



**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 Saint Lucia*

Caribbean Natural Resources Institute

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## **Acronyms**

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
EU	European Union
IEPF	Institut de l'énergie et de l'environnement de la Francophonie
MPE&H	Ministry of Planning, Environment and Housing
NEC	National Environmental Commission
OECS	Organisation of Eastern Caribbean States
SCP	Sustainable Consumption and Production
SDES	Sustainable Development and Environmental Section
SLNT	Saint Lucia National Trust
UNEP	United Nations Environment Programme
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 the UN 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 Saint Lucia 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 Dominica 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 Saint Lucia;
- 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”<sup>1</sup>.

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.

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

### **3. Regional policy context**

Saint Lucia 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. Saint Lucia was represented at this meeting by the Department of Consumer Affairs of the Ministry of Consumer Affairs and Commerce and the Sustainable Development and Environmental Section (SDES) of the Ministry of Planning, Environment and Housing (MPE&H). The Caribbean Environmental Health Institute (CEHI), a CARICOM agency based in Saint Lucia, also participated in 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 measures”<sup>2</sup>.

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, prompting governments to consider transaction-based taxes, such as the Value Added Tax (VAT), which are imposed directly on consumption of goods and services. In recent times, most Caribbean States have introduced VAT and Saint Lucia is expected to follow suit within the coming year.

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<sup>2</sup> [http://www.caricom.org/jsp/single\\_market/free\\_movement.jsp?menu=csme](http://www.caricom.org/jsp/single_market/free_movement.jsp?menu=csme), accessed 5 June 2010.

Saint Lucia has also benefitted from the USD 250 million CARICOM Regional Development Fund<sup>3</sup>, 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 organization.

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 Lucia<sup>4</sup>.

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 website<sup>5</sup> 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:

- 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.

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<sup>3</sup> 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

<sup>4</sup> <http://www.caribbeanetnews.com/news-22596--39-39--.html> accessed 8 June 2010.

<sup>5</sup> <http://www.cehi.org.lc/cleanerprod.htm>, accessed 4 April 2010

- 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.”

Saint Lucia 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 Secretariat<sup>6</sup>. 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 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

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<sup>6</sup> <http://www.caricom-fisheries.com/WhatisCRFM/AboutCRFM/tabid/56/Default.aspx> downloaded on 15 June 2010.

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 for later in 2010, bringing together nine countries of the sub-region.

#### **4. National policy context for sustainable consumption and production**

##### *4.1. Overview*

Saint Lucia's economy is based primarily on agriculture and tourism. Its population is small (approximately 170,000) and the potential for large-scale agricultural and food production for domestic consumption is therefore limited. However, the tourism industry offers considerable potential for expanding consumption of locally-produced agricultural products since Saint Lucia receives approximately 500,000 cruise passengers and 200,000 stay-over visitors annually. But this potential can only be achieved if appropriate policies are put in place and linkages forged between the agricultural and tourism sectors. There are ongoing efforts between government agencies, farmers and hoteliers to increase the supply of local produce to the tourism industry. However, there are two major obstacles to this:

- hotel owners and cruise ship operators have negotiated cheaper sources of supply from the United States;
- hotels often delay their payments to suppliers, which the large local importers can cope with but deters small local producers of vegetables, fruits and eggs.

Saint Lucia does not have a large manufacturing sector mainly because its domestic market is small and it lacks competitive advantages over other CARICOM member States, particularly Trinidad and Tobago, which has large reserves of oil and natural gas. However, it has an evolving small and medium business sector, which could be further developed by:

- harvesting and processing natural raw materials for producing condiments, seasoning and preserves;
- developing a competitive regional export strategy based on an understanding of the terms and conditions of the CSME; and
- establishing linkages with the tourism industry to supply the needs of that industry.

The major overall determinant of national policy in almost all sectors is the government's heavy reliance on import 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;
- a multiplicity of laws, each dealing with different aspects of resource management, resulting in a compartmentalised approach to environmental management;
- 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 in sustainable development initiatives.

#### 4.2. Legal, policy and institutional framework

The legal, policy and institutional framework for sustainable development and environmental management is complex, with a number of relevant policy documents (see Appendix 2) and approximately 30 pieces of legislation, some with accompanying regulations and statutory instruments. These instruments contribute to a significant extent to sustainability, but there remains a clear need for a more coherent and integrated policy framework.

Important steps have recently been taken to achieve this. The National Environmental Commission (NEC) was established in 2008 to coordinate environmental policies and plans, and to ensure multi-sectoral collaboration on environmental issues. This NEC has the potential to become an important actor in the promotion of SCP policies and practices at the national level. A proposed Environmental Management Bill, which is currently in draft, is intended to serve as an umbrella law rather than to replace existing legislation, and will confirm existing legal mandates for environmental management, help to mainstream environmental management, and support integration and coordination through the operations of the NEC and other agencies (GOSL 2005a).

Concern about issues of sustainability is generally perceived to be low on the national development agenda because:

- it is a low priority on the political agenda; and
- there is a low level of public awareness and hence weak public advocacy or support.

The lack of political will is also evidenced by weak enforcement of existing laws, in part because of the limited capacity of some of the enforcement agencies.

The main agency responsible for matters related to environmental sustainability is the SDES. It is the focal point for several international conventions and instruments, including the Marrakech process, and it has also spearheaded the formulation of several national policies. It is fully committed to the SCP agenda, which it has been able to integrate, to a very significant extent, in the national energy policy.

