

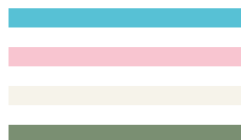


FUTURE BARBUDA

GOVERNING POLICY

VOLUME 1

#FUTUREBARBUDA



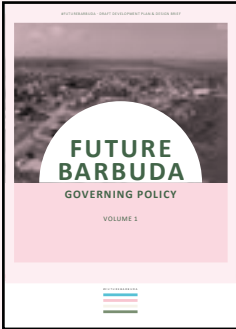
INTRODUCTION

This is Volume 1 of a 5-Volume draft Development Plan, based on the Government of Antigua and Barbuda contract Terms of Reference for Task I and Task II. The final agreed version of The Development Plan is scheduled to be completed as part of a separate contract as Task III of the Master Plan. Task III is scheduled to start after the completion of Task II, at the discretion of the Government of Antigua and Barbuda.

This volume is informed from consultations and data sources referenced in the following Volume of the Existing Conditions Assessment (Task 1 Phase 3 of The Development Plan contract):

- **Volume I: Methodology and Approach of the Existing Conditions Assessment.** The data collection methodology and approach are described in Volume I, which includes commentary on the challenges of completing the Existing Conditions Assessment during the COVID-19 Global Pandemic.

This project is funded by the Caribbean Development Bank under the Rehabilitation and Reconstruction Loan Hurricane Irma Project, with the report tailored for the Government of Antigua and Barbuda (GOAB), Barbuda Council, and Barbuda residents.



**VOLUME 1:
GOVERNING POLICY**

Translating the vision into policies and strategies guided by principles of sustainability and resilience.



**VOLUME 2:
DRAFT DESIGN BRIEF**

The emerging Design Brief for Codrington and defined local areas outlining the design goals and objectives, constraints, special analysis.



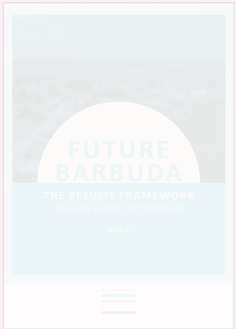
**VOLUME 3:
CONCEPT DESIGN,
STRATEGIES & PLANS**

A series of plans presenting the concept design for Barbuda, Land Use, Built Form and strategies.



**VOLUME 4:
PUBLIC AND PRIVATE
REALM GUIDANCE**

Codes and policies governing the public and private realms, shaping the physical environment.



**VOLUME 5:
THE RESULTS
FRAMEWORK**

The implementation and institutional framework utilising One Planet as a providing objectives, actions and responsibilities.

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GOVERNING POLICY

DRAFT
NOVEMBER 2023

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1 GOVERNING POLICIES

Volume 1 presents a strategic approach to translating the vision for Future Barbuda into a reality. This plan focuses on resilient, green, and sustainable policies. It also highlights the use of existing legal provisions for implementation. The plan's core principles centre on Prosperity, Community, Environment, and Culture, acknowledging their evolving nature in long-term planning.

The commitment to Barbuda's sustainable and prosperous future is at the core. Throughout these pages, emphasis is placed on dedication to fostering collaboration and preserving the island's cultural heritage and natural assets. This document embodies the collective determination to turn vision into concrete outcomes.

Capacity building, public-private partnerships, and institutional strengthening, especially the Barbuda Council, are recognized as vital for sustainable growth. The plan also interacts with the Sustainable Island Resource Management Zoning Plan for Antigua and Barbuda, expanding the local framework.

Lastly, it addresses the organisational context, aiming to establish clear responsibilities between GOAB (Government of Antigua and Barbuda) and the Barbuda Council, with a key recommendation being the creation of a Single Planning Unit for Barbuda. This unit will guide the plan's implementation and provide a policy framework for public and private investments.



