

Towards The Greatest Little Island on the Planet: A Strategic Development Planning Pathway, SDPP for Tobago 2025-2045

SDPP Framework Document



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SECTION ONE: WHY WE NEED A PATHWAY

1.0. Introduction

- 1.1.** Grounded in **five fundamental pillars**, the Strategic Development Planning Pathway represents a foundational framework for integrated development planning.
- 1.2.** The pathway connects key considerations related to **(1)** governance principles, **(2)** public problems, **(3)** their policy solutions, **(4)** legislative protections, **(5)** plans or strategies, **(6)** programme and associated targets, and **(7)** project-based actions.
- 1.3.** Primarily, the pathway promotes and facilitates coordinated, objective, and logical development planning within and between all divisions and agencies of the Tobago House of Assembly and between the Tobago House of Assembly, other levels of government and civil society.
- 1.4.** The pathway is premised on the **fundamental idea** that development planning encompasses the **spatial** and **temporal** dimensions of **all human interactions**, i.e., social interactions among people, as well as the interactions between **people** and their **natural** and **built environments**.
- 1.5.** Development planning helps to order these interactions within social, cultural, and economic systems, agroecological and

social-ecological systems, infrastructure networks, and human settlements.

- 1.6. By ordering these interactions, development planning helps to guide **collective decision-making** processes across multiple levels of government and civil society organizations in finding solutions to public problems, to achieve the most **plausible development outcomes** in focus areas related to education, the environment, agriculture, healthcare, human settlements, tourism and the like.

2.0. Important historical planning considerations

- 2.1. In early 2022, various interest groups in Tobago began to emphasize the need for a new development plan—a comprehensive, written document—to provide a clear pathway for developing Tobago's society and economy.
- 2.2. The overtures regarding the need for a new development plan were primarily based on the change in government in the Tobago House of Assembly in December 2021, after more than **two decades**.
- 2.3. Many Tobagonians and interest groups in Tobago interpreted the change in government as a rejection of a **national political** and **economic hegemony**, a signal for a new governance mandate, and, by extension, the need for novel and innovative

approaches to planning and development in line with the **ideals, wishes, and aspirations** of past, current and future generations of Tobagonians.

- 2.4.** However, although the calls for a new development plan for Tobago may have been sincere, they must be examined within the context of the history of development plans for Tobago.
- 2.5.** The empirical evidence shows that Tobago has been well-resourced over the last **six decades** with a suite of development plans. A list of these plans is provided below.

Table 1. Matrix of Development Plans for Tobago: 1965 to 2024

No	Plan Title	Type of Plan	Publication Date	Proposals/Goals & Objectives/Scope
1	Regional Physical Development Plan for Tobago	Regional	1965	<ul style="list-style-type: none"> • To rehabilitate the social assets of Tobago: • To develop the economy by increasing employment, productivity, and output through agriculture, fishing, and tourism. • To restore and conserve natural assets.
2	Tobago Development Plan Scarborough Policy Plan	Regional	1966	<ul style="list-style-type: none"> • To accommodate the expected increase in population. • To preserve and enhance Scarborough as the administrative capital and regional centre for all of Tobago, while also making provisions for expanding its functions in line with the

				<p>anticipated accelerated growth in social and economic activities.</p> <ul style="list-style-type: none"> ● To improve the port and road systems. ● Discourage sprawl and ribbon development and promote greater density of land use, creating compact communities that can be more easily served. ● To develop recreation areas with Shaw Park as the major center. ● To protect and enhance the natural beauty of Scarborough ● To identify areas for commercial development in the central core. ● To prepare for population expansion, preserve and enhance Scarborough's role, improve port and recreation facilities, and identify areas for development.
3	Land Use Proposals for Old Government Farm Road, Scarborough	Local area	1980	<p>Part of the development context of the town of Scarborough.</p> <p>Main goals:</p> <ul style="list-style-type: none"> ● To cater to the future town of Scarborough as the major town and seaport of Tobago. ● To provide residential development, adequate facilities, and ancillary services, creating a balanced neighbourhood. ● To make provision for employment sites and sites for light industry in harmony with the natural landscape ● To develop road networks for easy access ● Preservation of vegetated areas, etc.

4	Tobago Regional Plan	Regional	1984	<p>This plan focuses on physical development planning. It seeks to</p> <ul style="list-style-type: none"> • Represent socio-economic sectoral issues spatially • Improve the quality of life in villages while fostering community spirit • Create a pleasant and safe environment • Establish viable communities
5	Tobago Region Physical Development Plan	Regional	1991	<ul style="list-style-type: none"> • Minimization of conflict through spatial integration of land uses. • Creation of a regional economy to contribute to the national economy
6	Southwest Tobago Development Plan (OAS)	Sub-regional	1996	<p>To contribute to the sustainable development of southwest Tobago in terms of.</p> <ul style="list-style-type: none"> • Resort development, complementing the planning efforts of national agencies, • Provision of institutional strengthening and estimating a sustainable balance.
8	Tobago Development Plan: The Integrated Plan for the Development of the People of Tobago in the 21 st Century	Regional	1999	<p>The government must become highly efficient and undertake the following actions:</p> <ul style="list-style-type: none"> • Ensure the creation of elaborate and adequate infrastructure and education systems • Promote the development of efficient marketing and distribution mechanisms • Ensure the appropriate placement of activities • Protect the environment • Ensure that the private sector becomes progressively more efficient

				<ul style="list-style-type: none"> • Ensure that demand and competitiveness grow together to achieve this goal.
8	The Comprehensive Economic Development Plan for Tobago		2010 Revised (2013-2017)	<ul style="list-style-type: none"> • The Comprehensive Economic Development Plan (CEDP) 2.0 is a policy document focused on sustainable development in Tobago. • At the heart of CEDP 2.0 are the diversification of the economy, the preservation of the environment, and an improved standard of living for its people. • The goal of CEDP 2.0 is to transform and diversify the Tobago economy, enabling it to better adapt to rapid changes in national and international economies by producing goods and services that maintain a competitive edge. • The plan comprises eight strategic priority areas, with each division of the Tobago House of Assembly playing a leading role in executing the plan to achieve the stated outcomes.

Note that the information in **Table 1** represents (with minor edits) the text from the original plans.

2.6. Although the list may not be exhaustive, the recommendations in the plans in **Table 1** address many public problems pertinent to Tobago's development today. Hence, the THA will continue to use many of the recommendations of previous development plans for Tobago.

- 2.7.** However, given Tobago's current social and economic development status and given the suite of existing plans, it is difficult to justify the need for another **conventional** development plan.
- 2.8.** The **fundamental** planning and development issues facing the Tobago House of Assembly, THA, seem to be **twofold**:

1. There is **institutional fragmentation** in the THA for planning and development in the areas for which it is responsible.
2. Given the institutional fragmentation in the THA and its new governance mandate, there is a need for.
 - a. A **coherent framework** for planning and development
 - b. A grand **vision** and **agenda priorities** for the development of Tobago's society and economy,
 - c. **Mainstreaming** planning and development **processes** and **practices** across the divisions of the THA.

3.0. Institutional fragmentation

- 3.1.** In the THA, institutional fragmentation and sometimes institutional inertia primarily derive from a **dual-level governance** framework between Trinidad and Tobago, within which planning and development occur.
- 3.2.** Development planning within a governance framework involving **two levels** of government (i.e., the government of Trinidad and Tobago and the Tobago House of Assembly) presents challenges because planning decisions related to **public problems** often do not take place at the level of government where the problems arise.
- 3.3.** Relatedly, where there are **two levels** of government, the values that inform governance arrangements, such as **legislation, regulations, policies, plans** and **programs** at one level, often do not **fit** with the values that inform similar governance arrangements at the other level.
- 3.4.** Inevitably, challenges arise in spatial planning and development, along with other types of planning and development, such as those related to education, healthcare, and tourism, due to the lack of **institutional fit** (**see Table 2, types of policy challenges**).

4.0. Challenges with spatial planning

- 4.1.** The current provisions of the Town and Country Planning Act of Trinidad and Tobago, in relation to the Tobago House of Assembly Act, present obvious challenges for spatial planning in Tobago.
- 4.2.** For example, although the THA has responsibility for Town and Country Planning under **item (15)** of the **Fifth Schedule of the THA Act, Chapter 25:03**, the Tobago House of Assembly does not have **legislative authority** over development planning and control in Tobago.
- 4.3.** The Town and Country Planning Act of Trinidad and Tobago, Chapter 35:01, **Part I, Section (3)**, gives the legislative authority for development planning and control to the **Minister** of Planning and Development in the Cabinet of Trinidad and Tobago.

 - a.** The Town and Country Planning Act Part I section (3) provides the legal basis for all **spatial** development planning and control in Trinidad and Tobago.
 - b.** The **Fifth Schedule** of the THA Act outlines all the areas in which the THA can develop and implement policies.
 - i.** **Section 25 (1)** of the THA Act empowers the THA to develop and implement policies for Tobago.

- ii. **Section 29 (1)** of the **THA Act** empowers the THA legislature to **establish Assembly laws** to implement policies developed by the THA.

5.0. Challenges for social, economic and other forms of planning

- 5.1. Legislation for Trinidad and Tobago contains provisions for implementing policies related to areas such as education, healthcare, and the environment.
- 5.2. Legislative authority (**with a few exceptions**) is assigned solely to a minister in the Cabinet of Trinidad and Tobago.
- 5.3. Currently, there are no **Tobago-specific** laws to guide the implementation of policies for areas outlined under the Fifth Schedule of the THA Act, meaning that a Secretary of the THA lacks **independent** legislative authority to implement policies related to education, healthcare, finance, and other areas.
- 5.4. Inevitably, a **dual-level** governance arrangement for planning and development leads to policy challenges, including **gaps**, **mismatches**, and **misfits**, between policies developed by the Tobago House of Assembly for Tobago and policies developed by ministries for Trinidad and Tobago in areas such as education, healthcare, housing, and the environment.

Table 2. Types of Policy Challenges

Policy gaps	<p>Policy gaps exist when there are no policies in place to address an existing or emerging public problem. For example, the THA is not responsible for public safety and security in Tobago. This lack of authority creates a significant policy gap in addressing public safety concerns on the island.</p>
Policy mismatches	<p>A policy mismatch occurs when a policy for an issue at the same or different level of government does not align with a policy for the same or related issue at the same or different level of government. For example, the water pollution rules set by the Environment Management Agency (EMA) do not align with the grey water emission standards of the Water and Sewage Authority of Trinidad and Tobago.</p>
Policy misfits	<p>Policy misfits occur when a policy solution does not fit with the realities of the local community. For example, designating an area, such as the Buccoo Reef Marine Park, as a protected area when a local community depend on the resources within the park for their livelihood.</p>

6.0. Addressing institutional fragmentation

- 6.1.** Many Tobagonians have generally viewed the current institutional arrangements for governance between Tobago and Trinidad, as well as the development mandate of the government of Trinidad and Tobago, as **cumbersome**.
- 6.2.** These arrangements stymie the growth of Tobago's society and economy largely because they do not reflect the ideals, desires, and ambitions of past, current, and future generations of Tobagonians.
- 6.3.** Tobagonians also believe that any "development plan" for Tobago must reflect their desire for social and economic **self-determination**. Allied to this desire is the ambition to develop Tobago's society in accordance with its rich **history** and **cultural heritage**.
- 6.4.** Tobagonians have also clearly expressed their desire and ambition to build an economy that remains within the **ownership** of current and future generations, utilizing the value of the island's vast human, cultural and natural resources.

