Commonwealth of Dominica

Indigenous Peoples Plan
Housing Recovery Project
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1.0 Background

The World Bank was the first multilateral development bank to introduce an Indigenous Peoples Policy. Its first policy on Indigenous Peoples was adopted in 1982 and was designed initially to consider the needs of relatively isolated and unacculturated tribal groups affected by development projects. This policy is currently applicable to all Bank-financed projects identified as affecting indigenous peoples.

The Indigenous People’s Plan (IPP) OP 4.10, considers all projects that are proposed for Bank financing and affect Indigenous Peoples. Within each IPP, the World Bank requires the borrower to engage in a process of free, prior and informed consultation resulting in broad community support to the project by Indigenous Peoples.

The Dominica Housing Recovery Project, financed by The World Bank, aims to improve the resilience of the housing stock, encourage resilient building practices, and provide support to vulnerable households in Dominica. The project supports the Government of the Commonwealth of Dominica (GoCD) housing strategy and aims to build a process that could be used for reconstruction or replacement of damaged homes throughout the country with any source of funding. The process would address deficiencies in planning processes and impediments to the uptake of resilient building practices in the country.

The following information sets the context in which the IPP is being developed and provides social, cultural, demographical and political characteristics within the Kalinago Territory.

1.1 The Housing Recovery Project Process

![Diagram of Housing Recovery Project Process]

1. Beneficiaries self-apply, verified, validated and selected.
2. Design is selected from 5 or so core models.
3. Prequalified contractors and suppliers are selected.
4. Construction begins with close supervision and with approval stages to ensure building codes are adhered to.
5. Climate Resilient Starter home received by homeowner.
The Kalinago Council was informed that the process for the development of the Indigenous Peoples Plan under World Bank’s Social Safeguard Policy 4.10 (6) ([https://policies.worldbank.org/sites/ppf3/PPFDocuments/090224b0822f89d5.pdf](https://policies.worldbank.org/sites/ppf3/PPFDocuments/090224b0822f89d5.pdf)) are:

1. Screening by the Bank to identify whether Indigenous Peoples are present in, or have collective attachment to, the project area;
2. A social assessment by the borrower;
3. A process of free, prior, and informed consultation with the affected Indigenous Peoples’ communities at each stage of the project, and particularly during project preparation, to fully identify their views and ascertain their broad community support for the project;
4. The preparation of an Indigenous Peoples Plan or an Indigenous Peoples Planning Framework;

1.2 Legal and Institutional Framework Applicable to Indigenous People

This section contains information of the legal and institutional framework governing the Kalinago Territory. It also sets the context in which the Indigenous Peoples Plan will be developed and provides social, cultural, demographical and political characteristics within the Kalinago Territory.

1.2.1 The Kalinago Territory Act of 1978

The Kalinago Reserve Act of 1978 provides for the establishment of a body corporate for the administration of the Reserve and for matters connected herewith. The Act provides authority and responsibility to the Kalinago Council for the management of the Kalinago Territory. Prior to March 2015, the Kalinago Territory was referred to as the Carib Reserve; an amendment dated 12th March 2015 cited the change from Kalinago Reserve Act to Kalinago Territory Act.

The Act describes the establishment of the office of the Kalinago Chief, the Constitution, and powers of the Kalinago Council. Specifically, it gives various powers to the Kalinago Chief and the Kalinago 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 and indicates how funds are to be used on behalf of the Territory and provide the Kalinago Council with powers to institute various bylaws pertinent to the management of the community.

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The Council is further organized into Hamlet Development Committees, governed by a constitution prepared by the Council. There are 8 hamlets in the Territory; however, there are seven (7) Hamlet Development Committees (since 2 hamlets were combined). The committees serve as branches to the Kalinago Council which lends to the effective management of the Territory.