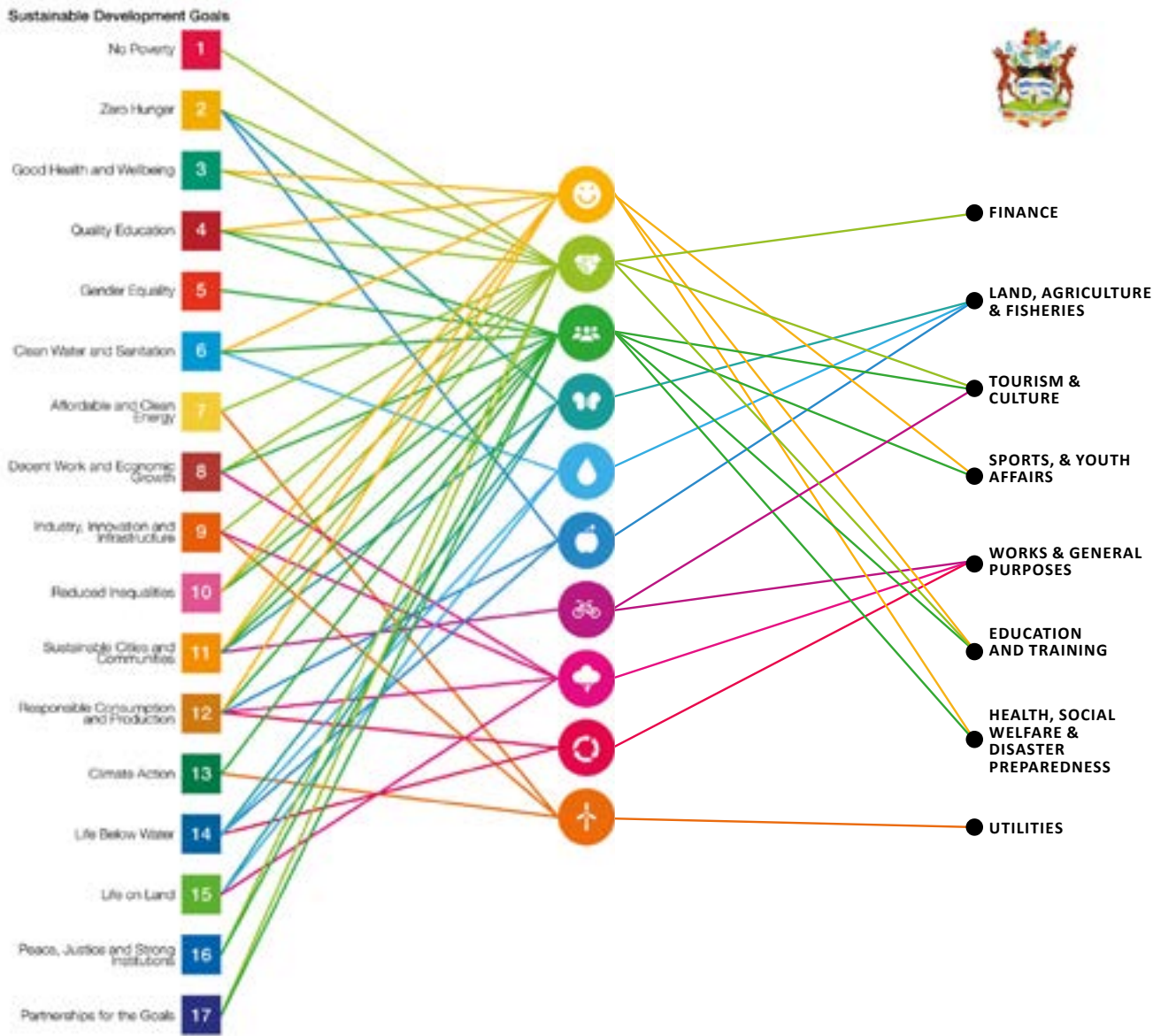
BARBUDA: A ONE PLANET ISLAND

The One Planet framework offers a valuable lens through which we can approach sustainable growth. It encourages us to view economic, social, and environmental aspects as interconnected elements rather than isolated components. By embracing this perspective, we prioritise responsible resource management, reduced carbon emissions, and a balanced quality of life for all. The One Planet approach challenges us to develop innovative solutions, adopt sustainable practices, and forge partnerships that harmonise progress with the well-being of our planet and future generations. It's a guiding principle that leads us toward a more sustainable and resilient future.

The OPL Action Plan is a crucial tool that guarantees Barbudans a powerful and enduring influence in shaping the island's future development. Through an inclusive and participatory process, the local community and stakeholders are actively engaged in crafting this strategic document. What makes it particularly effective is its annual renewal, which ensures that progress is continually assessed, challenges are addressed, and future plans are discussed in collaboration with the local community. This ongoing dialogue and commitment to local involvement create a strong platform for Barbudans to express their aspirations, concerns, and ideas, thereby fostering a sustainable and community-driven approach to development on the island.