Within specific sectors of environmental management, there is strong capacity and there are several ongoing public sector programmes, especially in marine and forest resource management (under the leadership of the Forestry Department and the Department of Fisheries in the Ministry of Agriculture, Fisheries and Forestry), in waste management (under

the Saint Lucia Solid Waste Management Authority) and in disaster risk reduction (under the National Emergency Management Organisation). Environmental management in Saint Lucia has also been characterised in the past three decades by a number of participatory and community-based initiatives and institutions, with the best known being the Soufriere Marine Management Area. While these are very significant developments, it must be noted that they have not fully addressed issues of consumption and production.

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, Fisheries and Forestry	Water and Sewerage Act (2005)	<ul style="list-style-type: none"> <li>Water Resources Management Authority (WRMA) is currently established</li> </ul>
Ministry of Agriculture, Fisheries and Forestry <ul style="list-style-type: none"> <li>Department of Forestry</li> </ul>	Forest, Soil and Water Conservation Act (1946)	<ul style="list-style-type: none"> <li>Management of forest resources</li> <li>Establishment of forest reserves and protected forests</li> <li>Protection of forests, soils, water and wildlife resources</li> <li>Management of water catchments</li> </ul>
	Wildlife Protection Act, (1980)	<ul style="list-style-type: none"> <li>Conservation of wildlife.</li> <li>Designation of wildlife reserves</li> </ul>
Ministry of Agriculture, Fisheries and Forestry <ul style="list-style-type: none"> <li>Department of Agriculture</li> </ul>	Agricultural Small Tenancies Act (1983).	<ul style="list-style-type: none"> <li>Enforcement of regulations requiring sound soil and water conservation practices on small holdings</li> </ul>
	Land Conservation and Improvement Act (1992)	<ul style="list-style-type: none"> <li>Provision for better land drainage conservation</li> </ul>
	Pesticides Control Act. (1975) and Pesticides Control Regulations (1987)	<ul style="list-style-type: none"> <li>Establishment of Pesticide Control Board</li> <li>Control of import, use, labelling and storage of pesticides</li> <li>Registration of and licenses for use and storage of pesticides</li> </ul>
	Plant Protection Act, (1988) and Regulations (1995)	<ul style="list-style-type: none"> <li>Control of pests and diseases injurious to plants</li> <li>Prevention of the introduction of potentially harmful exotic species</li> </ul>
Ministry of Health	Public Health Act (1975). Public Health Regulations (1978, 1980)	<ul style="list-style-type: none"> <li>Regulatory oversight of water quality, excreta disposal, sanitary facilities, food safety and drainage.</li> </ul>
Ministry of Physical Development, Environment and Housing <ul style="list-style-type: none"> <li>Sustainable Development and Environment Section (SDES)</li> </ul>	Physical Planning and Development Control Act (2001)	<ul style="list-style-type: none"> <li>Land use planning, development control, formulation and implementation of housing policy, environmental management, establishment and management of protected areas.</li> </ul>
	Draft Energy Policy (2008)	<ul style="list-style-type: none"> <li>Exploration of sources of renewable energy and conservation of energy generally</li> </ul>

Agency	Enabling legislation	Responsibility
Ministry of Physical Development, Environment and Housing <ul style="list-style-type: none"> <li>• National Environmental Commission (NEC),</li> </ul>	NEC established by Cabinet conclusion # 450, 1995	<ul style="list-style-type: none"> <li>• Responsible for coordinating environmental management in Saint Lucia</li> </ul>
Ministry of Commerce and Consumer Affairs	Containers Act (Draft)	<ul style="list-style-type: none"> <li>• Control of the disposal of plastic containers both imported and locally produced</li> </ul>
Ministry of Commerce and Consumer Affairs <ul style="list-style-type: none"> <li>• Saint Lucia Bureau of Standards,</li> </ul>	Standards Act, 1990 Metrology Act, 2000	<ul style="list-style-type: none"> <li>• Establishment and enforcement of standards for the production and consumption of goods</li> </ul>
Ministry of Tourism and Civil Aviation	Tourism Incentives Act, No. 7 of 1996 amended by Act. No 36 of 2001	<ul style="list-style-type: none"> <li>• Provision for the orderly development of the tourism industry</li> </ul>
	Yachts Licence Act, No. 5 of 1971 amended by Acts No. 7 of 1972 and No. 33 of 2001	<ul style="list-style-type: none"> <li>• Control of the operations, movement etc. of yachts and pleasure craft in Saint Lucia's waters</li> </ul>
Ministry of Tourism National Conservation Authority	National Conservation Authority Act (1999) The Beach Protection Act, No. 2 of 1967	<ul style="list-style-type: none"> <li>▪ Establishment of an authority for the care and management of public parks and beaches</li> </ul>
Office of the Prime Minister National Emergency Management Organisation,	National Emergency Powers Act (1995). Disaster Preparedness and Response Act (2000)	<ul style="list-style-type: none"> <li>▪ Coordination of efforts at mitigating natural and human-made disasters, including floods, droughts, hurricanes, tsunamis, earthquakes, dam collapse, famines and plagues</li> </ul>
Office of the Prime Minister Saint Lucia National Trust,	Saint Lucia National Trust Act (1975)	<ul style="list-style-type: none"> <li>▪ Management of parks and protected areas</li> <li>▪ Preservation of buildings and other objects of historic and architectural value</li> </ul>
Saint Lucia Solid Waste Management Authority	Saint Lucia Solid Waste Management Act (1996).	<ul style="list-style-type: none"> <li>▪ Responsibility for solid waste disposal and management</li> </ul>
Ministry of Communications, Works, Transport and public Utilities <ul style="list-style-type: none"> <li>• Water and Sewerage Company Inc. (WASCO),</li> </ul>	Water and Sewerage Company Act (2005).	<ul style="list-style-type: none"> <li>• Production and supply of freshwater</li> <li>• Maintenance of water production and supply infrastructure.</li> </ul>

