



LAND TENURE CENTER
University of Wisconsin - Madison

Consultancy Services to
The Government of the
Republic of Trinidad & Tobago

LAND USE POLICY AND ADMINISTRATION PROJECT (LUPAP)

DRAFT

TERMS OF REFERENCE

**FOR THE PREPARATION OF
A PHYSICAL DEVELOPMENT PLAN
FOR TOBAGO**

September 5, 2000

1. CONTEXT

The Tobago House of Assembly (THA) has prepared a *Tobago Development Plan* which comprises a series of four reports, as follows:

- Report No. 1: *The Process of Development Planning in Tobago.*
- Report No. 2: *Medium-Term Policy Framework of Tobago, 1998-2000.*
- Report No. 3: *The Tobago Strategic Plan.*
- Report No. 4: *The Integrated Plan for the Development of the People of Tobago in the 21st Century.*

The process involved in the preparation of the *Tobago Development Plan* was seen as an attempt by the Executive Council of THA to reintroduce meaning planning for the economic and social development of Tobago.

Essentially, the Plan provides a socioeconomic framework to guide the process of transforming Tobago into a competitively viable economy and society in the Caribbean and the wider world. The Plan, which has a 15-year timeframe (1998-2013), articulates a strategy for long-term economic and social development. In particular, it sets out the basis for boosting economic growth in ways that would help to transform the dying sectors of the Tobago economy. The Plan also presents a structured role for popular participation in policy making and in community building.

While being essentially socioeconomic in orientation, the Plan however also comprises certain physical development elements as represented by several of the policies to be pursued over the plan period. Such policies include:

- a. Increase self-reliance of electricity-generating capacity in Tobago.
- b. Improve water recovery and distribution.
- c. Improve the Tobago central sewer system.
- d. Improve waste management systems.
- e. Increase the use of propane as an environmentally clean fuel in automobiles.
- f. Improve the transportation system for more efficient movement of people and goods to and within Tobago through such measures as:
 - Rationalisation of port operations
 - Rehabilitation, development, and maintenance of agro-tourism access roads
 - Rebuilding of bridges in advanced stages of deterioration
 - Improvement of linkages between urban centres and outlying villages.
- g. Increase the level of production of aggregates for construction.
- h. Revitalise agriculture through such measures as:
 - Rationalisation of production
 - Improvement of the viability of food production
 - Increasing emphasis on non-traditional crops and livestock
 - Increasing development stimuli to traditional agricultural communities.
- i. Develop the tourism product and diversify the tourism offerings on the island.
- j. Develop an integrated sports and tourism product.

- k. Foster sustainable tourism development by implementing projects and programmes in an appropriate manner.
- l. Improve protection and conservation of wildlife.
- m. Improve the institutional coordination of environmental management.

These policies present certain spatial, environmental, and developmental implications which would need to be considered within the context of an integrated land use framework and physical development programme for Tobago. The Tobago House of Assembly is therefore embarking on the preparation of a physical development plan for the island to complement the socioeconomic policies presented in the Tobago Development Plan. Essentially, the planning project is intended to add a spatial and physical development dimension to the renewed development thrust in Tobago.

The following sections present details of the project proposal in terms of its objectives, management requirements, scope of work, reporting schedule, and manpower requirements.

2. PROJECT DESCRIPTION

2.1 Project Objectives and Scope

The primary objective of the project is to provide a planning framework to promote and guide the development process in Tobago in a sustainable manner through preparation of a 15-year integrated physical development plan. More specifically, the project is concerned with the following:

- a. Formulation of land use and project proposals that are internally compatible and complementary to the socioeconomic proposals outlined in the Tobago Development Plan.
- b. Integration of ecological principles, including coastal-marine considerations, as an important component of the land use planning and environmental management process.
- c. Adoption of appropriate land use and project planning approaches to:
 - Maintain the ecological integrity of the biophysical environment.
 - Maintain the integrity of the cultural landscape including traditional economic activities (agriculture, fishing), significant historical and archaeological sites, and the form and character of small villages.
 - Safeguard suitable lands for affordable housing and viable agriculture.
 - Control the demands on the infrastructure systems, particularly water supply and sewage disposal, and ensure efficient use of existing and proposed systems.
- d. Provision of a framework for the establishment of a computer-based geographic information system for Tobago.
- e. Continuation of the process of community participation in planning, as was initiated in the preparation of the *Tobago Development Plan*, through information sharing and consultative and collaborative mechanisms.

The primary output of the project will be an integrated physical development plan including land use and project proposals and implementation strategies. Specific component outputs of the plan will comprise the following:

- A development theme, or vision, and strategic objectives for future development activity in Tobago.
- Key development issues on the island, as derived from an inventory and assessment of the environmental, sociocultural, and economic components of the spatial system and an integrated analysis of existing problems, constraints, and opportunities.
- A strategic framework for development comprising strategic and sectoral policies and basic spatial development concepts.
- Detailed development policies and proposals and implementation strategies.

