SUMMARY REPORT OF OECS LAND USE PLANNING METHODOLOGY REVIEW WORKSHOP

27TH AND 28TH NOVEMBER 2018
Bay Gardens Inn
SAINT LUCIA

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1.0 Background

The OECS has been investing in land use planning as a means of promoting sustainable development and implementing the St Georges Declaration in its nine member states. Towards this end, the OECS is implementing a project funded by the European Union entitled “the Global Climate Change Alliance (GCCA) Project on Climate Change Adaptation (CCA) and Sustainable Land Management (SLM) in the Eastern Caribbean”. It is designed to improve the natural resource base resilience to the impacts of climate change in nine (9) participating Member States. Under this project, generic methodologies were developed for preparing National and Local Area land use Plans, which are being piloted at the national level in the British Virgin Islands (BVI), and at the local level in Antigua, Dominica, and St. Vincent and the Grenadines.

A Commonwealth Association of Planners/Caribbean Association of Planners (CAP/CPA) project funded by the Commonwealth Foundation is currently reviewing both methodologies and the implications of the recent hurricanes on the on-going exercises in BVI and Dominica. The review was undertaken during the period October 29th and November 4th, 2018 and included field visits to the British Virgin Islands (BVI) and Dominica. Given this opportunity, OECS Commission is now collaborating with the CAP/CPA and has conducted a two day workshop in Saint Lucia on the 27th and 28th of November 2018 with senior personnel of the physical planning departments within member States. The purpose of the workshop was to review the initial generic planning methodologies for preparing National and Local Area Plans, guided by lessons learnt from the recent 2017 hurricanes which significantly impacted participating Member States.

The workshop was facilitated by Dr. Asad Mohammed of University of the West Indies, St Augustine and Mr. Steve Kemp, the Executive Director of OpenPlan Consultants Limited, England. Mr. Kemp is currently providing Technical Assistance under the OECS-GCCA project to Antigua and Barbuda and St. Vincent and the Grenadines to development of Local Area Physical Development Plans. Opening remarks on behalf was delivered by Mr. Chamberlain Emanuel, Head of the Environmental Sustainability Cluster and GCCA CCA/SLM Project Leader.

1.1 The Specific objectives

1. Assess the impact of a major event on the generic methodology and how to best integrate on-going land use planning with post disaster planning and recovery

2. Provide inputs to the national governments and the consultants working on the projects in improving the ongoing exercises
3. Review data collection and analysis strategies and the need for rapid assessments and remote data analysis in the Caribbean context prone to natural disaster.

4. Provide inputs to review of the OECS Land use planning programs, the two pilot projects and generic methodologies for the preparation of Land use plans in the OECS member states.

1.2 Workshop Structure

The workshop comprised of an opening session where Programmatic aspects and objectives of the OECS programs supporting Land use planning and Sustainable Development and the CAP/CPA Objectives of the Commonwealth Review were presented. This was followed by an explanation of the national and local area planning methodologies. The consultants hired by the CAP/CPA presented their findings on a) the initial methodologies, b) the specific TORs, c) the process of implementation up to the Hurricane, c) the revised program, and d) comments from stakeholders and civil society. Other workshop items included presentations on other planning exercises in the OECS member states and options for a “layered” approach to sub-national plans at different spatial scales appropriate for community-based plans. The workshop ended with a field visit to Pigeon point where one had a panoramic view of Gros Islet spatial layout, which was used as a visual reference for concluding and connecting the workshop's discussions.

2.0 Synopsis of Presentation and Discussion

2.1 CAP/CPA review team member, Dr Ancil Kirk
(Director Town and Country Planning, Trinidad)

The following is a summary of observations from a review of the generic planning methodologies for preparing national and local area land use plans in the OECS territories. Overall, the methodologies were relatively adequate to facilitate land use planning in the islands, and to capture areas relevant to resilience and climate change. The hurricanes revalidated the methodologies and re-emphasized the issues in the Terms of Reference (TOR), with some elements taking on greater significance.

Summary of Observations

1. Plan implementation would have varied success due to the legislative requirements for plan making in each OECS territory. Also, national plans must be available or substantively updated to facilitate sub-national plans. But appropriately, the methodologies focused on monitoring and evaluation; which is often a weak aspect of the plan implementation phase.
2. The timeframe provided for the planning process may not be adequate. However, in light of the immediacy of natural disasters, a balance must be found between detailed planning requirements and use of rapid assessment methods.