## **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. Agriculture*

As with other small, open economies, trade measures have been key policy tools for agricultural development in Saint Lucia and have had the most significant impact on the local economy, society and environment. These measures include preferential access for exports to developed country markets and protection for domestic agriculture. Agricultural policies generally incorporate the following elements:

- protection for local production as a means of import substitution, foreign exchange savings and food security;
- agricultural diversification to reduce overdependence on a single or few exports;
- removal of barriers to trade at the sub-regional (OECS) and regional (CARICOM) levels to stimulate trade in the regional market; and
- tax concessions and subsidies to local farmers to stimulate increased local production and exports, some of which may actually encourage unsustainable consumption and production (e.g. increased fuel and pesticide use), whereas others are designed to stimulate use of renewable energy and conservation of soil and water (MAFF 2006).

In Saint Lucia, banana production for export has traditionally dominated the agricultural landscape. It is estimated that, in 2000, banana production represented 45 per cent of the total land used for agricultural purposes, with 42 per cent under coconut production. Other crops include root vegetables and tree crops for domestic consumption and, to a lesser extent, regional export markets.

It is estimated that, at its peak, 80 per cent of domestic trade in consumer goods was financed by earnings from banana exports to the United Kingdom, and earnings from agriculture supported the noticeable socioeconomic improvements that have taken place in Saint Lucia since the 1960s. For example, banana production served as the vehicle for transformation of the rural economy, enabling poor rural households to enter a productive sector and earn regular and reliable incomes.

However, the banana industry has declined over the last decade-and-a-half with the erosion of the African, Caribbean and Pacific countries' preferential access to the European Union (EU) market and increasing competition from Latin American producers. Banana exports fell from a peak of 132,000 tonnes in 1992 to 30,000 tonnes in 2005 resulting in large numbers of farmers being displaced. Nevertheless, Saint Lucia continues to be the leading Windward Island banana producer, accounting for approximately half of banana exports from the sub-region in recent years. In 2006, the country saw a modest recovery in banana production, with growth of 13.2 per cent. This continued into 2007, with year-on-year growth of 34.8 per cent in the first half of the year. However, the banana industry suffered widespread damage from an indirect hit from Hurricane Dean in August 2007, with such natural disasters being another constant and recurrent threat to the stability of the industry. Nevertheless, despite its challenges, the banana industry continues to be closely linked to the development of the rural economy as it provides opportunities for employment, small business development and investment in education and housing.

Governance of the banana industry has been a contentious issue for decades. Given its historic, political and economic importance, successive governments have invested heavily, mostly through EU grant funding, in subsidising and propping-up the industry whilst

experimenting with democratisation by ceding varying degrees of power and decision making to grower associations. This has resulted in:

- the proliferation of inefficient marketing entities, each with its own high operating and management costs;
- dispersion of key production support, such as technical assistance, distribution of subsidised inputs and exclusion from trade negotiations,
- imposition of environmental standards by external funders, resulting in implementation of on-farm systems of sanitation, use and disposal of pesticides etc.

The average farm size is relatively small, hindering economies of scale in production. The 1996 agricultural census for Saint Lucia showed that more than 65 per cent of total agricultural holdings were less than two hectares in size and it is estimated that the majority are less than one hectare.

Those without legal access to land often cultivate on steep slopes, resulting in soil degradation, which negatively affects the fragile coastal and marine resources that are critical for tourism and fishing. A significant new threat to the industry has recently emerged with the arrival and spread of the Black Sigatoka, a leaf spot disease caused by a fungus.

While there is a clear SCP-related policy objective of encouraging production of food for local consumption, its implementation is hindered by the fact that it is not actively promoted, the public institutions involved in supporting production and marketing of local produce are generally weak, external influences (especially from US television channels) have modified tastes and consumption patterns, and there is very little encouragement to the general public to change these consumption patterns in favour of local production.

## *5.2. Tourism*

Over the past decade and a half, tourism has become the leading foreign exchange earner, contributing approximately 38 per cent of Gross Domestic Product and 73 per cent of total exports of goods and services. Hotels and restaurants employ on average 10.2 per cent of the total labour force on the island (Jules 2005).

However, there is growing concern about the environmental sustainability of tourism, the potential impacts of further liberalisation in the sector and the need to enhance the contribution of tourism to economic and social development. While tourism services have always been carried out in a largely unprotected market, the General Agreement on Trade in Services has exacerbated concerns about governments' inability to regulate the industry in the interest of the public and to foster sustainable development. For developing countries like Saint Lucia, this calls for:

- conducting more extensive research on the impacts of trade and liberalisation in tourism-services;
- informing policy-makers on this impacts and providing policy guidance on future liberalisation negotiations;
- making more effective use of trade negotiation mechanisms and special provisions;
- instituting measures to protect the domestic 'policy space' and level the balance of trade between developed and developing countries; and
- enhancing the sustainable development potential of trade in tourism services.

Saint Lucia's ability to derive long-term benefits from tourism is clearly dependent on the sustainable use of its natural resources and control of the negative impacts that tourism can have on the environment. The sector has been involved in numerous sustainable tourism initiatives focusing on greening the industry, such as in-house environmental audits as part

of the Environmental Audits for Sustainable Tourism Project, and the establishment and use of various environmental management programmes and systems including Green Globe 21, Blue Flag, ISO 14000 and Quality Tourism for the Caribbean.

