD 250 million Regional Development Fund⁴, which aims to aid “disadvantaged countries”, that is the Less Developed Countries as defined by Article 4 of the Revised Treaty of Chaguaramas, or Member States that may require special support measures of a transitional or temporary nature by reason of:

- impairment of resources resulting from natural disasters;
- the adverse impact of the operation of the CSME on their economies;
- temporary low levels of economic development; or
- being a Highly-Indebted Poor Country designated as such by the competent inter-governmental organisation.

The Fund is intended to assist with addressing economic dislocation and other adverse economic impacts arising from the operations of the CSME; adverse social impacts arising from the operations of the CSME; structural diversification and infrastructural development needs by facilitating, regional investment promotion and mobilisation; and business development and enterprise competitiveness.

Member States were expected to contribute USD 120 million, with USD 20 million as a one-off contribution from the Trinidad and Tobago Petroleum Fund, and the balance coming from the region's development partners, private sector, and other sources (CARICOM 2008). In April 2010, the Fund stood at USD 81 million, with no funds having been disbursed yet but several applications under consideration, including facilitation of country programmes for Saint Lucia⁵.

The Caribbean Environmental Health Institute (CEHI) is currently implementing a programme focusing on Cleaner Production and Sustainable Consumption (CP&SC). The overall objective of CEHI's involvement in this domain is to contribute to regional sustainable development by assisting Caribbean enterprises to adopt cleaner production technologies and processes so as to better preserve the environment and reduce pollution while remaining economically competitive and viable. CEHI's work in CP&SC is ongoing and is linked to a number of its projects and overall work programme, especially in waste management. CEHI's CP&SC work is carried out in partnership with international, regional, and national agencies such as the United States Agency for International Development (USAID), UNEP, the Caribbean Export Development Agency, the Caribbean Association of Industry and Commerce, the Caribbean Tourism Organisation and the CARICOM Secretariat. At the national level, CEHI has been collaborating with national small enterprise development units and associations of manufacturers in promoting this agenda.

Two of CEHI's recent CP&SC initiatives are described on its website⁶ as follows:

“Cleaner Production and Eco-Efficiency for Small Medium and Micro Enterprises and the Tourism Sector: this was carried out in conjunction with USAID and the overall objectives of this project included:

³ http://www.dominica.gov.dm/cms/files/budget_address_2009_2010.pdf accessed 10 June 2010

⁴ Established by resolutions at the twenty-seventh meeting and the eighteenth Inter-Sessional Meeting of the Conference of Heads of Government of the Caribbean Community, held on 3 – 6 July 2006 in Basseterre, St. Kitts and Nevis and 12 – 14 February 2007 in Kingstown, St. Vincent and the Grenadines, respectively, and the nineteenth Inter-Sessional meeting of the Conference of Heads of Government of the Caribbean Community, held on 7- 8 March, 2008 in Nassau, Bahamas

⁵ <http://www.caribbeanetnews.com/news-22596--39-39--.html> accessed 8 June 2010.

⁶ <http://www.cehi.org.lc/cleanerprod.htm>, accessed 4 April 2010

- Building capacity at the regional and national level in the Caribbean to adopt eco-efficiency and cleaner production technologies, processes and practices.
- Sensitizing stakeholders about cleaner production and eco-efficiency.
- Conducting a baseline study on cleaner production in the Caribbean for the further development of a cleaner production programme.

Cleaner Production and Sustainable Production Information Centre for the Caribbean: the overall objectives of this project were to:

- Promote Cleaner Production and Sustainable Consumption.
- Provide technical training and exchange of south to south information.
- Improve environmental quality and pollution reduction.
- Promote a change in consumption patterns.
- Promote Industrial Sustainable Development.”

Dominica is also a member of the Caribbean Regional Fisheries Mechanism (CRFM), which was officially inaugurated on 27 March 2003, in Belize City, Belize, where it is headquartered, following the signing of the [Agreement Establishing the CRFM](#) on February 4, 2002. It is an inter-governmental organisation with its mission being to “To promote and facilitate the responsible utilization of the region’s fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region”. The CRFM consist of three bodies – the Ministerial Council; the Caribbean Fisheries Forum; and the CRFM Secretariat⁷. The CRFM has also been involved in developing and building the capacity of a regional network of fisherfolk organisations, the Caribbean Network of Fisherfolk Organisations, with a view to influencing fisherfolk to engage in more sustainable practices and ensuring that the voice of fisherfolk is represented in regional policy making.

The OECS Secretariat has for the past two decades provided leadership in the area of natural resource management, carrying out a number of projects in member States through its Environment and Sustainable Development Unit under grant funding from a variety of donor agencies. Its work is underpinned by the *St. George’s Declaration of Principles for Environmental Sustainability in the OECS*, an environmental policy statement endorsed by the Heads of Government of the sub-region in 2001 and formally revised in 2006, which states that:

- the governments of the Eastern Caribbean countries which form the OECS have recognised that environmentally sustainable development is essential for the creation of jobs, a stable society, a healthy economy and the natural systems on which this depends; and
- the people and governments of the OECS region believe that everyone is entitled to a healthy and productive life in harmony with nature (OECS 2007).

The St. George’s Declaration does not make specific reference to SCP and does not make explicit linkages between environmental sustainability and patterns of consumption. It does, however, include as a desired outcome the expectation that “the principles of sustainable development are integrated into regional and national economic and social planning and in the production and provision of goods and services” (OECS 2007).

With the collaboration of the Caribbean Renewable Energy Development Project and the German technical cooperation agency, GTZ, a policy on renewable energy is being

⁷ <http://www.caricom-fisheries.com/WhatisCRFM/AboutCRFM/tabid/56/Default.aspx> accessed on 15 June 2010.

developed for the OECS, which is highly relevant to the SCP agenda. This is being done within the context of establishing a regional regulatory structure for the OECS sub-region along the lines of the National Telecommunications Regulatory Commissions that regulate the telecommunications sector.

The draft policy is aimed at improving economic productivity, promoting industrial development, improving economic resilience and health and welfare by promoting energy efficiency, energy conservation, and renewable energy systems, leading specifically to the following:

- identification of alternative and renewable sources of energy;
- a collective OECS approach to energy management;
- a review of existing energy frameworks in each Member State including pricing, tariffs and legal framework;
- the use of fiscal and other incentives for energy efficiency;
- a thorough evaluation of energy consumption in the transport sector;
- a review of other planned or ongoing initiatives, and
- a clear definition of the role of energy management in the OECS within the framework of the Economic Union initiative planned later in 2010, bringing together nine countries of the sub-region.

Dominica is being used as the pilot to implement this approach at national level, resulting in the establishment of an Independent Regulatory Commission, enactment of new legislation and the development of a national energy policy.

Dominica, along with sister OECS States St. Vincent and the Grenadines and Antigua and Barbuda, is also a member of the recently-formed Bolivarian Alternative for the Americas (ALBA), which is designed to be an alternative to the United States-sponsored Free Trade Area of the Americas, with a focus on social development rather than maximising profits through trade.

Venezuela is a significant contributor to the Dominica economy. contributing ECD111 million out of a total of ECD136 million received in grant funding in 2009 (Budget Address 2009/2010)⁸. Dominica is also a beneficiary of the Petro-Caribe initiative, under which Venezuela provides participating Caribbean states with petroleum through a concessionary loan facility. There has also been talk of constructing a crude oil storage and refinery facility on the West coast with Venezuelan funding.

4. National policy context for sustainable consumption and production

4.1. Overview

Dominica's economy is based primarily on agriculture (production and agro-processing) and increasingly, tourism. Dominica's population is small but relatively stable, with increasing birth-rates offset by very high rates of emigration, due to the country's weak economic activity. The population is currently estimated to be 75,000 people on a territory of 754 sq. kilometres. The majority of the population resides in the coastal zone, with higher densities on the west coast. There are a few inland rural settlements, but the rugged terrain maintains population pressure on the coast (IEPF 2008). This means that the potential for large-scale agricultural and food production for domestic consumption is limited. However, if the tourism sector develops as intended, this offers considerable potential for expanding consumption of locally-produced agricultural products.