3. In the current environment the methodologies must clearly emphasize disaster risk management (DRM). But a DRM framework requires comprehensive mapping for land use analysis and policy recommendations. It is unknown whether the relevant capacity to do such, can be made available to the islands. Further, data availability and general analytical capacity varies by territory.

4. The methodologies must clearly account for differences in the physical landscape and in the type of hazards to which the islands are vulnerable. In an island like Dominica that is susceptible to multiple hazards, the planning methodology must facilitate a balancing and prioritizing of the various hazards; and make provision for a variety of vulnerability maps. At the same time, it must be emphasized that multiple land uses could co-exist without negatively impacting one or the other.

5. The matter of the blue infrastructure was absent from consideration in the methodologies. This is a major deficiency given the reality of islands surrounded by water and the vulnerability to land based infrastructure.

6. The methodologies must ensure key historical and cultural elements are maintained. It was reported that in post-hurricane BVI, historical and cultural features are being lost slowly. However, redevelopment after a disaster should remain consistent with the past, while emphasizing the need for greater resilience in the future.

7. The political realities of the islands also pose severe challenges for success of the methodologies. Champions and political buy-in must be secured to ensure plan development, implementation, and continuity in the overall process. Also, the multi-island context of the BVI poses many challenges. These include the stakeholder consultation process, the appreciation of island differences, and determination of the appropriate level of planning needed in each sister island.

8. Not enough focus was placed on issues of land tenure/ownership patterns. This is critical in the smaller islands of the BVI where families own entire islands, and in Dominica where most land is privately owned. Land acquisition by the State becomes a major reality.

9. The hurricanes affected socioeconomic dynamics of communities in BVI. The age composition of some communities was changed and population sizes were reduced. It is now more difficult to determine the population for which planning must be done. Consequently, island-specific assumptions about population dynamics will have to rely on proxy data in many cases. Further, the issue of socio-economic resilience was not adequately captured. Greater focus is needed on issues such as the post-disaster impact on employment,
fisheries, agriculture, and wild life habitat. Also, the methodologies should cater for the indigenous populations within the islands, to help them be more resilient.

10. The methodologies must ensure institutional capacity is maintained and strengthened after disasters. This ensures effective implementation, monitoring of development activities, and enforcement of planning regulations.

11. There is not enough inter-sectoral focus in the methodologies. All relevant sectors related to the climate change adaptation process, must be highlighted.

2.2  CAP/CPA review team member, Joanna Arthurton
(Former Permanent Secretary of Physical Planning, St Lucia)

Summary Report for Civil Society Engagement

The civic engagement process for the preparation of the Local Area Plan for the Greater Marigot Community in Dominica is centered on the conduct of public meetings in the target community. To date only one of three public meetings have been convened, as the planning process has been suspended. The meetings were strategically planned to facilitate information flows concerning inter alia, the study objectives, concerns and expectations of the local community, the presentation of the project deliverables; and to seek the community’s approval of the same. Another key area of focus is the promotion of a participatory approach to the planning process. The sole reliance on public meetings does not make for effective civic engagement. The “one size fits all” approach is not appropriate in any context, as members of civil society are not a homogeneous group.

The civic engagement process for the preparation of a National Land Use Plan and maps for the British Virgin Islands (BVI) is based on a National Engagement and Communications Strategy involving a comprehensive process of consultation and communication. The approach demonstrates a clear understanding that stakeholders / civil society is not a homogeneous group; that the geographical and social fragmentation which is characteristic of the BVI island group requires nontraditional approaches; and that each of the islands which comprise the BVI grouping has its unique cultural characteristics and vulnerabilities, which must be considered in the engagement process. In that regard, the Strategy is specifically targeted to meet the needs of each of the four main islands (i.e. Tortola, Anegada, Josh Vandyke and Virgin Gorda). For example, in support of this approach, special budgetary provision was made to ensure the scheduling of community meetings on days and at times that were convenient to the different island communities. The process also involved the use of varying consultative approaches, including town hall meetings, focus group sessions and one-on-one meetings. The use of the print media and social media are key components of the communications strategy.

