

**Saint Lucia National Report  
to the World Summit  
On Sustainable Development**

**July 2001**

*Ministry of Planning, Development, Environment and Housing  
Government of Saint Lucia*

## 1.0 LIST OF ACRONYMS

CDB	Caribbean Development Bank
CEHI	Caribbean Environmental Health Institute
CIDA	Canadian International Development Agency
CPACC	Caribbean Project for Adaptation to Climate Change
CZMU	Coastal Zone Management Unit
DCA	Development Control Authority
DCPP	Development Cooperation and Programme Planning
DOF	Department of Fisheries
EHD	Environmental Health Department GOSL – Government of St. Lucia
EIA	Environmental Impact Assessment
EMS	Environmental Management System
FRC	Folk Research Centre
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GIS	Geographic Information Systems
GOSL	Government of St. Lucia
HRD	Human Resource Development
IDP	Integrated Development Planning
ISO	International Standards Organisation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MCWT&PU	Ministry of Communications, Works, Transport and Public Utilities
MOH	Ministry of Health
MOP	Ministry of Planning
NBSAP	National Biodiversity Strategy and Action Plan
NEMO	National Emergency Management Office
NLPC	National Land Policy Committee
NRMU	Natural Resources Management Unit of the OECS
OAS	Organisation of American States
OECS	Organisation of Eastern Caribbean States
PHB	Public Health Board
PPS	Physical Planning Section of the Ministry of Planning
SALCC	Sir Arthur Lewis Community College
SD&EU	Sustainable Development and Environment Unit – GOSL
SIDS-POA	Small Island Developing States – Plan of Action
SLASPA	St. Lucia Air and Sea Ports Authority
SLNT	St. Lucia National Trust
SLP	St. Lucia Labour Party
SMMA	Soufriere Marine Management Association
SSWMA	St. Lucia Solid Waste Management Authority
UNDP	United Nations Development Programme
WRMU	Water Resources Management Unit of the Ministry of Agriculture, Forestry and Fisheries

# SAINT LUCIA NATIONAL REPORT TO THE WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT

2.0

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## **1.0 INTRODUCTION**

The island of Saint Lucia is located in the Caribbean and lies approximately 62 degrees west and 13.6 degrees north. Saint Lucia is a small country in terms of both size and population. It has a land area of 616 square kilometers, and is of volcanic origin, with a rugged and mountainous topography, particularly at its centre. The land tends to flatten out at the northern and southern tips of the island. Broad flat valleys run between offshoots of the main central valleys to the sea. The country's natural resources are its people, beaches, climate, scenic beauty and fertile valleys.

Saint Lucia's population was estimated at 153,819 in 1999. The rate of population growth has declined in recent years on account of a fall in the birth rate. Saint Lucia's population growth rate declined from 1.6 percent in 1998 to approximately 1.2 percent in 1999. The crude birth and death rates stood at 22.2 and 6.2 respectively in 1999. Economically active adults represented 60.8 percent of the population and the dependency ratio was 1:1.6 in 1999.

Saint Lucia gained its independence from the United Kingdom in 1979, and is a member of the Organisation of Eastern Caribbean States (OECS) and the Caribbean Community (CARICOM). Saint Lucia also belongs to the Eastern Caribbean Central Bank (ECCB), which operates a fixed exchange rate regime, with the Eastern Caribbean (EC) Dollar pegged to the United States Dollar at the rate of US\$1 = EC\$2.70 since July 1976.

According to the World Bank classification, St. Lucia is a lower-middle income country, with a GDP per capita of EC \$11,830 (US\$4,354). Saint Lucia is prone to natural disasters such as hurricanes, and is categorised in the group of countries deemed most vulnerable by the Commonwealth Secretariat.

St. Lucia has a very open economy, with the value of trade (the sum of imports and exports) as a percentage of GDP recorded at 113.3 percent in 1999. As a percentage of GDP, Imports of Goods and Non-Factor Services were 57.9 percent, while Exports of Goods and Non-Factor Services were 55.4 percent.

The economy made significant strides in its economic diversification thrust in the 1980s and 1990s. The growth of the service sector, spurred primarily by the expansion in tourism, has transformed the structure of the economy from primary-commodity based, to service based. After recording a period of low growth between 1993 and 1997, averaging 1.3 percent, the economy has subsequently experienced a renaissance in activity, with growth averaging 3.0 percent over 1998-99. The erosion of preferential treatment for bananas, increased competition in its export markets and a reduction in concessionary aid inflows, contributed to the weak performance during the period 1993-97.

The Saint Lucia Labour Party (SLP) was voted into office in May 1997. The Government won 16 of the 17 seats in the elections, and therefore has a very strong mandate for political, economic and social reform. The Government has moved swiftly to restructure, stabilize and reposition the economy, and has placed strong emphasis on increasing economic efficiency and reducing unemployment and poverty.

## **2.0 NATIONAL PLANNING PROCESSES FOR SUSTAINABLE DEVELOPMENT AND ITS IMPLEMENTATION**

### **2.1 PLANNING PROCESS FOR SUSTAINABLE DEVELOPMENT**

The Sustainable Development and Environment Unit (SD&EU) of the Ministry of Planning is charged with the responsibility of coordinating national planning for sustainable development. In addition to its active programme areas, one of its key responsibilities is to develop and implement an Integrated Development Planning process to guide overall national planning in Saint Lucia.

#### **Sustainable Development and Environment Unit**

The Sustainable Development and Environment Unit (SD&EU) of the Ministry of Planning was created in April 2000 when the environment portfolio was transferred from the Ministry of Agriculture, Forestry, Fisheries and Environment, to the Ministry of Planning. The creation of the SD&EU culminated a series of shifts of the environment portfolio over several years.

The SD&EU is currently staffed by 9 persons, headed by a Chief Sustainable Development and Environment Officer. Six (6) of the staff members occupy professional positions, two (2) occupy technical positions, and one (1) occupies an administrative position. The program areas covered by the SD&EU are as follows:

- Environment- Climate Change; Ozone Protection; Waste Management/Pollution Prevention; Coastal Zone Management; Mineral Resources.
- Energy – Renewable Energy Resources; Energy Policy
- Sustainable Development – Land Policy; SIDS-POA.
- Science and Technology – Public Awareness; Science and Technology Council.