The Department of Kalinago Affairs was established in the year 2000 to address the needs of the local Kalinago people in the Kalinago Territory and by extension, Dominica. It was headed by a Parliamentary Secretary. In 2005, the Department was changed to the Ministry of Kalinago Affairs. The mission of the Ministry of Kalinago 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 Kalinago Territory and Atkinson, and to facilitate the 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 for the development of the communities.
3. To work towards the improvement of access to finance and credit for the Kalinago people.
4. To increase the awareness of the traditional and cultural heritage of the Kalinago people.
5. To collaborate with other Ministries, departments and organisations for the implementation of development programmes/projects in the two (2) communities (Atkinson and Kalinago Territory).
6. To undertake activities aimed at the socio-economic independence of the Kalinago people.²

Based on the Kalinago Territory Act, which is described above, the Beneficiary Application process of the Housing Recovery Project will consider engaging the Kalinago Council in verification of land occupancy and not ownership as compared to other applicants in Dominica. Land titles are kept by the Kalinago council and not individual residents of the Kalinago Territory; therefore, the Council will provide documentation that illustrates an applicant’s permission for land occupancy. Furthermore, successful applicants will have to sign Housing Agreements that includes a clause that gives consent for construction of the new home on safer grounds. That means, if the original house was situated in an area deemed hazardous, and the option for construction of the new house is in an area that is occupied by subsistence activities on the same plot of land, it must be documented that the home owner agrees to have the new house built there.

The village of Atkinson does not form part of the Kalinago Territory; however, it forms part of the political constituency, hence the reason for its inclusion under the Ministry of Kalinago Affairs of which the Minister of Kalinago Affairs is also the Parliamentary Representative for the Constituency. In discussions with the Kalinago Housing Committee, the Honourable Minister for Kalinago Affairs expressed concern that the community of Atkinson is usually overlooked since it is assumed that the residents form part of the Kalinago Territory.

1.2.2 The Indigenous and Tribal Peoples Convention – ILO Convention 169
The Indigenous and Tribal Peoples Convention – ILO Convention 169 of 1989 entered into force September 5, 1991. In summary, the ILO Convention 169 has been ratified by twenty-three (23) countries to date; the most recent being Luxembourg. Convention 169 recognizes the aspirations of indigenous peoples to exercise control over their own institutions, ways of life and economic development and to maintain and develop their identities, languages and religions, within the framework of the States in which they live; and acknowledging that in many parts of the world these peoples are unable to enjoy their fundamental human rights to the same degree as the rest of the population of the States within which they live, and that their laws, values, customs and perspectives have often been eroded. The Convention therefore, positions at the frontline, the distinctive contributions of indigenous and tribal peoples to the cultural diversity and social and ecological harmony of humankind and to international co-operation and understanding.³

In September 2007, the Government of the Commonwealth of Dominica ratified ILO 169, the Indigenous and Tribal Peoples Convention⁴ – and signed the UN Declaration on the Rights of Indigenous Peoples. 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 and explicitly encourages harmonious and cooperative relations between States and indigenous peoples.

1.2.3 The United Nations Declaration on Indigenous Peoples
The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted by the General Assembly on Thursday, 13 September 2007, by a majority of 144 states. Today, the Declaration is the most comprehensive international instrument on the rights of indigenous peoples. It establishes a universal framework of minimum

standards for the survival, dignity and well-being of the indigenous peoples of the world and it elaborates on existing human rights standards and fundamental freedoms as they apply to the specific situation of indigenous peoples.