The following comprise a summary of the basic conclusions drawn as it relates to the civic engagement component of the process:

i. there is need for the formal incorporation of civil society engagement in the planning methodology proposed;
ii. it is impractical for the aforementioned methodology to prescribe a generic approach to civic engagement;

iii. civil engagement requires both communication and consultation strategies;

iv. the process must involve a wide range of consultative approaches that facilitate and/or promote participation and inclusion;

v. the importance of Planning must be a key message of the communication strategy;

vi. effective civic engagement requires adequate budgetary support;

vii. different levels of the Planning (e.g. local area planning vs. national planning) require different scales of civic engagement.

While it is impractical for the aforementioned methodology to prescribe a generic approach to civic engagement, improvements to the process could be shaped by the recommendation to incorporate the following key requirements as a mandatory component of the Terms of Reference for future Planning assignments:

i. an agreed mechanism for client validation of the engagement process to be utilized;

ii. engagement (i.e. communication and consultation) at all levels of the planning process;

iii. use of local knowledge for the development of the engagement and communications strategy;

iv. the submission of evidence that meaningful engagement has taken place (i.e. through a formal documentation process / reporting of activities).

2.3 Presentation and Discussion Facilitated by Steve Kemp,
(Executive Director at OpenPlan Consultants Ltd)

In the context of the wider project outlined above, Steve Kemp presented an outline of the associated work he and his company, OpenPlan, have been undertaking to support the preparation of Local Area Physical Development Plans in St Vincent & The Grenadines and Antigua & Barbuda. He also included an outline of OpenPlan’s work for the Government of St Lucia, preparing a Physical Development Plan for the North East Coast – Iyanola Region of St Lucia, which although not itself part of the OECS project, is also of relevance.

The intended outcome of the project in St Vincent & The Grenadines (SVG) and Antigua & Barbuda is the production of four (4) Local Area Plans, three (3) in SVG and one (1) in Antigua. The project commenced in DATE and despite some delays resulting from a number of unforeseen complications, is approaching completion.

The intended outcome of the project in St Lucia, is the production of a Physical Development Plan for the North East Coast – Iyanola Region of St Lucia. At the time of the workshop, the plan had just been completed.

A strong emphasis on “learning-by-doing” has been common to all the project work.

For the purposes of this workshop, all five (5) plans were referred to by the generic term “Local Area Plan”.

Presentation and Discussion

An annotated, full version of the presentation given by Steve Kemp is attached as an Appendix to this Synopsis Report. An outline of key points addressed in the presentation and contributions made by workshop participants follows.
A Basic Plan-Making Methodology

Preparation of all five (5) Local Area Plans has been guided by the simple plan-making methodology illustrated in the diagram below.

1. Start
2. Gather & analyse relevant information
3. Set Vision & Objectives
4. Identify Options
5. Evaluate Options
6. Prepare Plan
7. Approve Plan
8. Put Plan in to action
9. Monitor & evaluate outcomes
10. Adjust and modify as necessary
11. Repeat

Discussion relating to each topic has been summarized below, using a tabular format, with the information presented outlined in the left-hand column, and points raised and discussed outlined in the right-hand column.

<table>
<thead>
<tr>
<th>Key features of the methodology are:</th>
<th>Discussion points</th>
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<tbody>
<tr>
<td>A. It focuses on answering three broad questions:</td>
<td>Availability and reliability of data varies greatly. Data are sometimes “guarded” by particular bodies (e.g. ministries, departments…) who may sometimes§ not be willing to allow access: reasoned persuasion is necessary. Notwithstanding difficulties sometimes experienced in accessing data, the amount of information potentially available can be daunting and setting out to gather every piece of information that might possibly be helpful can over-extend the time and resources required for the plan-making process. It is important, therefore, to apply an appropriate “filter”. It was suggested that data/information could, for example, be categorized as: “essential”,</td>
</tr>
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1. What is happening? This involves gathering and analysing data/information about the place(s) so as to understand existing conditions.
### 2. What matters most?

This involves assessing and discussing with stakeholders – crucially, including the local communities - existing conditions and anticipated/forecast changes, so as to identify Key Issues that the plan needs to address; then developing a clear Vision for the future, and Objectives that will need to be achieved so as to realise that vision.