One Planet organises different views and creates a framework for a sustainable future



Links between One Planet Living themes and UN Sustainable Development Goals

FINANCE	EDUCATION	HEALTH, SOCIAL WELFARE & DISASTER PREPAREDNESS	TOURISM & CULTURE	SPORTS, & YOUTH AFFAIRS	LAND, AGRICULTURE & FISHERIES	WORKS & GENERAL PURPOSES	UTILITIES
 Equity & Local Economy	 Equity & Local Economy	 Health & Happiness	 Culture & Community	 Health & Happiness	 Land Use & Wildlife	 Sustainable Transport	 Zero Carbon
	 Culture & Community	 Culture & Community	 Equity & Local Economy	 Culture & Community	 Sustainable Water	 Sustainable Materials	
	 Health & Happiness		 Sustainable Transport		 Local & Sustainable Food	 Zero Waste	

Links between One Planet Living themes and GOAB portfolios

THE FRAMEWORK OF THE DRAFT DEVELOPMENT PLAN

Utilising the CDB’s Urban Sector Policy, Strategy and Operational Guidelines and other relevant documentation, we have Identified the requisite policies and strategies to support the redevelopment plan. The governing policies support a resilient, green, sustainable, compact, and mixed-use policies to support future development.

The approach looks to support a resilient, green, sustainable, and efficient use of land that puts people and planet first.

We have identified strategies and policies to support the redevelopment plan. Where possible, the plan will seek to use existing legal provisions in its implementation. An example of this is Section 28 of the Physical Planning Act which facilitates Development Agreements to secure planning gain for the benefit of the island community. This is discussed below in more detail. Similarly, the existing provisions of Section 23 of the Physical Development Act in respect of the carrying out of Environmental Impact Assessments for major developments will also be utilised. For example, such studies are required for resort, industrial, landfill, ports, and airport developments.

The Future Barbuda Development Plan will provide a simplified, yet effective approach to planning for the future of Barbuda. The goals, benchmarks, principles, policies, and actions contained in Sections 3-5 aim to promote Prosperity, Community, Environment, and the island’s Culture.

Over time, how Barbuda defines Prosperity, Community Environment and Culture for long range planning purposes will change, and as such so should the components of the Core Values and Tools.

1 VISION

What we want to be as an island... And where we want to go in the future

BARBUDA

The world’s first truly sustainable island and a model for communal living.

Environment

Prosperity

Community

Culture

5 DESIGN GOALS

The Strategic Benefits

Building on the SIRMZP, the results of the CVA and the Strategic framework, these are the strategic goals for Barbuda.

Goal 1

Maintain and Enhance Ecosystem Integrity

Goal 2

Foster Economic Development and Engaging Livelihoods

Goal 3

Enhance Livability

Goal 4

Improve Accessibility

Goal 5

Promote Efficient and Effective Governance

10 ONE PLANET PRINCIPLES

a lens for the different requirements of the project

Establishing our results framework for exploring what we want Barbuda to be... how we will engage others and measure success.

Health & Happiness

Equity & Local Economy

Land Use & Wildlife

Sustainable Water

Sustainable Materials

Culture & Community

Sustainable Transport

Local & Sustainable Food

Zero Waste

Zero Carbon

7 STRATEGIC TOOLS

Implementation/Institutional Framework

The tools we will use to make it happen.

Governance

Institutional Strengthening

Guidelines, Policies & Strategy

VOL 1 & 4

Plans

Strategic Plans / Concept Design

VOL 2 & 3

Results Framework

One Planet Action plan

VOL 5

Financing

Partnerships

Knowledge

9

CURRENT REDEVELOPMENT PLAN POLICIES AND STRATEGIES

The following key pieces of legislation relate to Barbuda:

- Public Utilities Act, 1973.
- National Parks Act, 1984.
- Physical Planning Act, 2003.
- Paradise Found (Project) Act, 2015.
- Environmental Protection and Management Act, 2019.

The Caribbean Development Bank's Urban Revitalisation Strategy and Operational Guidelines, 2000 seek to assist Borrowing Member Countries (BMCs) in their effort to improve living and working conditions in urban areas. Specifically, the guidelines set out a framework within which urban revitalisation projects are to be designed considering contemporary understanding of the complexities of the social and economic conditions in urban areas. They have as their principal focus the eradication of poverty and the improvement of basic living standards in urban centres, while at the same time providing the basic infrastructure necessary for sustainable economic activity.

It is within the context of the strategy and guidelines that the Development Plan for Barbuda has been drafted with particular emphasis on 'building back better' in the post-hurricane Irma era. This will be achieved by establishing a framework for improving the economic, social and physical infrastructure of the island in a manner that is sensitive to its unique history and culture. The plan will set the basis for establishing robust and relevant environmentally sustainable planning policies which will work in tandem with the principles of One Planet Living. A phased approach is envisaged which will foster organic growth at the community scale. The emphasis will therefore be on the retention and creation of fifteen-minute neighbourhoods, starting with Codrington.