The project will extend over a maximum period of fifteen (15) months for its completion. On completion, a coherent and comprehensive planning framework to guide development activity in Tobago will be established. This will allow for the rational allocation of land resources among competing uses and interests, and for consistency in the regulation and control of development activity. As well, the project will facilitate promotion of efficient and timely development and coordination of the programmes and investment activities of individual public and private sector agencies involved in development.

2.2 Principal Beneficiaries

The project will have the following direct benefits:

- The Tobago House of Assembly and central government agencies operating in Tobago will have a comprehensive planning framework to manage the development process and for the efficient and effective coordination of development programmes and projects.
- Central Government will have a sound base for the administration of funding and technical assistance for planning and development matters in Tobago.
- Donor agencies and financial institutions will be guided by a comprehensive spatial development strategy, project profiles, and an action plan.
- Investors and developers will gain an increased level of confidence from the development plan to make strategic land use and investment decisions.

The population of Tobago will however be the primary beneficiary of the project through the provision of a planning framework for development of more liveable environments and an improved quality of life.

2.3 Project Management

The project will be administered by the Tobago House of Assembly in collaboration with the National Physical Planning Commission. The actual execution of the project will be undertaken by a Project Team.

A Project Steering Committee will be established to monitor and guide progress on the project and to provide policy direction on intersectoral issues which require

consideration. The Committee will comprise representatives from national and local planning and development agencies and from other project related public sector agencies and private sector organisations as may be required.

3. SCOPE OF WORK

The scope of work focuses on the main components of the plan as identified and includes the activities required to achieve those components. Key aspects of these activities involve consultation with stakeholders at strategic stages of the exercise, and continuous evaluation of policies and proposals for internal consistency and mitigation any adverse environmental and socioeconomic impacts.

The component outputs of the plan and corresponding project activities are as follows:

COMPONENT 1:

Development theme, or vision, and strategic objectives for future development activity in Tobago.

Activities:

- a. Review current socioeconomic and physical development policies and strategies for Tobago.
This activity will involve consultation with the Tobago House of Assembly and other relevant government agencies and review of the *Tobago Development Plan*, the *National Physical Development Plan*, and other relevant policy documents.
- b. Interpret a basic theme for development of the island based on the consultations and documentation review.
- c. Specify a set of strategic objectives consistent with the selected development theme.
- d. Consult with stakeholders in order to launch the project, review the selected development theme and strategic objectives, and to obtain a preliminary indication of significant development issues to be addressed.

COMPONENT 2:

Identification and analysis of key development issues.

Activities:

- a. Analysis of the legislative and administrative framework for planning and development activity in Tobago, including institutional links at the national level.
This activity will involve review of the findings and recommendations of the Land Use Policy and Administration Project regarding institutional arrangements for physical planning under the Planning and Development of Land Bill.
- b. Inventory and analysis of the environmental, sociocultural, and economic components of the spatial system of the island.

This activity will involve review of current planning documentation, identification of data gaps and additional research needs, and carrying out field surveys and

consultations to update the baseline information as required. Emphasis will be placed on identifying the basic characteristics and the more significant problems, constraints, and opportunities associated with the following spatial components:

- **Biophysical Environment** - natural features and processes; structure, dynamics, and stability of key ecosystems such as the Buccoo Reef, Bon Accord Lagoon, and the Main Ridge; land capability for agriculture and other forms of development; environmental hazards (climatic, seismic, man-induced); existing conservation policies and current levels of resource use; components of the national park system and associated management policies.
 - **Land Use and Tenure** – current and historic land use patterns; key elements of urban and village form; unauthorised and uncontrolled development; archaeological and historic sites; current land use policies and development standards; development commitments and ongoing projects; current and historic patterns of land parcellation and ownership and land values.
 - **Population and Settlement** - population size, growth, distribution and density, migration trends; age-sex structure; households; educational attainment and skills; current population policies and projections; distribution, size, and function of existing settlements.
 - **Economy** – structure and growth of the economy; labour force characteristics (size, employment, place of work); key economic sectors (agriculture, fishing, tourism, government services, etc.); spatial and sectoral distribution of economic activity and employment.
 - **Housing** – size, distribution, and quality of existing housing stock; current housing needs and constraints; incidence of squatting; current public and private sector development programmes.
 - **Community Facilities** - adequacy of infrastructure and services and current improvement programmes relating to educational, health, cultural, and recreational facilities and commercial, administrative, and security services.
 - **Utilities** – adequacy of infrastructure and services and current improvement programmes relating to water supply, sewage and solid waste disposal, drainage, energy supply, and telecommunications.
 - **Transportation** – adequacy of infrastructure and services and current improvement plans and programmes relating to road, sea, and air transport.
- c. Integrated analysis and evaluation of problems, constraints, and opportunities in order to determine the key development issues which would need to be addressed.
- d. Review and, where necessary, revise the strategic objectives in accordance with the issues identified and for internal consistency.

- e. Consult with stakeholders on the inventory and analysis of the spatial system and the key development issues identified.

COMPONENT 3:

Strategic framework for future development activity in Tobago, comprising strategic and sectoral policies and basic spatial development concepts.