In 2000, in a move towards more sustainable tourism, the Government of Saint Lucia instituted the multi-faceted and innovative Saint Lucia Heritage Tourism Programme which sought to mobilise, train and empower local communities to use their physical, cultural and heritage assets for tourism development, resulting in better stewardship of those assets whilst enhancing livelihood options. The main impacts and lessons learned from this programme have been documented (Renard 2001) and have been used in the design of several other sustainable tourism initiatives in the region.

### 5.3. Manufacturing

The policy context for the manufacturing sector in Saint Lucia is largely derived from and defined by the regional treaty agreements emanating from the CSME. Saint Lucia's small manufacturing sector is among the most diverse in the OECS, but with the exception of a few industries, most of the output is geared to local consumption.

Small, Micro and Medium Enterprises (SMMEs) have also traditionally played a major part in the alleviation of poverty and creation of wealth in the Caribbean, accounting for an estimated 45 per cent of jobs created (Applewaihe 2006). In terms of SCP, SMMEs in small island economies have the potential to play a major role in the sustainable use of the agricultural produce for agro-processing; forestry and wood products for handicrafts and construction; as well as imported raw materials for garments, drinks, beverages, alcohol etc.

In Saint Lucia, some businesses have made significant progress in designing and introducing sustainable modes of production, motivated in part by economic considerations, and in part by voluntary compliance with standards of good corporate behaviour (see Section 6 below for examples).

### 5.4. Water

Between 1997 and 2006, the Government of Saint Lucia responded to the serious challenges of inadequate and improper use and management of freshwater resources by pursuing a policy of privatisation and attraction of private investment in the water sector. As a result, new legal instruments and structures were created in the form of the Water and Sewerage Act (#13 of 1999), which established the National Water and Sewerage Commission (NWSC) "...to regulate the granting of licenses, the development and control of water supply and sewerage facilities and related matters". The Act identified the NWSC as the body responsible for the orderly and coordinated development and use of water resources and for the promotion of a national policy for water. It also provided for the establishment of the Water Resource Management Authority (WRMA) with responsibility for rationalising the extraction of water resources.

As a complement to these legal instruments, a National Water Policy was developed in 2004 to guide the sustainable use and development of the island's freshwater resources, including management of water for:

- health and sanitation;
- agriculture and food;
- industry; and
- nature (environmental sustainability) (Government of Saint Lucia 2004).

However, with the change of government following the election of 2006, the approach of privatising the water sector has been shelved, with only the Water Resource Management Authority being retained and established within the Ministry of Agriculture.

### 5.5. *Transport*

This sector has highly significant impacts on many domains and issues relevant to the SCP agenda, especially in energy, waste management and land use. In the absence of a reliable and convenient public transport system, ownership of a personal vehicle is regarded as both a necessity and a status symbol. This makes it difficult for governments to act, even when they are inclined to institute controls on the importation of vehicles. The introduction of cheaper used cars from Japan in recent years has resulted in the number of imported vehicles on the road increasing dramatically over the past decade. Since 2004, the government has attempted to reduce the purchase of used cars through the introduction of punitive fiscal measures. However, it has not to date put in place systems to test the level of emissions nor any standards relating to fuel efficiency.

The public transport sector is run by a large number of private operators and relies mostly on privately-operated used mini-vans imported from Japan, a purpose for which these vehicles were never designed. Whilst they are suited for rapid transit, being on average 14 seaters, they are sub-optimal in terms of number of passengers per unit of operating cost. Some of the problems associated with these vehicles and their use for public transport include:

- high fuel consumption and wear and tear on tyres and brakes as a result of Saint Lucia's hilly terrain;
- high use of the limited available parking spaces in the capital city of Castries and in smaller towns; and
- high levels of emissions due to infrequent maintenance as a result of the absence of legislation and the fact that operators run the mini-buses six days a week because of their low profit margins.

Transport is a key element of most aspects of production and consumption, with the following being the sectors which have the most significant impacts:

- *Public utility companies' large fleets of vehicles*, used for routine maintenance functions, meter reading etc.;
- *Importers' and distributor's fleets of vehicles*, which service outlets island-wide on a weekly basis;
- *Government department and statutory corporation vehicles*, which represent the third largest sector of transportation after private vehicles and public commuter transport. However, these vehicles tend to have a lower impact because they are relatively new and better maintained, resulting in lower emissions; remain parked and idle for longer periods; and have designated parking spaces and so do not contribute to congestion in the same way as the commuter buses;
- *Heavy-duty construction and trade vehicles*, which are almost always old (sometimes over 20 years old), diesel-operated and with large engines. Their negative impact on the environment is compounded by the fact that regulations relating to roadworthiness are not strictly enforced on heavy goods vehicles, making them also a threat to other road users.
- *Private vehicles*: in 1997 Saint Lucia had 13,651 private vehicles in use; by 2007 the number had risen to 29,361, a 46 per cent increase with the concomitant increase in parking congestion, fuel consumption and emissions;
- *Commercial fishing fleets*: according to the Department of Fisheries, there are an estimated 1400 commercial fishers, each with an *annual petrol* allowance of 4500

gallons, which means this sector could be consuming over 6 million gallons of fuel annually.

- *Tourism transport:* the tourism sector is heavily dependent on transport for its local operations, with hotels operating fleets and taxi operators providing airport transfers and tour services to cruise passengers. Yachts, pleasure craft and other boats are involved in diving, snorkelling and sport fishing and although statistics about operators and fuel consumption are not available, their impact is thought to be significant.
- *International travel:* energy use is also very high in international travel and transport. Tourism depends almost entirely on air travel and cruise ships (except for the smaller number of visitors from neighbouring islands who travel by boat), and regional business and leisure travel is almost entirely by air, with sea routes remaining largely under-developed and utilised.