Resilience will play a key part in the island's development given its vulnerability to natural hazards. The plan has recognised this through the identification of constraints to development which will play a key part in improving the island's resilience to future natural disasters and the impacts of climate change and sea level rise.

The need for capacity building is evident and this will be done where possible through the strengthening of existing institutions, mainly the Barbuda Council, which will be given a primary role in managing, evaluating, and monitoring the plan's implementation. The need for greater public/private partnership is recognised. This will result in a collaborative and inclusive approach to the island's development and create the necessary conditions for sustainable growth.

The Sustainable Island Resource Management Zoning Plan for Antigua and Barbuda, 2011 (SIRMZP) is the main strategic planning policy document prepared under Part III of the Physical Planning Act 2003. This document may need to be updated to reflect the output of the Development Plan for Barbuda.

SIRMZP provides a framework for the preparation of detailed local plans that are in accordance with national land use priorities and strategies. The plan also provides for the protection of critical ecosystem functions and habitats, the promotion of mixed-use settlements, road network improvements, economic growth and procedural regulations and frameworks to guide development. This Draft Development Plan for Barbuda will develop and expand this framework at the local level.

SIRMZP also includes draft guidelines for Land Use and Development Control Policies in Section 7, noting that primary responsibility for planning, development control and designated permitted land use rests with the Development Control Authority (DCA). The Town and Country Planner assumes responsibility for monitoring land use development, as well as the preparation of development plans, the approval of development permits and the execution of enforcement notices. Section 7 further notes that Development Plans may allocate land use, protected areas, protected buildings and comprehensive planning areas. Final approval of development plans rests with Parliament.

In this respect it should be noted that the Master Development Plan (MDP) for Barbuda is regarded as a National Plan in the context of the Physical Planning Act 2003. The Barbuda Land Act 2007 does not guide the Master Plan for Barbuda. It is therefore important to make the distinction that the MDP does not fall under the Barbuda Land Act 2007 or the Crown Lands (Amendment) Act. Similarly, the Barbuda Local Government Act, which sets out the functions of the Barbuda Council, does not include any Master Plan function.

It is in the above organisational context that the Development Plan for Barbuda will be adopted. Presently, there is no clear delineation of responsibilities between GOAB and the Barbuda Council and it is a primary aim of the Draft Development Plan to provide the necessary leadership and institutional framework to create a platform for effective governance and service delivery to the island. In this regard, a key recommendation of SIRMZP is the establishment of a Single Planning Unit for Barbuda (Section 6.6).

It is envisaged that the Barbuda Planning Unit will have sole responsibility for implementing the recommendations of the Development Plan together with the application of its policies in assessing future development proposals.

It is envisaged that the Barbuda Planning Unit will be formed within the Barbuda Council and will operate under the Physical Planning Act 2003. This will necessitate a revision to Section 5 of the Physical Planning Act to facilitate the delegation of planning functions to the Barbuda Planning Unit. Staff resources and training will also have to be made available to the Unit to enable this transfer of responsibility.

ESTABLISHING A POLICY FRAMEWORK TO INVESTMENT

Policy Framework

The Development Plan for Barbuda will seek to build upon the strategic vision of the Sustainable Island Resource Management Zoning Plan for Antigua and Barbuda through the formulation of policies at the local level. These policies will be aligned to the principles and vision of the One Planet Living Action Plan with the aim of guiding both public and private investment. This means that all new developments will be assessed in the context of OPL principles to ensure that its objectives are met. The Barbuda Council, and by extension, Barbudans, will therefore have a greater say in the development process from inception to implementation. This will also benefit developers through early 'buy in' of their proposals leading to a more harmonious relationship between Barbudans and investors than currently exists.

In practice, the OPL Action Plan will be the document that guides planning policy. This means that when the Action Plan is reviewed, a review of planning policy will follow. This will ensure that policy remains relevant to the Action Plan's guiding principles. By way of an example, changing circumstances, such as the need to expand waste disposal provision due to an unexpected increase in population or tourist arrivals would require a revision to the OPL Action Plan to address the issue. This in turn would be reflected in planning policy, though, for example, the identification of a new waste disposal site, or enhanced recycling facilities.

The Development Plan's policies should be subject to ongoing review to ensure compliance and relevance to The OPL Action Plan, and may be modified to reflect changing circumstances, new development pressures or trends.