7.0. The need for a common framework

- 7.1.** In the absence of a new governance architecture to address institutional fragmentation in the relationship between Tobago and Trinidad, a common **integrated approach** or framework

for planning and development, including the institutional structures for policy implementation, is needed.

- 7.2.** The common framework will connect the context of key public problems with decision-making processes and governance arrangements that support development planning across all divisions of the THA and, where necessary, between divisions of the THA and ministries in the Government of Trinidad and Tobago.

8.0. Mainstreaming shared ideals, desires and ambition

- 8.1.** A common integrated approach or framework would help to mainstream a set of shared Tobago ideals, a common development vision, shared development priorities and institutional practices within the planning and development process at all levels of government and civil society.
- 8.2.** The common framework would also facilitate shifting the focus of development planning in the Tobago House of Assembly from a **centralized, comprehensive approach** to one that is more directly driven by the divisions of the THA and that focuses more intently on **development program planning**.
- 8.3.** This shift will help circumvent the institutional challenges within which the THA now operates by creating processes for identifying **policy synergies** and for navigating policy conflicts,

i.e., **policy gaps**, **misfits** and **mismatches**, utilizing a more flexible, resilient, adaptive, and **innovative** development planning pathway.

- 8.4.** In line with this new emphasis, the Strategic Development Planning Pathway is developed using a traditional **prescriptive approach** to development planning. However, it also emphasizes an **emergent**, **flexible**, and **transformative approach** by focusing on short planning cycles (one year and five years) to implement and evaluate outcomes related to planning decisions.
- 8.5.** This emergent focus facilitates resilient planning by allowing for adaptation and innovation in response to lingering social, economic, and environmental challenges, but also challenges that are new, **fast-moving** and **precipitous**.

SECTION TWO: DEFINING THE PATHWAY

1.0. What is the strategic development planning pathway, SDPP?

1. The Strategic Development Planning Pathway represents a basic **integrated development planning framework** that is intended to:
 - a. Connect the everyday **concerns** of **Tobagonians** to the decisions of their **elected representatives**.
 - b. Establish the basis for **integrated collective decision-making** across all levels of governance in Tobago and all levels of **civil society**.
 - c. Support the realization of the vision of all Tobagonians to make Tobago the '**Greatest little island on the Planet**'.

2.0. How is strategic development planning defined?

2. Strategic Development planning is the **systematic decision-making process** utilized by government agencies in collaboration with civil society to effectively address public problems.
3. The process helps to connect important planning considerations found in **(1)** governance principles, **(2)** development priorities, **(3)** policy solutions, **(4)** legislation and regulations, **(5)** plans or strategies **(6)** programs and **(7)** projects to guide collective decision-making to achieve the most **plausible development outcomes** in focus areas related to education, the environment, agriculture, healthcare, human settlements, tourism and the like.

3.0. How is the Development Planning Pathway integrated?

The pathway is integrated at a **conceptual level** of planning and the **operational** planning level.

Conceptual level

- 1. Conceptually**, the pathway utilizes **FIVE PILLARS (5)** as **planning focal points**. A focal point represents a **central idea** that logically connects other ideas within the same pillar or across two or more pillars.
- 2. The five pillars** include:
 - i.** The Development philosophy
 - ii.** The compact between the people and their representatives
 - iii.** The strategic policy agenda
 - iv.** The grand vision and development agenda priorities and
 - v.** The implementation logic for integrated development planning

Operational planning level

- 1. The operational level** of the pathway divides **PILLAR FIVE (5)** into **four (4)** planning stages and **ten (10)** decision steps.

2. Decision steps represent critical junctures, including key decision points that help guide the establishment and implementation of considerations in **policies, plans or strategies, programs, and projects**.
3. Decision steps help to **integrate** the conceptual level with the operational level.

4.0. What are the functional dimensions of integration?

- In the SDPP, integration has three **functional** dimensions.
 1. An **operational** dimension (levels 1 and 2)
 2. An **analytical** dimension and
 3. A dimension that focuses on **evaluation, reporting, innovation** and **improvement**.

The Operational Dimension- Level 1 (Development Plan Domain)

1. **The development plan domain** connects the following areas:

 - a. The **broad problem context** related to an **issue area** for which a division has responsibility
 - b. The broad **policy contexts**
 - c. The suite of **legislation** related to the broad problem context
 - d. The **issue areas** related to the broad problem context
2. The **development plan domain** is important for thinking about how, within a planning jurisdiction, public problems, their related policy solutions and legislative/regulatory protections should help to

inform the establishment of development programme plans for broad issue **areas** related to education, agriculture, the environment, public safety and so on and how **focus areas** are connected to a broad issue area.

3. The connections between the different elements of the sequence are outlined in **decision step 5** of the **implementation logic**.

The Operational Dimension- Level 2 (Development Program Domain)

1. The **development program domain** connects key elements within a **focus area program** (i.e., a development program), including but not limited to:
 - a. Development agenda priorities
 - b. Regional development goals
 - c. Sustainable development goals
 - d. National development goals, e.g., **Vision 2030 thematic areas**.
 - e. Targeted public problems/issues
 - f. Targeted policy solutions
 - g. Targeted legislative protections
 - h. Program performance targets and measures of success related to policy solutions
 - i. Actions related to the program performance targets
 - j. Target timelines
 - k. Budgets related to the targets and
 - l. **Capital investment categories**, e.g., physical, human and technological/innovation capital.

- 2.** The **development program domain** ensures that **all programs** across every division of the THA are aligned to the common set of considerations outlined in **(a) to (l)** above.

The Analytical Dimension

- 1.** The analytical dimension focuses on analyzing **capital investment**.
 - a.** The analytical dimension integrates capital investment analysis across all **Focus Areas, Programs**, and development agenda priorities in every division of the THA.
 - b.** **Recall** that in the operational dimension (level 2), Focus Area Program, FAPs, are aligned to both **development agenda priorities** and **capital investment categories**.
 - c.** Hence, capital spending can be cross-tabulated, aggregated and analyzed based on development agenda priorities across all programmes.
- 2.** Analyzing categories of capital spending is important for estimating different categories of capital investment as a percentage of GDP.

The Evaluation, Reporting, Innovation, and Improvement Dimension.

- 1.** This dimension focuses on evaluation and reporting by connecting and tracking focus area program performance targets and measures of success within prescribed implementation timeframes and budget allocations.
- 2.** **All Program reports** will focus on the attainment of targets based on measures of success.

3. Reports will be used for re-engagement and feedback from key rights and interest holders, and lessons learned will be incorporated into current or future programs.

5.0. How is the Development Planning Pathway strategic?

1. The Development Planning Pathway is strategic in the way it links the **grand vision** and the **twenty-one (21)** Development Agenda Priorities in **PILLAR FOUR**, to:
 - a. The **public problems** or issues affecting a society, e.g., an increase in crime or the impacts of climate change.
 - b. The **policy solutions** to these problems or issues, e.g., crime and climate change policies.
 - c. The **legislative protections** within which the policy solutions will be implemented, e.g., legislation related to crime and climate change.
 - d. The recommendations in **development plans** or **strategies** and **programs** that guide the implementation of policy recommendations.

- e. The **development projects** that detail the implementation of the specific actions to achieve programme targets.
3. These **strategic linkages** represent a **PLANNING DECISION HIERARCHY** or **ORDER** that helps divisions of the Tobago House of Assembly **standardize** the **preparation** and **implementation** of policies, plans or strategies, programs, and projects ([see decision step 3](#)).
4. The Planning Decision Hierarchy is represented by the following.
- PDH/O=P_p, P_s, L_p, P/S, D_{Pr}, D_P**
- Where **PDH/O** - Planning Decision Hierarchy or Order
- P_p**- Public problem
- P_s** - Policy solution
- L_p** - Legislative protections
- P/S** - Plan or strategy
- D_{Pr}** - Development programs
- D_P**- Development projects

Explanation:

In all planning processes under the SDPP, definitions of **public problems** must **precede** considerations for **policy solutions, legislative**

protections, plans, strategies, development programs, and development projects in that **order**.

6.0. Is the SDPP a development plan?

1. **No**, the strategic development planning pathway is a **framework** to guide the thinking, processes and practices related to development planning.
2. The development framework is established on the five (5) fundamental pillars.
3. The other distinguishing features of the framework include
 - a. Twelve (12) guiding principles
 - b. The grand vision and twenty (21) development priorities and
 - c. Twelve (12) regional development goals.

7.0. How will the THA produce development plans using the SDPP?

1. Divisions of the Tobago House of Assembly will establish **Development Program Plans (DPPs)** based on the broad **issue areas** for which they are responsible.
2. For example, the **Division of Health, Wellness and Social Protection** will be responsible for developing a **Primary Healthcare Plan**.
3. Development program plans will include several **focus area programs, FAPs** that align with a division's core areas of responsibility. For example, a focus area program in a Primary Healthcare Plan could be an **Antenatal Care Program (see decision step 5)**.
4. This approach to development planning represents a **major shift** from the current comprehensive **centralized approach** to planning practiced by the Tobago House of Assembly towards a **division-led** development program-based approach.



8.0. How would the pathways influence the work of divisions of the THA?

The pathway would:

- a. Introduce a **modified approach** to development planning in the Tobago House of Assembly.
- b. Facilitate a significant shift in the focus of development **planning** from a **centralized** and intermittent process towards an **integrated** process that is **division-led**, development **program-focused**, **emergent**, and **flexible**.
- c. Facilitate a planning process that continuously and more intently focuses on **development program** planning.
- d. Integrate decision-making **vertically**, i.e., across multiple levels of government, e.g., globally, regionally and locally.
- e. Integrate decision-making **horizontally**, i.e., across multiple government agencies, such as divisions, departments, and Special Purpose Companies.
- f. Assist in enhancing the development planning capacity within the divisions of the Tobago House of Assembly.

9.0. What are the potential development planning implications of the SDPP?

Ultimately, a strategic development planning pathway would:

- a. Provide **"forward guidance"** to the Tobago House of Assembly for establishing its **capital development program**, focusing on growth in key economies involving **tourism, agriculture, infrastructure development, and education.**
- b. Provide the basis for the efficient management of the development budgeting and spending in the THA.
- c. Identify and prioritize the most productive and sustainable development options in key economies.
- d. **Unify** the language, understanding, and practice of development planning as a set of clearly defined pillars, strategic policy focus areas, principles, stages, and decision steps.
- e. Help promote a **whole-of-government** and **whole-of-society approach** to development planning by mainstreaming the planning process using a common framework and public platform that fosters a more transparent and accessible development planning process for planning **practitioners, rights holders, and stakeholders.**

- f.** Entrench **spatial** and **attribute data** visualization and scenario analysis within the development planning process, based on macroplanning performance measures, using easy-to-use online tools, such as what-if analysis.
 - g.** Provide the basis for identifying best practices in development planning.