Relevant to the development of the Indigenous Peoples Plan, Articles 26, 27 and 28 of the Declaration provides guidance as follows:

1. Indigenous peoples have the right to the lands, territories and resources which they have traditionally owned, occupied or otherwise used or acquired.
2. Indigenous peoples have the right to own, use, develop and control the lands, territories and resources that they possess by reason of traditional ownership or other traditional occupation or use, as well as those which they have otherwise acquired.
3. States shall give legal recognition and protection to these lands, territories and resources. Such recognition shall be conducted with due respect to the customs, traditions and land tenure systems of the indigenous peoples concerned.
4. States shall establish and implement, in conjunction with indigenous peoples concerned, a fair, independent, impartial, open and transparent process, giving due recognition to indigenous peoples’ laws, traditions, customs and land tenure systems, to recognize and adjudicate the rights of indigenous peoples pertaining to their lands, territories and resources, including those which were traditionally owned or otherwise occupied or used. Indigenous peoples shall have the right to participate in this process.
5. Indigenous peoples have the right to redress, by means that can include restitution or, when this is not possible, just, fair and equitable compensation, for the lands, territories and resources which they have traditionally owned or otherwise occupied or used, and which have been confiscated, taken, occupied, used or damaged without their free, prior and informed consent.

2.0 Baseline Data

This section contains 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 Kalinago 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 Population and Housing Census, the population of the Kalinago Territory documented 2,112 persons; 1,209 males and 948 females. The total population distributed by age and as a percentage of the total population is as follows:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Population</th>
<th>% of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 4</td>
<td>201</td>
<td>9.5%</td>
</tr>
</tbody>
</table>
The data detailed above, indicates a growing ageing population in the Kalinago Territory, since the 60 and above grouping recorded the highest percentage (13.3%) of the overall population. On the contrary, the population distribution for age range 15 – 19 years recorded 10.1% of the total population; or second highest age range within the Kalinago population. In terms of households, the 2011 Population and Housing Census registered 652 households; an increase of 12% from the 2001 Census data, when 579 households were recorded. Interestingly, whereas the number of households increased between the two periods, the average household size decreased from 3.8 in 2001 to 3.2 in 2011.

### 2.2 Political & Cultural Characteristics

As mandated in the Kalinago Reserve Act of 1978, the lands in the Territory is the property of the Kalinago Council and no individual can own land and or be titled land in 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.

In terms of other rights and privileges, the Indigenous Peoples are entitled to all rights like all Dominicans including voting, passports and political participation. The Kalinago culture has evolved due to development activities undertaken on the national level. Their traditional arts and crafts products: baskets, mats, hats, jewelry and hammocks are made from locally sourced raw materials including dried palms and reeds.

### 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 2145 persons- 2011 census). However, there has been a reduction in measured poverty among the group, given that in 2003, some 70 percent were poor and half were indigent.”

The issue of land ownership or lack thereof, (Kalinago 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. However, according to the Kalinago Chief, the AID Bank facilitates loan applicants from the Kalinago Territory wishing to use occupied land as collateral for agricultural business.

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 Kalinago 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. Other historic sites and/or tourist attractions within the Kalinago Territory includes L’escalier Tete Chien which is located in Sineku, Centipede Trail in St Cyr and the Horseback Ridge Trail located in Salybia.

The issue of unemployment among the Kalinago People continues to escalate, particularly among the young persons. For instance, the unemployment rate for the 15 – 19 age group is at an alarming 55.0%, with the 20 – 24 age group at 26.7% and the 25 – 29 grouping at 20.2%. These aforementioned figures are the three highest among the population and suggest that specific interventions will be needed to gainfully engage persons within their productive years. The passage of Hurricane Maria offset further social and economic impacts on an already vulnerable population. The 2011 Population and Housing Census also registered an unemployment rate of 14.4 which indicates a 68% increase from 2001; and an increased labour force between 2001 and 2011, which recorded 890 and 953 persons respectively; an increase of 6.8%.

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5 Dominica Country Poverty Assessment, Main Report, 2009
6 http://www.kalinogobaranaaute.com/features/crafts/
3.0 Summary of the Social Assessment

A gender analysis of the data from the Population and Housing Census 2011 confirms that unemployment rate among males stands at 15.2% compared to 12.5% among Kalinago women. Interestingly, males dominate the total labour force in the Territory, registering 665 in 2011 vs 288 females; a 79% difference (Population and Housing Census 2011).