Defining the Objectives

The framework for policy stems from the five overarching policy objectives defined within SIRMZP and seeks to build on these. This will result in the formulation of policies to guide public and private investment to achieve the following goals:

- Sustainable economic growth.
- Job creation.
- Protection of the environment.
- Sustainable infrastructural improvements to assist in the transition to green energy, improved waste management, upgraded water supply and improved accessibility

The foregoing will require efficient and effective governance overseen by the Barbuda Council.

The Development Plan for Barbuda will therefore seek to build upon the vision and design goals of the Sustainable Island Resource Management Zoning Plan for Antigua and Barbuda through the formulation of policies at the local level. The One Planet Living Action Plan will be the mechanism by which policy will be delivered and monitored, also at the local level. A key part of this process will be the ongoing review and updating of the Action Plan so that it remains relevant and so that any potential shortcomings can be identified.

Conduct Research and Analysis

It will be important to carry out the necessary research and analysis to determine policy direction. This will assist in identifying economic trends, investment potential and gaps in knowledge.

The Development Plan's policies should also be subject to ongoing review to ensure compliance and may be modified to reflect changing circumstances, new development pressures or trends identified through the OPL Action Plan review process

Stakeholder Engagement

Stakeholder engagement is possibly the most important part of the planning policy process as it facilitates scrutiny and review by all interested parties including the public, resulting in wider acceptance of the Plan. The OPL Action Plan will include stakeholder engagement through a consultation exercise that meets the needs and reaches out to all sections of society. The assessment of planning applications should consider both policy and the Action Plan, the priorities of which can change as a result of the continuous review process.

Similarly, it is recommended that public consultation be included within the planning application assessment process for major planning applications or applications that may impact negatively on individuals or the environment. This process will be overseen by the Barbuda Council.