Activities:

- a. Formulate a set of policy statements consistent with the selected development theme and strategic objectives and targeting the resolution of the development issues identified.
This activity will include population and economic projections, taking into consideration targets and guidelines outlined in the *Tobago Development Plan* and other relevant policy documents.
- b. Evaluate and, where necessary, revise the policies for internal consistency and mitigation of any likely adverse impacts.
- c. Generate alternative spatial development concepts illustrating broad land use concepts, settlement development strategies, key environmental management strategies, and the primary internal transportation network and main ports of entry to the island.
- d. Consult with stakeholders on the strategic and sectoral policies and alternative spatial development concepts.
- e. Evaluate the development options and select a preferred concept based on the outcome of the consultations and on a comparative assessment of the degree to which the alternatives would fulfill the strategic objectives and minimise any adverse environmental and socioeconomic impacts.

COMPONENT 4:

Detailed development proposals and implementation strategies.

Activities:

- a. Elaborate the strategic framework into more detailed development policies and proposals, including:
 - **Land Use and Settlement** – proposed system of settlements; land designations for settlement development and consolidation, agriculture, forestry, tourism, conservation, etc.
 - **Economic Development** – spatial and infrastructure proposals for development of the main economic sectors (agriculture, fishing, tourism, etc).
 - **Housing** – proposals for affordable upgrading and expansion of housing stock including appropriate land and financing provisions.
 - **Community Facilities** – proposals for improving the level and range of community facilities in relation to the size and distribution of the population.
 - **Utilities** – proposals for improving the level of utility services and for making efficient use of infrastructure facilities.

- **Transportation** – transportation systems proposals to meet travel demands generated by proposed land use and activity patterns.
 - **Environmental Management** – proposals for natural resources management, parks and protected areas, and management of the developed environment.
- b. Specify measures for implementation of strategic proposals and projects, including:
- **Development Guidelines** – guidelines and standards regarding the use of lands and intensity of development, and other appropriate design and development standards to guide the development control and decision making process.
 - **Project Formulation** – formulate, to profile or prefeasibility stage, key investment projects in the production, infrastructure, and social services sectors. The projects should be tailored to meet the criteria and other submission requirements of prospective funding sources.
 - **Action Plan** - short-term integrated action plan comprising priority action areas, packages of interrelated projects, investment timetable, public and private sector responsibilities, possible methods and sources of development funding, and incentives and promotional measures to encourage investment.
 - **Institutional Provisions** - organisational and institutional measures for proper coordination and management of the plan implementation process taking into consideration institutional proposals developed under the Land Use Policy and Administration Project.
- c. Undertake a basic environmental scoping exercise to determine any significant adverse impacts that are likely to arise from implementation of the proposals and formulate mitigation measures as required.
- d. Consult with stakeholders on the development proposals and implementation strategies.
- e. Consider all representations and revise the plan where considered appropriate, based on comments received from stakeholder consultations and other sources.

4. REPORTING SCHEDULE

The primary output of the project will be an integrated report on the various components of the development plan. The report should have an attractive format and suitable explanatory text and graphic illustrations. During the course of the project however, progress reports will be submitted for review by the Steering Committee, as follows:

- **Inception Report:** This report will include a work plan outlining the project methodology and the sequence and timing of activities, including meetings with the Steering Committee and stakeholder consultation sessions. The report will also present the development theme and preliminary strategic objectives for Tobago. This report will be submitted one (1) month after the start of the project.
- **Development Issues Report:** The report on development issues will outline the findings of the inventory and analysis of the various components of the spatial system, highlighting current problems, constraints, and opportunities and

analysing the key development issues. The report will be submitted six (6) months after the commencement of the project.

- **Strategic Framework Report:** This report will present a set of strategic and sectoral policies as well as alternative spatial development concepts and the selected methodology for evaluating the alternatives. The report will be submitted nine (9) months from the start of the project.
- **Integrated Draft Report:** This report will represent the draft development plan including detailed development proposals and implementation strategies. Details on the stakeholder consultation sessions will also be included in this report. The format of the draft plan should be suitable to facilitate meaningful public consultation and comment. This report will be submitted twelve (12) months from the start of the project.
- **Integrated Final Report:** This report will represent the final development plan, after consideration was given to comments received from public consultation and other sources. The report will be submitted fifteen (15) months after the commencement of the project.

Where applicable, background papers on the methodology, findings, and recommendations of special studies undertaken during the course of the exercise should also be provided.

5. MANPOWER REQUIREMENTS

A multi-disciplinary team of professional and technical personnel will be required for the execution of the project. The Project Team should be led for the full term of the project by a Senior Land Use Planner with wide experience in regional development planning and project management. Other professionals will be required to provide specialised inputs to the exercise.

The core of professionals will include:

- Project Manager/Senior Land Use Planner
- Civil Engineer/Transportation Planner
- Development Economist
- Sociologist/Demographer
- Tourism Planner
- Environmental Specialist
- GIS Specialist

Supporting technical personnel will include field technicians and research assistants as required.

Prepared and Reviewed by
Mr. Gerard Frontin, Town Planner
Mrs. Lynette Atwell, Town Planner
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