It is important to engage with stakeholders early in the plan-making process: they often have important information and insights (including local knowledge) to contribute, and the more closely they are engaged the more they will feel “ownership” of the emerging plan.

Careful thought should be given to ways of engaging the various stakeholders most effectively in the process. Techniques and arrangements should be tailored to the particular type of participant. Some will be professionals and experts from other ministries, agencies and organisations; others will be community representatives and leaders; others will be local residents and business people. Effective facilitation is crucial.

### 3. What can be done about it?

This involves generating a strategy, proposals and policies.

The planners in the team need to lead this process, but inputs from other stakeholders are important – both in formulating the strategy/policies, and then in testing and refining them. Although the LAP will need to have a strong land-use / spatial planning focus, it can also influence wider actions and strategies. Again, close stakeholder involvement is crucial.

Policies need to be informed by clear understanding of what the relevant legislation and regulations allow/enable the planning system to do, and what is established practice: the two do not always match. Preparing and implementing a new LAP (or a new national or regional plan) can be an opportunity to review the ways in which Planning is perceived and to “push the boundaries” of what it can achieve and influence.

### B. It is cyclical and iterative

The concept of a plan-making cycle is fundamental to the way that plan-making is carried out and plans are then implemented. Concerns about the amount of data that has to be gathered and analysed, and the human and time resources this demands, can be offset, at least in part, by seeing plan-making as not simply a “one-off” project but an on-going process. Viewed that way, it is less problematic to accept limitations on
the availability of some information and to go with what is available for now, knowing that, as it becomes available, further information can be taken into account through regular reviews.

This can help to avoid the problems of “information paralysis” and “perfect being the enemy of good”. A good-but-not-perfect plan can be refined and developed further through regular review, but a “perfect” plan that has taken so long to produce that it has become irrelevant is pointless.

The approach taken by the Arnos Vale LAP team, illustrated in the inset table below, was regarded as a good way of establishing an effective monitoring process that can be used to assess the effectiveness of a plan and then review and adjust it as new/better information becomes available.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Approach</th>
<th>Indicators</th>
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</table>
| 1. Resilient to the effects of climate change | - Appropriate and sustainable development that takes into account the effects of climate change, particularly, storm surge, sea level rise, flooding, and landslide.  
  - Vulnerable areas will be identified and development in those areas will be managed appropriately.  
  - Hazard mitigation measures will be taken where suitable.  
  - Promote design measures which enable developments to withstand and accommodate the impacts and results of climate change  
  - Ensure that development likely to be at risk to storm surge, flooding etc. presently or in the future are sufficiently adapted | - Number of buildings at risk from flooding  
  - Rate at which areas continue to flood  
  - Number of new buildings/development considered building code compliant  
  - Fewer losses and damages |
C. Stakeholder Participation is at its heart

Participatory engagement of stakeholders in each stage of the plan-making process, and in implementation, monitoring and review of the plan, is very important because those stakeholders:

(i) have knowledge and information that needs to be understood and considered;

(ii) have insights and opinions that should also be understood and considered;

(iii) can help to implement the plan, or to hinder its implementation.

In that third point, the difference between helping and hindering can depend on the extent to which stakeholders feel they share “ownership” of the plan – that it is something they are partners in, rather than something that is being imposed on them. The more that stakeholders are engaged in the plan-making process and consulted on the plan’s development, the more likely they are to feel that they share ownership and are committed to making it work.

A variety of community engagement approaches and techniques were discussed. General points agreed included:

- Take the consultation to the community;
- Provide a range of ways for people to tell what they know and what they feel about their place;
- Use informal techniques – like drop-in events - rather than relying solely on “town hall meetings”;
- Make it fun;
- Try to involve children and young people (it’s more of their future that is being planned for!).

D. It involves more people than just “the Planners”

The professional Planner’s role is crucial, but an effective plan requires broader inputs. Planners’ should lead the plan-making team, but other professionals, service-providers, elected representatives, and the community itself should be regarded as members of the team too.
E. It should be treated as a Place-Design process

**Design**

**Definition:**

Well-designed =

Works Well + Feels Right + Looks Good

**Urban Design:**

Making places - neighbourhoods, villages, towns, cities, regions - that are well-designed

F. It should be Vision-based

Design is not just about aesthetics; it is also about function and form. A well-designed place, like any well-designed item, needs to work well, feel right, and (ideally) look good.