In spite of the importance of this sector, there is no explicit, integrated transport policy in Saint Lucia at the moment.

### 5.6. *Energy*

In 2001, the Government of Saint Lucia endorsed a Sustainable Energy Plan, which sought to promote the following objectives:

- ensure the existence of adequate energy supplies to sustain economic development, while meeting current and projected power demand;
- provide for stable and reliable electricity supplies for all customers;
- enhance the security of energy supply and use for all sectors of the economy;
- protect the local and global environment by maximising the use of renewable energy and energy efficiency alternatives where viable, thereby enabling Saint Lucia to become a “Sustainable Energy Demonstration Country” by 2008-2012 in accordance with its announcement made at the Fifth Meeting of the Conference of Parties of the United Nations Framework Convention on Climate Change.<sup>7</sup>

A National Energy Policy (NEP), which is intended to create the appropriate enabling environment for the growth and development of the energy sector, is close to finalisation. The policy will cover all aspects of the sector, including the production and use of renewable energies, energy efficiency in all sectors of the society and also issues related to transport. The link between energy consumption, cost of electricity, livelihood, national environmental concerns and global climate change issues will also be addressed. The policy will encourage diversification of the energy mix by facilitating the development of new and renewable forms of energy. The policy envisages:

- the development of a long-term Sustainable Energy Strategy, including an Electricity Sector Liberalisation Strategy and a Transport Sector Strategy;
- a blueprint for the establishment of a regulatory authority and for inter-agency collaboration for energy sector improvements;
- the development and implementation of an Energy Public Education and Awareness Strategy and Plan. This plan will identify measures for addressing energy-related education in both formal (schools and training institutions) and non-formal contexts.

A significant development in the energy sector is that Saint Lucia, like a number of other Caribbean States, has signed onto a Venezuelan energy concessionary facility known as Petro Caribe. However, it has stalled on implementation, whilst weighing the benefits of its

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<sup>7</sup> [http://www.stlucia.gov.lc/pr2001/cabinet\\_endorses\\_sustainable\\_energy\\_plan.htm](http://www.stlucia.gov.lc/pr2001/cabinet_endorses_sustainable_energy_plan.htm), accessed 21 June 2010



contractual arrangements with the US oil company Hess Oil (which has a transhipment facility in Saint Lucia) against those offered under Petro Caribe.

## 6. Examples of SCP activities and initiatives

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

**Table 2: Examples of activities in SCP approaches in Saint Lucia**

Sector	Description of activity	Status (impacts and results)
Tourism	Sandals Farmers Programme: in 2003 the Sandals hotel chain instituted a system to identify farmers involved in the production of vegetables, ground provisions, condiments and fruits; projected its needs for such products over a specified period; and entered into an agreement with the farmers guaranteeing purchase of their products.	Since its inception the programme has interacted with over 70 farmers. Following a review of the first year of operations, the chain in Saint Lucia estimated that it had saved ECD 1 million, whilst purchasing over ECD 3 million in produce. The programme has since been adopted in all Sandals hotels region-wide Vitalis, 2005)
	Proposed new Saint Lucia Marketing Board is intended to facilitate procurement of local fruits, vegetables, meats, poultry etc. by the hospitality sector.	This is still only a policy statement which remains at the conceptual stage .
	Development of community festivals such as Fish Fridays in Gros Islet and Anse-la-Raye In recent times numerous communities have been utilising their produce, e.g., pork, fish, chicken to organise attractions for visitors and locals.	These festivals are having a marked positive impact on agricultural production (pork, poultry, fish, and cassava) and rural livelihoods, but these impacts have not yet been quantified.
	Towel re-use initiative: almost all hotels in Saint Lucia now have signs in guest rooms suggesting re-use of towels to save on the laundry bills, energy and detergent.	Hotels of all sizes island-wide have embraced this initiative and it is now almost standard practice to have this advertised. The pilot project focusing on laundry services in Saint Lucia should be able to quantify the positive impact (savings and environmental benefits) from this initiative.
	Waste water recycling is now standard practice for many hotels, which channel their grey water to the gardens and lawn areas	The SLHTA confirms that many hotels have adopted this practice but two hotels stand out, namely Sandals Regency which uses its water run-off and grey waste water to nourish the golf course, and the Coconut Bay Resort and Spa which also harvests rain for use in its gardens.
	Marigot Bay Marina community water testing - for the past two years the marina has run a programme involving nearby schools in testing water quality and implementing small community-led solutions.	This programme involves a small group (12-15) of 12-14 year-old students from the neighbouring communities of Coolie Town and Jacmel. The marina funds the operations, food and equipment whilst CEHI's laboratorians and technicians provide the expertise, analysis and guidance. This is an excellent example of corporate support involving communities and especially young people.