⁸http://www.dominica.gov.dm/cms/files/budget_address_2009_2010.pdf accessed 10 June 2010

Dominica has a natural competitive advantage in the area of eco-tourism. Whilst the country does not have golden sand beaches like many of its neighbours, it is endowed with lush virgin forests, fresh water pools, rich cultural assets and craft skills, including those of the indigenous Kalinago (or Caribs), which all combine to attract tourists interested in eco- and sustainable tourism rather than the mass tourism that prevails in most Caribbean islands. However, Dominica has not been able to attract the investment needed to increase the number of hotel rooms, mainly because of the lack of reliable international air access and weak global economy.

Consequently, although Dominica's economy is increasingly reliant on tourism, this relates mainly to the increase in cruise passengers visiting the island for day excursions. According to the Caribbean Tourism Organisation, there were 177,044 cruise passengers in 2003, which doubled to 354,515 in 2007. By contrast, the number of stay-over visitors was 73,140 in 2003, increasing to only 76,070 in 2007⁹.

The major overall determinant of national policy in almost all sectors is the government's heavy reliance on duties on imported consumer goods to generate the revenue needed to meet its recurrent expenditure and investment needs. Consequently, when considering policy or programme options, the government's overriding concern is whether the impact will be positive, or at least neutral, in terms of revenue generation. The government therefore has a vested interest in boosting consumption as opposed to encouraging sustainable production and efficient, sustainable use of natural resources.

Other characteristics of the national policy context for sustainable development, and for SCP in particular, include the following:

- lack of coordination between the various public sector agencies charged with designing and implementing environmental and natural resource policies and programmes;
- absence of updated laws and policies;
- limited appreciation of the economic and social benefits that can be generated through more sustainable modes of production and consumption;
- pricing policies and development decisions that do not take into account the value of environmental services or the costs of mitigating the effects of environmental degradation; and
- weak processes and institutions for engaging civil society and the private sector in sustainable development initiatives.

4.2. Legal, policy and institutional framework

Until recently, Dominica's policy framework was considered outdated. For example, a 2006 review of the policy environment noted that "key pieces of legislation governing Forestry and the National Parks are outdated and in the process of being amended. The Forest Act became law in 1958, the National Parks and Protected Areas Act in 1975, and the Forestry & Wildlife Act in 1976. A Forest Management Plan was last developed in 1975 but was never formally adopted. A Management Plan for the Morne Trois Pitons National Park was developed several years ago but has not yet been implemented. There is a consensus among stakeholders that the laws and policies need to be brought up-to-date. Dominica has no national water policy and no national land use policy or plan. A water policy has been drafted, and funds have been obtained to employ a consultant to assist in development of a land use plan. The Physical Planning Act contains fairly comprehensive authority for

⁹ <http://www.onecaribbean.org/content/files/2004dominica.pdf> and <http://www.onecaribbean.org/content/files/2007BVtoDominicaCountryStats.pdf>, accessed 18 June 2010

managing land development, including the authority to designate areas as "environmentally sensitive", but the Act has not yet been fully implemented (CANARI 2006).

However, significant strides have been made recently and many of the new policies have implications for SCP, notably the comprehensive 2006 *Growth and Social Protection Strategy*, aimed at poverty reduction through exploitation of natural resources for tourism, agriculture, fisheries, water and agro-processing to support economic growth. The strategy also makes specific reference to the need for an energy policy with strong emphasis on the development of the island's abundant sources of renewable energy.

There has also been a strong thrust towards developing a sustainable tourism sector, including the development of:

- 2005 Tourism Master Plan
- 2007 Sustainable Tourism Policy and Marketing Strategy
- Tourism 2010 Policy which contains vision that states "Dominica will pursue sustainable tourism that enriches the lives of all citizens by economic, social and cultural opportunities, protecting the natural resources and scenic, heritage and cultural features of the country, nurturing community involvement in tourism"¹⁰.

In February 2010, the Director of Tourism presented a five year tourism strategy and action plan to Government for its consideration. The new plan reviews and revises some of the goals and objectives as outlined in the 2005 Tourism Master Plan. The plan focuses heavily on increasing visitors to the island and increasing revenue left behind by cruise and stay over visitors, and on improving the quality of service in Dominica's tourism product. It also notes a need to "focus on nature, culture and adventure."

The development of these policies has been complemented by the European Union (EU)-funded Eco-Tourism Development Programme (2002-2007), which focused primarily on creating opportunities for rural communities, local people and the informal sector to increase their involvement in the tourism industry, particularly in tourism planning and the running of enterprises by:

- creating legal mechanisms and establishing incentives to provide greater access to the benefits from tourism on farm lands;
- developing tourism opportunities on State lands in areas and in forms acceptable to local people;
- encouraging and facilitating cooperation between the formal and informal tourism sectors as being in the long-term interest of all tourism actors;
- ensuring that tourism contributes to Dominica's national development objectives of improved equity, poverty alleviation, and sustainable growth; and
- ensuring that tourism development within Dominica is environmentally sustainable.

The Eco-Tourism Development Programme also had an important community-based tourism component, under which it developed a Community Tourism Policy that forms part of the national Tourism 2010 Policy, established a Community Tourism Development Fund that disbursed grants to 20 community-based organisations for infrastructure development, and provided skills development and technical assistance in business development (CTO no date).

¹⁰ <http://www.onecaribbean.org/content/files/Part1CommunitytourismDominica.pdf>, accessed 18 June 2010

However, because Dominica remains over-reliant on cruise passengers, their day excursions place unsustainable stress on the fragile eco-systems, which are the basis for developing its wider eco-tourism product.

Other recent policies and plans that have been developed by the ECU and formally adopted include:

- National Biodiversity Strategy and Action Plan, which includes 32 strategies for sustainable environmental management; and
- National Policy for Adaptation to Climate Change.

Several other policies are currently being actively considered or developed and some have reached the stage of being submitted to Cabinet for consideration. These include:

- *Land Policy* (on-going) and *Integrated Development Plan* (Ministry of Environment, Natural Resources, Physical Planning and Fisheries);
- *National Environmental Management Strategy* (ECU is seeking funding and technical assistance to develop this);
- *Housing and Shelter Policy* (Ministry of Housing, Land, Settlements and Water Resources);
- *Integrated Water Policy* (Ministry of Housing, Land, Settlements and Water Resources);
- *Energy and Renewable Energy Policy* (Ministry of Public Works, Energy and Ports);
- *Agriculture Policy* (currently before Cabinet for its consideration); and
- *Forest Policy* which will review amongst other things, the institutional arrangements for managing parks and specifically sites that are significant tourist attractions (consultants have been contracted to lead a participatory process of development).

These policies are all intended to be consistent with marketing Dominica as a “green destination” and the first “organic island” in the world, so will directly or indirectly contribute to the SCP agenda.

Table 1 below identifies the main agencies that have formal mandates relevant to SCP, the enabling legislation that provides this mandate and their main responsibilities.

Table 1: Agencies, responsibilities and enabling legislation

Agency	Enabling legislation	Responsibility
Ministry of Agriculture and Forestry	Pesticides Control Act (1974).	<ul style="list-style-type: none"> • Control of the importation, sale, storage and use of pesticides
	Land Protection and Quarantine Act (1986)	<ul style="list-style-type: none"> • Protection of the agricultural resources of Dominica from dangerous plants, pests and diseases
Ministry of Agriculture and Forestry <ul style="list-style-type: none"> • Dominica Banana Marketing Corporation 	Dominica Banana Marketing Corporation Act (1984)	<ul style="list-style-type: none"> • Regulation of the purchase and export of bananas