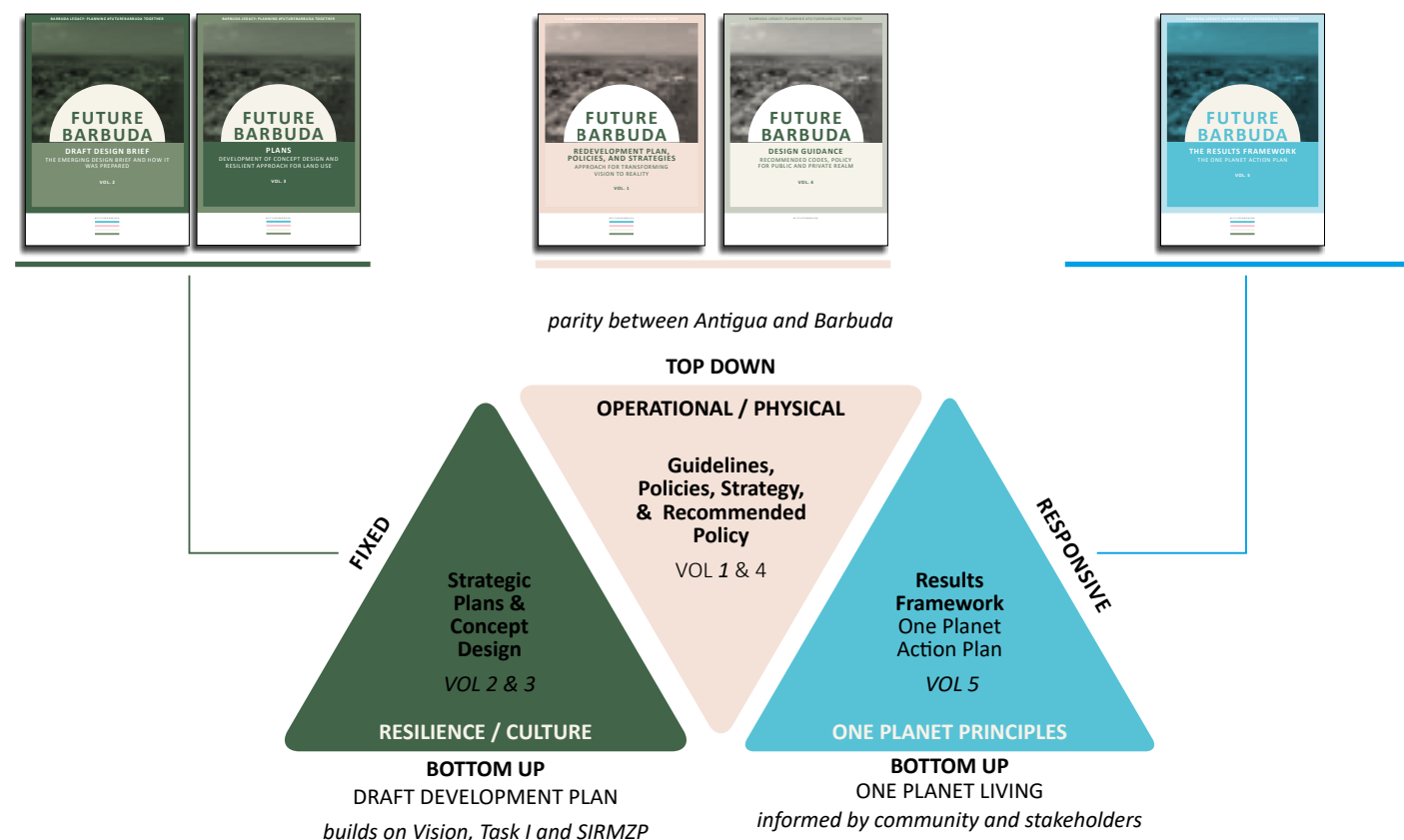


Diagram illustrating the interrelationship between top-down policy and bottom-up OPL approach in Development Plan delivery

GUIDING PRINCIPLES

The following guiding principles have been formulated to govern the policy framework based on the five Design Goals contained in SIRMZP:

MAINTAIN AND ENHANCE ECOSYSTEM INTEGRITY

Land use zoning combined with specific policies should be established to maintain, protect and enhance the island’s existing valued ecosystems. More specifically, policy should be directed at:

- A presumption against new development within designated protected areas.
- Identification of the type of development that may be considered within a protected area and the criteria by which proposals will be assessed.
- Where new development is proposed, the proposal must be the subject of an Environmental Impact Assessment, for which the Terms of Reference must be drafted by the Planning Authority for the island. The EIA document should be made available to the public and the developer must engage in a public consultation exercise based on pre-established procedures.
- The formulation of policies in respect of coastal setbacks for new development and acceptable massing and density.

FOSTER ECONOMIC DEVELOPMENT AND ENGAGING LIVELIHOODS

The Development Plan for Barbuda recognises the need to foster economic development in a manner that is sustainable and proportionate to the island’s carrying capacity. To this end, policy will be directed towards:

- Encouraging the sustainable development of the island’s existing economic sectors: tourism, agriculture, and fisheries by establishing best practice in each sector to avoid, for example, overfishing or insensitive tourism development.
- Enabling the establishment of new economic sectors such as cultural heritage, information technology, health and wellness and other services.
- Examining training initiatives for young school leavers and the underemployed that meet the needs of employers.
- Encouraging the Barbudan diaspora to invest in the island.
- Provide opportunities for collaborative working within shared workspaces.

ENHANCE LIVABILITY

Policies based on enhancing livability will be focussed on the creation of 15-minute neighbourhoods starting with Codrington and expanding south towards the port and separated by environmental green space corridors. These will be implemented in a phased manner linked to population growth. Each 15-minute neighbourhood will provide the full range of services to meet the daily needs of its inhabitants in respect of basic services, shopping needs, social, recreational, and educational services.

Policy will be directed towards:

- Encouraging a range of services to support each neighbourhood.
- Providing adequate formal and informal open space.
- Improving the walkability of each neighbourhood by creating more accessible routes.
- Encouraging cycling.
- Traffic calming.
- Public realm enhancements focused at giving each neighbourhood its own identity.
- Urban design guidelines in respect of building scale, use, spacing and the development of a new Barbudan vernacular.

IMPROVE ACCESSIBILITY

Improvements to accessibility will be encouraged at the macro level through the development of improved air and sea linkages with Antigua, and within the island through the development of a sustainable accessibility model aimed at promoting public transport, cycling, and walking, measures that will also enhance liveability. The main policy direction is to reduce reliance on the private motor car.

Policy will seek to:

- First, discourage private car use through road design measures.
- Encouraging the use of bicycles, cargo-bikes, e-bikes e-scooters.
- Examining the opportunities for the provision of bus services.
- Improving mobility for persons with disabilities and the elderly.
- Improving pedestrian access within and between neighbourhoods through the upgrading of existing routes and identification of new pedestrian linkages within the fifteen-minute neighbourhood context.

IDENTIFICATION OF PRIORITY SECTORS

The key sectors that are important to achieving sustainable investment cover both public and private sectors. Tourism is the sector with the greatest potential for employment creation and economic development. However, it must be developed in a proportionate and sustainable manner.