According to discussions with members of the Kalinago Council, it is agreed that the following are evident in the Kalinago Territory:

a.) a strained agricultural sector due to periodic natural disasters and decrease in export demand for certain crops
b.) low availability of raw materials over time hindered the local product manufacturing industry and caused a reduction in income from sales (eg. Larouma for craft and cassava for bread) and
c.) low visibility of the seasonal tourism potential in the Territory.

These existing circumstances were further exacerbated by Hurricane Maria; since farming plots were destroyed and local raw materials needed for basket weaving became scarce. In addition, the Kalinago Village (Barana Aute) was also impacted and required repairs prior to recommencement of business activities. Another income earner is the sale of cassava bread to visitors and distribution in other communities. Unfortunately, the production buildings were also severely impacted; adding to the ongoing economic plight.

Following the passage of Hurricane Maria in September 2017, the housing stock in the Kalinago Territory was severely impacted. Initial investigations suggest that at least 885 homes were impacted by the hurricane, emphasizing the urgency to recover the housing stock to improve the quality of life for the Kalinago people. The data presented below analyzes the levels of damages to the housing stock in the Kalinago Territory post Hurricane Maria.
Figure 1: Analysis of Damages, Kalinago Territory, UNDP
4.0 Consultation Framework

This section contains the results of the free, prior, and informed consultation with the affected Indigenous Peoples’ communities that led to broad community support for the project.

The key project stakeholders for the Housing Recovery Project are the residents of the Kalinago Territory; particularly those whose homes were destroyed by Hurricane Maria. The process which guided the consultations for the development of the Indigenous Peoples Plan included the provision of overall guidance by Kalinago Territory Housing Committee comprising of representatives from the Ministry of Kalinago Affairs, the Kalinago Council and the Ministry of Housing and Lands. It was agreed that all consultations at each stage of project preparation and implementation will be executed through the Ministry of Kalinago Affairs and the Kalinago Council as representatives of the Kalinago people.

The consultation process for the development of the Indigenous Peoples Plan (IPP) under the Housing Recovery Project included one focus group discussion, one (1) discussion with Kalinago Council and the Ministry of Kalinago Affairs, and two (2) public consultations to support the spirit of free, prior and informed discussion at each level of the project life cycle. The focus group discussion significantly influenced the preparation of the Project Appraisal Document (PAD); whereas, the first public consultation provided the foundation for the preparation of the first draft IPP and the final consultation provided the opportunity for consensus and approval.

Process:
5.0 Consultation Results

5.1 Focus group Discussion

On February 6, 2018, representatives from the Ministry of Environment, Climate Resilience, Disaster Management and Urban Renewal and World Bank met with officials from Ministry of Kalinago Affairs and the Kalinago Council to discuss the Housing Recovery Project and its potential impacts on the Indigenous Peoples. The main objective of the focus group discussions was to understand their living conditions pre and post Hurricane Maria and to determine the most suitable strategy for project preparation and subsequent implementation.

The participants were predominantly male representing 63%; whereas females accounted for 37%. In terms of participation by age, more middle-aged persons were represented which can be attributed to the fact that they are head of households and are ultimately responsible for re-construction of homes. The table below provides data on participants by age and sex:

<table>
<thead>
<tr>
<th>Age Groups</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>15-19</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>20-24</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>25-29</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>30-34</td>
<td>0</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>35-39</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>40-44</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>45-49</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>50-54</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>55-59</td>
<td>4</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>60+</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>10</td>
<td>6</td>
<td>16</td>
</tr>
</tbody>
</table>

Table 1: Analysis of Participants – Focus Group Discussion

Participatory Assessment

Housing Damages

An analysis of the data collected from the focus group discussions concluded that out of the 16 participants, six (6) respondents reported complete destruction of their homes, four respondents (4) stated that their homes were partially destroyed and six (6) stated that their roofs were completely destroyed. The experiences of the Kalinago Peoples with regards to living conditions and the impact of Hurricane Maria are detailed below:

Question #1:
What were your housing conditions at the time of the hurricane?
What impact did Hurricane Maria have on your house?
Describe the number of persons living in the home.
i. “We had a family of 8 at the time hurricane strike…house damaged, concrete and lumber structure…I am 58 years old.”

ii. “We had a wooden structure, our home was completely destroyed; 7-member household (2 adults, 5 children) my entire family presently in shelter, children in school.”

iii. “There are five (5) members in my family. The house was completely destroyed, concrete structure; I have built temporary shelter for family.”

**Repairs to Housing Structure**

When asked about the status of repairs post Hurricane Maria majority of the participants indicated their inability to undertake repairs due to financial constraints and lack of collateral to obtain personal loans. The mood projected a sense of hopelessness and despair and the need for immediate intervention.

**Question #2:**

**Have you started any repairs to the housing structure since the hurricane? Please describe what has been done, and who carried out the work and the costs?**

i. “Our land is held in common, many people are self-employed. People build based on savings due to no collateral. It is very difficult when you talk about rebuilding …and who is going to meet the costs considering 5-month span before the next hurricane season. The question of material, most of the material is inferior and most reports indicate that our local lumber is better.”

ii. “Finally finish building my house after twenty-five years; Maria come and take away everything…I am 58 years old…”

iii. “I just used some old galvanize to cover my roof… finance, money…without money you cannot get materials.”

iv. “Most people are unemployed; so, we will remain in the same situation we are in now. We are just waiting for things to happen…we cannot do anything.”

**Home Insurance**

Due to communal land ownership practice within the Kalinago Territory, home insurance is almost non-existent. This we learned is as a result of economic conditions as well as tradition.

**Question #3:**

**Do any of you have home insurance? If yes, what support has been provided by your home insurance?**

i. “Nothing is insured here.”
ii. “I am too poor to pay insurance.”

iii. “The tradition here people are not insured.”

iv. “It has a lot to do with finances; and to be insured house has to be up to a certain standard.”

v. “I don’t exactly live in the territory so I have insurance; it took a while and basically what you get is not enough.”

**Beneficiary Identification**
The general consensus from the group for the selection of beneficiaries under the Housing Recovery Project was to focus on the most vulnerable. It was felt that these beneficiaries should include the children, female-headed households, persons living with disabilities and the poor.

**Question #4:**
*Based on your personal experience and your knowledge of the damaged caused to homes in Dominica, what groups of people do you think should be prioritized for housing support (if resources are limited)?*

i. “Children”

ii. “Poor (unemployed; part-time employment)”

iii. “Female-headed households”

iv. “Infirmed/Disabled Persons”

**Recommendations for Project Design**
When asked about possible project design ideas, the respondents encouraged focus on climate resilient structures to include renewable energy sources for electricity and a more consistent water supply. This suggestion was married to consideration for the continuation of sustainable livelihood practices that will provide beneficiaries with opportunities to continue subsistence farming.

**Question #5:**
*What are your expectations of the project?*

i. “The project should deliver building a home that is capable of withstanding hurricanes, should be water and power independent. It should also take in consideration the cultural and traditional aspect of people living with backyard gardens to sustain themselves.”
5.2 Discussion with Kalinago Council & Ministry of Kalinago Affairs
On May 24, 2018, a meeting was held at the St Cyr Resource Centre. The main purpose of the meeting was to introduce the Housing Recovery Project to the Kalinago Council and the Ministry of Kalinago Affairs and to introduce the process involved in the development of the Indigenous Peoples Plan. At this meeting, the Indigenous Peoples were represented at the highest levels of governance with both the Minister of Kalinago Affairs and the Kalinago Council Chief forming an integral part of the team. The representatives from the Ministry of Environment, Climate Resilience, Disaster Management and Urban Renewal and the World Bank presented an overview of the Housing Recovery Project to the Committee as captured below:

1. The Housing Recovery Project was designed to provide support to a significant number of people whose homes were totally destroyed by Hurricane Maria;

2. The financing agreement for the Project was signed on May 10, 2018 between the World Bank and the Government of the Commonwealth of Dominica;

3. By way of information, nationally 18% (4,503 homes) sustained major damages;

4. The Housing Recovery Project will seek to build 1,700 climate resilient starter homes across Dominica; starter homes sizes will not exceed 500 sqft.;

5. Beneficiaries of the project will be the ‘most vulnerable’;

6. 35% of beneficiaries must be single-headed households;

7. Beneficiaries will be given a provision of EC$50,000 each towards construction of their starter homes and these funds will be administered by the Ministry of Finance, Housing, Lands & Investments;

8. The homeowner/beneficiary is expected to drive the process with support from a Design and Engineering Team and a Project Implementation Unit.
5.3 Public Consultation 1

The first public consultation was held on June 11, 2018 in the Kalinago Territory. The Kalinago Council provided support in contacting participants and confirming logistical arrangements. A total of fourteen (14) persons participated in this initial consultation; six (6) males and eight (8) females as seen below:

<table>
<thead>
<tr>
<th>Age Groups</th>
<th>Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
</tr>
<tr>
<td>15-19</td>
<td>0</td>
</tr>
<tr>
<td>20-24</td>
<td>0</td>
</tr>
<tr>
<td>25-29</td>
<td>1</td>
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<td>30-34</td>
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<td>35-39</td>
<td>1</td>
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<td>40-44</td>
<td>1</td>
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<tr>
<td>45-49</td>
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<tr>
<td>50-54</td>
<td>0</td>
</tr>
<tr>
<td>55-59</td>
<td>2</td>
</tr>
<tr>
<td>60+</td>
<td>1</td>
</tr>
<tr>
<td>TOTAL</td>
<td>6</td>
</tr>
</tbody>
</table>

Table 2: Analysis of Participants by Age & Sex – First Consultation

The objectives of this consultation were:

1. Provide the Kalinago community with a greater level of detail on the planned investments – Housing Recovery Project;
2. Present an opportunity for comments, clarifications, questions, concerns, suggestions to be aired and discussed;
3. Receive Community feedback on the potential positive as well as negative impacts of the investments; and
4. Identify mitigation measures to be included in the project and implemented via the IPP.

In order to encourage knowledge sharing, the fourteen participants were divided into two (2) groups to discuss potential benefits, challenges and solutions.
6.0 Action Plan of Measures to Ensure Culturally Appropriate Socio-Economic Benefits

Considering the sensitivity of the project combined with the exhaustive housing needs of the Kalinago People, clear and detailed measures are outlined herewith to support distribution of social and economic benefits of the Kalinago People. A few notable activities include:

<table>
<thead>
<tr>
<th>ACTION</th>
<th>RESPONSIBILITY</th>
<th>IMPLEMENTATION STAGE</th>
<th>TIMEFRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Define Eligibility Criteria to complement existing laws in the Kalinago Territory (especially as it relates to landownership).</td>
<td>Ministry of Housing and Lands/ Kalinago Council/ Ministry of Kalinago Affairs</td>
<td>Pre-Project Implementation</td>
<td>February to March 2019 (completed)</td>
</tr>
<tr>
<td>Select beneficiaries in collaboration with Verification &amp; Validation Committee</td>
<td>Ministry of Housing and Lands/ Kalinago Council/ Ministry of Kalinago Affairs</td>
<td>Pre-Project Implementation</td>
<td>June 2019 (tentative)</td>
</tr>
<tr>
<td>Conduct continuous community consultation for to ensure informed consent and update IPP as necessary.</td>
<td>Ministry of Housing and Lands/ PIU</td>
<td>Pre/During Implementation</td>
<td>February 2018 to April 2019 (completed)</td>
</tr>
<tr>
<td>Conduct monthly consultations on various aspects of the HRP (including selection criteria and GRM)</td>
<td>Ministry of Housing and Lands/PIU</td>
<td>During Implementation</td>
<td>May 2019 onwards</td>
</tr>
</tbody>
</table>
7.0 Benefits, Challenges and Mitigation Measures for the Housing Recovery Project