The Government of St. Lucia is a signatory to the *Rio Declaration* and *Agenda 21* concluded at the United Nations Conference on Environment and Development, and the *Barbados Declaration* and *Program of Action* concluded at the United Nations Global Conference on the Sustainable Development of Small Island Developing States. The Government has signed the *St. George's Declaration on Environmental Sustainability in the OECS Region*. There is no legislation in force in St. Lucia that specifically deals with environmental management or sustainable development.

#### **2.2.1 Integrated Development Planning**

Cabinet, by Conclusion # 118 dated 24<sup>th</sup> September, 1998 endorsed the further development of a concept aimed at introducing an integrated approach to national development planning through a consultative process involving relevant stakeholders.

This approach, referred to as Integrated Development Planning (IDP) will be a holistic, dynamic and fully participatory approach to development planning which seeks to

integrate and coordinate the economic, cultural, social, environmental, demographic, financial and spatial dimensions of the planning process to ensure the effective and sustainable use of available human, financial and natural resources for the benefit of all.

## **2.2 STRENGTHS AND WEAKNESSES**

While there is a clear commitment on the part of government to create a national planning process for sustainable development, the government lacks the manpower resources to bring the process from concept to implementation. In addition, in several instances, the mandates of certain agencies overlap, and such overlaps have resulted in conflicts that have hindered progress towards sustainable development and sound environmental management.

## **2.3 IMPACTS**

Although still in the conceptual phase, IDP has impacted St. Lucia's institutional structure and budget expenditures. In 1998, the Development Cooperation and Programme Planning (DCPP) division was established within the Ministry of Planning, Development, Environment and Housing. Its mission is to "foster sustainable improvement in the quality of life of all St. Lucians, through effective integrated planning, coordination, implementation and monitoring of physical/spatial, technological, economic, environmental and social development activities."

In addition, the 2000-2002 Medium Term Development Strategy Paper was coordinated by the DCPP and involved agencies such as the SD&EU and the Research Development & Policy division of the Ministry of Finance and Economic Affairs.

In terms of budget allocations, approximately \$EC one million has been committed to carry the IDP programme from concept to implementation over the next two years.

## **2.4 RECOMMENDATIONS**

Recommendations for improving the national planning process for sustainable development and its implementation include:

- ***Establishing the institutional and legal framework for Integrated Development Planning (IDP) and Sustainable Development.*** The framework should include a national coordinating mechanism for IDP and sustainable development and also linkages to local government;
- ***Strengthening of environmental management institutional, policy and legislative frameworks.*** Urgent consideration should be given to the harmonization of all approval, licensing, permitting, monitoring and enforcement activities where they impact upon the environment or natural resources. While responsibility for the management of the environment will continue to be treated as a shared responsibility among Governmental, non-Governmental agencies,

community groups and individuals, it is evident that a coordinated and integrated legal and institutional structure will need to be established if duplication, confusion and wasted effort is to be avoided in the administration of the above-mentioned functions and responsibilities;

- ***Establishing a Sustainable Development Management and Auditing System for Public and Private Operations.*** Consideration should be given to the establishment of the legal and institutional structures that will make the implementation of environmental management systems (EMS) a fundamental component of public and private sector operations, and promote regular environmental audits as a means of ensuring constant review, revision and upgrading of such systems. Such systems should be based on the International Organization for Standardisation's ISO 14000 series standards or other equivalent standards. Consideration should also be given to extending the EMS to a Sustainability Management and Auditing System for comprehensive management of social, economic and environmental performance; and
- ***Sustainable Development Information, Education and Awareness.*** Consideration should be given to the implementation of a legal requirement to establish a *National Sustainable Development Education Policy* and Implementation Plan that should be developed through broad-based consultation. A Social, Economic and Environmental Database and access to information should be legally established whereby the public has access to information on sustainability matters, environmental impact assessments, and on development activities which may have social, economic or environmental impacts. The Department of Education should be required to develop **sustainable development** education programs as part of the normal curriculum. A requirement should be established for continuing education programs on environmental management and **social responsibility** in the private sector (e.g. factories, mines, tourism facilities).

## **3.0 INTEGRATION AND PARTICIPATION**

### **3.1 SECTOR PARTICIPATION**

Current approaches to development planning are on a sectoral basis. Under this model, very little attention is paid to developing synergies with other agencies to ensure commonality of purpose, concurrence of policy or the convergence of efforts for national development. Essentially, sector agencies pursue commendable objectives in isolation, without the opportunity to place these within the framework of a larger national development plan.

This state of affairs is inherited from times past. It results from the absence of a common, agreed vision for national development or set of goals towards which sector strategies should focus. This is not to say that national development policies do not exist. Major policy directions, as articulated in party manifestos, budget addresses, speeches by ministers of government and heads of major national institutions exist. However, two elements are missing:

Firstly, there are no clearly articulated higher-level national development policies or goals, over and above sector interests, towards which sector plans should focus. Therefore, plans or strategies are directed towards narrower sectoral issues that do not necessarily address the wider development goals the nation as a whole may wish to pursue. This absence of a vision for national development also places line ministries at a disadvantage in terms of the allocation of resources for capital projects because those decisions are made by the Office of the Budget in a manner that does not necessarily reflect the priorities of line ministries.

Secondly, and perhaps more importantly, no formal structure exists to translate policies into programmes or projects. This is a major flaw in the model currently used and results in many lost opportunities to advance national development. It also results in frustrations at the political level.

In a real sense, this state of affairs reflects a failure in the past of the Planning Ministry to achieve two of its major goals. In the first place, as the central agency responsible for planning, the Ministry should work with the political directorate, the public and private sectors and society as a whole to define the broad vision and major policy directions for national development. Secondly, having done this, the Ministry should support line ministries as they develop sector strategies to achieve that vision within their areas of competence. These can be achieved through an integrated approach to national development planning

### **3.2 NATIONAL POLICY BARRIERS**

There are no critical policy barriers to the effective implementation of AGENDA 21 initiatives – the critical barrier is manpower resources. A local government reform

process is underway to strengthen district involvement in decision-making that will make development and implementation of Local AGENDA 21s more practical. [INCORPORATE COUNTRY PROFILE INFO FROM LUCIA ISADORE]

### 3.3 COORDINATING MECHANISM

The Integrated Development Planning (IDP) concept has been developed and possible implementation mechanisms are now being considered. The following are key components of the implementation phase.