10.0. SDPP online platform

- a.** The strategic development planning pathway is published on a web portal to provide wider access to Tobagonians, including those in the diaspora and non-Tobagonians interested **in Tobago's development.**
 - b.** The web portal allows the Tobago House of Assembly to launch and digitally host information related to the strategic development planning pathway.
 - c.** Portal users can sign up for an account and provide real-time feedback on the ideas presented in the planning pathway.
 - d.** Having an account will allow the Tobago House of Assembly to send alerts to every account holder via text message or email.
 - e.** This way, Tobagonians will constantly be involved in the development planning process.

SECTION THREE: DEVELOPMENT PILLARS

1.0. The Fundamental Pillars: Strategic

Development Planning Pathway

What is a fundamental pillar?

A fundamental pillar is a **foundational tenet** that serves as the basis for **reasonable discourse** about what **development planning** is, what it could be, and what it should consider. The pathway is built on **five fundamental pillars**.

Table 3. Fundamental Pillars: Strategic Development Planning Pathway.

	Pillar 1: The Development Philosophy: The philosophy is grounded in the insatiable desire of Tobagonians for “self-determination,” an egalitarian ethos, and a commitment to developing a just society.
	Pillar 2: The Compact between the People’s Representatives and the People: The compact establishes a mutual agreement for collaborative development between the people’s representatives and the people.
	Pillar 3: The Strategic Policy Agenda. The agenda outlines the strategic policy focus for various issues identified by Tobagonians as essential for Tobago’s development.
	Pillar 4: The Grand Development Vision and Development Agenda Priorities: The vision encompasses a progressive and innovative approach for transforming Tobago’s society and economy, positioning

	Tobago as the greatest little island on the planet. The development agenda priorities identify twenty-one (21) priority areas for Tobago's development.
	<p>Pillar 5: The Implementation Logic for Integrated Development</p> <p>Planning. The logic guides the processes and practices related to planning and development in Tobago.</p>

PILLAR 1. The Development Philosophy

The development philosophy represents a statement of purpose that addresses three broad questions that Tobagonians must collectively confront:

- a. What is or should be an ideal Tobago society?
- b. How can certain **fundamental ideals** that help to shape this society be preserved for posterity?
- c. What is the model economy to support the realization of these fundamental ideals?

Statement of purpose

- a. As Tobagonians, we are collectively involved in a program to develop Tobago's society and economy.

- b.** We are joined together by a shared belief in one **almighty GOD** who has imbued, in each of us, an **insatiable desire** for **self-determination**.
 - c.** We are one people with a shared history and culture and a common ambition to live in a society where all citizens, residents, and visitors enjoy certain fundamental **rights** and **freedoms**.
 - d.** Although we are always mindful that building the **nation of Tobago** requires independent ideas, we are also cognizant of the need to establish a set of **common ideals** and **ideas** around which we can **govern collectively**.
 - e.** Our individual pursuits will always be guided by a higher egalitarian ethos, which must give rise to strong communities and strong families that serve as the vanguard to protect the well-being and prosperity of existing and future generations of Tobagonians.
 - f.** Our commitment to **social, cultural**, and **economic** self-determination must be supported by the resources in the natural environment that remain within the ownership of all Tobagonians who are dedicated to building a **great society** and **economy**.
 - g.** This is our **common calling**. This is our **common purpose**.

PILLAR 2. The Social Compact Between the People's Representatives and the People

- a. The compact or contract is premised on the fundamental belief that all legitimate political government exists **for the people** and by their consent to protect their rights and promote the common good.
 - i. The **common good** should not be **confused** with the good of the **greatest number**.
 - ii. Rather, the common good refers to that which includes all people. (Mark Carney).
- b. As part of their consent, the people agree to vest **some authority** in government to ensure the stability of their lives, the protection of their **liberty** and **property**, and the promotion of their **prosperity**.
- c. Based on these fundamental premises, the Tobago House of Assembly has committed to establishing a strategic development planning pathway to guide collective decision-making between the assembly's elected representatives, the agents of the THA, and all rights holders and **interest holders** regarding issues pertinent to the development of a great Tobago **society** and **economy**.

The People's Mandate

The people's mandate derives from the wishes and aspirations of everyday Tobagonians. The mandate identifies the issues that Tobagonians believe are important for developing their society and economy. Hence, the mandate informs the **strategic policy agenda** and focus of the elected representatives of the Tobago House of Assembly.

PILLAR 3. The Strategic Policy Agenda, SPA

- a. The **Strategic Policy Agenda, SPA** encompasses five broad, overlapping, and interconnected **Strategic Policy Focus Areas, SPFA**.

Table 4. Strategic Policy Focus Areas

	SPFA 1: Self Determination: Designing and implementing a Tobago government in line with the social, cultural and economic prosperity of current and future generations of Tobagonians.
	SPFA 2: Institutional Reform, Digital Transformation, Artificial Intelligence, and Innovation: Building the institutional arrangements for a more efficient, transparent, and resilient public and private sector, and fostering a thriving digital society and economy.

	SPFA 3: Economic Reform and Growth: Consolidating and transitioning existing economic structures towards a knowledge-driven, innovative market economy for growth and sustainability.
	SPFA 4: Environmental Stewardship: Managing natural resources responsibly to protect the environment and ensure its sustainable use for current and future generations.
	SPFA 5: Societal Wellbeing & Prosperity: Addressing various aspects of human life, including economic prosperity, healthcare, education, social justice, environmental justice, and overall quality of life.

- b. Together, the **strategic policy focus areas** help guide the policy decisions of the **Executive Council** of the Tobago House of Assembly.

PILLAR 4. The Grand Development Vision and Development Agenda Priorities

The grand vision and the Development Agenda Priorities (DAPs) represent the **development ideal** and **policy focus areas** arising from the people's mandate.

Grand vision

- a. The **grand development vision** is to make Tobago the **GREATEST LITTLE ISLAND ON THE PLANET.**
- b. This is a **transformational vision** for establishing an innovation economy and a society geared towards providing opportunity and prosperity for all Tobagonians in line with the most socially progressive nations globally.
- c. The vision represents a **long-term ambition** designed to guide development planning at all levels of government and civil society in Tobago.

Development agenda priorities

- a. The **grand vision** is linked to **twenty-one (21)** development agenda priorities

Three of the **main** development agenda priorities include:

- 1. **Governance reform** to institutionalize and improve collective decision-making related to development planning **(Development Agenda Priority F).**
- 2. **Targeted GDP growth** in key economies **(Development Agenda Priority A).**
- 3. **Efficient** and **timely** public service delivery **(Development Agenda Priority D).**

Decision Step three of the integrated development planning implementation logic provides the full list of the **21 development agenda priorities**.

What is a Development Agenda Priority?

- a. A **development Agenda Priority** is not a **development goal**.

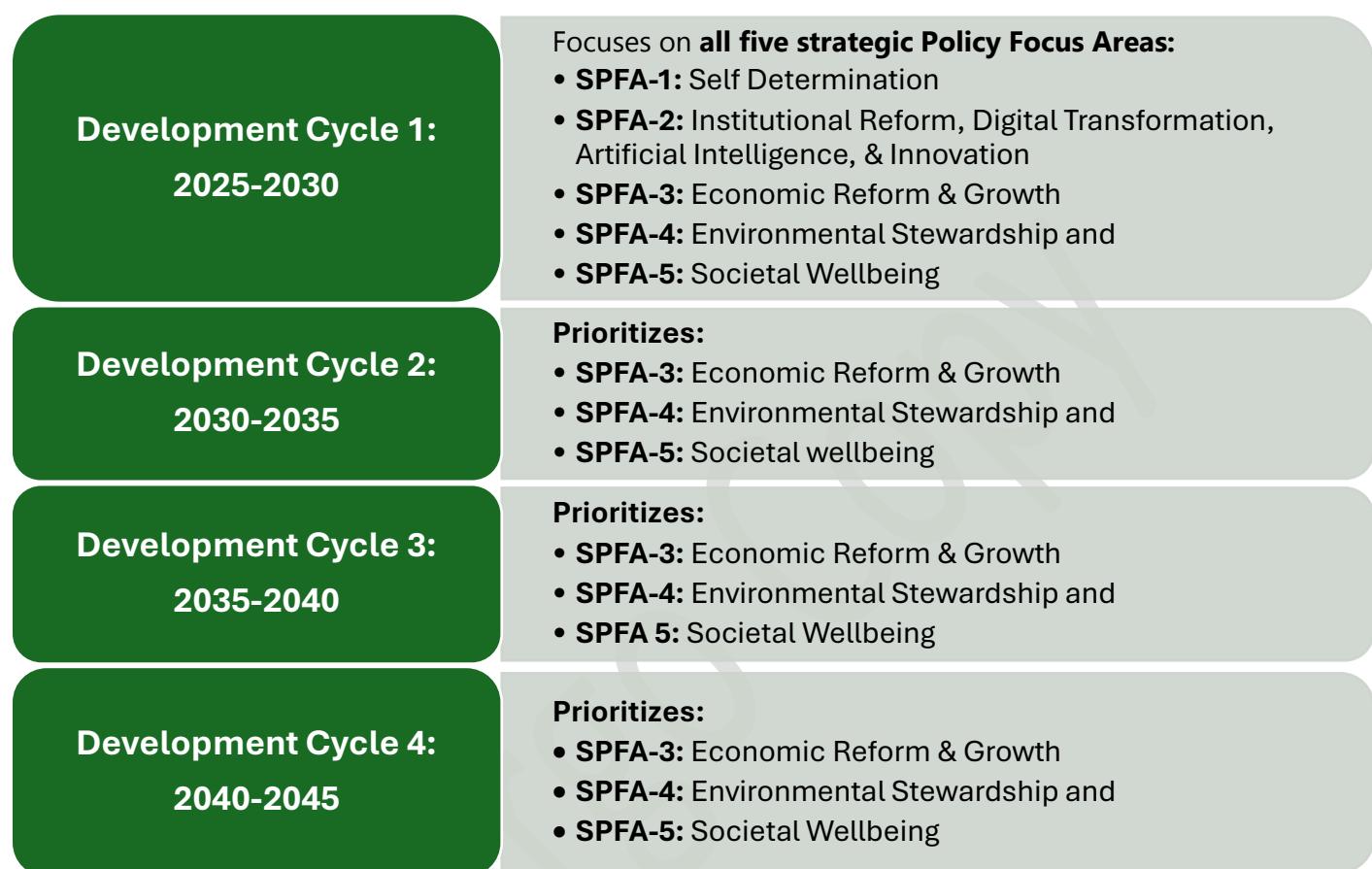
Rather, a DAP identifies one or more **strategic policy focus areas, SPFAs** (PILLAR 3), that help inform the **plans** or **strategies**, **programs**, and **projects** a division or one of its agencies will pursue.