Agency	Enabling legislation	Responsibility
Ministry of Agriculture and Forestry <ul style="list-style-type: none"> • Forestry and Wildlife Division 	Forestry and Wildlife Act, (1996) Forests Act (1958) National Parks and Protected Areas Act (1975)	<ul style="list-style-type: none"> • Protection, conservation and management of wild mammals, freshwater fishes, amphibians, crustaceans and reptiles • Sustainable use of the island's forest, wildlife and national park resources • Establishment and maintenance of national parks and protected areas for Dominica
Ministry of Environment, Natural Resources, Physical Planning and Fisheries	Physical Planning Act (2002) makes provision for establishment of Physical Planning and Development Authority	Responsible for environmental management, fisheries, mining, natural resources and physical planning
Ministry of Environment, Natural Resources, Physical Planning and Fisheries <ul style="list-style-type: none"> • Environmental Coordinating Unit (ECU) 		Responsible for coordinating environmental management in Dominica.
Ministry of Environment, Natural Resources, Physical Planning and Fisheries <ul style="list-style-type: none"> • Fisheries Division 	Fisheries Act (1987)	Management of fisheries, support to fisherfolk (mainly artisanal)
Ministry of Health <ul style="list-style-type: none"> • Dominica Solid Waste Corporation 	Solid Waste Management Corporation Act (1976)	Developing and managing waste management facilities for storage, collection, treatment and disposal of solid waste
Ministry of Employment, Trade, Industry, and Diaspora Affairs <ul style="list-style-type: none"> • Dominica Export and Import Agency (DEXIA) 	Dominica Export Import Agency Act (1986)	Responsible initially for the importation of bulk rice and sugar but has gradually moved to facilitate exports of agricultural, agro-processed and manufactured products
Ministry of Lands, Housing, Settlement and Water Resource Management <ul style="list-style-type: none"> • Dominica Water and Sewerage Company Limited 	Water and Sewerage Act (1989)	Development and control of water supply and sewerage facilities in Dominica
Ministry of Lands, Housing, Settlement and Water Resource Management <ul style="list-style-type: none"> • Government Housing Loans Board 	Government Housing Loans Board Act (1957)	Provides public officers with concessionary loans for housing
Ministry of Public Works, Energy and Ports <ul style="list-style-type: none"> • Dominica Electricity Company (DOMLEC) 	Electricity Supply Act (2006)	Power generation (but no longer guaranteed a monopoly)

Agency	Enabling legislation	Responsibility
Ministry of Public Works, Energy and Ports <ul style="list-style-type: none"> Independent Regulatory Commission 	Electricity Supply Act (2006)	Regulates setting of tariffs, independent power purchase agreements and sale of surplus power to the grid
Ministry of Tourism and Legal Affairs <ul style="list-style-type: none"> Discover Dominica Tourism Authority 	Discover Dominica Tourism Authority Act (2007)	Tourism marketing, product development and establishment and monitoring of standards
Ministry of Works Energy and Ports <ul style="list-style-type: none"> Road Transport Board 	Vehicles and Road Traffic Act, 17 of 1993	Provides for the establishment of the Road Transport Board with responsibility to regulate and control all aspects of road use, include setting fares for public transport, issuing of licenses, road safety etc.
Ministry of Employment, Trade, Industry and Diaspora Affairs <ul style="list-style-type: none"> Consumer protection Unit 	(Draft) Consumer Protection Act	Draft bill has been in gestation since 2005/06
Ministry of Employment, Trade, Industry and Diaspora Affairs <ul style="list-style-type: none"> Bureau of Standards 	Standards Act, 4 of 1999	Promotion and maintenance of standards and improvement of goods produced in Dominica, as well as services, processes and practices
Ministry of National Security, Immigration and Labour <ul style="list-style-type: none"> Office of Disaster Management 	No legislation but policy statement by Minister in 2010 to collaborate with Caribbean Disaster Emergency Management Agency in the coming year towards developing legislation, plans etc.	Responsible for all aspects of disaster management including development of plans/standards and development of District Disaster Emergency Centres

5. **Activities undertaken and progress made at national level**

This section examines the key sectors of the national economy and identifies some of the issues faced as well as some of the progress made in the integration of SCP approaches in sectoral strategies, policies, laws, regulations, programmes and projects.

5.1. *Agricultural diversification*

Agriculture has traditionally been the mainstay of Dominica's economy, with banana cultivation at its peak representing approximately 75per cent of exports. The loss of preferential access to the European markets and the gradual liberalisation of the sector in the 1990s have resulted in the once prosperous banana industry declining from its peak year in 1988, when 72,000 tons were produced from 15,000 acres cultivated by 7,000 growers, to around 12,000 tons, with the income received barely covering the production costs of the 400 farmers still involved¹¹.

¹¹ <http://dominica.nu/Bananas.html> accessed 18 June 2010

In the mid-1980s, in anticipation of the liberalisation of the banana market, the Government of the Commonwealth of Dominica (GOCD) began to institute a number of projects aimed at diversifying local agriculture. Among these projects were those funded by the EU under Stabex and the USD 2,996 million Integrated Rural Development Project (IRDP) jointly funded by a 20-year loan from the International Fund for Agricultural Development and GOCD.

The IRDP was formulated in concert with GOCD's overall objectives of agricultural diversification, income growth, reduced unemployment, increased exports, and overall economic growth. The project was aimed supporting former banana estate workers with the provision of credit, inputs, technical services, and infrastructural improvements. Among its major components were:

- training, technical assistance, credit and support for 640 settlers/farm households on the former Geneva and Castle Bruce estates, most of were were landless or near landless, and had been plantation labourers.
- credit was also targeted to roughly 600 project participants outside the estates, mostly artisanal fishermen, small agro-processors, small farmers with less than 10 acres of cultivable land, and rural people with gross family incomes of less than US\$ 2,000 per year. Twenty-eight percent of the proposed settlers were women and heads of households including fish vendors, hucksters, landless livestock rearers and cottage industry workers.
- upgrading and refurbishment of agricultural research stations and the plant propagation units to introduce new crops such as hot peppers, passion fruit, papayas, mangos and avocados;
- construction of farm settlement roads on Geneva, providing all farms with ready access to roads¹².

Other projects that have provided agricultural credit aimed at assisting with diversification include the 1999 STABEX Agricultural Diversification Programme, which focused on activities such such as citrus rehabilitation, plant propagation, feeder road rehabilitation and irrigation and drainage¹³.

As part of its agricultural diversification thrust, the GOCD has allocated a portion of the Stabex funds to strengthening DEXIA's capacity to identify and support local companies with export potential by undertaking a "Benchmarking study of Companies", and to assist DEXIA with its computerisation project.¹⁴

5.2. Agro-processing

The agro-processing sector is well-established on a small scale and has an impact on both production and consumption. There is a trend towards using organic products and there is also scope for wider application of renewable energy technologies. There is potential for expanding the number of jobs in this sector both via exports (there are good market prospects for products based on tropical fruits and vegetables in North America, Europe and in the CARICOM region) and through creating linkages with the tourism sector.

¹² http://www.ifad.org/evaluation/public_html/eksyst/doc/prj/region/pl/dominica/r184daae.htm, accessed 18 June 2010.

¹³ http://www.naodominica.org/html/portfolio_review_report.html, accessed 18 June 2010.

¹⁴ http://www.naodominica.org/html/portfolio_review_report.html, accessed 18 June 2010.

However, the Growth and Social Protection Strategy notes that the sector faces a number of challenges:

- the high cost of sourcing agricultural raw materials in Dominica;
- the difficulty of obtaining capital for development, particularly for small-scale enterprises;
- transport and marketing problems, including lack of market intelligence.

A recent workshop held in Dominica under the IEPF programme also identified that there was inadequate institutional support to the sector by DEXIA (CANARI 2010).

According to DOAM, the most pressing need is to upgrade the Produce Chemist Laboratory of the Ministry of Agriculture so that it has the capacity to carry out product development as opposed to its current limited role of batch product testing (Sharon Jones, DOAM coordinator, *pers.comm.*).

5.3. The Energy sector

Energy prices in Dominica are higher than most other countries in the Eastern Caribbean. This has a negative impact on the competitiveness of all the major productive and service sectors. Moreover, Dominica's heavy dependence on and high cost of imported fossil fuels seriously affects the country's fragile economy, with knock-on effects on food security. There is therefore a strong focus on enhancing the use of local and renewable energy sources in order to reduce the country's energy bill and emissions. The Forestry Division advised that wood and other biomass wastes are not widely used, even in rural areas, so there has been no significant deforestation as a result of biomass use for domestic energy (Minchington Burton, *pers. comm.*).

Dominica's draft Energy Policy, based on the OECS guidelines, is aimed at improving economic productivity, promoting industrial development, enhancing economic resilience and improving health and welfare by promoting energy efficiency, energy conservation and renewable energy systems, leading specifically to identification of alternative and renewable sources of energy. Dominica has also established the Independent Regulatory Commission, aimed at encouraging and facilitating the entry of independent power providers and the sale of surplus power through power purchase agreements to the national grid.