- ***National Vision Statement.*** The first substantive output of the IDP process is a vision for national development. This vision must reflect the changing global landscape, the political agenda and the collective aspirations of the St. Lucian people. Unless these three themes can converge to a common goal, scarce resources invested may be wasted.
- ***Supporting Goals.*** The vision statement will be analysed to produce a set of supporting goals. This will be done through a consultative process, which will start at the same time as the visioning exercise, but will continue for some time beyond. Several Ministries have prepared sector plans that will provide major inputs into this exercise.
- ***Medium-term Development Strategy.*** The vision statement and development goals will be used to prepare the next (2002-04) Medium Term Development Strategy.
- ***Three-year Rolling Business Plans.*** Line Ministries will use the vision and development goals as the basis for preparing three year rolling business plans. In addition, the Office of the Budget will use these as the basis on which resources are allocated. This process will empower line ministries to determine their own priorities within the agreed wider development goals.
- ***Indicator Identification.*** Development Indicators will be prepared to measure achievement of the agreed goals. This evaluation exercise will be integrated into, and strengthen the existing budget review process by allowing for an examination of the level of achievement of development goals as well. In this regard, the role of the Office of the Director of Audit may be expanded to provide appropriate assessments and recommendations.
- ***Improvements Assessment.*** In addition to this, periodic reviews of the vision and goals will be undertaken. These will be informed by changing international circumstances, shifts in national priorities and the rate of achievement of targets set by successive national budgets.

### **3.4 NEXT STEPS FOR COORDINATING MECHANISM**

Achieving the above will require a review of the environment in which development planning takes place and adjustments, as necessary, to institutionalize the process. In addition, capabilities in policy analysis, development of performance indicators, data collection and analysis, priority setting, project planning and management, information dissemination and managing public participation in decision making will need to be developed. These are key elements in ensuring that the process is sustainable.

Further, it is critical to note that if the IDP project is implemented as conceived, it must become integrated into the budget process. In any case, the Programme Approach currently in use has as its starting point, the articulation of the development goals and priorities to be pursued.

## **4.0 NATIONAL CRITICAL ISSUES**

Sustainable development in Saint Lucia is influenced by numerous issues that span economic, social and environmental dimensions. Some of the critical issues are identified in this chapter and are grouped according to current issues, new focuses, and emerging issues. Efforts to address these and other issues of sustainable development are reflected in the SIDS success stories for St. Lucia which are presented as Appendix ???

### **4.1 CURRENT ISSUES**

Three categories of critical current issues were identified and include the following:

- Climate Change and Sea Level Rise;
- Use of Natural Resources; and
- Natural and Environmental Disasters.

#### **4.1.1 Climate Change and Sea Level Rise**

*Achievements/Current Projects/Activities.* St. Lucia is a signatory to the *United Nations Framework Convention on Climate Change*, the *Vienna Convention for the Protection of the Ozone Layer*, and the *Montreal Protocol on Substances that Deplete the Ozone Layer*. The Government of St. Lucia is currently developing a Climate Change Adaptation Policy and Action Plan to give effect to requirements under the United Nations Framework Convention on Climate Change (UNFCCC). The policy and action plan is intended to outline measures (legal, institutional, fiscal, educational) that should be established to adequately adapt to the impacts of climate change on the natural and human environments. Activities related to the implementation of the *Global Convention on Climate Change* are undertaken under the direction of the National Climate Change Committee.

The National Communication Project is intended to enable St. Lucia to prepare its first National Communication Report to the Conference of Parties to the *United Nations Framework Convention on Climate Change*. The National Communication is expected to outline appropriate responses and legal, policy and institutional issues related to Climate Change, and it is due to be completed by mid-2001. A Climate Change Vulnerability and Adaptation Study; Mitigation Study, Public Awareness activities and a National Strategy are all expected outputs of this exercise. Under the Caribbean Project for Adaptation to Climate Change (CPACC), St. Lucia is currently being used for a pilot study under component 7 of that project, which is related to the Economic Valuation of Coastal and Marine Resources. Additionally, an Issues Paper on the development of a *National Policy on Adaptation to Climate Change* has been prepared. This is for Component 4 of the CPACC project which will culminate in the preparation of a national policy and strategy as well as a regional climate change adaptation policy/strategy. Other activities under the CPACC project are being implemented, including Component 1 on the design and establishment of sea level/climate monitoring systems; Component 2 on the establishment of a data base and information system and Component 3 on the Inventory

of Coastal resources and use. A web-page ([www.cpacc.org](http://www.cpacc.org)) on climate change activities that are being implemented has been established to facilitate greater public awareness and participation in these activities.

***Constraints/Problems.*** There is no direct legislation in force in St. Lucia to deal specifically with climate change, the management of green-house gases, or the implementation of “adaptation” measures. Whilst St. Lucia has been able to make significant strides in addressing Climate Change issues when compared to the other Eastern Caribbean countries, the pace of implementation of the programme has fallen short of expectation. The current human resource allocation to this area is therefore not likely to be sufficient to satisfactorily address future demands.

***Recommendations/Way Forward.*** The effective implementation of the programme can be further enhanced by providing appropriate training to the staff currently assigned to the programme and by the training of the additional staff identified to work on the programme in the future. It is therefore recommended that formal training be provided on Climate Change and related subjects.

To implement and give effect to the *Vienna Convention for the Protection of the Ozone Layer*, the *Montreal Protocol on Substances that Deplete the Ozone Layer*, the *London Amendment to the Montreal Protocol on Ozone Depleting Substances* and the *Copenhagen Amendment to the Montreal Protocol on Ozone Depleting Substances*, and the *United Nations Framework Convention on Climate Change* implementing legislation should also be enacted.

#### **4.1.2 Use of Natural Resources**

Critical to sustainable development in St. Lucia is the development of coastal and marine resources, freshwater resources and land resources. These issues are discussed below.

