



## **Sectoral Integration in Grenada**

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## **1. Introduction**

Grenada reported<sup>1</sup> Grenada's efforts to integrate biodiversity conservation and sustainable use into relevant sectoral and cross sectoral plans, programme and policies as required by Article 6(b) of the Convention and in particular the 2010 target and goals and objectives of the Strategic Plan.

## **2. Policy on Integration**

The mainstreaming of biodiversity into national policies and the incorporation of relevant elements of the 2010 strategic plan have received only tacit support by decision makers at the national level.

Direct references to the integration of biodiversity conservation are practically non-existent but references to environment conservation are used in this chapter as a proxy for biodiversity conservation.

The measures determined at the national level for environmental conservation have not been fully implemented and so there are no observed positive changes in the status and trends of biodiversity components as a result. The measures are consistent with the NBSAP and if implemented should facilitate the implementation of the NBSAP.

In terms of national policy, the high point is the political statements and documentation on mainstreaming in response to the devastating impacts of recent hurricanes. In fact, it was widely held that while the disasters created a number of severe environmental problems they also presented a unique opportunity to integrate environmental management concerns into the country's development vision, strategy and programme.

In the aftermath of the hurricanes, the espoused national policy was to build greater resilience into the economy by mainstreaming hazard risk reduction methodologies into national planning. A national hazard mitigation policy was elaborated. Whereas biodiversity concerns were not explicitly written into the documentation, there were several provisions of the policy which are consistent with the objectives of the Convention and associated sectoral programmes and policies. The plan explicitly calls for the protection of natural ecosystems as a direct strategy to building resistance against extreme weather events. As a consequence the national cabinet has mandated that all sectoral plans and programme be developed or retrofitted to include strengthened capacity in this regard.

Several sectoral policies were developed and each included elements of environmental management concerns. The National climate Change Policy, The National Agricultural Policy, the Tourism Master Plan, the National Forest Policy, the Poverty Eradication Strategy, the Energy Policy have included, albeit in rather broad terminology, the issue of environment management.

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<sup>1</sup> Grenada (2009). Fourth National Report of Grenada to the CBD, 71 pp.

The National Climate Change Policy for example includes a section on the direct linkages between climate change and biological diversity. This has been particularly significant given Grenada's role as chair of the Alliance of Small Island States in the negotiations leading to a new international climate change regime in Copenhagen in December 2010. Grenada assumed the chairmanship of the Alliance in June 2007. On the national level, the issue of climate change has received some traction and any direct reference to biodiversity conservation in the climate change debate is particularly welcome towards the mainstreaming of biodiversity into national planning.

The National Strategic Development Plan and the National Environment Policy and Management Strategy are the two foremost policy documentation that provide extensive treatment to the integration of environmental concerns in national development plans and programmes.

### **3. National Strategic Development Plan**

A National Strategic Development Plan was approved by the Government in 2007. The plan identified several priority areas for revitalization of the national economy following a detailed analysis of the major sectors. Environment and physical development has been recognized as priority and the strategic outcomes include a proposal for environmental considerations to be integrally linked to national development.

The plan identified the need to promote awareness of and commitment to environmental considerations. The plan also highlighted the need to promote the enforcement of legislation in relation to environment, the need to promote and provide disaster risks reduction and hazard mitigation and the need to implement the national environment strategy and the national integrated physical development plan. In this regard the key strategies include the following:-

- Advocacy and campaigns on key environmental issues
- Linking livelihoods and environmental sustainability
- Enforcement of laws to protect biodiversity
- Mainstreaming disaster risks reduction
- Integration of environmental issues in planning and development interventions
- Institute and use the national physical development plan as a basis for all area development plans and major physical developments
- Implement the National Environmental Management Strategy

With respect to the strategy of integration of environmental issues in planning and development interventions, the plan calls for the sensitization of all sectors on the provisions of the plan and for the necessity to augment the resources allocated to the relevant agencies to facilitate implementation.

#### **4. National Environment Policy and Management Strategy**

The Government Grenada in 2005 approved a National Environmental Policy and Management Strategy (NEMS). The NEMS is Grenada's formal expression and commitment to arrest and reverse trends of environmental degradation and to ensure that sound environmental management is fully integrated into the national development policy framework.