5.4. Tourism sector

Dominica markets itself as "The Nature Island of the Caribbean" and is characterised by mountainous and rugged terrain of volcanic origin covered by lush tropical forests, with rich biodiversity that includes several endemic plants and animals. It has a number of parks and protected areas, which are major tourist attractions and its 365 rivers, "one for each day of the year", are a source of pride for Dominicans.

However the FAO noted in its National Forestry Action Programme for Dominica that "Stay-over visitors account for the major portion of revenue earnings from tourism. Cruise ship arrivals have increased steadily over the past five years and Government has invested heavily in cruise ship docking facilities. The usage of the National Parks has grown to such an extent that the "Saturation point" is being exceeded at two specific sites. While Government has invested heavily in infrastructural improvement to facilitate the cruise ship arrivals, this has proven to be the low end of tourist trade. Government has therefore recognised the need to extract more spending from cruise tourism and expand stay-over tourism. Government needs to exercise caution in its planning to ensure that further tourism expansion does not adversely impact on the island's fragile environment"¹⁵.

¹⁵ <http://www.fao.org/docrep/x5651e/x5651e02.htm>, accessed 18 June 2010

However, progress towards sustainable tourism has been made in a number of areas, notably through the Community Tourism Project, which included the following activities and outcomes:

- **Support to and development of health and wellness tourism:** an online Directory was developed with about 80 service providers being featured on that Directory. A symposium was also conducted where services providers had the opportunity to network. The major outcome of the symposium includes the strengthening of the position of Dominica in the Health and Wellness Industry; Publicity for the new Online Health and Wellness directory; Exposure for service providers on their products and services.
- **Standards Development:** new standards were developed for sites and attractions and campgrounds.
- **Yachting:** Work was also done to improve the yachting sector in Dominica. A dingy was purchased for yachting security in Portsmouth and a marine guide developed.
- **Rural tourism development:** between June 2008 and June 2009, the Tourism Sector Development Programme undertook a number of initiatives to improve and further develop community tourism in Dominica, including construction of:
 - Portsmouth India River Reception Centre to house a fine dining restaurant; craft and souvenir vending units; office space; conference centre; snackette and a small stage for low impact performances;
 - Bellevue Chopin Tourism Reception Centre, housing a reception centre; display area and small snackette and washroom facilities. The building will be managed by the Bellevue Chopin Organic Farmers Group for displaying of their organic products and also for dispatching Tours to their farms;
 - Wotten Waven Tourism Reception Centre to house a reception centre; computer centre; washroom facilities. The centre will be used to dispatch tours to sites and attractions within the valley area.

Six communities including Mero; Wotten Waven; Bellevue Chopin; Giraudel/Eggleston and Portsmouth received training in the areas of: e-commerce and e-marketing; business management and development, planning and leadership; ethics and proposal writing.

Four persons from each of the groups also received Tour Guiding Training undertaken by the Dominica State College.

Under the Marketing sub-component, websites were developed for all of the communities mentioned above. Brochures were also developed highlighting the tours and packages available within the communities¹⁶.

5.5. Water resources

Dominica has an abundance of fresh water resources, which are managed by a state-owned company, the Dominica Water and Sewerage Company (DOWASCO). DOWASCO harvests, stores and distributes safe pipe borne water for domestic and industrial purposes. Consideration is also being given to exporting water to neighbouring islands. Water is metered in Dominica but since it underpins all aspects of the economy (energy, tourism, agriculture), it has been suggested by some that the government is entitled to additional resource rents in the form of environmental levies or royalties. These are issues which the new water policy is expected to address, taking into account the particular importance of water to the following users:

¹⁶ http://tourism.gov.dm/?page_id=427, accessed 18 June 2010

- the agricultural sector, which has become a significant user of water for irrigation. The recent drought and its impact on the agricultural sector suggest that a policy is needed with regard to the supply of water for agriculture;
- The Dominica Electricity Services Limited (DOMLEC), which operates one hydro-electric plant on the Roseau river that provides 50 per cent of the national electricity supply;

Dominica's freshwater resources are also a major tourist attraction, notably the Fresh Water Lake, the Emerald Pool, the Trafalgar Waterfall, and rivers, such as the Indian and Layou rivers, which are used for rafting, tubing, kayaking and swimming.

Since Dominica's fresh water resources face a number of natural and man-made threats, there is a need to develop comprehensive multi-sectoral policies to:

- reduce vulnerability to natural disasters, such as hurricanes and storms that result in flooding, soil erosion, sedimentation, and a reduction in basal flow;
- improve watershed protection and reforestation;
- regulate the use of dangerous chemicals in agricultural production;
- control use of rivers for tourist activities; and
- regulate land use and infrastructural and tourism development.

Following the 2010 drought, there is some concern that the planned sale of bulk water for export may affect the reliability of domestic supplies.

5.6. Public Transport

Dominica suffers from high external and internal transport costs that adversely affect its international and regional competitiveness but it has little control over external sea and air transportation costs, which are established internationally and are influenced by world fuel prices.

Domestic public transport is provided by privately owned and managed small buses, which provide adequate coverage but at a relatively high cost due to the hilly terrain, small and limited capacity of the buses, their very high recurrent maintenance costs and the remoteness of many destinations. There is clearly a need for study and development of alternative options in the medium to long term in order to offset problems related to:

- insufficient parking on city streets and congestion;
- loss of significant foreign exchange in purchasing increasing quantities of fuel;
- lack of standards to control emissions and sulphur content of petrol, and
- sub-optimal vehicle size and poor maintenance regimes.

The government is also a significant operator of fleets on the island and could adopt a more SCP-oriented approach by purchasing hybrids, efficiently maintaining its fleets and making more use of fax and email to reduce vehicle courier service.

5.7. Housing and construction sector

Construction is an important economic and employment sector in Dominica. In 2004, it was the fourth largest employment sector and the seventh largest contributor to gross domestic product. Residential buildings (housing) account for about 75 per cent of all construction activities. The demand for new and replacement housing, for all income groups, is estimated at an average of 400 units a year (CDB 2000).

Because of high construction costs and the difficulties people faced in obtaining financing, the GOCD has changed its earlier policy of encouraging people to build their own homes, which essentially relied on private enterprise for the construction with government making

available government-owned lands and delivering serviced lots. Since 2007, there has been a new thrust towards the provision of affordable housing, described in the 2008/09 Social and Economic Review as “*a revolution which is ongoing, touching the lives of thousands of Dominicans particularly the disadvantaged*”. This has resulted in numerous government initiatives, including:

- development of a comprehensive housing and shelter policy with technical assistance and funding from the CDB;
- provision of low-interest loans through the Government Housing Loans Board to provide financing to certain categories of public officers, using funds from ALBA and the People's Republic of China, as well as site and services infrastructural development in almost every district of the island;
- extension of sub-divisions within existing housing estates e.g., Canefield Extension Phase I and II, Plat Ma Pierre in Colihaut, and Castle Bruce; and
- introduction of a squatter regularisation programme and assistance with housing repair through grants and subsidised access to building materials, resulting in the provision of sanitation and construction of low income houses in Bellevue, Chopin, Hillsborough Gardens, St Joseph and house construction and repairs in Dublanc, Bioche, Portsmouth and the Carib Territory.

However, in spite of the obvious benefits of increased availability of public housing, there is a trade-off with agricultural production and food security, which is of concern since much of the land used for the housing programme was former agricultural estate land. Examples of this are the recent acquisition of:

- 3.5 acres at Bellevue Chopin to be divided into 28 lots with an average size of 3,500 sq.ft.;
- 39.2 acres at Hillsborough Gardens to provide a yet-to-be determined number of lots with an average size of 3,500 sq.ft.;
- Lilly Valley (Hartington Estate, Trafalgar), where 5 acres will provide 28 lots with an average size of 3000 sq.ft.; and
- Union Estate (Pt. Michel) where 16 acres will provide 100 lots and a further 12.75 acres 50 lots, with an average lot size of 4,200 sq.ft.