The Placemaking aspects of Plan-making should be given careful consideration – and creative efforts should be made to engage stakeholders in this.

The importance of developing a shared Vision should not be underestimated. Adequate time and resources should be allowed for this stage and active community / stakeholder participation should be facilitated.

Objectives, strategy and policies should all be derived from the Vision.

The “Touchstone” approach – illustrated opposite – can be helpful, as it enables a central Vision statement to be integrated with the expression of
Organization of Eastern Caribbean States

core principles and objectives, and qualities considered essential to the place and its future development.
3.0  Summary and Next Steps

The workshop was able to use the discussions on the specific review of the National Plan for BVI, the local area plan for Marigot, Dominica and local area planning in St Vincent and the Grenadines and in Antigua and Barbuda to engage in broader discussions on planning methodology and natural disasters. The workshop managed to have key public sector planners from 9 of the OECS member states and thus achieved the overall objective, Number 4 in the earlier listing. This was to provide general guidelines on the existing OECS methodologies and the way forward.

The specific question on the relevance of the DRM concept as the core to planning methodologies in the OECS at both the national level was supported by the CAP/CPA review consultants and generally by the participants at the workshop. There is no need to repeat all the matters raised, but perhaps to emphasize a few:

1. How much data is enough data? It was felt that a balance must be struck between the need to get a planning framework and guidelines in place and the sometime detailed data requirements of legislation and sophisticated planning methodologies. In post disaster situation the need for rapid assessments were even more critical to engage the redevelopment process. By the same measure a timely planning framework with the best available data could help minimize the impacts of disasters, rather than waiting for the perfect plan. The local plan review emphasized the circular approach of planning where the deficiency of one cycle could be improved in the next cycle.

2. It was however noted that, to implement a DRM approach as core to the planning process required the use of good environmental and disaster mapping, often not easily available at the national level. The requirements of developing the capacity to collect and analyze such data would be difficult to develop and maintain on a sustainable basis on most OECS countries. While there was need to try and improve such capacity at the national level, there may be need for some regional capacity to support national governments. It was specifically noted that impact assessments after tropical storm Erika was updated using remote data in the Netherlands. This further emphasizes the fact that useful data does not have to be generated nationally.

3. There were a few deficiencies noted in the Generic OECS Methodologies:
   a) The first was that the timeframes seem a bit stringent to get proper planning done. This must however be seen in the light that it is better to have a plan in place to guide development before a disaster and in post disaster contexts the exigencies of rapid recovery requires tight timeframes.
   b) The second, perhaps a more important deficiency was the treatment of stakeholder engagement and input onto the process. It was felt that the TOR was much to prescriptive in this regard and there was to much emphasis on consultation meetings. One size could not fit all and there was need for more nuanced. Some critical elements would be i) that stakeholders were engaged early, ii) there is need for
different approaches with different stakeholders and iii) there is need for a well thought out communication and engagement strategy.

4. Plan making should not be seen as being possible in isolation:
a) While there was general agreement on the DRM approach there is need to ensure it is harmonised with existing planning legislative requirement and policy nothing. Noting however these two elements are not always harmonized
b) The other area of isolation was the relationship of land use planning to broader land policy. It was noted that land tenure issues affects the ability to implement and enforce planning and these issues because critical in post-disaster contexts.
c) It was noted that heritage and cultural issues and linkages to the blue economy was deficient in the TOR.

5. Better Linkages of planning to economic development was seen generally important but critical in post disaster recovery. Local economic development and employment needed to be better integrated especially at the local level

6. Finally, design elements in the planning process were seen as important, especially at the lower levels of planning. The planning process could be used to support the creation of good livable and usable space and physical environments.