##### **4.1.2.1 Coastal and Marine Resources**

***Achievements/Current Projects/Activities.*** St. Lucia is a signatory to the following relevant conventions relating to the management of marine and coastal resources:

- *International Convention for the Regulation of Whaling;*
- *United Nations Convention on the Law of the Sea;*
- *Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region;*
- *Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea Relating to the Conservation and Management of Straddling Stocks and Highly Migratory Fish Stocks;*

The Department of Fisheries (DOF) of the Ministry of Agriculture, Forestry and Fisheries (MAFF) is the lead agency responsible for the management of St. Lucia’s coastal and marine resources. Over the past four years a Fisheries Management Plan that was

developed in 1997 has guided the operations of the Fisheries department. The department has recognized the need to update this plan, and efforts are currently underway to develop a new five-year Fisheries Management Plan, which is expected to come into effect during 2001.

The DOF has also been actively involved in the formation and development of the Soufriere Marine Management Area (SMMA) and Canaries and Anse-La-Raye Marine Management Area (CAMMA) which were established to:

1. Conserve coastal and marine resources within their respective geographical limits;
2. Promote the sustainable use of these marine resources while enhancing their economic, social and cultural benefits; and
3. Manage conflicts that may occur among users of these resources.

The Water Resources Management Unit (WRMU) of the Ministry of Agriculture has been designated as the National Focal Point for the project preparation phase of a regional project on the Integration of Watershed Management and Coastal Area Management.

**Constraints/Problems.** There is no comprehensive legislation to provide for the management of coastal or marine development.

Responsibilities for the management of coastal and marine resources are dispersed among several agencies. Invariably, conflicts among agencies arise, as do conflicts among resource users, and the responsibility for resolution of these conflicts usually rests with the DOF, which because of human and financial resource limitations is unable to fully address all issues. As a result several issues to be addressed as part of the overall management of St. Lucia's coastal and marine resources are not being satisfactorily managed. These inadequacies have led to the loss of natural habitats and deteriorating water quality in several coastal areas.

The penalties under the *Beach Protection Act* are generally quite low. The fines are very small and the maximum imprisonment period for an offence under this Act is three months. This causes a problem with respect to enforceability, and judges using this Act would have to be very sensitive to issues concerning the environment in order to appreciate the need to impose very severe sentences in cases of violation. Increased education of law officers on a variety of environmental matters continues to be a priority concern.

The *Oil in Navigable Waters Act* needs to be reviewed, as it does not take into consideration the situation, as it exists today with respect to the ways in which oil is transported to ships or between countries. Therefore it would need to be updated to bring it into conformity with today's standards. In addition the penalties for failure to provide with the provisions of this Act are very low. There can be no fixed penalties under legislation such as this one. The penalty should be the amount that is needed to repair

any damage done by oil that is being transported in a manner that does not conform to the requirements as stipulated by the Act.

***Recommendations/Way Forward.*** There is a need for legislation which is more focused on the sustainable use of the environment and coastal region, and which also focuses on the development that would not negatively impact the coastal area or be under threat during times of hurricanes. Any development activities in coastal areas of St. Lucia should include the need for Environmental Impact Assessments (EIA's) and proper environmentally safe practices during the development and construction stages.

A legislative basis should be established to empower appropriate agencies to undertake, by a specified date, a comprehensive inventory of marine and coastal resources and conditions, which should provide baseline information for coastal zone management and development decisions. Approval for development activities should be co-ordinated, have clearly defined goals and standards, and all coastal development activities should be within the "carrying capacity" of the resource. A Coastal Atlas and Integrated Management Plans should be developed that are supported by the relevant legislative frameworks required for effective implementation.

Guidelines and standards also need to be established for the siting, construction, development and operation of tourism facilities in the coastal area. Legal structures should be established to facilitate the creation, operation and administration of community-based coastal zone conservation projects and programs which allow for income generation to ensure the sustainability of such initiatives.

#### **4.1.2.2 Freshwater Resources**

***Achievements/Current Projects/Activities.*** Responsibility for the management of St. Lucia's freshwater resources lies with a number of agencies, namely the National Water and Sewerage Commission, the Water and Sewerage Company (WASCO), the Forestry Department and Water Resources Management Unit (WRMU) of the MAFF, and the Environmental Health Department of the Ministry of Health.

The National Water and Sewerage Commission was established under the *Water and Sewerage Act of 1999* "to regulate the granting of licenses, the development and control of water supply and sewerage facilities and related matters". The members of this commission were appointed in 2000. The Water and Sewerage Company (WASCO) was also established under the *Water and Sewerage Act of 1999* to:

- a) Provide the people of St. Lucia with an adequate water service and other incidental services or facilities;
- b) Provide the service for the removal of sewage by means of the sewerage system or any part of the sewerage system including services incidental to it;

The Company is also required, in consultation with NWSC, "to take action as may be necessary or expedient for the purpose of conserving, redistributing or otherwise augmenting water resources in St. Lucia".

As part of its institutional reform programme, WASCO has entered into a technical assistance programme with the World Bank and the Caribbean Development Bank (CDB) for reorganisation of the water sector. This programme is expected to commence in September, 2001 and its principal components are:

1. A comprehensive review of the institutional and legislative environment of the water sector;
2. An examination of the possibilities and options for private sector participation;
3. Urgent capital works to help stabilise the water supply and improve wastewater management systems in highly vulnerable areas;
4. Institutional strengthening of WASCO; and
5. The establishment and maintenance of a Project Management Unit.

The MAFF established a three-year Water Resource Management Project, which is jointly funded by the European Union and the Government of St. Lucia. This project has as its overall objective: “to assure the viability of all forms of agricultural production on St. Lucia through the sustainable management of water resources”. Through this project, a Water Resources Management Unit (WRMU) has been established within the MAFF. Additionally, staff of the WRMU are to be trained and the rationalisation of the regulatory and legislative framework in respect of water resource management is to be undertaken, along with hydrologic monitoring, management and rehabilitation of critical drainage basins. Public awareness activities are also to be undertaken.

The Department of Forestry is charged with the responsibility of the conservation and sustainable management of St. Lucia’s forest reserves, which serve as the main catchment areas for the production of the country’s freshwater resources.