When potential adverse effects on Indigenous Peoples are identified, an appropriate action plan of measures to avoid, minimize, mitigate, or compensate for these adverse effects

During discussions at community levels, the participants were prompted to brainstorm on potential benefits, negative impacts and mitigation measures of the project on the Kalinago Territory. A summary of information collected is provided below:

7.1 Potential Benefits of the Housing Recovery Project
1. Improved Housing Structure;
2. Improved Livelihoods of the beneficiaries;
3. Opportunities for local contractor certification;
4. Economic benefits and employment;
5. Inclusiveness (home-owner driven);
6. Strengthen family units with improved environments;
7. Opportunities for skills development (plumbing, electricals, construction);

7.2 Potential Challenges of the Housing Recovery Project
1. Likelihood of another natural disaster;
2. Change in national and local government;
3. Beneficiary selection process maybe slow;
4. Availability of Suitable Land;
5. Reimbursement to persons who have undertaken repairs prior to project implementation;
6. Bureaucracy of Processes under the Project;
7. Availability of qualified contractors;
8. Size of future homes compared to number of persons in the household
9. Expansion of starter homes may be difficult due to socio-economic conditions in the Kalinago Territory;
10. Re-location/Re-assignment of Lots.

In summary, both groups identified similar impacts (both positive and negative) of the Housing Recovery Project. The areas identified reflect the sentiments of the participants and the number of participants (14) aided in controlled and honest discussion. Caution is advised against raising expectations of this project especially when one considers the demand for housing within the Territory. The Kalinago Council has appointed one member with the sole responsibility for housing in the territory. This member has the capacity and skills to participate in formal assessments and advise on designs and indigenous knowledge of the cultural heritage, lands and construction in the territory. Support for resilient design and construction has been echoed throughout consultation by potential beneficiaries.
7.3 Proposed Solutions/Mitigation Measures

1. Employ construction supervisor to ensure adherence to standards;
2. Design firm train local contractors and laborers;
3. Undertake periodic inventory of materials on site;
4. House designs should pattern ‘green homes’ concept with at least one (1) solar unit per home as well as water tanks (introduce rainwater harvesting);
5. Undertake intense awareness programme for Housing Recovery Project; and
6. Review of land use policy within the Kalinago Territory.

The mitigation measures suggested above indicates a well-thought out process by the participants. The areas identified outline the path towards long-term sustainable development within the Kalinago Territory. There is need to provide technical support to review the existing land policy within the Territory, with a view for greater empowerment of the the younger generation. Coupled with this support, is capacity building for members of the Kalinago Council who will be responsible to effectively govern the Territory. Tremendous economic potential exists within the Territory for economic activity given the rich preserved cultural heritage and unique art and craft industry, and retention of ethnic identity

8.0 Financial Plan

The table below presents a summary of costs associated to implementation of the IPP:

<table>
<thead>
<tr>
<th>ACTIVITY</th>
<th>UNIT COST</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full Day Consultation on HRP Elements</td>
<td>$2500 x 3 (at each call for applications)</td>
<td>$7500.00</td>
</tr>
<tr>
<td>Workshops for Contractors/Construction workers</td>
<td>$2500 x 3 (at each call for applications)</td>
<td>$7500.00</td>
</tr>
</tbody>
</table>
9.0 Grievance Redress Mechanism

The World Bank’s Grievance Redress Service (GRS) provides an additional, accessible way for individuals and communities to complain directly to the World Bank if they believe that a World Bank-financed project had or is likely to have adverse effects on them or their community.

