

Commonwealth of Dominica

**Social Assessment for
Indigenous Peoples Plan, Carib
Territory**



March 2014

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Social Assessment for Indigenous Peoples Planⁱ

Carib Territory

1.0 Reviewⁱⁱ of the legal and institutional framework applicable to Indigenous Peoples

The Carib Reserve Act of 1978 provides for the establishment of a body corporate for the administration of the Reserve and for matters connected herewith.¹ It gives the Carib Council the authority and responsibility for the management of the Carib Territory. The Act variously describes the establishment of the office of the Carib Chief, the Constitution, and powers of the Carib Council. Specifically, it gives various powers to the Carib Chief and the Carib Council and outlines responsibilities of the Minister responsible for the Council. The Act further outlines the means of conducting elections for Council Members and the Chief. It also indicates how funds are to be used on behalf of the Reserve. The Act gives the Carib Council powers to institute various bylaws pertinent to the management of the community.

The Council is further organized into Hamlet Development Committees, governed by a constitution prepared by the Council. There are 8 hamlets in the Territory, but 7 hamlet development committees since 2 hamlets were combined. The committees serve as branches to the Carib Council which lends to the effective management of the Territory.

The Department of Carib Affairs was established in the year 2000 to address the needs of the local Kalinago people in the Carib Territory and by extension, Dominica. It was headed by a Parliamentary Secretary. In 2005, the Department was changed to the Ministry of Carib Affairs. The mission of the Ministry of Carib Affairs is to work towards the improvement of the socio-economic condition, the preservation and promotion of the cultural heritage of the people of the Carib Territory and Atkinson, and to facilitate the

¹ Carib Act of 1978 <http://www.dominica.gov.dm/laws/chapters/chap25-90.pdf>

vigorous promotion of the integration of Dominica's Indigenous People into the socio-economic life of the wider Dominican society.

The Ministry's strategic objectives include:

1. To formulate and implement community development projects.
2. To facilitate community participation in the decision making process re the development of the communities.
3. To work towards the improvement of access to finance and credit for the Carib people.
4. To increase the awareness of the traditional and cultural heritage of the Carib people.
5. To collaborate with other Ministries, departments and organisations for the implementation of development programmes/projects in the two (2) communities (Atkinson and Carib Territory).
6. To undertake activities aimed at the socio-economic independence of the Carib people.²

In September 2007, the Government of the Commonwealth of Dominica ratified ILO 169, the Indigenous and Tribal Peoples Convention³ – and signed the UN Declaration on the Rights of Indigenous Peoples.⁴

² <http://caribaffairs.gov.dm/index.php/aboutus>

³ http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103311

⁴ The Declaration establishes a universal framework of minimum standards for the survival, dignity, well-being and rights of the world's indigenous peoples. The Declaration addresses both individual and collective rights; cultural rights and identity; rights to education, health, employment, language, and others. It outlaws discrimination against indigenous peoples and promotes their full and effective participation in all matters that concern them. It also ensures their right to remain distinct and to pursue their own priorities in economic, social and cultural development. The Declaration explicitly encourages harmonious and cooperative relations between States and indigenous peoples. (UN Human Rights, Office of the High Commissioner for Human Rights)

2.0 Baseline information on the demographic, social, cultural, and political characteristics of the affected Indigenous Peoples' communities, the land and territories that they have traditionally owned or customarily used or occupied, and the natural resources on which they depend

2.1 Demographic Characteristics

The Carib Territory is comprised of 3, 782.03 acres of land stretching over 9 miles on the East, Atlantic coast of Dominica in the Parish of St. David. The Territory is divided into 8 hamlets, namely; Sineku, Gaulette River, Mahaut River, St. Cyr, Salybia, Crayfish River, Battaca and Touna Concorde. As per the 2011 Preliminary Census, the population of the Carib Territory recorded 2,145 - 1,212 (56.5%) males and 933 (43.5%) females.

In comparison, the 2001 Population and Housing Report on the Carib Territory, the total population registered 2,208; with 57% males and 43% females distributed by age as follows:

Table 1: Carib Territory Population Distribution by Age group; 2001⁵

Age Group	Population	% of Total Population
0 – 4 years	237	10.7
5 – 14 years	486	22.0
15 – 19 years	229	10.4
20 – 34 years	324	14.7
35 – 54 years	453	20.5
55 – 64 years	320	14.5
65 & over	159	7.5

Based on the information provided, over the decade, the population in the Carib Territory has minimally declined by 2.9%.

⁵ Carib Territory Local Area Plan, January 2012

2.2 Political & Cultural Characteristics

As mandated in the Carib Reserve Act of 1978, the lands in the Territory is the property of the Carib Council and no individual can own land and/or be titled land is his or her name. The Council is solely responsible for allocating land for all purposes including housing, public conveniences, government projects and community projects. The Council is comprised of seven (7) persons – the person elected as Chief and six (6) other persons elected as members. The Chief is the Chairman of the Council hence, is responsible for convening meetings.