***Constraints/Problems.*** The MOH, through its Environmental Health Department (EHD) is charged with the mandate to monitor the quality of St. Lucia’s freshwater resources. However, as is the case with solid waste and wastewater management sectors, the EHD is unable to fully implement a monitoring programme for freshwater resources, because of financial and manpower resource limitations.

As a result of poor land use practices and global climatic changes, the quality and quantity of St. Lucia’s freshwater resources are on the decline. Further, with increases in population size, changing lifestyles, and the rapid development of the tourism industry which is associated with high water consumption rates, the demand for potable water is increasing at a significant rate, thereby increasing the demands on St. Lucia’s freshwater resources. These factors point to the need for future demands on St. Lucia’s freshwater resources to be addressed in a comprehensive manner. This matter falls within the mandate of the Water and Sewerage Commission.

***Recommendations/Way Forward.*** An appropriate legal and institutional structure should be established to provide for the harmonisation and co-ordination of management and administrative functions in respect of water resource management activities by the large

number of agencies that play some role in water resource planning, conservation, management or use. Powers, duties and functions should be clearly provided, including the duty to establish extension and education programs, and the establishment of roles and functions of community water resource management groups. The duty to undertake effective monitoring of water quality, water use and water reserves/supply should be clearly established.

It is further recommended that standards be established for the disposal of sewage because of the contamination of ground water and surface water that may occur. Additionally, there should be standards set for construction, and set backs from water sources established for sewage treatment plants. It is also important to provide for inspections to be carried out to ensure that water quality and discharge standards are enforced. There should also be specific set backs provided for pit latrines and septic tanks for homes and other buildings to prevent the contamination of water resources.

Furthermore, within the IDP framework, the commission should undertake a comprehensive assessment of St. Lucia's freshwater resources (surface and underground), with a view towards the formulation of plans, programmes and projects to ensure that freshwater resources are available to facilitate the sustainable development of the country.

#### **4.1.2.3 Land Resources**

***Achievements/Current Projects/Activities.*** The Ministry of Planning has been mandated by the Cabinet of Ministers to undertake the development of a *National Land Policy*, which is intended to guide the sustainable use and management of land. The MOP has in turn proceeded to formulate a National Land Policy Committee (NLPC) to oversee the development of the policy. The NLPC is assisted in its work by eleven (11) sub-committees, **and each sub-committee is represented on the NLPC.** Each sub-committee is mandated to address one of the following:

- Spatial Information Systems
- Land use Planning and Management
- Housing, Settlements and Urbanisation
- Environment and Resource Management
- Agriculture
- Infrastructure, Utilities, Social Facilities and Amenities
- Tourism
- Financial and Fiscal
- Land Ownership Access & Tenure
- Administrative and Legal Review and Reform
- Disasters & Natural Hazards.

While the Land Policy is being developed, ongoing issues related to land development and land management are to a large extent addressed by a number of governmental and quasi-governmental agencies and projects.

St. Lucia is a signatory to the Convention to Combat Desertification.

**Constraints/Problems.** Agencies involved in land development and management generally work closely with each other. However, outside the framework of the NLPC, there is no established institutional mechanism to facilitate on-going dialogue and communication on matters relating to the conservation and use of the nation's land resources. Additionally, whereas a small number of localised groups of private property owners have been established, no national organisation has been established to promote the interests of private landowners.

**Recommendations/Way Forward.** All major issues affecting the management of land resources are expected to be addressed within the proposed *National Land Policy*. It is therefore important for the policy to be formulated, approved and put into effect at the earliest opportunity. It is considered that the draft *Physical Planning Act* serves as a sound basis to develop a single piece of legislation to cover all aspects of land use management and physical planning. It is recommended that a comprehensive evaluation be undertaken with a view to coordinating and integrating all these pieces of legislation relating to land use and physical planning. This would simplify administration and control.

#### **4.1.3 Natural and Environmental Disasters**

**Achievements/Current Projects/Activities.** The Government of St. Lucia is a signatory to the *Protocol on Cooperation in Combating Oil Spills* under the *Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region*. The *Emergency Powers (Disasters) Act No. 5 of 1995* and the *Disaster Preparedness Response Act No 13 of 2000* were both passed to facilitate smoother processes in the event of natural and other disasters in St. Lucia. In 1996 the Government of St. Lucia developed the *Emergency Shelter Management Policy for St. Lucia*. This policy provides a basis for action to be taken to mitigate the effects of natural and other disasters within available resources.

The National Emergency Management Office (NEMO) is charged with the responsibility to develop, test and implement adequate measures to ensure the efficient functioning of preparedness, mitigation and response actions regarding both natural and manmade disasters. The NEMO is closely associated with the World Bank-funded Organisation of Eastern Caribbean States (OECS) Emergency Recovery and Disaster Management Project, the local component of which is coordinated by the Ministry of Planning. The NEMO has developed organisational structures, systems and procedures that allow it to adequately respond to the natural and environmental disasters that have been experienced over the last few years. Over the past 5 years or so, however, these structures, systems and procedures have been tested by minor incidents but not by a major national disaster.

The simulation exercises undertaken on an annual basis over the past few years serve to test the state of preparedness and the adequacy of the organisational structures established to respond to disasters.

***Recommendations/Way Forward.*** The continuation of simulation exercises should be encouraged, and within these exercises, emphasis should continue to be placed on evaluation of the institutional linkages and organisational structures. The requisite organisational and institutional changes arising out of such evaluations should also be undertaken. In this regard, consideration should be given to the following:

1. Establish and/or strengthen disaster preparedness and management institutions and policies, including building codes and regulatory enforcement systems, in order to mitigate, prepare for and respond to the increasing range and frequency of natural and environmental disasters, and promote early warning systems and facilities for the rapid dissemination of information and warnings.
2. Strengthen the capacity of local broadcasting to assist rural and outer island communities within countries and among neighbouring countries during disaster events.
3. Establish a national disaster emergency fund with joint private and public sector support for areas where insurance is not available in the commercial market, taking into account the relevant experience to be gained from the operation of similar funds.
4. Integrate natural and environmental disaster policies into national development planning processes and encourage the development and implementation of public and private sector pre- and post-disaster recovery plans, drawing on the capacity of the United Nations Department of Humanitarian Affairs.
5. Strengthen cultural and traditional systems that improve the resilience of local communities to disaster events.