- b. For example, **DAP A** Targeted GDP Growth through Capital Investment in Key Economies is informed by **SPFA 2**, which focuses on **Economic Reform and Growth**.
- c. The alignment of plans or strategies, programs, and projects with a DAP assumes that there are societal problems (public problems) for which there is **consensus** among the population on their solution.
- d. For example, there is a general agreement in Tobago that the rate of economic growth is too slow to drive GDP growth.

Development Planning Cycles

- a.** The development agenda priorities will be implemented over **four five-year** development planning cycles.
- b.** During each development cycle, the **Executive Council** will utilize the Strategic Policy Focus Areas (SPFAs) to identify DAP targets for implementation, using the **DAP targets implementation schedule**, DTIS ([see DAP targets and indicators of progress/success](#)).
- c.** The DAP target implementation schedule identifies key targets that will guide divisions in determining the strategic policy focus areas to pursue in each development cycle.

Figure 1. Development Planning Cycles



Note that the Executive Council of the THA may change the SPFAs at any point during the development planning cycle.

PILLAR 5. The Integrated Development Planning Implementation Logic

- a. The **implementation** logic integrates development planning **processes** and **practices** based on **four** broad stages:
 - i. pre-planning,
 - ii. core planning,
 - iii. development program planning and implementation, and
 - iv. monitoring, evaluation, innovation and revision.
- b. Collectively, the four stages comprise **ten (10)** decision steps.



Table 5. Four (4) Planning Stages and Ten (10) Related Decision Steps:

Planning Stages	Decision Steps
A-Pre-planning	1 -Identify governance principles
B-Core planning	2 -Define development planning regions and jurisdictions 3 -Choose development agenda priorities 4 -Choose regional development goals
C-Development program planning and implementation	5 -Align development plans and programs 6 -Classify development program budgets 7 -Choose program implementation modality
D-Monitoring, evaluation, innovation & revision	8 -Track and monitor program targets 9 -Evaluate and report program achievements 10 -Reengage for feedback, innovation and revision

c. **Decision steps** represent the critical junctures, including **key decision points** and **major considerations** that help to establish a general planning logic.

- d.** Managers will use the considerations outlined in each decision step and key decision points to prepare policy documents, plans, strategies, programs and projects.

SECTION FOUR: PLANNING STAGES & DECISION STEPS

1.0. Stage one: Pre-Planning

Decision Step 1: Identify Governance Principles: Definition and Practice.

Why is decision step one important?

- A.** Governance principles based on fundamental rights, freedoms, and institutional ideals are essential for determining the governance arrangements, including legislation and policies, that should guide planning decisions.
- B.** However, planning decisions are not always based on fundamental **governance principles** that safeguard the rights and freedoms of citizens and residents.
- C.** Even when governance principles are considered, they are often not clearly defined and, therefore, cannot be adequately incorporated into development planning practice.
- D.** Governance principles are the foundation of effective decision-making, ensuring that those who govern operate with integrity and accountability.

- E.** Governance principles also facilitate the establishment of **trust** among rights holders and stakeholders.
- F.** Applying governance principles to decision-making processes would ensure that development outcomes reflect the wishes, aspirations, and ideals of the broader Tobago society.
- G.** When diverse and multiple perspectives are involved in decision-making processes, policies, plans, and programs are more likely to align with the aspirations of all rights and interest holders.
- H.** Ultimately, decisions emanating from diverse perspectives will lead to a more equitable distribution and use of state resources.

Who should consider step 1?	When to consider step 1?
<ul style="list-style-type: none"> • All divisions and agencies of the Tobago House of Assembly. 	<ul style="list-style-type: none"> • To guide public engagement in the preparation and implementation of <u>regional plans</u> and <u>sector-specific policies/strategies, plans, and programs</u>. • To review existing policies, plans and programs.

Selected tools to implement step 1.

- See suggested tools in the **implementing the principle** subheading related to each principle below.

Key decision points

- a. Identify the appropriate values to consider in addressing any public problem.
- b. Review the institutional framework related to the problem under consideration, i.e., legislation, regulations, codes and principles of practice related to the issue.
- c. Apply the appropriate principles in all decision-making processes related to the planning solutions.

Summary of main considerations

Linking governance principles to development planning.

1.1. Governance principles derive from a **fundamental belief** that government exists for the people and by the **people's consent**; and that the primary responsibility of government is the **promotion** and **protection** of the people's rights and freedoms, including but not limited to:

- a. The right to life

- b. The right to ownership and enjoyment of property
 - c. The right to a healthy and safe environment
 - d. The right to the enjoyment of a decent quality of living; and
 - e. The right to reasonable individual and collective choice and action, only in the interest of the **common societal good.**

1.2. Therefore, in the execution of their **compact** with the **people**, the **principals** in government must carefully consider:

- i. How **governance responses to public problems** may influence the protection and promotion of the fundamental rights and freedoms of the people in a society.
- ii. How **governance principles** promote fundamental rights and freedoms by guiding the engagement of all peoples in society to find solutions to public problems.

- Tobago's development will be guided by **twelve (12)** core governance principles. Together, these principles serve to safeguard the **institutional integrity** of the Tobago House of Assembly, ensuring that the public trust is upheld in the decision-making processes at all levels of government.

Below are the definitions of each principle, along with examples of how the principle can be implemented during the planning process.

Principle 1. Intentional leadership

- **Defining the principle:** Leadership at all levels of governance must be grounded in a shared set of clear ideals that guide political, social, cultural, and economic progress.
- **Implementing the principle:**
The THA will:
 - a. Establish **leadership compacts** and **mandates** with all Tobagonians based on unambiguous political, social, cultural, and economic commitments.
 - b. Ensure that responses to public problems are guided by clearly articulated policies, plans, programs, and achievable, measurable, and time-sensitive targets.

Principle 2. Participatory governance

- **Defining the principle:** Participatory governance is a process that involves citizens and residents who are actively and meaningfully engaged in decision-making processes that promote collaboration and inclusion.

- **Implementing the principle:**

The THA will:

- a. Ensure that diverse groups within society are involved in decision-making processes related to policy formulation and implementation, utilizing collaborative institutional and governance arrangements, such as **Citizenship Councils** and **Co-administration Agreements**.
- b. Ensure public engagement involves **surveys, roundtable discussions, and working group discussions**. The proceedings of these discussions will be documented and published as **What-We-Heard Engagement Reports**.
- c. Ensure that the information in What-We-Heard reports is used in developing and implementing policies, plans, programs, and projects.

Principle 3. Adaptive governance

- **Defining the principle:** Institutional and governance arrangements must evolve following sober and sensible consideration of solutions to public problems. These arrangements must address the needs and desires of communities in the face of emerging and complex public problems, changes in societal values and new ways of thinking and knowing.
- **Implementing the principle:**

The THA will:

- a. Develop an issue-specific **adaptive governance framework**, linking the susceptibility of natural systems and the vulnerability of social systems to the impacts and effects of changes related to natural and man-made phenomena, including guiding principles for implementing workable solutions. Solutions must identify multiple plausible alternative options.

Principle 4. Innovative governance

- **Defining the principle:** Innovative governance is driven by progressive but sensible ideals, new ideas, and flexible and inclusive institutional arrangements for decision-making that respond to social, economic, environmental, or institutional change.
- **Implementing the principle:**
The THA will:
 - a. Develop and implement the Tobago **Innovative Governance Framework** to introduce new governance arrangements that improve planning and development, and public service delivery, and efficiency. This framework must harness and mainstream new ideas to guide the implementation of insights from lessons learned during the execution of development programs.

Principle 5. Resilience

- **Defining the principle**

Social and ecological systems or institutions should be able to adapt to change while retaining the ability to support their core functions or responsibilities.

- **Implementing the principle:**

The THA will:

- a. Identify and establish multiple options or solutions to address a single problem, considering all options in developing policies, plans or programs. Note that systems or institutions are more resilient when solutions to a problem exist in multiple divisions or departments. In this way, resilience is enhanced through institutional redundancy.

Principle 6. Sustainability

- **Defining the principle:** All kinds and levels of development should focus on meeting the needs of the present without compromising the ability of future generations to meet their own needs." (United Nations Brundtland Commission, 1987).

- **Implementing the principle:**

The THA will:

- a. Ensure that policies, plans and programs incorporate the recommendations for sustainable development, specifically "policy

integration, intergenerational timeframe, analysis and assessment, coordination and institutions, local and regional governance, stakeholder participation, indicators and targets, and monitoring and evaluation." (**Sustainable Development Strategies of OECD Countries**).

Principle 7. Ambition

- **Defining the principle.** All Tobagonians and all Tobago residents will work together honestly and sincerely to achieve the "common societal good," i.e., the promotion and protection of rights, freedoms, and privileges, as well as the general welfare and well-being of all Tobago citizens, residents, and visitors, towards the establishment of a "just society."
- **Implementing the principle:**
The THA will:
 - a. Establish the **Citizens and Residents Rights and Freedoms Roundtable** and publish a Rights and Freedoms checklist.
 - b. Use the checklist to ensure that policies take into consideration the fundamental rights and freedoms of Tobagonians, Tobago residents and visitors.

Principle 8. Benevolence

- **Defining the principle:** Executive decisions must always be guided by institutional arrangements that promote and protect the well-being and welfare of all people, particularly the most vulnerable in society, including seniors, children, individuals with disabilities, single mothers, single fathers, and at-risk youth.
- **Implementing the principle:**
The THA will:
 - a. Establish the **Tobago Social Safety Net** (TSSN), including, for example, universal child benefits, universal health insurance, universal unemployment insurance, universal disability benefits, and a universal pension for seniors.

Principle 9. Ownership

- **Defining the principle:** Public policy should promote equitable access to and distribution of wealth.
- **Implementing the principle:**
The THA will:
 - a. Establish clear equity principles and guidelines for the distribution and ownership of public assets, goods and or services.

Principle 10. Affordability

- **Defining the principle:** Public resources, goods and services should be accessible to all citizens at a reasonable price compared to the median or average household income. Where a household cannot afford such goods or services, the price should be subsidized to make them accessible.
- **Implementing the principle:**
The THA will:
 - a. Establish affordability standards for a basket of goods and a basket of services at the household level, based on the household median income.
 - b. Establish living wage standards.
 - c. Establish corporate tax-free zones.

Principle 11. Gross national happiness

- **Defining the principle:** The value and growth of the economy should be linked in a tangible way to values that promote the individual and collective happiness of all citizens and residents.
- **Implementing the principle:**
The THA will:
 - a. Develop a Tobago Happiness Index (THI) and integrate happiness indices into the plans and programs of the THA's divisions.

- b. Conduct an annual happiness survey for Tobago and publish the Tobago Annual Happiness Report.