Sector	Description of activity	Status (impacts and results)
Commerce/retail trade	<p>Bring-a-bag initiative: Consolidated Foods Ltd, the operator of the largest supermarket chain in Saint Lucia has tried to encourage less use of plastic bags by selling and encouraging the use of re-usable 'green' bags. On Wednesdays they also operate a scheme where those who do not bring their own bags pay 25 cents towards a conservation fund.</p> <p>The supermarket chain has also adopted the Sandals' model of partnering with farmers through training, forecasting of needs and entering into purchase agreements.</p>	Impact of the initiative has not been measured but Consolidated Foods claims that savings are realised from not having to provide so many bags; there is less plastic waste to be disposed of; and some money is available for conservation.
Agriculture	EUREPgap bananas: the EU has instituted a new regime of standards for farmers wishing to sell their produce to EU countries	Thanks to generous EU funding and technical assistance, coupled with the incentive of market access for their produce, most farmers have introduced and adopted desirable standards and practices on their farms.
	Agro-processing: the Ministry of Agriculture, Fisheries and Forestry and Ministry of Commerce have been involved in a joint project to promote linkages between local producers of agricultural inputs and agro processors and manufacturers.	There has been a noticeable increase in new locally-produced products such as pepper sauce, spices, condiments, jams, jellies etc., on supermarket shelves in Saint Lucia.
	Fair-trade bananas: the Windward Islands Farmers Association (WINFA) is a lobbying and support group of farmers which has promoted Fair Trade production. To qualify as Fair Trade/ farmers must adhere to environmental standards, set by the Fairtrade Labelling Organizations International (FLO), which are designed to protect the environment and minimise the use of fertiliser and pesticides.	Under this programme banana farmer in the Windward Islands receive a Fairtrade premium price which is used for social and development projects and business development, and they also receive technical support from the FLO.
Manufacturing	Recycling of manufacturing waste: Caribbean Awnings has been using the shop floor cuttings (waste) from its manufacturing process to produce other goods such as bags, bottle holders/coolers etc.	The Customs authority in Saint Lucia is insisting that the duty-free concessions granted on the imported raw materials (canvas) is only for making awnings. Any other use of the materials is illegal and the waste should be disposed of. Caribbean Awnings is continuing to lobby for a policy change, which would be applicable and useful to a number of other businesses and sectors.
	Windward and Leeward Breweries which is a large consumer of potable water, has reduced its water bill and operating costs by instituting a system of augmenting potable water usage by using grey water for operational tasks such as cooling, washing and cleaning.	The management of this company confirms that these measures have resulted in highly significant savings and reductions in water consumption.
Water	Bulk and domestic meterisation project:	WASCO claims to have installed only 50

Sector	Description of activity	Status (impacts and results)
	as part of the water sector privatisation initiative, the Caribbean Development Bank funded: a) a bulk meterisation project for WASCO and the Government of Saint Lucia to determine leaks, their source and quantum of loss of treated water and thus institute remedial action, and b) a system to charge domestic consumers for the actual cost of the water.	per cent of the projected number of meters, due to the poor quality of the meters procured. A new batch of meters from another supplier has been sourced to complete the project
Energy	Advent of a number of professional businesses in the area of renewable energy, e.g. producing recycled car batteries, designing houses entirely dependent on renewable energy sources, and conducting energy audits for hotels etc.	At least two new companies have been started by young enterprising engineers offering their services in installing renewable energy and recycling options in new housing. As a result many households have been turning to renewable energy.
	Retrofitting of public buildings: under the GTZ/CREDP project a number of small projects are retrofitting remote community and public buildings with photovoltaic (PV) cells for energy.	The CRDP/GTZ project has installed numerous PV cells on public buildings e.g. the Castries Central Market, the Castries Central Library and at a rural school in the Bouton community.
Information technology	E-banking and e-government“ increasing reliance on information technology and communications (ITC) for banking transactions,	The use of ITC for conducting business on-line, especially in the banking sector as well as with some government departments, has had the positive effect of saving travel time and reducing fuel consumption and emissions, with concomitant benefits and savings
Government administration	Recycling/re-use of envelopes: long-established practice in government administration to re-use envelopes for non essential and internal correspondence.	An unquantified but significant amount of paper as well as money has been saved by government through this simple practice.
	Solar powered traffic control signs: in 2004, the Transport Department of the Ministry of Communications, Works, Transport and Public Utilities erected a number of solar-powered traffic management signs in all school zones in the island.	Over the five-year span of the programme, 24 school zones had traffic signs installed. Apart from the initial cost and routine maintenance the solar lights are regulating traffic safely at no cost.
	Returning Containers Act (2006/Draft): this Act aims to encourage the return of plastic containers by imposing a levy on them at the time of purchase which is refundable when they are returned.	The legislation is on the books but the private sector has been able to successfully lobby against it on the grounds that it will result in increased administrative costs and drastically affect profit and productivity.
Energy	Fuel pass-through pricing mechanism: the government has recently instituted this mechanism, whereby cost of gas at the pump is reviewed and revised monthly to reflect the actual imported cost of petrol/diesel.	Prior to August 2009 the absorbed any losses resulting from increases in the price of fuel. It is hoped that consumers will adjust their consumption patterns when faced with the real cost of fuel, which has been increasing since the advent of the new mechanism.
	Domestic bulb replacement project: the government of Cuba introduced a programme of replacing incandescent light bulbs with fluorescent bulbs at all	308,000 energy-saving bulbs were received in 2006. Following the initial round of distribution MPU still has 200,000 + bulbs. It claims that the process of

Sector	Description of activity	Status (impacts and results)
	State agencies and the homes of poorer citizens, which is implemented by the Ministry of Public Utilities (MPU).	distribution is very costly and so it now depends on persons in need to come to the department to get replacements.
	St. Lucia Electricity Services (LUCELEC) Line loss reduction: the company targeted reducing its line loss to below 10per cent by the end of 2007 by, a) detecting theft and unauthorised connections, b) introducing an Advanced Metering Initiative (AMI -smart meters) and c) local balancing. (optimising/load sharing at critical points of redundant capacity).	The target was achieved with line loss now estimated at 9.95 per cent. However consumers have been complaining of drastically increased bills which the government's Chief Electrical Engineer attributes to the calibration of the new metering system in favour of the company. Discussions are ongoing with the Standards Bureau to recalibrate the meters in accordance with the Electricity Supply Act.