6. Examples of SCP activities and initiatives

Table 2 below provides examples of initiatives and good practices that relate to SCP in ongoing and proposed programmes and projects in Dominica. It indicates that, while the concept of SCP may not be well-known or systematically applied in Dominica, significant progress has actually been made.

Table 2

Sector	Description of activities	Status/impact
AGRICULTURE	<p>Organic farming: the Dominica Organic Agriculture Movement (DOAM) promotes organic farming, with support from the Ministry of Agriculture, which has an extension officer dedicated to organic farming.</p> <p>The current president of the <i>National Association of Youth in Agriculture</i> is also trained in organic farming. He works in extension during the day and volunteers with youth/organic farming</p>	<p>DOAM has 45 members, mainly female, who have undergone comprehensive training in all aspects of organic farming. DOAM has several chapters island-wide that are working with the Ministry of Agriculture extension services to grow and sell a variety of organic produce.</p> <p>Numerous training seminars have been held including an on-line course in "Successful organic production and</p>

Sector	Description of activities	Status/impact
	organisations in his spare time.	export" funded by UNEP/UN Conference on Trade and Development. DOAM's latest venture is the production of organic fertiliser and pesticides.
	Fairtrade bananas– the Windward Islands Farmers Association (WINFA) is a confederation of small farmers' organisations supporting small scale farmers in St. Vincent, Saint Lucia, Grenada, Dominica and Martinique.. It has been working with Fairtrade since 1990. Under this agreement farmers must adhere to environmental standards that protect the environment and minimise the use of fertiliser and pesticides. They also receive technical support from the Fairtrade Labelling Organizations International.	Dominica has 857 members of WINFA in 17 groups ¹⁷ . Farmers receive a Fairtrade premium price for their bananas which is used for social and development projects and business development.
ENERGY	Installation of solar powered street lights - GOCD, in collaboration with DOMLEC, installed solar powered lights on the newly-refurbished Goodwill highway.	The lights are working and serve as a demonstration of the benefits of solar energy.
	Installation of photovoltaic cells in schools - The Sustainable Living Initiative Centre and the Three Rivers/Rosalie Forest Eco-lodge are working in collaboration with the University of Vermont, Environmental Studies Unit, to install photovoltaic cells in public buildings.	No data available on the total number of cells installed. Apart from the technology exchanges which take place annually, the visiting groups also carry out practical projects, such as the 2008 installation of PV cells at the remote pre-school in Grand Fond.
	Geothermal exploration – the potential for geo-thermal energy in Dominica is believed to be limitless and two agreements for exploration have been signed with West Indies Energy and Wotten Waven through the EU Energy Facility, in collaboration with Conseil Régional from the neighbouring island of Guadeloupe.	The project with West Indies Energy in Soufriere has reportedly run into financial difficulties but the EU-funded exploration/testing in collaboration with the Conseil generate in Guadeloupe is on stream.
	Wind energy study/experiment - the municipal authority in the northern town of Portsmouth has collaborated with a Guadeloupian enterprise to carry out wind speed measurements at Woodford Hill. Other tests have been carried out in the south at Petite Savannes and Dubique	The wind speed test at Woodford hill has been successfully concluded and published. The status of the southern tests is uncertain. At present GOCD seems to be focusing on geo-thermal opportunities rather than wind.

¹⁷ <http://www.winfacaribbean.org/>, accessed 10 June 2010

Sector	Description of activities	Status/impact
	The 24-bed Three Rivers/Rosalie resort is self-sufficient in energy, using a mix of hydro power from the nearby Three Rivers and 10 x 80 watt solar panels. It also has MOUs with two US universities, Miami and Vermont, for annual student field experiments in Dominica. The resort itself is fully self-sufficient in energy.	The resort continues to receive students from the Universities of Vermont and Miami under the terms of the MOU. In 2005, the resort suffered hurricane damage to its renewable energy facility and plant from which it is still recovering.
	Hydro electricity - the country depends on hydro power from the Roseau River for the generation of 50 per cent of its domestic electricity.	The facility requires frequent and expensive maintenance resulting from fluctuations in river flow and damage by annual storms.
TOURISM	Eco-lodge resorts - consistent with Dominica's image as a sustainable tourism destination, a number of eco-lodges have been established around the island's natural sites/attractions and incorporating features of sustainable consumption in energy, food, operations etc.	Existing lodges include Jungle Bay Resort, Exotica, Petite Kulibwi and new lodges are being constructed all over the country. They contribute to the creation of jobs and provide a useful market for local products such as herbs and vegetables.
	Trails and hiking - the Forestry Division has a long- established system of parks and trails for recreational purposes. With the recent upsurge in cruise tourism, increasing numbers of tourists visit the sites/facilities	There is a need to manage the numbers of people visiting some of the sites to ensure carrying capacity is not exceeded.
	Dominica Community Tourism Association – the association was formally launched on 3 June 2010 at the Geneva Heritage Tourism Park, Grand Bay. It is a joint initiative of the Ministry of Tourism and Legal Affairs through the EU- funded SFA 2006 Tourism Sector Development Programme and stakeholders involved in community-based tourism activities in Dominica	The Association has developed a constitution and will undertake joint fundraising and marketing activities and serve as a link to the Ministry of Tourism and Discover Dominica Authority. Its members will benefit from the SFA 2006 Tourism Sector Development Programme, which is aimed at improving the competitiveness of the Tourism Sector in Dominica, through capacity building, marketing and rural tourism development.
AGRICULTURE	<p>Agroprocessing - Bello Foods, a private company founded in 1944 in a domestic kitchen, has grown and developed, and now produces a wide range of spices, condiments, jellies, etc under the Bello Brand</p> <p>Blows Teas is another successful agro-processing venture to have established a name for itself producing teas from local herbs etc.</p>	<p>Is now well established and can be seen on the supermarket shelves with a range of products, including spices, peppers, pimento.</p> <p>Reportedly experiencing problems with procurement of raw materials</p>

Sector	Description of activities	Status/impact
	Production of organic soap and perfumes - the Essential Oils Cooperative, a grouping of bay leaf farmers, is producing such products, mostly under the "Coal Pot" brand at their factory in Grand Bay.	The Cooperative is considering the introduction of renewable energy to replace fuel wood for heating and extracting the oils.
HOUSING	Petro Casa - in 2008, the government initiated a programme to construct 50 model homes in five locations in Dominica. The houses will be constructed based on a proven Venezuelan/Cuban model of PVC frames with concrete fill.	Construction began in 2009 and is currently 75 per cent complete. Residents are expected to occupy them by end of 2010.
SOLID WASTE	Solid waste recycling - Dominica Solid Waste Corporation signed an agreement in March 2010 with a US entity to ship recyclable materials to California for recycling.	This will reduce the volume of waste disposed at the Fond Cole Sanitary Landfill by up to 30 percent. Operations are expected to commence soon.
INFORMATION TECHNOLOGY	E-government and banking - the banks and some departments of GOCD are conducting more business on-line	Contributes significantly to SCP by lessening travel and consequently reducing emissions and saving time and money.
EDUCATION	Dominica State College - the college has an environmental club which mixes academic study with experimentation and application of learning in support of many of the renewable energy projects cited above.	Students and faculty continue to contribute, especially in the area of renewable energy

7. Constraints and opportunities in the promotion of SCP

7.1. Constraints

Absence of formal written policies

Until the recent introduction and development of a range of new policies, much of the country's actions and programmes were driven by informal or implicit policy, such as the statements contained in the annual social and economic review, which complements the presentation of the budget of estimates. Similarly, many sectors have operated and continue to operate without updated legislation. Nevertheless, there is a widespread acceptance of and adherence to the philosophy of sustainable development by state officials in the key natural resource ministries, such as agriculture, fisheries, forestry and tourism. However, the private sector seems less committed to sustainability as evidenced, for example, by the continuing thrust towards expanding cruise tourism.

Many policies and approaches are also driven or influenced by the country's aid and development assistance partners, such as ALBA (energy, housing), EU (agriculture), and UN agencies (environment/sustainable development).

The policy space is therefore relatively open and susceptible to lobbying by interest groups, which results in actions that are not always guided by coherent policies, for example, the granting of the license for the sale of bulk water.

There is therefore a need for the development of policies to guide sectoral strategies and programmes, and this process is currently underway.