Principle 12. Prosperity

- **Defining the principle:** All people have the opportunity to thrive by fulfilling their unique potential and contributing to the strengthening of their communities and nation. Prosperity is underpinned by an inclusive society, with a strong social contract that protects the fundamental liberties and security of every individual" ([Legatum Institute, 2023](#)).
- **Implementing the principle:**
 - The THA will:**
 - a. Incorporate prosperity indices, such as economic performance, social capital, environmental health, and overall well-being, into the plans and programs of the THA's divisions.
 - b. Publish an annual prosperity report for Tobago.
 - c. Incorporate the matrices of the [Youth Development Indices](#), YDI, into plans and programs to "assess the state of young people across various domains including health and well-being, education, employment, and political participation."

2.0. Stage two: Core Planning

Decision Steps 2: Define Development Planning Regions & Jurisdictions

Why is decision step two important?

- A. **Regional planning** encompasses all **human relations** as they exist within **time** and **space**.
- B. Within **regional** social, economic and environmental **agglomerations**, public problems usually manifest as wicked problems; therefore, all planning decisions should be informed by their temporal and spatial dimensions, i.e., their **nature** and **scope**.
- C. When the dimensions of public problems are not fully considered, policy solutions can be misaligned with their spatial and social dimensions.
- D. Examining the regional and social dimensions of public problems will enable development planners to design targeted solutions that align with regional community needs and resource requirements.
- E. Therefore, integrating the regional dimensions of public problems into development planning ensures that policy solutions are responsive to regional dynamics and demands.

Who should consider step 2?	When to consider step 2?
<ul style="list-style-type: none"> • All divisions and agencies in the Tobago House of Assembly with responsibility for regional planning and development, e.g., the Town and Country Planning Department, the Department of Urban and Regional Planning, the Division of Planning and Development and the Division of Infrastructure, Quarries and Urban Development. 	<ul style="list-style-type: none"> • Before preparing or reviewing regional spatial plans, including plans for subregions and village communities, e.g., the Scarborough Redevelopment Plan, the Southwest Tobago Regional Plan, the Northeast Tobago Regional Plan, or the subregional plan for Plymouth/Black Rock, Mason Hall/Moriah, Speyside and Charlotteville.
Selected tools to implement step 2	
<ul style="list-style-type: none"> • <u>The seven C's of urban design</u> • <u>Community and participatory planning tool kit</u> • <u>Design charettes</u> • <u>Regional development atlas</u> • Scoping reviews, or gap analysis of legislation, policy/strategies, plans and programs. 	

- Risks/vulnerability assessment frameworks.
- Feasibility studies

Note:

- In the strategic development planning pathway, the Department of **Urban and Regional Planning** in the **Division of Planning and Development, DPD** in the THA, will have overall responsibility for **regional planning and development** ([see Section in the Institutional Arrangements](#)).
- The **Department of Urban and Regional Planning** will be subsumed within the **DPD**.
- In Tobago, the Tobago House of Assembly has responsibility for Town and Country Planning ([see THA Act 40 of 1995, fifth schedule, item 15](#)).

Note also: For plans related to **key sectors**, such as those for **education, healthcare, and agriculture**, [regional issues](#) can also be addressed using the **Regional Development Goals** ([see decision step 4](#)).

Key decision points, step 2.

- a.** Define the **regional nature** and **scope of public problems**.
- b.** Consider the existing **regional institutional framework** for policy implementation, e.g. the [National Spatial Development Strategy](#).
- c.** Know which agencies possess authority for regional planning and development, e.g., Town and Country Planning.
- d.** Consider the demands for regional social, cultural, and economic development.
- e.** Consider whether the natural resource contexts align with prescribed or probable regional development solutions.
- f.** Consider how regional development aligns with short, medium and long-term **population** and **economic** growth.

Summary of main considerations

The spatial extent of the development authority of the Tobago House of Assembly.

Identifying the planning jurisdiction

- a.** **Development jurisdictions** identify the **spatial limits** over which development planning **authority** can be exercised.

- b.** The need for a development planning jurisdiction assumes that:
- i.** All public problems occur within a planning region.
 - ii.** While some public problems may occur in one region, others may cut across many regions.
 - iii.** Recommendations found in development **policies**, **plans**, and **programs** recognize the **cross-boundary** challenges related to **planning authority** and **responsibility**.

Defining development planning regions

- a.** Considering the settlement patterns in Tobago, development planning will be organized spatially into **three** Development Planning Regions (DPRs). These Regions are defined by spatial boundaries and the **environmental, social, cultural, economic, and institutional** considerations for development within these boundaries.
- c.** Legally, Tobago is divided into **two** Development Planning Regions: The **Northeast Tobago Integrated Planning Region** (NTIPR) and the **Southwest Tobago Integrated Planning Region** (STIPR).

- d. The two existing regions have been supplemented by a third, the **Greater Scarborough Integrated Planning Region** (GSIPR).
 - e. The Greater Scarborough Integrated Planning Region has been added to reflect the aspirations of the current executive in the Tobago House of Assembly to reestablish Scarborough as a **modern capital city** and a major center of commerce.
 - f. The GSIPR will have its own governance structure, and will include areas such as Signal Hill, Bacolet, Lambeau, and other surrounding villages.
- g. **Each development planning region will be divided into three (3) Planning Sub-regions, namely:**
 - i. Urban areas,
 - ii. Suburban areas and
 - iii. Livable Village Communities (LVCs)
- h. **Development Planning Regions and Planning Sub-regions** will provide the basis for:
 - a. Identifying the **spatial dimensions of public problems** and related **policy solutions**
 - b. Linking the **spatial dimensions** of public problems with related **attribute data**.

**c. Linking Development Planning Regions to
Regional Development Goals and Development
Agenda Priorities (Decision steps 3).**

- 1.** The THA is currently working to establish demographic, socio-economic and environmental data profiles for all villages in Tobago. This data will serve as the primary **socio-spatial data repository** for the Strategic Development Planning Pathway.
- 2.** In line with the recommendations of the SDPP, the THA will develop an online **regional development atlas**, in lieu of a regional development plan. The atlas will serve as an online tool to provide **spatial** and **attribute** data to guide all forms of **socio-spatial planning** in Tobago.

Decision Step 3: Choose Development Agenda Priorities, DAPs

Why is decision step three important?

- A.** Development agenda priorities (DAPs) represent the **policy focus areas (PILLAR 3)** essential for the sustainable growth and improvement of Tobago's society and economy. For example, in Tobago, prioritizing investments in infrastructure, education and

skills development, tourism, and agriculture, backed by innovation and technology, is essential for **job creation** and **economic growth**.

- B. Achieving sustainable growth would require both **issue-specific** and **cross-cutting development policy focus** to drive a whole-of-government and whole-of-society **integrated approach** to planning and development.
- C. This **integrated approach** is an important driver of investment that must be **government-driven, government and private sector-funded**, or funded using **co-investment arrangements** that require buy-in from government agencies, civil society, and private businesses.

Who should consider step 3?	When to consider step 3?
<ul style="list-style-type: none">• All divisions and related agencies of the Tobago House of Assembly	<ul style="list-style-type: none">• Before developing or reviewing all development program plans.• Before developing or reviewing all focus area programs

Selected tools to implement step 3.

- The strategic development planning pathway/commitment for results framework.
- The Planning Decision Hierarchy/Order

Key decision points

- a. Ensure that the development agenda priority aligns with the overarching policy focus of a division or agency, e.g., a Special Purpose Company.
- b. Ensure that each focus area program in a division aligns with one or more development agenda priorities.
- c. Use a development agenda priority as a **starting point**, i.e., the basis for aligning all public problems and for determining the appropriate policy solutions, legislative frameworks, plans or strategies, programs and projects to address those problems.

Summary of main considerations

Using the development agenda priorities

- a. Tobago's development agenda is a **people's agenda** firmly anchored in the **ambition** of past and current generations of Tobagonians who have struggled for **self-determination**.

- b.** Hence, the **Development Agenda Priorities, DAPs** have been developed after careful consideration of the **concerns** identified by Tobagonians **generally** and during **public engagement**.
- c.** **Development Agenda Priorities (PILLAR 4)** identify the important **policy focus areas (PILLAR 3)** that will guide the work of the divisions of the THA in achieving the **grand vision** to make Tobago the **greatest little island on the planet**.
- d.** Within the **implementation logic** of the strategic development planning pathway (**PILLAR 5**), the **Development Agenda Priorities** serve as a key **starting point** for establishing a **decision-making hierarchy** or **order** for developing and implementing the considerations found in **policies, plans** or **strategies, programs, and projects (see decision step 5)**.

1. The SDPP identifies **twenty-one (21)** development agenda priorities that align with the core responsibilities of the divisions in the Tobago House of Assembly.

Development Agenda Priorities, DAPS

DAP A	Targeted GDP growth through capital investment in key economies.
DAP B	A highly educated and innovative population.
DAP C	A digitally driven competitive society and economy.

DAP D	An efficient, effective and accountable public service.
DAP E	A modern and efficient healthcare system.
DAP F	Constitutional autonomy within the twin-island Republic of Trinidad and Tobago
DAP G	Sustainable and meaningful Job creation.
DAP H	Protecting and caring for the most socially vulnerable in the society.
DAP I	A population that is safe and secure.
DAP J	Efficient and affordable public transportation.
DAP K	Sustainable and livable urban, suburban and village communities.
DAP L	Permanent and transient population growth.
DAP M	Environmental sustainability, Climate and environmental change.
DAP N	Food sufficiency and sovereignty.
DAP O	Affordable Housing solutions for all.
DAP P	Spiritually fulfilled, prosperous, and happy citizens.
DAP Q	Full inclusion of all persons with disabilities in all aspects of the society and economy.
DAP R	Harnessing and monetizing cultural heritage and creativity.
DAP S	Monetizing sports and outdoor recreation.
DAP T	Sustainable regional & community tourism economies.

Decision Step 4: Choose Regional Development Goals, RDGs

Why is decision step four important?

- A. Regional development goals, RDGs** enhance the considerations related to **development agenda priorities** by emphasizing the connections within and between development planning regions.
- B.** Regional development goals are particularly important because natural landscape features, such as **watersheds**, or social phenomena, such as **crime**, or the need for **affordable housing solutions**, often cut across development planning regions, necessitating planning responses that consider **integrated** and **collaborative** solutions.
- C.** Regional development goals are also important for addressing the opportunities that would help to inform balanced development across urban, suburban, and livable village communities throughout Tobago.
- D.** Therefore, regional development goals help to distribute **economic** and **social** resources **equitably** across Tobago's three development planning regions.

Who should consider step 4?	When to consider step 4?
<ul style="list-style-type: none"> • All divisions and agencies of the Tobago House of Assembly. • The Development Planning Unit, in the Department of Policy, Plans, Programs and Projects. 	<ul style="list-style-type: none"> • To ensure that regional issues are taken up in the review or preparation of policies, plans and programs in areas for a division that has direct responsibility.
Selected tools to implement step 4.	
<ul style="list-style-type: none"> • Strategic development planning pathway and commitment for results matrix. 	