## **7. Constraints and opportunities in the promotion of SCP**

### 7.1. Constraints

In spite of the progress made in introducing SCP approaches, two main challenges remain:

*Insufficient awareness of and commitment to sustainable consumption by policy-makers, key stakeholders and the general public*

The concept of SCP, as defined above, appears to be poorly understood and applied by policy makers, as evidenced by the absence of a holistic and comprehensive sustainable development strategy which would see economic development and conservation of natural resources as being interlinked. Instead, policy options are chosen on the false premise that job creation and economic growth must get priority at the expense of the environmental management and sustainability.

This suggests a need to raise the level of awareness of SCP, not only among policy makers but also within civil society and the private sector (for example, hoteliers, dive operators, fishers, and manufacturers). If these sectors had a greater understanding of their shared and mutual interest in pursuing and adopting modes of sustainable consumption and production, this could serve as a catalyst for the development of more effective policies and actions

*A weak policy and institutional framework for development planning*

The coordination of development initiatives and their convergence towards a clear vision of sustainable development remains the main challenge in Saint Lucia today. There is a high level of commitment to the sustainable development agenda at the level of key agencies such as the SDES and the Saint Lucia National Trust (SLNT), but this is not shared by all actors. In the field of land and resource use planning, the Permanent Secretary, Ministry of Physical Development, Environment and Housing, plays a pivotal role as the chair of two critical environmental bodies:

- the NEC, which is intended to give overall policy guidelines in the area of sustainable development and environment in Saint Lucia; and
- the Programme Management and Advisory Committee of the Pitons Management Area which comprises representatives of relevant line ministries and departments such as fisheries, forestry, planning; stakeholders from the Soufriere region, such as the Soufriere Regional Development Foundation, the Soufriere Marine Management Authority and tourism interests; and the SLNT.

Additionally, the Development Control Authority, the regulatory and compliance arm of the Ministry of Physical Development, Environment and Housing, has to juggle the facilitation of investments in physical development and ensuring compliance with legislation designed to

ensure orderly and sustainable development of the physical environment, which can be challenging, particularly if Cabinet dictates a direction that is detrimental to the environment. The limited manpower of the Authority to undertake inspections and ensure compliance compatible with sustainable development presents a further challenge.

## 7.2. Opportunities

### *Transforming the tourism sector*

The major opportunity for the promotion of SCP in Saint Lucia is in the 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.

As reflected by its selection as the pilot project for the regional programme supported by IEPF and UNEP, the operations of laundry services by hotels offer scope for analysis, comparison and testing of approaches, which could be of value to the wider tourism sector since a similar approach could be applied to other sub-sectors, such as food and beverage procurement, energy systems and solid waste management.

The hotel laundry sector includes:

- *Outsourced laundry services:* properties which sold their laundry operations, resulting in staff being severed and the equipment/premises being leased to a local business operator. The Sandals chain would provide a good case study for this aspect of the project.
- *In-house:* properties which want to maintain their brand and quality imprint on their towels and linen have opted to maintain a central laundry service on one of their properties. These include the relatively small property, East Winds, but most notably the Rex, Royal and Almond chains.
- *Rental of towels and linens:* properties which were faced with high costs of replacing towels and linen every six months, plus the operational costs of utilities and chemicals as well as staff/labour issues chose to enter into rental arrangements with the main service provider in this field, Saint Lucia Linen Ltd. These include Jalousie, Le Sport, the Bay Gardens chain, and smaller properties such as Ti Kaye, Glencastle, Auberge Seraphine, Coco Creole and Coco Palm.

### *Modifying some of the unsustainable practices in agriculture, particularly with respect to pesticide use in banana production*

In Saint Lucia, bananas are cultivated under a mono-cultural production system which depletes the natural nutrients of the soil, necessitating the use of large amounts of fertiliser. Crops are also prone to pest infestations, which encourage high pesticide use contributing to environmental pollution. This is exacerbated by the following:

- illegal importation and repackaging of chemicals by unauthorised vendors, often without labels, which result in incorrect application;
- inadequate application equipment and failure to wear protective clothing;
- absence of systematic monitoring programmes and targeted research on the use and impact of pesticide and agro-chemical, including on bioaccumulation; and
- lack of scientific and public information on the effects of agrochemicals in the land-water interface and on human health.

In the valleys with fertile alluvial soils and high levels of banana production, nematicides applied to the crops have been identified as water pollutants with studies showing that 75 per cent of rivers, the source of almost all drinking water in Saint Lucia, contain pesticide residues higher than the EU general guideline for pesticides in drinking water (MRAG 2003). Other environmentally detrimental activities include disposal of plastic diophene sleeving and washing of pesticide spraying equipment in water courses.

Much work has already begun in this area and, given its prevalence and importance as well as its potential negative impact, it should be considered in any future programme of SCP in Saint Lucia.

#### *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.

#### *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. There are two ongoing activities in the sector that are relevant to the SCP agenda and deserve to be supported, namely the baseline study being undertaken by SDES of the transport sector and the UNEP-funded model of clean transport that is being replicated by CEHI.

#### *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;
- introducing VAT to replace many of the existing import taxes with a view to influencing the attitudes and behaviours of both policy makers and consumers.