The espoused vision is to “envision a healthy and productive environment that guarantees the sustainability of development activities and processes and that contributes fully to social and cultural development, to economic prosperity and to the quality of human life”.

The NEMS highlighted seven broad objectives as follows:-

- Maintain the diversity of ecosystems, species and genes
- Maintain and enhance the natural productivity of ecosystems and ecological processes
- Optimize the contribution of natural and environmental resources to the production of trade of economic goods and services
- Optimize the contribution of natural and environmental resources to social and cultural developments
- Prevent and mitigate negative impacts of environmental change and natural disasters and build resilience relative to these
- Maintain and enhance the contribution of the environment to human health
- Fulfill regional and international responsibilities and capitalization on opportunities that accrue from regional and international networking.

With respect to the mainstreaming, specific mention was not made to biodiversity but with mainstreaming of environmental issues generally. The specific provisions are as follows:-

- Integrating the environmental dimension on the reconstruction process
- Integrating the environmental dimension in the fabric of the society
- Creating harmony between environment and development objectives and action
- Establishing appropriate institutional arrangements
- Building capacity for environmental management
- Developing and using appropriate, fair, effective and efficient instruments of environmental management

- Developing and sustaining regional and international partnership for environmental sustainability

## **5. Legal and Regulatory Framework**

The national policy on the environment calls for the establishing of an integrated, efficient and effective legislative and regulatory framework for environmental management. The policy mandates a comprehensive review of the current suite of sectoral legislation that addresses environment, natural resource management and sustainable development issues and the enactment of required comprehensive legislation and regulations.

The principal legislation for review was the Physical Planning and Development Control Act of 2002 which focuses on the protection of natural and cultural heritage. The Act establishes the boundaries for physical planning and development control issues including environment impact assessments, the enforcement of development control, the protection of the natural ecosystems and establishes the institutional framework for environmental management.

For example, the Act spells out in great detail issues related to environmental impact assessments, the liability and redress regime and mechanisms for the protection of the natural submarine and subterranean areas and their flora and fauna.

In addition there are several pieces of legislation that deal with various aspects of the environmental management on the sectoral level. As a consequence of the review a Draft Environmental Bill has been elaborated and is now subject to consultation on the national level. The draft bill seeks to address the critical gaps found during the legislative review.

Despite the foregoing there is no explicit record of and direct references to the Convention on Biological Diversity and the integration of biodiversity conservation and sustainable use. References that are consistent with the CBD and its objectives are in the context of the linkages with socioeconomic consideration and livelihoods. The elements of the Millennium Development Goals have been incorporated including environmental sustainability. But the elements of the CBD strategic plan received only tangential mention and not fully integrated into the new draft legislation.

## **6. Institutional Framework**

Institutional arrangements and organizational capacities are critical for environmental management.

In the context of a small island developing state like Grenada, it is recognized that the institutional framework should provide for the sharing of environmental management among the state, private sector and civil society actors as well as the effective coordination among them.

In this regard Grenada has established a Sustainable Development Council comprising broad based representation from the major sectors to constitute a forum for discussion, analysis and to advise policy makers on contemporary issues of national development. In fact, the SDC has functioned as a fora for

ventilating several issues relating to environmental management. The SDC is widely recognized as the sole unit which encompasses representation from the major sectors.

The institutional arrangement for environmental management which includes biodiversity is best characterized as a state sector dominated institution but several state actors from the various sectoral areas have varying levels of responsibilities. Research shows that there were at least twenty government and quasi-government bodies with some environmental related function. The state apparatus can best be described as uncoordinated and adhoc. There is no effective operational central authority. There were in the past many attempts to establish a specific coordinating mechanism but to date all efforts were unsuccessful. Within recent times a Ministry of the Environment was created with the expressed purpose of establishing an appropriate institutional framework for environmental management.