Key decision points.

- a. Examine the **inter** and **intra-regional** nature of environmental, social or other problems
- b. Ensure that, where necessary, focus area programs are aligned with one or more regional development goals.

Summary of main considerations

Defining regional development goals for balanced development

4.1. The **Regional Development Goals** focus on defining **inter-regional** and **intra-regional** linkages and interactions in issues related to education, health and wellness, environmental sustainability, tourism, and other areas.

4.2. **Regional Development Goals** ensure **balanced development** across all three Development Planning Regions in Tobago.

Tobago's development will be guided by **twelve (12)** Regional Development Goals (RDGs).

Regional Development Goals, RDGs

RDG A	Promote sustainable regional population growth
RDG B	Promote sustainable regional economic growth
RDG C	Promote affordable housing solutions and options in line with regional social and economic demographic trends, available resources, and resource distribution.
RDG D	Promote efficient movement of people, goods, and services across development regions.
RDG E	Manage key watersheds and freshwater ecosystems to procure maximum surface and groundwater capture and yield.

RDG F	Preserve and create networks of passive and active open spaces in urban and suburban centers and livable village communities.
RDG G	Promote sustainable regional land use.
RDG H	Promote responsible stewardship and intergenerational ownership of land.
RDG I	Promote sustainable regional agriculture systems.
RDG J	Align post-secondary training with the regional demands for skills in the public and private sectors.
RDG K	Promote regional small, medium-sized, and large business growth.
RDG L	Promote balanced development of sustainable civic infrastructure, e.g., schools, health facilities, other public buildings, water and sewage infrastructure, etc.

3.0. Stage three: Development Program Planning and Implementation

Decision Step 5: Align Development Plans and Programs

Why is decision step five important?

- A.** All the considerations in **decision steps 1 to 4** must eventually **coalesce** within **development plans** and **focus area programs**.
- B.** In the Strategic Development Planning Pathway, a **development plan is not** separated from a **focus area program**.
- C.** A **development plan** outlines the broader **contextual issues**, i.e., the broad public problems, policy and legislative frameworks related to areas such as **education**, healthcare, agriculture and the environment (**see Development Plan Domain**). A **focus area program** emphasizes the **core areas** within these broad contextual issues (**see Development Program Domain**).
- D.** The **integration of the two**, i.e., a development plan and focus area program, is referred to as a **Development Program Plan**.
- E.** Development plans and focus area programs promote coherence in collective decision-making within and across the divisions of the Tobago House of Assembly.

F. Focus area programs are essential for guiding the work of development program managers by providing a clear roadmap that aligns focus area program targets with indicators of progress and success, as well as targeted program actions, budgets, and implementation timelines.

Who should consider step 5?	When to consider step 5?
<ul style="list-style-type: none"> • All divisions and agencies of the Tobago House of Assembly. • The <u>Development Planning Unit</u>, in the Department of Policy, Plans, Programs and Projects. 	<ul style="list-style-type: none"> • In the review or preparation of development program plans or strategies.
Selected tools to implement step 5	
<ul style="list-style-type: none"> • Planning decision-making hierarchy or order. • Scoping reviews and gap analysis of legislation, policies, plans/strategies and programs. • Focus area program prescribed format (see 5.10 under the subheading main considerations). • Guidance notes for the preparation of Focus Area Programs. • <u>SMART</u> targets templates (specific, measurable, achievable, relevant, time sensitive). 	

Key decision points

Development plans

- a. Define the **broad issue** under consideration. For example, **climate change or crime**.
- b. Define the **broad problem contexts** related to the broad issue. The problem context should be broad enough to encompass several focus areas related to a broad problem.
- c. Identify the **suite of policies** related to the broad problems, e.g., policies related to climate change or crime.
- d. Identify the **legislative/regulatory framework**, i.e., the laws, regulations and codes of practice governing the implementation of policy solutions related to climate change and crime.

Focus area programs

- a. Identify the program focus areas, e.g., if **crime** is a broad issue area then juvenile delinquency might be a focus area.
- b. Identify and describe the **specific problem/s** related to these focus areas, e.g. a specific problem related to juvenile delinquency could be truancy.
- c. Identify the **policy solutions** related to the **specific problem/s**.

- d. Ensure the policy solutions align with **development agenda priorities** and **regional development goals**.
- e. Ensure, where necessary, the policy solutions align with other goals, e.g., the **Sustainable Development Goals**, SDGs or national goals such as **Vision 2030**?
- f. Ensure the program targets are **connected** to the **policy solutions** outlined in the program.
- g. Ensure the program targets can be measured **quantitatively** or **qualitatively**.
- h. Ensure the program targets have a **time schedule**.
- i. Ensure the program targets are designed to achieve clearly defined **policy outcomes**.
 - As a **general rule**, a **program target** should clearly define a **policy solution** to a problem and the **time** within which the solution will be achieved.
- j. Ensure the program targets are **fundable**.
- k. Align the program targets with funding categories, such as funding related to **physical capital investment** and **human capital investment**.
- l. Define the **actions** related to the targets.
- m. Ensure the actions can be used to create accurate **project budget estimates**.

Summary of main considerations

Linking development plans with focus area programs.

- 5.1.** Currently, **issue areas** for which divisions have responsibility exist primarily within **centralized** and **comprehensive** sector-based plans, such as the [Comprehensive Economic Development Plan for Tobago \(CEDP\) 2.0](#).
- 5.2.** The THA will not disregard the recommendations in the CEDP or other comprehensive development plans.
- 5.3.** However, in line with one of the key **institutional changes** in development planning under the **Strategic Development Planning Pathway**, all divisions of the Tobago House of Assembly and all THA's agencies will be **directly responsible** for establishing **Development Programme Plans (DPPs)**.
- 5.4.** A development program plan is an **issue area** plan for a specific division or agency. For example, a **Primary Healthcare Plan** for the **Division of Health, Wellness, and Social Protection**.
- 5.5.** A development program plan includes several **Focus Area Programs (FAPs)**, e.g., an **Antenatal Care Program** will be an area of focus in a Primary Healthcare Plan.
- 5.6.** In the SDPP, a Focus Area Program is an **alternative name** for a **Development Program (DP)**.

- 5.7.** A **Focus Area Program** is a governance arrangement that links specific public problems and issues to policy solutions, development agenda priorities, and regional development goals (**see sections below**).
- 5.8.** A Focus Area Program also outlines the logical steps and processes that support the implementation of **program targets, indicators of progress or success** and **related actions**.

5.9. Key contextual definitions

- a.** A **policy** is a proposed **solution** to a **public problem**.
- b.** Generally, policy solutions are found in **policy documents** that address broader societal problems or issues, e.g., a **Climate Change Policy** document.
- c.** However, directives regarding policy solutions may be established using several **policy media**, including, but not limited to,
 - Policy Mandate Letters,
 - Executive Council Minutes,
 - Call Circulars,
 - Policy Memoranda, and
 - Policy Briefs

- d.** A **public problem** is any issue that affects the people in a society, whether directly or indirectly. Public problems exist across various social dimensions and spatial scales.
- e.** Public problems, due to their complexity, typically require collective action to resolve them.
- f.** An **issue area** is a broad policy area. For example, primary education is an **issue area** in education.

5.10. Prescribed format for focus area programs

- a. Development agenda priorities and regional development goals.**
 - i.** All **focus area programs** must align with one or more **development agenda priorities (decision step 3)** and one or more **regional development goals (decision step 4)**.
 - ii.** This alignment facilitates the integration of work within and across all divisions and agencies and all development planning regions.
- b. Key contextual issues:**
 - i.** All **focus area programs** must clearly outline:
 - The **public problem/issue** the program is intended to address and
 - The **policy solution** related to the problem

c. Focus Area Program logic matrix, FAPLM:

All **Focus Area Program documents** will include an **FAPLM** in the following format.

- i.** Regional or international **primary performance benchmarks** and indicators
- ii.** Benchmark country or region
- iii.** Program targets related to the policy solution
- iv.** Indicators of success or progress towards achieving the targets
- v.** Data requirements and sources
- vi.** Actions related to the targets
- vii.** Program budgets
- viii.** Modalities for implementing the action related to the policy solutions
- ix.** Limits to the implementation of the program

Implementing development programs

1. All programs across the nine divisions of the THA, including the Office of the Chief Secretary, have been aligned with the first **five-year development cycle** of the Strategic Development Planning Pathway.

2. The **actions** related to program targets are operationalized using the **Performance Management Commitment for Results Framework (CFR)**.
3. The framework focuses on project implementation, including performance management, monitoring, evaluation, and reporting.

Decision Step 6: Classify Program Budgets

Why is decision step six important?

- A. Decision step six is not solely focused on assigning budgets to focus area programs.
- B. Step six focuses primarily on **consolidating budgets** into larger **expenditure levels** and **categories**.
- C. This consolidation and alignment are particularly important for assessing the most viable expenditure options, especially in situations where there exist significant resource constraints.
- D. Focus area program budgets are also essential for accurately forecasting development expenditures across **five-year development cycles**.

- E.** These cycles facilitate the medium- to long-term management of development expenditure across all divisions and agencies of the Tobago House of Assembly.
- F.** Budget forecasting using development cycles also aids in providing **forward guidance** related to capital investment expenditures for targeted GDP growth.

Who should consider step 6?	When to consider step 6?
<ul style="list-style-type: none"> • The Division of Finance and the Economy • All other divisions and agencies of the Tobago House of Assembly. • The program Implementation and Monitoring Unit in the Department of Policy, Plans, Programs, and Projects. 	<ul style="list-style-type: none"> • After all program targets have been clearly defined. • After all actions related to the targets have been clearly defined.
Selected tools to implement step 6	
<ul style="list-style-type: none"> • Participatory budgeting • Program budget templates • Project budget templates 	

- Economic impact analysis
- Impact accounting

Key decision points

- a. Ensure program budgets are clearly connected to the **program targets** and **their related actions**. Note that often the actions related to a program target are implemented using actions at the project level.
- b. Ensure the program targets align with **capital investment categories**, such as human, physical, social and environmental capital. For example, if a construction project is expected to create a significant number of jobs, then a separate target should be established for **job creation**. This target should be linked to **human capital**.
- c. Ensure that budget estimates are created using appropriate budgetary procedures, e.g., reasonable **price schedules**.
- d. Ensure that there are adequate procedures for evaluating the impact of investment spending, e.g., [impact accounting](#).

Summary of main considerations

Focus area programs and program-based budgeting

- 6.1.** Under the Strategic Development Planning Pathway, expenditure for development **will not** be determined based on **project expenditure schedules**. Development expenditure will be determined based on **macro-level expenditure forecasting** in line with projected GDP growth targets ([see DAP A](#)).
- 6.2.** Divisions of the THA and their agencies will use the projected budget forecast related to their areas of responsibility to prepare focus area program budgets.
- 6.3.** This **Program-Based** budgeting approach at the level of the divisions of the THA will first **subsume** and **then replace** the **Project-Based Budgeting** currently used by the THA's divisions.
- 6.4.** In the interim, divisions will continue to use a **project-based budgeting** approach. However, project expenditures will be aggregated to align with Focus Area Program expenditures.