Capacity of key agencies

There is a high level of commitment to the sustainable development agenda at the level of key agencies such as the ECU, which is the agency charged with the responsibility for coordinating and promoting sustainable development in Dominica. While the decision to centralise these functions under one coordinating unit provides coherence, the Unit remains constrained by limited human capacity (a director, four technical officers and three support staff) to meet all the country's obligations under the various conventions it has signed up to as well as driving the national agenda.

Other public sector agencies suffer from similar human resource constraints as a result of the small population size and brain drain to other countries and regional institutions. This leaves the small but committed public service stretched to provide the level and range of services expected of a modern developing state.

Weak inter-ministerial and inter-departmental coordination

Coordination between ministries and departments is weak, in part because of the human resource constraints mentioned above, which results in a lack of coherence in policies and programmes.

Inadequate planning laws and regulation and lack of enforcement

A culture of weak enforcement has been exacerbated by the flouting of regulations, even in the new public housing programme, where cost concerns have led to the use of smaller lot sizes than stipulated in the regulations. Planning regulations are also inadequate and need to be amended, both to improve environmental and safety standards and to speed up the process of obtaining planning approval for housing projects.

7.2. Opportunities

Housing construction

As reflected by its selection as the pilot project under the IEPF programme (see Section 8.3 below), the rapidly-expanding public housing sector offers scope for analysis, comparison and testing of approaches, which could be of wider value to other sectors.

The Housing Manager has suggested that challenges for first-time house buyers, relating to the scarcity and high cost of building land, could be addressed by the adoption of a strata housing policy, which would provide low-cost apartments with shared amenities (similar to the condominium model) (Hillary Jules, *pers. comm.*).

Transforming the energy sector

The energy sector has a significant impact on economic and social development as well as on the environment, for example through:

- domestic consumption – energy directly or indirectly determines the cost of food and its affordability thus impacting choices which can result in impaired health and poor nutrition;
- lower levels of consumption of locally-produced goods as prices have risen due to increased energy costs, leading to loss of profitability, jobs and employment;
- all facets of economic production depend on access to reliable and affordable electricity the generation of which is totally dependent on the importation of diesel with annual price fluctuations; and
- a high and increasing amount of the nation's foreign exchange is used to purchase fuel and energy related products.

Key actions that need to be taken are to ensure that:

- there is minimum negative impact and pollution;
- the sector is regulated in terms of setting fair and competitive rates;
- the energy sources are diversified, especially by exploiting renewable energy sources; and
- energy consumption and conservation issues are fully integrated into the policies and practices of all main sectors of the economy, especially tourism and transport.

The energy sector also offers numerous opportunities for small-scale interventions at the household, farm and institution levels; public education on reducing consumption and saving; and public policy aimed at improving efficiencies in consumption in buildings and production activities. Specific opportunities include the introduction of renewable energy sources to existing agro-processes, for example by using solar power to heat and extract the oils from the bay leaves instead of the current practice of using bio-mass or timber.

Transforming the tourism sector

Another opportunity for the promotion of SCP in Dominica is in the growing hospitality sector, because of existing comparatively high levels of awareness and because of the immediate economic, social and environmental benefits that could be accrued from the introduction of more sustainable practices. Opportunities include providing incentives (including negative incentives such as taxes) for sustainable environmental practices and increased of local produce and other goods.

Continuing to focus on reducing unsustainable practices in agriculture, particularly with respect to pesticide use in banana production

The practices being adopted under Fair Trade banana cultivation could be more widely applied and adapted to other agricultural sector.

Developing and implementing a new transport policy

A comprehensive and holistic transport policy is needed if current unsustainable patterns are to be reversed, and it should cover all components of the sector (public and private transport systems, infrastructure, waste management, etc.) as well as the linkages with physical planning, land use and other critical dimensions of sustainable development.

Adjusting fiscal policy

There is also a need to review fiscal policies and their impact on all aspects of SCP, including agricultural and tourism incentive regimes to ensure that they promote rather than discourage SCP practices.

Given the dominance of the Ministry of Finance in policy formulation, it needs to be sensitised to issues relating to other ministries, especially those charged with the responsibility for policies on sustainability and social development, and by extension advancing the SCP agenda.

8. Recommendations for the introduction of SCP in national policies and strategies

8.1. Overview

The situation and analysis presented above suggest that a more systematic introduction of the approaches, principles and instruments associated with the concept of SCP would be to Dominica's benefit, because it would:

- demonstrate the environmental benefits of good economics and the economic benefits of good environmental practices;

- reduce the environmental, social and economic costs of the production of goods and services; and
- enhance the economic viability of important sectors.

Such an effort should be guided by a number of principles, including:

- the need to build on past and existing experiences in Dominica and in countries that have similar conditions;
- the value of linking economic, social and environmental outcomes, of highlighting synergies and of ensuring that the SCP agenda is not confined to the environmental sector and equated with the environmental agenda;
- the need to avoid new jargon – international organisations are accustomed to producing new slogans and new agendas, but these can be confusing for actors on the ground. It would therefore be counter-productive to promote “SCP” as something entirely new and different from what the key institutions in Dominica have been promoting under the banner of sustainable development.

It is therefore proposed that a programme be developed and implemented, with four main components.

8.2. Formulating and implementing a comprehensive communication strategy

At the policy level there is weak understanding of the content and context of regional trade agreements and their implications for Dominica’s competitiveness in manufacturing. Consequently the strong synergies and coordinated actions between the public and private sectors to take advantage of opportunities are lost. There are also low levels of public awareness of SCP (and sustainable development in general) so there is both a need and an opportunity for a well-designed communication strategy that would encompass the following elements:

- the acquisition and management of documents, reports, case studies and audio-visual materials illustrating the usefulness, relevance and impact of “the SCP approach”: ECU would be the most logical agency to manage such a collection, with the help of IEPF, UNEP and other institutions in identifying and acquiring materials
- the drafting and distribution of case studies of good practice, with a focus on experiences that have resulted in combined social, environmental and economic benefits in production;
- the drafting and dissemination of policy briefing papers on key aspects of sustainable development relating to SCP, such as transport or energy, and distribution of these to key actors with the objective of sensitising them to the benefits, both environmental and financial, that can be gained by adopting SCP; and
- the dissemination of information and case studies from other countries, for example the innovative and comprehensive experience of Mauritius.

Key target audiences for these products include:

- relevant ministries;
- private sector producers and operators, e.g. in transportation, farming, public utilities, etc.;
- educational institutions;
- media;
- consumer associations;
- individuals and households; and
- non-governmental and community-based organisations.

8.3. Designing and implementing a pilot project

The pilot project will examine a number of cases of public housing programmes and projects and examine the policies, regulations, methods, tools and knowledge that would allow for enhanced sustainability, for example, through the creation of green spaces or the use of guidelines, regulations, technologies and materials to increase energy efficiency, improve waste management or mitigate the impacts on drainage and erosion. The project is expected to benefit the public housing sector directly, but should also be able provide valuable lessons and approaches that can be adapted for other sectors. The project will be coordinated by the ECU, working in collaboration with the Ministry of Housing.

It is anticipated that the pilot project will contribute to:

- capacity building (including enhanced public awareness and participation) in the field of energy efficiency and reduction of the environmental impacts of the public housing sector;
- identification and formulation of policy, legal and fiscal measures and instruments to promote sustainable housing, including the formulation of a code of good practice, which will promote the design of systems for the efficient use of energy and water, and the identification of ways to reduce the effects of natural disasters.
- involvement of civil society and operators, through communication instruments and campaigns, including the construction of an energy-efficient model home for demonstration.

8.4. Encouraging and supporting policy reform

A programme of action on SCP should also focus on public policy, and aim at inserting SCP concerns and instruments in all relevant policy statements, laws and regulations. Specific opportunities include:

- *Seeking to influence policy* – the ECU should take advantage of the current and imminent policy development initiatives in Dominica and seek opportunities to introduce elements of SCP into on-going or proposed policy formulation, such as housing and shelter policy, integrated water policy, energy and renewable energy policy; and agriculture policy. The consultative process for the development of a new forest policy also offers scope for introducing SCP considerations and approaches.
- *Development of a National Environmental Management Strategy* – the ECU should be supported and encouraged in its pursuit of funding and technical assistance as this is a critical requirement in strengthening the sustainable development and SCP agendas; and
- *Collaboration with partners in the development and application of SCP* – ECU should collaborate with agencies whose work offers opportunities for practical applications of SCP, most notably the introduction of renewable energy in the organic and agro-processing sectors, e.g. DOAM, Herbal Business Association and Essential Oils.