This section illustrates the Grievance Redress Mechanism (GRM) for the affected Indigenous Peoples’ communities arising from project implementation. When designing the grievance procedures, the borrower considers the availability of judicial recourse and customary dispute settlement mechanisms among the Indigenous Peoples.

The HRP GRM shall clearly identify the responsible personnel within the HRP PIU for receiving, recording, screening, acknowledging, investigating, developing an action plan, and closing out grievances during project implementation. The lead responsible specialist is the Social Safeguards Specialist, and the levels of action are categorized in the established HRP GRM.

Potential mitigation methods have been identified by the Kalinago People to address the potential impacts which could arise during project implementation. Due to the complexity of the potential grievances identified; it will be necessary for the PIU to engage various representatives from key stakeholders to have the capacities necessary to facilitate timely resolution of grievances filed.

The following process chart details the steps which shall be taken to address grievances filed:
Complaint received through different channels that are captured by the MIS. High level cases will take 10 or more days and will be managed by the PIU executive management team and IST.

Grivance is logged by the PIU’s Social Safeguards Specialist.

Screening is done to determine the grievance category and to direct investigation. Grievance owner is identified.

The grievance is acknowledged within 2 working days of being submitted.

The investigation is carried out within 5-10 working days by grievance owner. High level cases will take 10 or more days.

An action plan is developed and communicated to complainant once all actions are completed.

The grievance owner will contact the complainant (external stakeholder) 10-15 working days after the grievance was resolved to verify that the outcome was satisfied.

If not satisfied, the matter will be escalated to the executive management team (HRP Project Manager and IST) who will review and decide on seeking advice from other independent parties. The complainant must file a written appeal to the Grievance owner.
10.0 Implementation, Monitoring and Evaluation

The mechanisms and benchmarks appropriate to the project for monitoring, evaluating, and reporting on the implementation of the IPP should include arrangement for the free, prior, and informed consultation with the affected Indigenous Peoples’ communities.

The overall monitoring of the Indigenous Peoples Plan shall be that of the Project Implementing Unit. Within the Project Implementation Unit, the Social Safeguards Specialist shall be specifically responsible to monitor implementation of the IPP. The PIU shall include at the grant application, beneficiary selection and validation stages in the project implementation, the Kalinago Council and the Ministry of Kalinago Affairs. The PIU’s Social Safeguards Specialist shall undertake periodic community consultations when necessary along with counterparts from the other WB projects to inform stakeholders on the status of implementation of the IPP and elements of the HRP.

Consultations will include monthly workshops starting in July, 2019 on World Bank’s Community Health & Safety and Environmental and Social Standards for contractors and apprentices. Prior to the application process, meetings will be held with the validation committee on the eligibility criteria and project objectives. This committee will be comprised of members from different sectors in the community (not excluding members of the Kalinago Council) and will be engaged in the beneficiary vulnerability verification process.

11.0 Conclusion

The devastation caused by Hurricane Maria was especially evident within the Kalinago Territory. This is particularly manifested in the stories of daily struggles for basic services such as water, electricity and telecommunications. Even more alarming is the psycho-social impacts on the most vulnerable such as the elderly, children, single headed households, persons living with disabilities and the unemployed within the Territory. Resilient reconstruction of homes has been one of the greatest challenges given the limited economic activities as a result of the impacts of Hurricane Maria.

From the initial discussions held, the support of the Kalinago People towards the implementation of the Housing Recovery Project is resolute. Their concern is focused on timeframe for actual implementation and the need for considerations for recovery costs for those whose homes were completely destroyed and required immediate shelter. This draft document will be circulated to the Kalinago People through the assistance of the Ministry of Kalinago Affairs and the Kalinago Council respectively.