Program-Based Budgeting has four main benefits, including:

- a. Transparency:** Program-based budgets will offer a clearer understanding of the costs and potential benefits of a program.
- b. Accountability:** Program-based budgets are connected to measurable targets and indicators of progress and success, which help assess the value of expenditures on specific programs. Consequently, increases or decreases in funding for a program will be based objectively on performance measures.
- c. Data-Driven Decision-making:** Program-based budgeting will ensure that budgetary planning and executive decision-making are closely aligned to focus area programs and informed by pertinent, verifiable targets.
- d. Effective alignment and management of investment:** Program-based budgeting will allow for the organization of funding for focus area programs into various categories and levels of capital investment associated with GDP growth in key economies.

Levels of capital investment

- i.** The levels of investment will include **tier 1, tier 2, tier 3, and tier 4**. This investment hierarchy will be based on the value of the investment.

Category of capital investment

- ii. The categories of investment will include physical, human/institutional, environmental, cultural, social, and technological or innovation capital, among others.
 - iii. The organization of focus area program funding into categories and levels of investment will guide executive decision-making related to capital investment based on the achievement of economic growth targets, particularly **GDP growth**.

Decision Step 7: Choose Development Program Implementation Modality

Why is decision step seven important?

- A. Some programs can be implemented using a program modality, while others use a project modality. Programs or projects may also be delivered through community-based models or partnerships between the private sector and government.

- B.** Choosing the appropriate modality for implementing focus area program actions can significantly impact the effectiveness and efficiency of program delivery and anticipated policy outcomes.
- C.** Modalities can include direct implementation by government agencies, collaboration, and partnerships with private businesses, international funding agencies, and community organizations.
- D.** The choice of modality will depend on the managerial, technical, and financial capacities of government agencies and private sector partners.
- E.** Technical capacity is essential for community-driven approaches; however, selecting a community-based approach will also rely on intangible benefits (e.g., building trust and community buy-in), which can foster broader acceptance of the focus area program agenda.

Who should consider step 7?	When to consider step 7?
<ul style="list-style-type: none"> • All divisions and agencies of the Tobago House of Assembly. • The program Implementation and 	<ul style="list-style-type: none"> • When assessing the capacity requirements for implementing focus area program targets and related project actions.

Monitoring Unit in the
Department of Policy, Plans,
Programs, and Projects.

Selected tools to implement step 7

- Project management capacity assessment
- Organizational project management capacity assessment
- Request for proposals, RFPs
- Technical capacity assessment

Key decision points.

- a. Define the scale of the program.
- b. Ensure the program's scale aligns with the program implementation modality, i.e., project versus program modality, community-based, government-led and/or funded, or private sector-led and/or funded.
- c. Verify the suitability and capacity of the executing agency regarding the program or project implementation requirements.

Summary of main considerations

Implementing focus area programs.

- 7.1. The divisions of the Tobago House of Assembly, or special purpose companies associated with these divisions, will be responsible for implementing the actions related to the targets identified in focus area programs, using either program or project implementation models.
- 7.2. **Program implementation models** will apply to actions with no definite end date, such as an Affordable Housing Program.
- 7.3. **Project implementation models** apply to actions with **definite** end dates, such as building the new Scarborough Secondary School.
- 7.4. The nature and scale of a program or project will influence the selection of the executing agency.
- 7.5. Divisions may not have the technical or financial resources to implement large and complex programs or projects.
- 7.6. Such a program or project may require partnerships with non-government agencies.
- 7.7. Some programs or projects might be implemented with considerable input from communities.

Choosing the implementation modalities

1. Traditionally, the Tobago House of Assembly has implemented most of its programs and projects using its own technical and financial resources. Even when the THA has formed partnerships with private businesses, it has acted as a guarantor, allowing private partners to attract funding from commercial banks.
2. The Tobago House of Assembly has recently incentivized private contractors to undertake major infrastructural development work across Tobago. However, in the future, when implementing its major development programs and related projects, the THA will prioritize private partners that can execute projects without relying on the THA's budgetary allocations for financial support.
3. Focus will also be placed on more direct community involvement in the development and implementation of programs and projects.

4.0. Stage four: Monitoring, Evaluation, Innovation & Revision

Decision step 8: Track & Monitor Program Targets

Why is decision step eight important?

- A. Targets are important for measuring program performance, enabling effective program monitoring.

- B.** Programs will be monitored by assessing the degree to which targets are achieved or not achieved.
- C.** Regularly tracking and monitoring the effectiveness of development program performance is essential for determining whether program targets are below expectations, on target, or exceeding expectations.
- D.** Where programs fall short of expectations, adjustments can be made to ensure that program-related actions are executed on time and within budget.
- E.** In this regard, target tracking and monitoring are crucial for evaluating the progress of program actions and for communicating with stakeholders to make the necessary adjustments in order to achieve the proposed policy outcomes.

Who should consider step 8?	When to consider step 8?
<ul style="list-style-type: none"> • All divisions and agencies of the Tobago House of Assembly. • Departments with responsibility for policies, plans, programs and projects, Program Development and 	<ul style="list-style-type: none"> • After programs and project-related actions have been implemented.

Implementation Units, PDIU
and Project Management
Offices, PMO.

Selected tools to implement step 8

- SDPP and CFR database
- Target maps
- Gantt Charts
- Kanban boards and dashboards
- Project management software
- Airtable software

Key decision points

- a. Select the appropriate mechanisms to track and **monitor** the program's progress.
- b. Identify the appropriate time intervals for monitoring.
- c. Ensure the time intervals for monitoring align with the division program reporting schedule.
- d. Monitor the indicators for progress or success?

Summary of main considerations

Monitoring the focus area program targets

- 8.1.** Focus area program targets and related indicators of progress and success have been defined for each program. These targets and indicators will serve as the basis for monitoring the performance of a focus area program.
- 8.2.** Each division will utilize a prescribed template to track program performance.
- 8.3.** Tracking and monitoring will be done using time intervals that correspond with reporting requirements.

Target tracking

- 1.** Target tracking will be conducted using an open-source database that allows THA divisions to intermittently monitor and view the progress of all focus area programs.
- 2.** All the data related to the performance of focus area programs has been integrated into a back-end database. This enables users to select program targets, track progress, view implementation timelines, and check completion dates using the filters.

Decision Step 9: Evaluate & Report Program Achievements

Why is decision step 9 important?

- A. In addition to tracking the progress of focus areas programs, targets also facilitate **evaluation** and **reporting** on policy outcomes.
- B. Evaluating policy outcomes allows for learning from the successes and failures of proposed **policy solutions**, while also supporting policy adjustments when needed.
- C. Making timely **policy adjustments** can promote a culture of improvement throughout the program implementation lifecycle.

Who should consider step 9?	When to consider step 9?
<ul style="list-style-type: none">• All divisions and agencies of the Tobago House of Assembly.• Departments with responsibility for policies,	<ul style="list-style-type: none">• At the end of each of the first three quarters of each annual development planning cycle. Submit a quarterly report.

plans, programs and projects,
e.g., **Program Development**
and **Implementation Units,**
PDIU and **Project**
Management Offices, PMO.

- At the end of the fourth quarter of each annual development planning cycle.
Submit an **annual report.**

Selected tools to implement step 9

- Quarterly report template
- Annual report template

Key decision points

- a. Evaluate the program based on the program indicators of progress or success.
- b. Prepare and submit quarterly reports using the standard reporting format.
- c. Prepare and submit annual reports using the standard reporting format.

Summary of main considerations

Program evaluation

- 9.1.** The effectiveness of **focus area programs** will be determined by how much they achieve or exceed one or more development program targets within a prescribed period.
- 9.2.** Divisions must submit quarterly and annual reports in the prescribed and standard format.

Program reports

- 1.** Program reports will follow a results-oriented and transparent format designed to enable targeted data analysis through effective evaluation practices, along with an open-access results dashboard.
- 2.** This reporting approach will enhance accountability and transparency, which could lead to improved development program outcomes.

Decision steps 10: Reengage for Feedback, Innovation & Revision

Why is decision step 10 important?

- A.** All the considerations that constitute the planning pathway decision steps ultimately culminate in a process that includes reengagement and feedback on the policy outcomes of a focus area program.
- B.** This feedback process encourages innovation and change through **social learning**, which could enhance program implementation and future policy outcomes.
- C.** Reengagement and feedback enhances transparency, foster trust, and encourages collective ownership of program outcomes.

Who should consider step 10?	When to consider step 10?
<ul style="list-style-type: none">• All divisions and agencies of the Tobago House of Assembly.	<ul style="list-style-type: none">• After the submission of the second quarterly report.• After the submission of the annual report but before the

- Departments with responsibility for policies, plans, programs and projects, **Policy Engagement and Development Unit, PEDU** and **Program Development** and **Implementation Units**.
- beginning of a new one-year development cycle.

Selected tools to implement step 10

- Community discussions
- Surveys and one-on-one interviews.
- Focus group discussions
- Expert panel discussions
- Lessons learned analysis
- Policy uptake matrices

Key decision points.

- a. Using the report results, identify opportunities for reengagement and stakeholder feedback.
- b. Design the appropriate engagement method.
- c. Conduct the engagement sessions.
- d. Prepare a lesson learned report.

- e. Incorporate lessons learned into future program planning and implementation.

Summary of main considerations

Participation, adaptation, learning, innovation and change

- 10.1.** Decision step **ten (10)** addresses several key issues in the strategic development planning pathway, namely, participation, adaptation and innovation through social learning.
- 10.2.** Social learning will entail opportunities for the divisions of the THA to report on the progress of focus area program targets and for engagement and feedback from rightsholders and interest groups throughout Tobago.
- 10.3.** This engagement and feedback process could lead to annual revision of development agenda priorities and **Focus Areas Program** targets.
- 10.4.** Following this process, program targets could be modified.

SECTION FIVE: INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTING THE CONSIDERATIONS OF THE SDPP

1.0. The institutional environment for planning in Trinidad and Tobago

- 1.1.** Currently, in line with the provisions of **Part II, sections 5 to 7** of the [Town and County Act](#) of Trinidad and Tobago, the government of Trinidad and Tobago has adopted the recommendations of the [National Spatial Development Strategy](#) (NSDS) as official government policy. The NSDS identifies the spatial extent of social, cultural, and economic development, as well as the related built infrastructure, for Tobago.
- 1.2.** While many areas identified in the NSDS generally align with the development ideals of Tobagonians, several key areas for development have been overlooked.
- 1.3.** Additionally, the NSDS does not consider the **ambition** of the current executive of the THA to establish a **third** Development Planning Region, which would support the development of Scarborough as Tobago's premier capital city.
- 1.4.** The NSDS also does not support the establishment of the towns of Canaan, Bon Accord, and Roxborough or [suburban](#) areas in several communities across Tobago.
- 1.5.** The National Spatial Development Strategy divides Tobago into two **Integrated Planning Regions, IPRs: The Northeast**

Tobago Integrated Planning Region (NTIPR) and the Southwest Tobago Integrated Planning Region (STIPR).