8.5. Identifying and generating financial support

Given that policies, programmes and initiatives, especially in the realm of environment and sustainable development, are often driven by external influences derived mainly from conventions and related aid and technical assistance agreements with international agencies, these areas and institutions are likely to be the first sources to be tapped in search for funding support by way of proposal submissions to the bi-lateral and multi-lateral institutions.

However a number of other approaches can be adopted, including:

- developing partnerships with the regional and national private sector in areas of mutual benefit, including funding of studies and audits leading to potential savings, and the use of these as case studies for public information and advocacy; and
- piggy-backing on planned or on-going initiatives with compatible objectives, e.g., energy efficiency, water conservation during drought periods, disaster mitigation, etc.

9. Next steps and recommendations

It is recommended that this study be submitted to:

- the Permanent Secretary, Ministry of Environment, Natural Resources, Physical Planning and Fisheries, requesting formal acceptance and endorsement of the study; and approval for the ECU to:
 - continue coordinating actions relating to SCP in Dominica,
 - collaborate with all relevant agencies in the public and private sectors as well as civil society towards achievement of the above stated actions, and
 - work with regional and international agencies to mobilise support, including funding.
- the CARICOM Secretariat as the regional body responsible for the Marrakech process, as a means of informing and influencing its actions with regards to SCP and seeking technical support in the implementation of proposed actions..

10. REFERENCES

CANARI. 2006. Improving policy and institutional capacity for development: National review of opportunities and constraints for stakeholder participation in Dominica. Caribbean Natural Resources Institute, Laventille, Trinidad.

CANARI. 2010. Report on Dominica national workshop and launch of national pilot project. Caribbean Natural Resources Institute, Laventille, Trinidad.

CARICOM. 2008. Agreement Relating to the Operation of the CARICOM Development Fund. Georgetown, Guyana.

CDB. 2000. Preparation of Shelter Development Projects – Dominica. Caribbean Development Bank, Bridgetown, Barbados.

CTO. No date. Competing with the Best: Good practices in community-based tourism in the Caribbean. Caribbean Tourism Organisation, Bridgetown, Barbados.

Government of the Commonwealth of Dominica. 2006. Medium-term Growth and Social Protection Strategy. Roseau, Dominica.

IEPF. 2008. Review of opportunities for collaboration with the Commonwealth of Dominica in the renewable energy sector. Institut de l'énergie et de l'environnement de la Francophonie, Quebec, Canada.

OECS. 2007. St. Georges Declaration of Principles for Environmental Sustainability in the OECS: Revised 2006. Organisation of Eastern Caribbean States, Castries, Saint Lucia.

Cited websites and webpages

<http://www.caribbeannetnews.com/news-22596--39-39--.html>

<http://www.caricom-fisheries.com/WhatisCRFM/AboutCRFM/tabid/56/Default.aspx>

http://www.caricom.org/jsp/single_market/free_movement.jsp?menu=csme

<http://www.cehi.org.lc/cleanerprod.htm>

http://www.dominica.gov.dm/cms/files/budget_address_2009_2010.pdf

<http://www.dominica.nu/Bananas.html>

<http://www.fao.org/docrep/x5651e/x5651e02.htm>

http://www.ifad.org/evaluation/public_html/eksyst/doc/prj/region/pl/dominica/r184daae.htm

http://www.naodominica.org/html/portfolio_review_report.html

<http://www.onecaribbean.org/content/files/2004dominica.pdf>

<http://www.onecaribbean.org/content/files/2007BVltoDominicaCountryStats.pdf>

<http://www.onecaribbean.org/content/files/Part1CommunitytourismDominica.pdf>

http://tourism.gov.dm/?page_id=427

<http://www.unep.fr/scp/marrakech/about.htm>

<http://www.winfacaribbean.org/>

Appendix 1: Concept note presenting regional programme

Strategic planning for sustainable development in the Francophone Caribbean: a capacity-building programme for sustainable production and consumption

CONCEPT NOTE

April 2010¹⁸

1. Background

The *Institut de l'énergie et de l'environnement de la Francophonie* (IEPF), a subsidiary body of the *Organisation Internationale de la Francophonie* (OIF), is committed to collaborating with the three Member States of the Francophonie in the Caribbean (Dominica, Haiti and Saint Lucia) in order to strengthen their capacity to formulate and implement national strategies for sustainable development (NSSD). In order to conceive and guide this initiative, the IEPF has established a Steering Committee (*Comité de Pilotage*) which has carried out a number of background studies and has held three planning meetings, the third of which took place in Port au Prince, Haiti (27-29 April 2009). This document is the outcome of this process and of the first regional action learning group meeting which was held in Roseau, Dominica on 13 and 14 April 2010.

This work has confirmed the need to strengthen capacity in the field of strategic planning for sustainable development, but it has also highlighted the challenges faced by small island developing states (SIDS) in the formulation and implementation of integrated national strategies, because of institutional weaknesses as well as the diversity and complexity of issues to be addressed. In these countries, national strategies for sustainable development (NSSD) must therefore be seen more as mosaics of policy instruments than as discrete tools capable of integrating, in one location, the various dimensions of sustainable development, including adaptation to climate change and the reduction of emissions. The value of direct collaboration among the three Member States of the Francophonie in the region, with their shared Creole language, has also been recognised.

Based on this observation, the Steering Committee concluded that the best way for the IEPF to build capacity for strategic planning in these three countries would be to design and implement a regional programme called “**Strategic planning for sustainable development in the Francophone Caribbean: a programme for capacity building in sustainable patterns of consumption and production**”. *The general objective of this programme is to enhance the national policy framework for sustainable development in the three member countries of the Francophonie (Dominica, Haiti and Saint Lucia), by strengthening the capacities of the main*

¹⁸ As formulated by the regional workshop held in Port au Prince, Haiti, 27-29 April 2009, and subsequently amended on the basis of consultations with project partners and the action learning group meeting in Roseau, Dominica on 13 and 14 April 2010.

actors involved in the formulation and implementation of policies and instruments towards the adoption of sustainable patterns of consumption and production in selected sectors.

2. Overview of the programme

The programme has been designed at two levels:

- a regional component which will be implemented throughout the three years of the programme (April 2010-March 2013), with joint activities related to training, sharing of experiences and best practices, mutual learning, and formulation and dissemination of guidelines and methodologies. As far as possible, the programme will encourage networking and collaboration among the three participating countries as well as other countries and institutions in the Caribbean region (including from the French *départements* of Guadeloupe and Martinique) and other SIDS interested in the process;
- a national component in each of the three countries, which will take place over a period of two-and-a-half years (April 2010-September 2012) and will be implemented by a national body, with the support of the IEPF, the United Nations Environment Programme (UNEP) and the other regional and international partners in the programme, and in collaboration with all stakeholders at the local and national level.

The demonstration projects (national components) will use participatory methods with particular emphasis on action-based learning, thanks to: (a) the equitable participation of the main stakeholders in the conduct of the projects, through steering committees or similar mechanisms, (b) the detailed documentation of processes, results obtained and lessons learned, (c) the participatory analysis and formulation of results and lessons, and (d) the dissemination of results to all stakeholders.

3. Regional component of the programme

Objective: Build capacity through the documentation and sharing of experiences from the national components, the participatory formulation of lessons and guidelines, and the dissemination of knowledge gained from relevant regional and international processes.

Expected results:

- Sensitisation of policy-makers and managers to the importance of the approach to sustainable consumption and production and to the need for its implementation.
- Identification of needs and priorities for national policy reform and formulation processes in various sectors.
- Formulation and dissemination of methodological tools and approaches applicable to the specific conditions of SIDS.
- Enhanced capacity of managers and decision-makers to promote sustainable patterns of consumption and production.
- Active participation of the three countries in the Marrakech Process and in the preparation of the UN Commission on Sustainable Development (2010-2011).

- Networking and increased collaboration among Creole-speaking countries and their institutions.