## **4.2 NEW FOCUSES**

Issues not new to St. Lucia, but that are becoming a focus of sustainable development on the island include:

- Trade and Private Sector Involvement in Environmental Management; and
- Culture and Historic Heritage.

### **4.2.1 Trade and Private Sector Involvement in Environmental Management**

***Achievements/Current Projects/Activities.*** St. Lucia's main private sector umbrella organisations are:

- The St. Lucia Chamber of Commerce
- The St. Lucia Industrial and Small Business Association

- The St. Lucia Hotels and Tourism Association
- The St. Lucia Manufacturers Association

The St. Lucia and Hotels and Tourism Association is the only private sector body to have established an Environmental Committee. The mandate of that committee is to develop appropriate environmental programmes for the association and to provide support to its members who may require or request such support in environmental management matters.

Although the establishment of environmental management systems under the International Organization for Standardization ISO 14000 Standard is gaining support within the Caribbean Region, very few organizations in St. Lucia have pursued ISO 14000 certification and the only company known to have obtained ISO14000 certification is Hess Oil (St. Lucia) Ltd.

St. Lucia in 1999 introduced an environmental levy on a wide range of goods imported into the island, with the clearly stated intention of using the revenue generated from this levy for the preservation and conservation of the environment. The Customs Department is charged with responsibility for collecting this levy, while the revenue collected is managed by the Government Treasury.

***Constraints/Problems.*** There are no laws that specifically relate to the involvement or participation of the private sector in environmental management.

There is general appreciation within the private sector of the importance of sound environmental management. There is also a general acceptance of the need for responsible action on the part of the private sector, in ensuring that high environmental quality standards are maintained. However, in the absence of well structured regulatory frameworks, and with the prevailing situation of lax enforcement of existing laws, many individual private sector organisations do not exercise “due diligence” in their operations with regard to environmental management. This is evidenced by the recurring incidences of illegal dumping of industrial and commercial solid waste as well as the widespread dumping of liquid waste, particularly waste oils, in rivers and streams.

Limited attention has been paid locally to the relationship between private sector activities and environmental management in St. Lucia as well as to the impacts of globalisation on the sustainable development of small island developing states such as St. Lucia.

Concern has been expressed that there is no direct relationship between the collection of the environmental levy and expenditure on environmental management matters. It is therefore recommended that a review of the environmental levy be conducted to assess its effectiveness and impact.

There is no legislation at present, which specifically provides for the private sector to be involved in any of the environmental protection issues or matters concerning sustainable

development. Although in practice, many of the private sector organizations, for example the Tourist Board or the Chamber of Commerce, are involved in discussions with various environmental protection bodies and other bodies. It is considered that in order to ensure the mandatory involvement of certain trade and private sector bodies, various pieces of legislation, for example the Public Health Act or the Solid Waste Management Act should specify the various private sector bodies that should be involved in consultation processes

***Recommendations/Way Forward.*** It is therefore proposed that an assessment be undertaken on the relationship between environmental management and the private sector with a view towards the creation of frameworks for promoting responsible actions on the part of private sector. Such an assessment should address such issues as: 1) measures for rewarding private sector agencies for the development and implementation of environmental codes of conduct; 2) the contributions that can be made by the private sector to sustainable development; and 3) the impact of environmental management laws, policies and initiatives on the competitiveness of the private sector. An assessment should also be taken of the impacts of the proposed *Free Trade Agreement of the Americas* on St. Lucia's social and economic development, and the country's natural environment.

#### **4.2.2 Culture and Historic Heritage**

**Achievements/Current Projects/Activities.** St. Lucia is a signatory to the Convention Concerning the Protection of the World Cultural and Natural Heritage.

The *Draft National Cultural Policy* provides for the preservation and protection of cultural heritage. The goals of the policy include:

- to ensure that the necessary legislation is put in place to protect and recover St. Lucia's lost patrimony.
- To provide for proper management and conservation of the Nation's cultural heritage.

Areas to be covered under the policy include:

- Ethnicity
- Language
- Religion
- Archeological and Historical Sites
- Artifacts
- Oral Tradition
- Traditional Technologies
- Research
- Documentation and Archiving
- National Days

The institutions primarily involved in protecting and promoting the cultural and historical heritage of St. Lucia are:

- The St. Lucia National Trust (SLNT);
- The St. Lucia Archaeological and Historical Society;
- The Folk Research Centre (FRC); and
- The St. Lucia National Archives

Under the St. Lucia National Trust Act of 1975, the SLNT manages St. Lucia's premier historical site, the Pigeon Island National Landmark while also pursuing the establishment of the National Heroes Park within the Morne Fortune Historic Area, and the establishment of the National Museum in Castries. The SLNT is also undertaking an Architectural Heritage Project, which seeks to record and preserve the St. Lucia's Architectural Heritage.

The St. Lucia Archaeological and Historical Society is a non-governmental organisation founded in 1954. The society is the custodian of most of the country's archaeological and historical collections. The Society has however been dormant in recent years, but efforts are currently underway to revive the society and a number of new programmes are currently being developed.

The St. Lucia National Archives, operates as part of the Office of the Prime Minister, under the direction of an Archives Authority established through the National Archives Authority Act of 1993. The National Archives is primarily charged with the responsibility of collecting and caring for all records of national significance, including records of the Government, business organisations, community organisations and individuals. The National Archives however also assists government and parastatal organisations in the management of their records, encourages archival activities and promotes public interest in the archives.

The Folk Research Centre is a non-governmental organisation established in 1973 to preserve and promote the cultural heritage of St. Lucia. The main objectives of the FRC are: 1) to promote research into St. Lucian culture; 2) to explore and clarify the role of culture in the development of St. Lucia; and 3) to contribute to cultural development. The main programmes of the FRC involve:

- Popular theatre – the use of traditional theatre to address and facilitate action on community issues;
- Research into all aspects of St. Lucian culture;
- Documentation of cultural processes and events
- Cultural Education, which involves the dissemination of information on culture.