PROMOTE EFFICIENT AND EFFECTIVE GOVERNMENT

The Barbuda Council will be empowered to guide and control the development process and determine policy direction in respect of public and private investment. It will function as the planning authority for the island within the context of the Physical Development Act, 2003.



ONE PLANET LIVING

Barbuda is an attractive location for tourism investment and development. To ensure that this development is sustainable and preserves the island’s unique ecological and cultural heritage, it is imperative to establish a comprehensive planning policy framework.

A One Planet Action Plan is a comprehensive strategy designed to promote sustainability, environmental protection, and responsible resource management while considering the limitations of our planet’s natural systems.

When properly developed, a One Planet Action Plan can serve as a viable policy framework to guide both public and private investment toward sustainable practices.

It can create such a framework by:

Clear Goals and Objectives: A One Planet Action Plan sets clear and measurable goals and objectives related to ecological sustainability, resource efficiency, carbon reduction, and social well-being. These goals provide a roadmap for public and private investments to align with long-term sustainability targets.

Establishing an Integrated Approach: One Planet Action Plans often take an integrated approach that addresses various aspects of sustainability, including energy, water, waste, land use, transportation, and more. This holistic perspective ensures that investments consider the interconnectedness of different sectors and their impacts on the environment and society.

Public-Private Partnerships: The plan can facilitate partnerships between public and private entities. By collaborating, governments and businesses can leverage each other’s strengths to implement projects that promote sustainability, such as renewable energy initiatives, eco-friendly infrastructure, and circular economy models.

Innovation and Research: A One Planet Action Plan can encourage research and innovation in sustainable technologies, practices, and business models by identifying goals and identifying opportunities. This can potentially attract private investment and educational institutions in research and development, as well as in commercialising new solutions.

Investment Prioritization: One Planet Action Plans often prioritise investments in projects that deliver both environmental and economic benefits. This can attract private investors by demonstrating how sustainable initiatives can lead to long-term profitability and resilience.

Measurement and Reporting: The plan establishes mechanisms for measuring and reporting progress toward sustainability goals. This transparency ensures accountability and allows investors to track the impact of their investments on environmental and social outcomes.

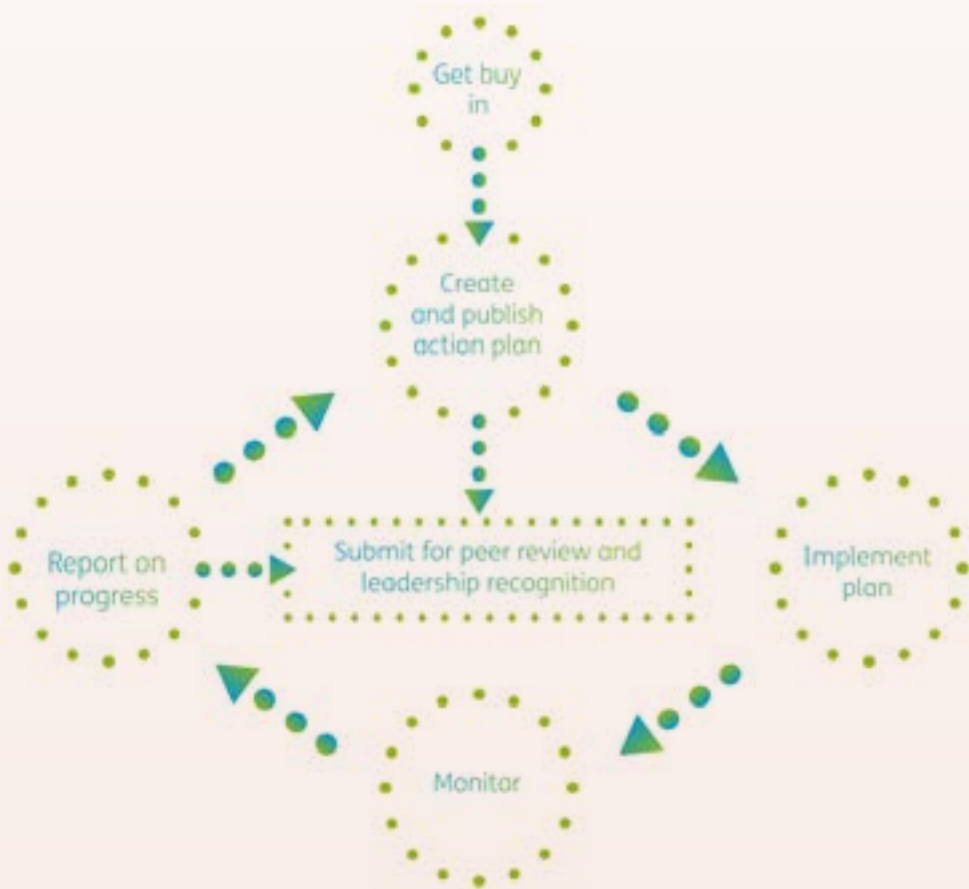
Stakeholder Engagement: The development of the plan usually involves consultation with various stakeholders, including businesses, local communities, NGOs, and experts. This engagement ensures that the policy framework considers diverse perspectives and needs, leading to more effective and inclusive investment strategies.