Summary of methodology: throughout the three years of programme implementation, joint activities in training, sharing of experiences and good practices, mutual learning and the formulation of guidelines and methodologies will be implemented. The programme will encourage and facilitate networking and collaboration among the three participating countries and other actors, it will provide support to the national project components, and it will organise mutual learning through an action learning group that will meet at regular intervals throughout the duration of the programme. This group will comprise representatives of the three countries, as well as national, regional and international experts and organisations, and it will be facilitated by the Caribbean Natural Resources Institute (CANARI).

4. National components of the programme

Dominica: Identify, document and promote the policies and instruments required for sustainable production and consumption in the public housing sector.

Expected results

- Capacity building (including citizen's awareness and participation) in the field of energy efficiency and reduction of the environmental impacts of the public housing sector.
- Identification and formulation of policy, legal and fiscal measures and instruments required to promote sustainable housing, including the formulation of a code of good practice, which will promote the design of systems for the efficient use of energy and water, and the identification of ways to reduce the effects of natural disasters.
- Involvement of civil society and operators through communication instruments and campaigns, including the construction of an energy-efficient model home for demonstration.

Summary of methodology: the project will begin with a baseline study and policy analysis of the public housing sector. It will then examine, in a number of concrete cases of public housing programmes and projects, the policies, regulations, methods, tools and knowledge that would allow for a change in practice and enhanced impacts on sustainability, for example with the creation of green spaces or the use of guidelines, regulations, technologies and materials to increase energy efficiency, improve waste management or mitigate the impacts on drainage and erosion. This project will therefore benefit the public housing sector directly, but it should also be able to offer direct applications to other sectors, as it will allow for the testing of an approach that will then become transferable. The institution responsible for the coordination and implementation of the project will be the Environmental Coordinating Unit (ECU), working in collaboration with the Ministry of Housing.

Haiti: Identify, test and document options, opportunities and requirements for sustainable patterns of consumption and production in the energy sector (focusing on a geographic area to be selected).

Expected results:

- Understanding of the factors that determine the patterns of consumption and production that have the greatest impact on environment and biodiversity.
- Identification of the range of options available to rural communities in the use of energy and in energy production, and of their social, environmental and livelihood impacts.
- Enhancement of the capacity of stakeholders (local government, civil society, communities) to carry out projects in sustainable production of energy in rural areas and to evaluate the impact of such projects on livelihoods and the environment.
- Integration of energy issues in initiatives related to local development, natural resource management and adaptation to climate change in the pilot area.
- Identification of policy instruments and strategies required to promote sustainable production and consumption in the rural energy sector.
- Demonstration of the contribution of the “sustainable energy approach” to the integration of the social, economic and environmental dimensions in rural development.

Summary of methodology: the project will build on and support existing capacities, projects and initiatives in Haiti, and will also help in the design and implementation of new pilot and experimental actions for the production of renewable energy in the selected region. It will provide expertise and examples that can inform future decisions and actions in specific aspects of energy, particularly biofuel production and the evaluation of the impact of that production on other services (soils, water and biodiversity in particular), and on food security, leading to the identification of suitable policy and legal instruments. Through the monitoring and analysis of these experiences (with a baseline study to be conducted at the beginning of the project), it will demonstrate and document activities and actions that can meet energy needs in a sustainable manner while directly benefiting local communities. The institution responsible for the coordination and implementation of the project at the national level will be the Ministry of the Environment, working in collaboration with local government and civil society organisations in the selected region and a national multi-sectoral action learning group to ensure wider dissemination of project learning.

Saint Lucia: Identify, test and assess the options and requirements in a pilot sub-sector (laundry service), towards sustainable patterns of production and consumption in the tourism sector.

Expected results

- Evaluation of the impact of hotel laundry services on working conditions, such as health and security in the work place, protection of the environment, and sustainable use of resources.
- Review of the laws, regulations and policies relating to the operations of laundry services (work relations, protection of the environment and sustainable use of resources) and identification of policy gaps, issues and opportunities.
- Evaluation of the effectiveness of policy instruments (for example fiscal incentives and certification programmes in tourism) and formulation and dissemination of recommendations for improved policies and institutional arrangements.
- Sensitisation and mobilisation of the relevant sectors (business, policy makers, standards, etc.) through the formulation and dissemination of tools, guidelines and codes of good practice.

Summary of methodology: the project rests on the hypothesis that, by focusing on this very specific sub-sector (laundry services), it will be possible to identify, test and validate policies and best practices that are relevant to the tourism sector generally, and also to other economic sectors. It will start with a baseline of the status of the sub-sector and an analysis of the policies that govern it, as well as a detailed environmental audit of the pilot businesses (one hotel and one laundry service). The project will then work with these two pilot businesses, and with the sub-sector as a whole, to identify, test and document measures, technologies and policy instruments that can move the sub-sector closer to environmental sustainability. These experiences will be documented and analysed to inform policy formulation and capacity-building activities in the tourism sector. The national institution responsible for the coordination and implementation of the project will be the Department of Sustainable Development and the Environment.

5. Programme beneficiaries

The programme will benefit a number of actors, and notably:

- planners, policy-makers and trainers in the participating countries and regional institutions, who will be involved in the learning processes and will be able to make use of the tools, guidelines and recommendations arising from the programme;
- planners, policy-makers and trainers in other countries, especially SIDS, who will be able to make use of the tools, guidelines and recommendations arising from the programme;
- businesses, civil society organisations and communities involved in the three national pilot projects, who will benefit from the direct and indirect outcomes of these projects (capacity-building; policy reform; environmental, social and economic gains);
- the regional institutions involved in supporting, facilitating and implementing the various components of the programme, as this will increase their capacity to serve francophone countries in the region and to promote sustainable consumption and production.

6. Institutional arrangements for implementation

This programme will be implemented under the auspices of the *Organisation internationale de la Francophonie*, in partnership with the three governments concerned and with support from UNEP for certain aspects of the national capacity building. In each country, a focal point will be identified and a steering committee will be put in place. A regional body, the Caribbean Natural Resources Institute (CANARI), will be responsible for facilitating the regional operations (training, mutual learning, etc.), under the guidance of a Regional Committee (action learning group).

7. Budget

The total budget for this programme is estimated at US\$ 1.5 million

Appendix 2: Main environmental legislation in Dominica

This table presents the main environmental legislation currently on the books in Dominica.

#	Title of Act	Date
1	Bush Fires Act , to control and manage bush fires	#1, of 1915
2	Forestry and Wildlife Act , an Act to provide for the protection, conservation and management of wild mammals, freshwater fishes, amphibians, crustaceans and reptiles, for the purposes connected therewith	#12, of 1996
3	Forests Act , make provision for the conservation and control of forests	#25, of 1958
4	Litter Act , provision for the abatement of nuisances caused by the littering of premises and public places and for purposes connected therewith or inclined thereto	#4, 1990
5	Mines and Minerals Act , to provide for vesting in the government of Dominica ownership in minerals; for controlling, prospecting, mining, exporting and disposal of minerals; for payment of royalty for minerals extracted; for safety measures to be taken in the interest of persons employed in prospecting and mining of minerals	#5, 1996
6	National Parks and Protected Areas Act , respecting national parks and protected areas for Dominica	#16, 1975
7	Pesticides Control Act , to provide for the control; of the importation, sale, storage and use of pesticides	#15, 1974
8	Plant Protection and Quarantine Act , to provide for the protection of the agricultural resources of Dominica from dangerous plants, pests and diseases	#10, 1986
9	Receivers of Wreck Act , relating to receivers of wrecks	1885
10	Roseau Land Control Act , to control dealings in lands around th3 municipal limits of Roseau which may be required for the purposes of town planning schemes	#17, 1975
11	Solid Waste Management Corporation , to establish a solid waste management corporation with the responsibility of developing waste management facilities for storage, collection, treatment and disposal of solid waste and matters incidental thereto	#17, 1976
12	State Lands Act , relating to the administration and disposal of state lands	#27, 1958
13	Water and Sewerage Act , to make provision for the national policy for water, for the granting of an exclusive license to the Dominica Water and Sewerage Company Limited for the development and control of water supply and sewerage facilities in Dominica and for connected or incidental purposes	#17, 1989