Next Steps

The six takeaways emanating from the very rich discussion at the workshop suggests some next steps:

a) As an OECS perspective the most important seems to be how to support National Governments with critical limitations in institutional capacity for data collection and analysis. Are there some aspects of these needs that can be developed and maintained at the regional level to support national government? This is especially so in the area of maintaining updated remote data and the ability to analyze this data and map it to meet national needs and very quickly as needed after natural disasters.

b) The next important issue to the OECS would be perhaps to take another look at better harmonization of policies and laws to support the planning and environmental aspiration of the Treaty of Basseterre. While some of this work has been done in the past it may warrant another look. This area of interest could include elements of better integrating the cultural and heritage, local economic development needs and the blue economy.

c) The final important area would be explorations of how to improve the form and design of settlements and urban areas to both make them more livable, but also more resilient to climate change and natural disasters.
Annex 1. Workshop Agenda
<table>
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<tr>
<th>Time</th>
<th>Activity</th>
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| 8:30am      | Opening Session  
  - Brief overview of the OECS Programmes supporting Land use planning and Sustainable Development  
  - CAP/CPA- Objectives of the Commonwealth Review  
  - Objectives of the workshop |
| 9:00am      | Background to the OECS programme  
  - Programatic aspects and objectives of the OECS programmes  
  - Explanation of the national and local area planning methodologies  
  - Questions/comments from the floor |
| 9:45 – 10:15am | BREAK |
| 10:00am     | Review of the generic methodology, TOR, and the initial programme.  
  - National Plans BVI  
  - Local Area Plans Dominica  
  - Questions/comments from the floor  
  For each of the two plans the review team will present comments on a) the initial methodologies, b) the specific TORs, c) the process of implementation up to the Hurricane, c) the revised programme (if any) and d) comments from stakeholders and civil society. The objectives of the workshop will be highlighted in the presentations. Feedback and discussions will be encouraged. |
| 12:00pm     | LUNCH |
| 13:00pm     | Review of other planning exercises in the OECS member states  
  - Overview of local area planning exercises in the OECS (Steve Kemp)  
  - A panel comprising representatives for each of three countries will discuss the methodology and implementation of the exercises:  
    - Local Area Plans - SVG  
    - Local Area Plans - ANU  
    - Local Area Plans - SLU  
  - Questions/comments from the floor |
| 15:00pm     | BREAK |
| 15:30       | Options for a “layered” approach to sub-national plans - particularly looking at different spatial scales appropriate for community-based plans at one level, and, for example, ridge-to-reef watershed area plans at another. |
| 16:30       | Close |
## Day 2

<table>
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<tr>
<th>Time</th>
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<tbody>
<tr>
<td>8:30am</td>
<td>Brief overview of the days program</td>
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<tr>
<td>9:00am</td>
<td>Field visit to a nearby area of interest (Pigeon Point)</td>
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<tr>
<td>12:30pm</td>
<td>Lunch</td>
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<tr>
<td>13:30pm</td>
<td>Lessons learnt / Next steps</td>
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<tr>
<td></td>
<td>• Panel to discuss the lessons learnt, CAP/CPA review team, Asad Mohammed, Steve Kemp</td>
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<tr>
<td></td>
<td>• Next steps in validating/ updating the regional methodologies</td>
</tr>
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<td></td>
<td>• Questions/comments from the floor</td>
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<tr>
<td>16:00</td>
<td>Close</td>
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Annex 2. **List of Participants**

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<thead>
<tr>
<th>NAME</th>
<th>JOB TITLE</th>
<th>MINISTRY/AGENCY</th>
<th>CONTACT</th>
<th>DATES PRESENT</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Mrs Sharon Roberts-Joseph</td>
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<tr>
<td>NAME</td>
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<tr>
<td>Mrs Angela Burnett-Penn</td>
<td>Environmental Officer Climate Change</td>
<td>Ministry of Natural Resources &amp; Labour</td>
<td>Angela <a href="mailto:Burnett-Penn@gov.vg">Burnett-Penn@gov.vg</a></td>
<td>✓</td>
<td>✓</td>
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<td>Mr Tyrone Ballah</td>
<td>Town Planner</td>
<td>PHYSICAL PLANNING UNIT</td>
<td><a href="mailto:Ppuhilp@Yahoo.com">Ppuhilp@Yahoo.com</a></td>
<td>✓</td>
<td>✓</td>
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<tr>
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Annex 3. Workshop Photos
Organization of Eastern Caribbean States