**Constraints/Problems.** There does not appear to be a coherent approach to the preservation and conservation of St. Lucia's cultural and historical heritage, and overlaps clearly exist between the mandates of the organizations concerned with cultural and historical heritage. Of particular note are the overlaps between the SLNT and the

Archaeological and Historical Society. As a result, of these overlaps, conflicts have arisen between institutions, and as a result, insufficient advantage has been taken of St. Lucia's rich cultural and historical heritage as a contributor to sustainable development. Further, the conservation and preservation of cultural and historical resources have often been considered as being secondary to the preservation and conservation of natural resources.

***Recommendations/Way Forward.*** In an effort to reap maximum benefit from St. Lucia's rich cultural and historical resources, it is proposed that a policy on the conservation and preservation of St. Lucia's cultural and historical resources be developed. From this policy, the respective roles and responsibilities of the organisations concerned with this subject area can be clearly articulated, and programmes and projects could be developed to ensure that St. Lucia's rich cultural and historical heritage contributions to the sustainable development of the island. An inventory of sites of cultural and historical importance should be undertaken as a first step in the development of such a policy.

It must be recognised that the mere declaration of historical and cultural sites is insufficient to ensure their long term protection and maintenance, and that the greatest threats to these sites is presented by neglect and uncontrolled development activities. In many instances the designated sites are situated on private land or are occupied by private owners, who often find it difficult or costly to maintain the sites. Consideration should be given to the establishment of a legal structure that will provide financial resources on an ongoing basis for the conservation, management and maintenance of such sites. Financial disbursements should be tied to the preparation and implementation of a site management or maintenance plan by the owner.

### **4.3 EMERGING ISSUES**

Issues now emerging in St. Lucia that will have a profound influence on sustainable development include the following:

- Substance Abuse;
- Crime;
- Health (HIV/AIDS); and
- Youth.

#### **4.3.1 Substance Abuse**

Substance abuse by individuals represents a serious drain on the country's human resource by eliminating or reducing their ability to participate effectively in the development process. The economic and psychological trauma to well meaning families is yet another area of dissatisfaction and disintegration. There is every evidence of a drastic increase in the use population and a movement to "harder" drugs.

Its impact on the youth and more specifically, on the behavior pattern and attitudes of school children cannot be overstated. Already well-established networks have been rooted within schools to facilitate the sale and inculcate the use of illegal drugs. The different substance trafficking networks parading openly on the country's shores and their intricate communication connections must be addressed with some measure of decisiveness. A predominantly advocacy and educational strategy would therefore seem to be inadequate at this juncture.

The Small Island Developing States of the Caribbean have been particularly vulnerable to drug trafficking due to their geographic location and to the considerable span of mainly unmonitored coastline. Other factors contributing to the vulnerability of the Caribbean include small police forces, weak banking control systems, rising unemployment, disaffected youth, external cultural influences, tourism, limited economic opportunities, and limited forensic science facilities.

### **4.3.2 Crime**

Despite the dearth of available statistics, it is evident that criminal activity has increased in St. Lucia over the past few years. Moreover, this period has witnessed a spate of crimes against individuals (including murder) and property. According to the 1992 Statistical Digest, the number of persons committed to prison rose by 38% during the period 1987-1992. The average daily figure for the period August 1994 to February 1995 approximates 400.

Of particular concern is the youthfulness of persons committing crime, with approximately 60% of individuals in prison under 25 years of age. The current state of the National Prisons and law enforcement mechanisms seem to lack the requisite for effectively curbing crime activities. The crime situation is further compounded by the increasing tendency to polarize specific localities into "safe" and "unsafe" areas. What is perhaps more disturbing is the general perception that crime "pays". Added to this is the increasing tendency for individuals to "take the law into their own hands" through various means. This is not only a severe indictment of our judicial system, but also on our value systems which place a high priority on materialism, affluence and power.

Moreover, criminal activity, stemming mainly from the increase in illegal drug related activity is beginning to pervade the school system at an alarming rate. This is manifested in incidents of prostitution among school children, assaults on teachers, the formation of rival gangs, and the large influx of weapons to be found on school premises. The "crisis in our schools", a reflection of the wider society, is real, and these need to be seriously addressed at both levels as a matter of urgency.

### **4.3.3 Health (HIV /AIDS)**

From the first diagnosis of AIDS in St. Lucia in 1985, a total of 265 HIV positive cases have been reported to the Ministry of Health by the end of September 2000. From this total, 138 (52%) have developed AIDS disease and 121 (47%) have died of AIDS related

illnesses.

The 2000 Report on HIV/AIDS published by the Ministry of Health, Human Services, Family Affairs and Gender Relations concluded the following:

- HIV/AIDS reporting and analysis remains focused largely on AIDS cases. It is important to pay attention to the amount of HIV testing done nationally (which on average is 3,000 per year in a population of 150,000 (2%) and much of it may be among relatively low risk populations (insurance applications and blood donors).
- The analysis suggests that a ratio of AIDS cases to asymptomatic infection is 1:2 which indicate that most cases of asymptomatic HIV infection are not being identified by current screening methods. The annual incidence ratios of HIV infection increased over time, 8.2 to 17.2 per 100,000 populations, although it is recognized that HIV reported do not reflect the true magnitude of the problem, as mentioned above.
- Heterosexual transmission is the major route of transmission (Men more than women)
- Infection of children through perinatal transmission reported is 10%.
- The case fatality rate is estimated at 12.4 in 1999.
- The clinical data available on AIDS disease manifestations are incomplete and lack reliability.
- The Age group most affected are young and middle age adults, the population which contributes most to the economic development.
- The following data is lacking:
  - **Status of HIV infection** (notification indicated when they were affected in asymptomatic or symptomatic confirmed HIV infections.
  - **Dynamics of the disease**: Delay between the diagnosis and the recurrence of AIDS; Delay between notification of AIDS disease and notification of Death; and Deaths Survival.

In general, the analysis of AIDS in St. Lucia, based on case reports, indicate that the epidemic has increased, and the use of surveillance data for action is poor in the following areas:

- Quality in relation to the completeness and timeliness of initial reporting and follow up notifications
- The need to improve the identification of high risk groups, and improve behavioral surveillance relating to HIV/ STI (sexual workers, patients with STD, MSM, pregnant women etc.)
- Increase –reporting of HIV positive cases especially those from the private sector
- Improving reporting with regard to clinical status and deaths.