Long-Term Vision: The plan provides a long-term vision for sustainability, allowing investors to align their strategies with future trends and avoid investments that may become obsolete due to changing environmental and social conditions.

Global and Local Alignment: One Planet Action Plans often align with international sustainability frameworks, such as the United Nations Sustainable Development Goals (SDGs), while also considering local contexts and priorities. This dual alignment enhances credibility and helps attract both global and local investments.

Overall, a well-designed One Planet Action Plan serves as a guiding framework that signals a commitment to sustainability, encourages responsible investment practices, and helps public and private sectors work together toward a more sustainable and resilient future.

It is against this background of One Planet principles that planning policy will be formulated and, most importantly, monitored to ensure compliance.



Above: A One Planet Action Plan is a dynamic document developed with the community and stakeholders

REQUIRED AMENDMENTS TO POLICIES, PLANS AND GUIDELINES

Existing Planning Mechanisms for Achieving One Planet Living Objectives

Policy needs to be formulated to establish meaningful Incentives and Regulations for significant developments. This may involve providing tax benefits, grants, or subsidies to businesses and projects that align with sustainability goals, while also enforcing regulations that discourage harmful practices or provide investment in the community agreed at planning stage.

Section 28 of the Physical Planning Act facilitates Development Agreements to secure planning gain for the benefit of the island community.

Such agreements give the Development Control Authority the power to secure planning obligations or gains as part of the planning permission process. It is envisaged that these Development Agreements will be entered into between the Barbuda Council (acting as Planning Authority) and developers and that they will outline specific requirements, contributions (whether works, money or land), or conditions that the developer must adhere to in exchange for obtaining planning permission for their proposed development projects.

The intent of these Agreements will be to mitigate the impacts of new developments on local infrastructure, amenities, and services, as well as providing tangible benefits to the community. These contributions can encompass a wide range of obligations, such as:

Infrastructure Improvements: Developers may be required to contribute funds towards the improvement or expansion of local infrastructure, including roads, public transportation, utilities, and community facilities.

Affordable Housing: Commercial Developers may be obligated to provide a certain percentage of low-cost housing units within their development or contribute financially to low-cost housing projects in the area.

Community Facilities: Contributions may be directed towards the creation or enhancement of community facilities, such as parks, playgrounds, libraries, healthcare centres, and schools.

Environmental Enhancements: Developers may need to fund environmental enhancements or conservation efforts to offset any negative impact on the local ecosystem.

Transportation: Contributions might involve investing in public transportation services or infrastructure improvements to reduce the transportation-related impacts of the development.

Sustainability Measures: Developers could be required to incorporate sustainable design features into their projects or contribute to local sustainability initiatives.

Heritage and Culture: Contributions may also address heritage conservation, including restoration of historic buildings or preservation of cultural sites.

These contributions will be negotiated between the Barbuda Council and the developer and will be tailored to the specific needs of the local area. The intention is to ensure that development projects contribute positively to the surrounding community and mitigate any potential negative effects. These contributions will assist the Barbuda Council in the management of impacts of development and enhance the overall quality of life for residents.

Section 29 of the Physical Planning Act also facilitates the use of bonds as security for the compliance of conditions or agreements entered under Section 28 of the Act. These bonds will serve as a charge on the land to which they relate and are enforceable.



Above: Two Foot Bay



The Draft Development Plan for Barbuda was developed in consultation with the people of Barbuda, government representatives and other stakeholders. The Plan is based on the information available at the time of preparation and may become outdated. The government should be encouraged to verify and update information as needed. The government retains the final responsibility for decisions based on the plan.

#FutureBarbuda
Draft Development Plan

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Maya Blue Consortium

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#FUTUREBARBUDA