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 sustainable consumption and production would be in Saint Lucia'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;
- 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 Saint Lucia 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 Saint Lucia 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*

In view of the low levels of public awareness of SCP (and sustainable development in general) highlighted above, 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”. The SDES 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 transport, farming, public utilities, etc.
- educational institutions
- media
- consumer associations
- individuals and households
- non-governmental and community-based organisations.

### 8.3. Designing and implementing a pilot project under the regional programme

The intention of this pilot project, which will be implemented under the regional programme facilitated by IEPF, is to build capacity through analysis, testing and documenting of policies, methods and approaches with wider relevance to the tourism sector and other SCP initiatives. Such cross-cutting aspects of the pilot project include:

- high consumption energy and water and how their usage can be optimised;
- high use of chemicals, detergents and softener with potential to compare the cost of non-toxic inputs and the potential for incentives to use costlier environmentally-friendly alternatives;
- potential for retrofitting of plant and replacement with modern, energy efficient machinery;
- the generation of emissions and waste and the need to minimise their negative impacts;
- the impact of the working conditions on the health and wellbeing of the workers;
- analysis of the motivating factors and influences driving the choice of in-house or out-sourced laundry services and the impact of these choices on livelihoods and working conditions, including pension benefits, tenure and job security.

It is envisaged that the project 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 selected pilot businesses. The project should 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 could then 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 SDES with support and collaboration from the St. Lucia Hotel and Tourism Association.

### 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:

- adjusting the occupational, health and safety laws and practices in to safeguard working conditions;



- advising on the contents of the consumer protection bill (draft), whose effect will be mainly through education of consumers and will operate under the purview of the Ministry of Commerce and Consumer Affairs;
- convening of an inter-ministerial, multi-sectoral policy forum to examine options and approaches for moving towards the establishment of non-motorised city centres, for example in Castries, Soufriere and Gros-Islet;
- encouraging the Saint Lucia Bureau of Standards to explore ways in which the SCP objectives, learnings, methods and good practices can be mainstreamed into new and evolving standards;
- developing and implementing a public education programme on sustainable options for procurement of capital goods and equipment. In the case of vehicles, government should lead the way by purchasing hybrids and new low CO<sub>2</sub> emitting models;
- instituting and enforcing policies to ensure the use of unleaded fuels;
- designing and implementing a programme aimed at the greening of vehicular fleets, as well as training and capacity building for fleet managers in routine maintenance as a means of reducing emissions and sulphur content.

#### *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**

This study should be submitted to:

- the Permanent Secretary, Ministry of Physical Development, Environment and Housing, requesting the Ministry's formal acceptance and endorsement of the study and approval for the SDES to:
  - continue coordinating actions re SCP in Saint Lucia, including under the programme;
  - 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 these recommendations.

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## 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 2010<sup>8</sup>

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

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<sup>8</sup> 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.

## **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 policy instruments

This table presents the main policy instruments developed in Saint Lucia in sectors relevant to sustainable consumption and production, with an indication of their current status.

Sector	Lead agencies	Policy instrument and status
Poverty Reduction	Ministry of Social Transformation, Culture and Local Government	Interim Poverty Reduction Strategy and Action Plan for Saint Lucia (2005). Approved by Cabinet. Draft National Poverty Reduction Strategy (in preparation, 2010).
Export/Commerce	Ministry of Commerce, Investment and Consumer Affairs and Saint Lucia Chamber of Commerce, Industry and Agriculture	Five year sector plan aimed implementing actions and allocating resources and responsibility for diversification and expansion of the exports.
Coastal Zone Management	Ministry of Agriculture, Forestry and Fisheries	Policy developed.
Sustainable Development	Sustainable Development and Environment Section (SDES), Ministry of Physical Development, Environment and Housing	Adoption of social, economic, environmental and institutional indicators for sustainable development.
Energy	Sustainable Development and Environment Section (SDES), Ministry of Physical Development, Environment and Housing	Energy Sector Policy and strategy (Green Paper for Discussion, Vol.1. awaiting Cabinet consideration and approval).
Fisheries	Ministry of Agriculture, Forestry and Fisheries	Strategy and management plan for the sector developed and approved by relevant Ministry. No policy but proposal seeking funding for development and integration of strategy envisaged for 2011.
Forestry	Ministry of Agriculture, Forestry and Fisheries	Draft policy completed in 2008 and currently available for comments. Not officially approved.
Land	Ministry of Physical Development, Environment and Housing	Cabinet approved - National Land Policy by Conclusion # 1123, 2007.
Environment	Sustainable Development and Environment Section (SDES), Ministry of Physical Development, Environment and Housing	National Environment Policy and National Environmental Management and Strategy, November 2004. Approved by Cabinet.
Tourism	Ministry of Tourism and Civil Aviation	National Tourism Policy, 2003 and Tourism Strategy and Action Plan, 2005. referred to but not formally approved.
Protected areas	Saint Lucia National Trust	A revised systems plan for protected areas in Saint Lucia developed in 2009, no formal approval.
Housing	Ministry of Physical Development, Environment and Housing	National Report on Housing and Resettlement, 2007; and Saint Lucia National Housing Policy, approved 2008.
Water	Ministry of Communications, Works, Transport and Public Utilities	National Water Policy, approved 2004. Legislation passed.
Transport	Sustainable Development and Environment Section (SDES), Ministry of Physical Development,	Preliminary study as a precursor/baseline for policy underway

Sector	Lead agencies	Policy instrument and status
Ozone protection	Environment and Housing Sustainable Development and Environment Section (SDES), Ministry of Physical Development, Environment and Housing	Provisions of the Montreal Protocol (Substances that deplete the ozone layer Act, 27 of 2001) leading to incentives for importation on appropriate equipment