The National Environmental Policy calls for institutional arrangements to be established for effective coordination as per the following:-

- Coordination, partnership and cooperation between state agencies, the private sector and civil society;
- Integration of policies, institutions and interventions within the state, and use of coordinating mechanism among all agencies involved, directly and indirectly, in environmental management;
- Avoidance of duplication and use of a coordinated approach to enforcement;
- Clarity and accountability in the allocation of roles and responsibilities among the various institutional actors;
- Integration of institutions and actions at the local level, through effective systems of local governance;
- Creation and promotion of equitable and effective partnership involving public sector agencies, private sector bodies, civil society and communities;
- Effective delegation of relevant regulatory functions to regional institutions whenever desirable and feasible;
- Integration between national policies and institutions on the one hand and the regional and international institutional environment on the other.

It is envisaged that these institutional arrangements will require the redistribution of the main roles and responsibilities in environmental management among the various key institutions. The effective functioning of these institutional arrangements will also require that capacities be built, strengthened and sustained at all levels within government, civil society and the private sector.

The national policy calls for efforts to develop and sign formal partnership agreements and memoranda of understanding among agencies, in order to improve efficiency, avoid the duplication of roles and

efforts, and optimize the use of human, technical and financial resources. For example, Grenada has signed a Memorandum of Understanding with the Nature Conservancy which involves the augmentation of national resources by the TNC Team.

## **7. Other Issues on Mainstreaming Biodiversity**

### **Ecosystem approach:**

The ecosystem approach has not been adopted in mainstreaming biodiversity nor even mainstreaming of environmental issues in sectoral and cross sectoral plans. Nevertheless, Grenada has subscribed to and is currently implementing the project on Integrated Watershed and Coastal Areas Management and the OECS Protected Areas and Associated Livelihood Project both of which demonstrate elements of the ecosystem approach.

### **Environmental Impact Assessments:**

Biodiversity conservation is not directly featured in the legislation on environmental impact assessment.

The legislation calls for the determination of minimum contents of an EIA report and has established procedures for public participation in the process and for public scrutiny of any report. The legislation also provided a schedule of matters for which an EIA is required. These include any coastal development, and development in wetlands, marine parks, national parks, conservation areas, environmental protection areas or other sensitive environmental protection areas. The contents of these report are to be spelt out in regulations that have not been promulgated, therefore at best issues relating to biodiversity conservation are dealt with on an adhoc inconsistent basis in the EIAs.

## **8. Financing for Integration**

A sustainable finance plan for environmental management has been completed. The report showed a sizable gap in the level of financing required. While the report identified a diverse range of financing instruments, the bulk of resources comes from contributions of the international community in particular the Global Environmental Facility. While the stated policy calls for significant public investments of programmes and projects that address environmental matters, and for integration of the environmental dimension in all sectors, the reality shows that very limited resources from the national budget have been earmarked for the environment let alone for biodiversity conservation.

The sustainable finance plan therefore envisages the imposition of user fees, payment for environmental services, environmental tariffs, fines and levies to augment the funds for environmental management.

The plan also envisages the establishment of a system of fiscal incentives and tax breaks to promote environmental friendly behavior and technology, while at the same time conduct a review to remove any perverse incentives. The sustainable finance plan is yet to be implemented.

## **9. Communication for Integration**

Public awareness and information programming on biodiversity conservation has been a feature of national programming but much more needs to be done.

The national policy mandates that a targeted communication programme is critical for the Grenadian public to have a strong commitment to environmental management and for the integration of key elements of environmental policy into policies and programmes in the relevant economic, social and cultural sectors. There must be increased awareness and improved understanding of the rationale for and the provisions of environmental policy. This is necessary for behavioral changes and improved coherence and consistency within environmental policy.

The Policy calls for a wide medium to be used to carry the appropriate messages. These medium include enhanced participation in planning and management fora, media and public information campaign, environmental education programme and environmental award schemes.

The key messages are to include ownership, responsibility and appropriate environmental behavior for sustainable development targeted to government and quasi-government officials, the private sector, civil society and the youth. At the public policy level, an ecosystem based policy driven approach to biodiversity conservation can be promoted. With respect to public sector operations the messages are to be targeted to enhance coordination, cooperation and collaboration and integration in all sectors. With respect to the private sector the messages are to include a fuller recognition of the symbiotic relationship between biodiversity conservation and economic prosperity. With respect to civil society the messages can include the direct links to livelihoods and for the youth the messages are to tackle intergenerational equity issues and the need to adopt behaviors and consumption patterns that minimize negative impacts.