In terms of other rights and privileges, the Indigenous Peoples are entitled to all rights like all Dominicans including voting, passports, political participation etc.

2.3 Socio-economic Characteristics

In terms of the socio-economic status of the Indigenous People, the 2009 Country Poverty Assessment stated; *“in respect of ethnic origin, indigenous persons were more likely than any other group in the population to be poor; 49.8 percent or one in two persons of indigenous origin are poor. This is a significant finding as the indigenous population represents about 5 percent of the total population of Dominica (approximately 3300 persons). However, there has been a reduction in measured poverty among the group, given that in 2003, some 70 percent was poor and half were indigent.”*⁶

The issue of land ownership or lack thereof, (Carib Council has ownership of lands in the Territory) poses serious concerns for individual socio-economic advancement. This significantly limits their access to credit at local banks since they do not possess required collateral i.e. certificate of titles as per the laws governing the Territory. Whereas it is necessary to ensure the lands allocated to the Territory remains

⁶ Dominica Country Poverty Assessment, Main Report, 2009

unchanged, it prohibits individual economic advancement based on requirements from banking community.

As a means for further interventions to improve the lives of the Indigenous People, the Government of the Commonwealth of Dominica through loan assistance from the Caribbean Development Bank constructed the Kalingo Barana Aute (KBA) Village. The Village offers tours including cultural dances and site visits. In the shops, local creations are centred on larouma, calabash, pottery and coconut products, from which wood carvings, baskets and other artistic creations are created.⁷ The Indigenous people are also employed outside of the territory as masons, carpenters, civil servants, lawyers, doctors and farm workers.

Unemployment in the Carib Territory is estimated to be high, particularly among the youth. Decline in the agricultural sector coupled with delayed realization of strong and sustained growth in the tourism sector nationally continue to negatively impact employment in the Carib Territory. The development strategy for the sustainable use of land and other resources in the Carib Territory should thus facilitate opportunities for job creation.⁸

3.0 Identification of key project stakeholdersⁱⁱⁱ and the elaboration of a culturally appropriate process for consulting with the Indigenous Peoples at each stage of project preparation and implementation^{iv}

The key project stakeholders are the residents of the Carib Territory since the road passes through the community. Other stakeholders include taxi drivers and/or tour operators and other road users.

Based on consultations with the Carib Council and the residents, all consultations on each stage of project preparation and implementation will be done through the Ministry of Carib Affairs and the Carib Council as representatives of the Kalinago people.

⁷ <http://www.kalinagobaranaaute.com/features/crafts/>

⁸ Carib Territory Local Area Plan, January 2012

4.0 An assessment, based on free, prior, and informed consultation, with the affected Indigenous Peoples' communities, of the potential adverse and positive effects of the project^v.

On 28th January 2014, representatives from the Ministry of Finance, Ministry of Carib Affairs and the World Bank met with the Kalinago Council to discuss the Disaster Vulnerability Reduction Programme and in particular the component directly impacting the Carib Territory. From the discussion, the Kalinago Council pledged their support for the project. Among their major concerns was the employment of Kalinago as contractors and/or as part of the workforce and their inclusion throughout the project life cycle. It was also agreed that through their support a community consultation will be held on Wednesday, 5th February 2014 at the Sineku Resource Centre.

On February 5, 2014, a community consultation was held at the Sineku Resource Centre. The consultation was a joint effort of the Kalinago Council, Ministry of Carib Affairs, Ministry of Finance and Ministry of Environment. An analysis of the participants at the consultation as stated in table 1 below shows that 18 males and 14 females participated in the consultation. The age groups with the highest form of the participation fell among the range 25-34 and 45-54 respectively.

Table 1: Analysis of Participants

<i>Cohort</i>	<i>Age Groups</i>	<i>Participation</i>		
		Male	Female	Total
Children	0-14	0	0	0
Youth	15-24	1	0	1
Adults	25-34	6	5	11
	35-44	2	3	5
	45-54	6	5	11
	55-64	2	1	3
Elderly	65 and over	1	0	1
All Groups		18	14	32

In terms of the representation across hamlets, all hamlets were represented as follows:

Table 2: Representation by Hamlets

<i>Hamlet</i>	<i>Participation</i>		
	<i>Male</i>	<i>Female</i>	<i>Total</i>
Bataca	3	4	7
Crayfish River	3	1	4
Gaulette River	1	0	1
Mahaut River	1	1	2
Salybia	2	3	5
Sineku	5	2	7
St Cyr	3	3	6
Concorde	0	0	0
Total	18	14	32

The largest representation came jointly from Bataca and Sineku, followed by St Cyr, Salybia, Crayfish River, Mahaut River, Gaulette River and Concorde.

The objectives of the meeting were as follows:

- Provide the Kalinago community with a greater level of detail on the planned investments (investments which emanated from the communities' own long-list of prioritized investments);
- Present an opportunity for comments, clarifications, questions, concerns, suggestions to be aired and discussed;
- Receive Community feedback on the potential positive as well as negative impacts of the investments;
- Identify mitigation measures to be included in the project and implemented via the IPP.