- 1.6. To implement the considerations of the Strategic Development Planning Pathway, Tobago will be divided into **three (3)** Development Planning Regions, DPR. The **third region** will be the **Greater Scarborough Integrated Planning Region** ([see decision step 2 of the integrated planning logic](#)).
- 1.7. Establishing the GSIPR will require reconfiguring the NTIPR and the STIPR. The three development planning regions provide the **spatial** basis for identifying public problems and implementing policy and other solutions to address those problems.

2.0. Tobago Regional Spatial Development Atlas,

TRSDA

- 2.1. The Tobago House of Assembly would develop the Tobago Regional Spatial Development Atlas. The atlas will serve as Tobago's **online regional development plan**. The TRSDA will contain the **spatial** and **attribute data** to guide regional planning and development in Tobago.
- 2.2. The TRSDA will include all three proposed development planning regions in Tobago.

3.0. Development planning cycles

- 3.1.** Planning and development for Tobago will occur within **five-year planning cycles**, commencing at the start of a new term of the Tobago House of Assembly and concluding on the last day of the first year of the subsequent term.
- 3.2.** A development planning cycle that overlaps the term of office of the THA's elected representatives will allow for a seamless transition, in the **strategic policy agenda**, from one term to the next.
- 3.3.** Notwithstanding this, to coincide with the SDPP's timeline, the **first five-year cycle** will begin on **September 1**, the start of the first quarter of fiscal **2026**, and end on **August 31, 2029**, the end of the last quarter of **fiscal 2029**.

4.0. The people's development policy agenda

- 4.1.** The **strategic policy agenda** for **Tobago** derives from direct engagement with the people of Tobago based on continuous public engagement processes.
- 4.2.** The Division of Planning and Development will develop a **Public Engagement Policy**, including engagement principles, to give direction to divisions and guide the process for and output from public engagements.

- 4.3.** The **public engagement policy** will ensure that public consultation extends beyond (1) discussions with Tobagonians during an **election cycle**, (2) engagement at village meetings, or (3) engagement at ad hoc consultations before a program or project is implemented.
- 4.4.** Meaningful public engagement will be supported by institutional arrangements such as **Contribution Agreements, CAs, Regional Co-Administration Agreements, RCAs, Regional Development Governing Bodies**, RDGBs made up of Village Council representatives, and **Technical Working Groups** comprised of rightsholders and stakeholders.
- 4.5.** The agreements and discussions from public engagements will be published in **What-We-Heard reports**, which will help to guide collective decision-making related to government policy, plans, programs and projects.

5.0. Implementing the people's development policy agenda

- 5.1. Office of the Chief Secretary**

 - a.** The **Chief Secretary** is the **Chief Custodian** of the development agenda for Tobago on behalf of the people of

Tobago, having been **selected** from the **elected** members of the Tobago House of Assembly.

- b.** The Chief Secretary, at the first reasonable opportunity after an election, will present to the Executive Council an Executive Council Note outlining and justifying a list of **Development Agenda Priorities** for Tobago, as part of the **Strategic Policy Agenda** (SPA).

5.2. The Executive Council

- a.** The **Executive Council** will ratify and confirm the Development Agenda Priorities (DAPs), after which a motion will be tabled in the Tobago House of Assembly for an open debate on the provisions of the **Strategic Policy Agenda** and the **Development Agenda Priorities**.
- b.** Once the motion is carried, the Development Agenda Priorities will be adopted as official THA policy.

5.3. Tobago House of Assembly Legislature

- a.** In a new Tobago House of Assembly with a **full legislature**, the process of adopting the Development Agenda Priorities as THA policy will follow a full legislative process to enact the **Tobago Development Agenda Priorities Act** ([see link for example](#)).

- b.** The **Tobago Development Agenda Priorities Act** will be subject to **legislative review** every three years. The first three-year cycle will begin from the date of the first proclamation of the act.
 - c.** In the **interim**, after any DAPs have been adopted by the Tobago House of Assembly legislature, as the official policy of the THA, the Office of the Chief Secretary (OCS) will prepare and issue **Mandate Letters** to the Secretary of each Division of the Tobago House of Assembly.
 - d.** The secretaries will use the mandate letters to prepare a **Policy Mandate Memorandum (PMM)** to guide the development of policies, plans, and programs in their division.
 - e.** **Note** that the Chief Secretary **has already** issued mandate letters to all Secretaries of the Tobago House of Assembly for the 2021 to 2025 term.

5.4. The Strategic Advisory Council.

- a. The Tobago House of Assembly has established a **Strategic Advisory Council (SAC)** to advise the Executive Council on all matters related to planning and development for Tobago.
 - b. The SAC primarily comprises technical advisors to the secretaries of the THA's divisions. The SAC also includes a

few senior technical professionals within the THA division, such as senior directors and directors.

6.0. Division of Planning and Development, Office of the Chief Secretary

6.1. The Division of Planning and Development will serve as the coordinating agency to guide the integration of the cross-cutting policy considerations in the Strategic Development Planning Pathway in the following ways:

- a.** Within and across the three (3) Development Planning Regions in Tobago.
- b.** Within and across the divisions of the Tobago House of Assembly.
- c.** Between a division of the Tobago House of Assembly and a ministry of the government of Trinidad and Tobago.

6.2. The work of the **Division of Planning and Development** will focus more directly on:

- a.** Re-establishing the Tobago Policy, Research and Development Institute, PRDI, under a new name, the Tobago Policy, Research, Development and Training Institute, PRDTI.
 - i. The Institute would provide research, technical support and training to departments responsible for policy, plans, program and project development and implementation in all divisions of the THA.
 - b.** Establishing the Tobago House of Assembly Policy, **Development Program** and **Project Registry**.
 - c.** Establishing an online portal for the **module-based training** of public officers in the THA on the principles and practices related to development planning.
 - d.** Collaborating with the proposed **Division of Governmental Affairs** on development issues that require **concurrence** between the Tobago House of Assembly and the government of Trinidad and Tobago.
 - e.** Developing the institutional arrangements for establishing **Departments of Public Policy, Plans, Program** and **Project** in each division of the Tobago House of Assembly.
 - f.** Managing the **Development Agenda Priority, DAP implementation schedule** for the strategic development planning pathway.

g. Developing **planning toolkits** for all divisions of the Tobago House of Assembly, including but not limited to tools for public engagement, policy and program development and implementation, program reporting and evaluation and project development and implementation.

h. Developing a **Tobago Regional Spatial Development Atlas**,

TRSDA, as a Geographic Information Systems spatial and attributed data platform.

- i. Hosting the atlas digitally on a GIS-based platform will support the seamless linking of spatial, socio-economic and environmental attribute data.
- ii. The platform's open-source features will allow widespread access to planning data, not only to the government of Tobago, but also to all rights holders and stakeholders, including Tobagonians in the diaspora.

i. Establishing the **Tobago Strategic Development Planning**

Pathway Working Group, TSDPPWG

7.0. The Division of Governmental Affairs, DGA

- 7.1.** The THA will establish the **Division of Governmental Affairs** (DGA) to avoid fragmentation and conflict in decision-making processes and governance arrangements between and among the THA divisions, and between the THA and the government of Trinidad and Tobago.
- 7.2.** The DGA will comprise two departments: The **Department of Intergovernmental Affairs**, DIA, and the **Department of Intragovernmental Affairs**, DIGA.
- 7.3.** The **Department of Intergovernmental Affairs** will coordinate the institutionalization of all policy and legislative matters in areas for which the Tobago House of Assembly is not solely responsible, and which require **concurrence**.
- 7.4.** The current governance structure between Trinidad and Tobago demands collective decision-making between both levels of government on essential **concurrent** planning and development matters, particularly matters not included in the fifth schedule of the Tobago House of Assembly Act.
- 7.5.** The **Department of Intragovernmental Affairs** will coordinate the institutionalization of administrative policies and procedures across all Divisions of the THA, including development program monitoring, evaluation and reporting.

- 7.6.** The **Department of Intragovernmental Affairs** will be responsible for,
- a. Managing **Commitment for Results Framework**, part of the **monitoring** and **reporting framework** for the strategic development planning pathway ([see decision step 9](#))
 - b. Publishing, **quarterly**, the Tobago Strategic Development Planning Pathway, **DEVELOPMENT PLANNING BULLETIN** ([see decision step 9](#)).
 - c. Publishing the Tobago Strategic Development Planning Pathway **STATUS REPORT** annually ([see decision step 10](#)).

8.0. Other divisions of the Tobago House of Assembly

- 8.1.** Transfer of responsibility for development planning
- a. A key element of the Strategic Development Planning Pathway is the shifting of responsibility for establishing development policies, plans and programs from a centralized consultancy-led process to one that devolves direct responsibility to the Divisions of the Tobago House of Assembly.
 - b. Currently, development planning in the THA is informed by the policy prescriptions/recommendations of a suite of past development plans, in addition to mandates derived from recent consultations with Tobagonians.

- c. Beginning September 1, 2025, the Tobago House of Assembly will adopt the Strategic Development Planning Pathway, which includes twenty-one (21) development agenda priorities derived from the mandates of the people of Tobago.
- d. Collectively, these priorities will guide development program planning across all Divisions and agencies of the THA.
- e. Divisions will align all existing and new development programs with the development agenda priorities using a prescribed format that identifies and outlines the contextual issues and development program planning matrix, as outlined in **decision step 5** of the integrated development planning implementation logic.

9.0. New divisional institutional structure for implementing the SDPP

9.1. Each division in the THA will establish a **Department of Policy, Plans, Programs and Projects** to implement the considerations outlined in the strategic development planning pathway. The new department will have responsibility for:

- a. Public policy engagement, policy formulation, and implementation
- b. Development program planning and implementation

c. Project planning and implementation

10.0. Division of Finance and the Economy

10.1. The Division of Finance and Economy, DFE, will manage the development program budgeting and expenditure of all THA's divisions, under the **Tobago Capital Investment Development Program, TCIDP** ([see decision step 6](#)).

10.2. The DFE will also be responsible for the following:

- a.** Establishing the **Tobago Development Fund** (TDF)
- b.** Establishing the **Tobago Economic Development Corporation** (TEDCO).
- c.** Developing and managing the **Tobago Capital Development and Investment Program**
- d.** Establishing the **Tobago Generational Wealth Fund** (TGWF).
- e.** Establishing the **Tobago Economic Stabilization Fund** (TESF).
- f.** Establishing the Tobago **Deficit Financing Program** (TDFP).
- g.** Establishing Tobago's **Gross Economic-Ecological Accounting Framework** (GEAF) to incorporate resource consumption, environmental impact damage, and ecological benefits into evaluating social and economic development.

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