The 2000 Report provides the following recommendations:

- There is a need for early diagnosis of HIV infection such that the patients could get counseling and any relevant information to reducing the risk of transmission.

- Increase the health education especially among young women.
- Training and information of programs must be developed for health professionals in order to provide highest quality care and counseling for all users of the health services.
- Contact tracing must be improved in order to obtain more information from the patients with the objective to identify sub populations at higher risk and pinpoint risky behaviours to strengthen the behavioural surveillance.
- People living with AIDS and those infected with HIV will tend to escape the health system if the system does not offer services that meet their demand such as counseling, psychological support, adapted palliative treatments and medical follow-up.

#### **4.3.4 Youth**

Over the past decades, St. Lucia has experienced a phenomenal increase in its youth population. Approximately 54% of St. Lucia's population comprise of young people who are between the ages of 10 and 35 years. This increase in the youth population has caused many deficiencies in several critical areas that would affect national development.

These include inadequacies of the formal education system, unemployment, teenage pregnancy, insufficient sporting and recreational facilities, substance abuse, crime and social deviance. Such deficiencies have also caused idleness and widespread disillusionment that have virtually left most young men and women disenchanting.

A National Youth Policy was prepared in 2000 through an extensive consultation process with youth organizations, church organizations, service groups, uninformed groups and unattached young men and women. The participation of these groups and persons in the formulation process ensured that the design of the policy would address the major needs and challenges facing young men and women. The process also gave young men and women the opportunity to make recommendations to government and non-governmental organizations for youth development.

The National Youth Policy represents a practical declaration of the priority and directions that the government of St. Lucia is giving to the development of young men and women. This declaration recognizes young men and women as meaningful contributors to the society and a major resource for investment. The policy addresses the major concerns and issues critical to the wholesome development of youth in our nation.

## **5.0 Education Training and Public Awareness**

Chapter 36 of AGENDA 21 focuses on the need to reorient education towards sustainable development and to increase public sensitivity to environment and development concerns. This section reports on the progress made toward these objectives in St. Lucia.

### **5.1 INTEGRATION WITH NATIONAL PLANNING**

Education, training and public awareness is slowly infusing into the country's national planning process. St. Lucia's Integrated Development Planning (IDP) program has played a central role in this infusion. A governmental in-house consultation work shop was convened in 1999 to solicit feedback on the national planning process and the need for IDP including the integration of social, economic and environmental considerations in the planning process. In addition, the Natural Resource Management Unit of the OECS published two briefings related to IDP in the Caribbean.

The Sustainable Development & Environment Unit (SD&EU) of the Ministry of Planning has promoted public awareness of Sustainable development initiatives within its work programme areas. These include the publication of a quarterly newsletter, NEXUS, to report on sustainable development and environmental issues and activities. Public awareness campaigns and a variety of activities are organized to commemorate occasions such as World Environment Day.

### **5.2 ACCOMPLISHMENTS IN THE EDUCATION SECTOR**

While no formal programs or projects were initiated in direct relation to infusing sustainable development concepts into education curriculum, such concepts were a part of education activities on a more informal basis.

For example, a unique project was organized called "Innovative Technologies for Solid Waste Management in the School Environment." This project was a collaborative effort of the St. Lucia Heritage and Tourism Programme, the St. Lucia Solid Waste Management Authority and the Ministries of Tourism, Education and Sustainable Development. The project recognized the need to raise awareness and change attitudes for solid waste management and was implemented through an inter-school competition. Schools were invited to develop techniques to reduce, recycle or re-use waste products as part of a national competition.

Other examples of informal efforts include environmental clubs that have been initiated at a few of the local schools. Also, the school system's Science and Mathematics Fair has incorporated environmental and sustainable development concepts to a degree.

At the planning level, the Ministry of Education is collaborating with the SD&EU in project planning for construction of a new school in a sensitive watershed area. Issues being addressed include engineering design considerations to prevent siltation of a nearby

river. Efforts are also underway to use this collaborative project as the grounding for a school environmental learning programme.

### **5.3 KEY IMPLEMENTATION PROBLEMS AND RECOMMENDATIONS**

No key implementation barriers were identified other than human resource constraints. The Ministry of Education presently does not have the in-house capacity to infuse sustainable development concepts into education curriculum. Key actions for the future will need to include formal collaboration amongst the SD&EU and the curriculum development arm of the Ministry of Education.

## **6.0 THE WAY FORWARD**

The way forward for St. Lucia's pursuit of sustainable development can be characterized by the following key recommendations:

- ***Establishing the institutional and legal framework for Integrated Development Planning (IDP).*** The formal mechanism (procedural and institutional) necessary to create a national development vision and to translate this national vision into policies, programs and projects should be developed and implemented in a timely manner;
- ***Sustainable Development Information, Education and Awareness.*** Consideration should be given to the implementation of a legal requirement to establish a *National Sustainable Development Education Policy* and Implementation Plan that should be developed through broad-based consultation;
- ***Strengthening of environmental management institutional, policy and legal frameworks.*** Urgent consideration should be given to the harmonization of all approval, licensing, permitting, monitoring and enforcement activities where they impact upon the environment or natural resources; and
- ***Establishing a Sustainable Development Management and Auditing System for Public and Private Operations.*** Consideration should be given to the establishment of the legal and institutional structures that will make the implementation of environmental management systems (EMS), and ultimately sustainable development management systems (SDMS) a fundamental component of public and private sector operations.

Our current Medium Term Development Strategy (MDTS) highlights the Government's commitment to the following measures for the period 2000-2002:

- Improving the incentives framework to stimulate private sector investment;
- Continuing its tax reform programme in order to optimise the structure of the tax base and improve the efficiency of tax collection;
- Stringent expenditure management policy;
- Improving the human resource base of the country;
- Maintaining, modernising and strategically expanding the country's infrastructure;
- Improving the access of the wider population to basic social services and amenities;
- Implementing a poverty reduction strategy and plan;
- Implementing the National Environmental Action Plan; and
- Introducing an integrated approach to national development planning.