Some of the benefits identified by residents included:

- Less wear and tear on vehicles resulting in lower cost for maintenance
- Employment creation (during implementation and after completion as access will create more opportunities for local businesses
- Infrastructural development of the area
- Improved accessibility
- Enhanced road network
- Skills training for Kalinago

In terms of beneficiaries, the groups felt that all Kalinago will benefit from the project. Probed further, the group stated that if employed during the construction of the road, the

Kalinago males will directly benefit from employment and by extension their families. For females, economic activity could be generated by providing food (breakfast, lunch) to the construction workers; which will also have a positive effect on the family.

The following potential negative consequences were identified during discussions:

- Temporary inconvenience during construction (travelling delays, pollution, possible destruction of wild life)
- Relocation of residents
- Poor drainage may result in land slippage
- Possible destruction of the marine environment
- Increased volume run-off from culverts
- Preservation of water pipes during construction
- Increase in social ills (increased crime as more access to the Territory is created)

Overall, the project received overwhelming support from the Kalinago Community. They cited the further expansion of their tourism product as one of the main reasons for supporting the project. Other reasons given were as follows:

- Better road network
- Better accessibility to the Kalinago Territory
- Increased business opportunities as a result of better access created
- Short and long-term employment opportunities
- Reduce disaster vulnerability

Based on the discussion, it can be concluded that the Kalinago People support the implementation of the project. Some of their main concerns which need to be addressed are the employment of Kalinago during the construction phase, design of waterways to prevent further coastal erosion and inclusion of the Kalinago Council and the Ministry of Carib Affairs throughout the project life cycle, particularly with regards to assessments and design of works by the Ministry of Public Works, Energy & Ports. The Ministry of Finance and the Ministry of Environment, Natural Resources, Physical Planning & Fisheries remain committed to ensure that all issues raised will be taken into consideration in order to realize successful implementation of the project, thereby improving the quality of life for the Kalinago People.

5.0 The Identification and Evaluation of necessary measures to avoid adverse effects, or if such measures are not feasible, the identification of measures to minimize, mitigate, or compensate for such effects, and to ensure that the Indigenous Peoples receive culturally appropriate benefits under the Project.

Based on consultations held with the Carib Council and with the Carib Community, the following mitigation measures were identified:

- The community should be consulted regularly and provided with updates on progress from the preparation phase through implementation. The community wants to know where the water flows.
- Include a representative from the Ministry of Carib Affairs on the Project Steering Committee.
- The community should be involved in preparation of designs. When evaluation for designs – need to have a couple of people from territory – council and territory need to be consulted.
- Prior to any interventions the relevant Ministry should give the Carib Council and the Ministry of Carib affairs, 3 days prior notice.
- Erection of speed bumps, road signs to deal with the expected increase in speed of passing vehicles
- Improve existing drainage as part of project (proper waste disposal)
- Design amicable method for relocation and compensation where necessary
- Reduction in the number of curves (corners) on the present road
- Use of appropriate protective gear during construction
- Assessment of marine environment
- Erection of sidewalks
- Access to blue print for utility companies and Kalinago Council for future use (development)
- Introduce community policing
- Employment of contractors from the Kalinago Territory

It must be noted here that the aforementioned mitigation measures will be considered by the Ministry of Finance, Ministry of Environment and Ministry of Public Works, Energy & Ports where feasible and further discussions will be held with the Carib Community prior to commencement of works i.e. during assessment and before approval of designs.

ⁱ The breadth, depth, and type of analysis required for the social assessment are proportional to the nature and scale of the proposed project's potential effects on the Indigenous Peoples.

ⁱⁱ On a scale appropriate to the project.

ⁱⁱⁱ Taking the review and baseline information into account.

^{iv} *Consultation and Participation.* Where the project affects Indigenous Peoples, the borrower engages in free, prior, and informed consultation with them. To ensure such consultation, the borrower:

(a) establishes an appropriate gender and inter-generationally inclusive framework that provides opportunities for consultation at each stage of project preparation and implementation among the borrower, the affected Indigenous Peoples' communities, the Indigenous Peoples Organizations (IPOs) if any, and other local civil society organizations (CSOs) identified by the affected Indigenous Peoples' communities;

(b) uses consultation methods¹¹ appropriate to the social and cultural values of the affected Indigenous Peoples' communities and their local conditions and, in designing these methods, gives special attention to the concerns of Indigenous women, youth, and children and their access to development opportunities and benefits; and

(c) provides the affected Indigenous Peoples' communities with all relevant information about the project (including an assessment of potential adverse effects of the project on the affected Indigenous Peoples' communities) in a culturally appropriate manner at each stage of project preparation and implementation.

^v Critical to the determination of potential adverse impacts is an analysis of the relative vulnerability of, and risks to, the affected Indigenous Peoples' communities given their distinct circumstances and close ties to land and natural resources, as well as their lack of access to opportunities relative to other social groups in the communities, regions, or national societies in which they live.