CONFERENCE ON THE CARIBBEAN
A 2020 VISION

HUMANISING PHYSICAL DEVELOPMENT

- A HUMAN SETTLEMENT APPROACH TO
ACHIEVING COMMUNITY VIABILITY IN
THE CARIBBEAN -

A WORKING PERSPECTIVE

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The Security-Development Nexus in United States-Caribbean Relations  
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Abstract

This paper argues that there is a mutually supporting interest with regard to security and development in United States-Caribbean relations that should be further developed. Prior to 9/11 the United States had a vested interest in securing its so-called “Third Border”. The post-9/11 period has redefined security and the call for the international community to combat terrorism. For the Caribbean region, this means dedicating more scarce resources to developing the security infrastructure. Given the context of the Caribbean’s dependence on tourism, trade and foreign investment and the US’s interest in the security of its borders and its international supply chain, the question of what standards should be enforced and by whom is explored.

Various international organizations, such as the United Nations (UN), the International Civil Aviation Organization (ICAO), the World Customs Organization (WCO), the International Maritime Organization (IMO), Interpol and others, are constantly developing new security standards. The United States has been a driving force in this effort. While it behooves the Caribbean to protect its tourism sector from terrorist attacks that could potentially devastate their respective economies and to implement international standards required for them to have unimpeded access to world trade, these small countries are constrained by limited human, technological and financial resources. Furthermore it is difficult for any nation to constantly readjust to amorphous standards whose goals are constantly in flux.

This paper concludes that the forward agenda for the United States-Caribbean relations must establish a prioritized security agenda as well as a timeline and benchmarks for how to implement said standards, taking into consideration the high correlation between security and development.
“People don’t live together just like that. That kind of cohesion exists only within a family. The groups who make up a State live for a purpose. They are a community of PROJECTS, DESIRES, BIG UNDERTAKINGS. They don’t come together simply to be together but in order to do something tomorrow.”

Vidia Naipaul at the "East Indians in the Caribbean 1975 Conference" UWI quoting Ortega the Spanish author.

Today in the process of national and regional development, too often people are relegated to just being statistics in the economic and physical planning methodologies particularly those related to land, to shelter and housing settlement and to community viability. As a result, the Caribbean Region continues to be confronted not just by the conventional economic measures of inadequate shelter, growing unemployment, critical limitations of adequate foreign exchange and a paucity of development funds but by the deep-seated social and communal issues of ongoing dispossession especially in relation to land ownership, community disintegration, an expanding drug-related culture of criminality generated by unemployment and significant levels of poverty. We are witnessing everywhere a growing sense of unresponsibility nurtured by inappropriate education systems and a lack of hope particularly among the young.

We are living in a troubled world and for us in the Caribbean archipelago we need to be constantly seeking a vision that recognizes the powerful forces of our colonial history and the process of our independence that have shaped us without allowing ourselves to be continuously subservient to those forces. We need to embrace our special Caribbean identity. We need to continually probe the depths of our intellect and our experiences and in so doing to assert the distinctive advantages of our smallness and our cultural diversity. Remember we are a special place in this hemisphere. The period of colonization eliminated – except for a few pockets - the indigenous populations and those of us we are here were brought in slavery and indenture or came as conquerors and initially not as settlers as in the colonies of North America. And so our form of development over the many years has always been one of survival.

We are constantly searching for the way or ways to move from that development process to one of sustainability. It is a historical reality that “how you shape the land so will you shape the civilization”. Accordingly once land matters have been properly resolved the process of reconstruction and rehabilitation and rejuvenation can be readily facilitated and as a result the foundation laid for sustainable development within the Caribbean. But land has to be – available, accessible and affordable to the population - so as to generate conditions of family security and economic sustainability.

Our experiences of survival in the Caribbean have told us that:

- Settlement is born of Villages
- Village generates Community
- Community consolidates Identity

So community viability and civilized living environments are the prerequisites for sustainable development.
On that basis our approach to engaging the World Bank’s defined - **THREE PRIMARY PILLARS:**

- The External Environment
- The Social Agenda for Development
- The physical Infrastructure for Development

is to present the Human Settlement Development Programme (HSDP) being undertaken in Grenada by the Agency for Reconstruction and Development (ARD) as a response to the psychological and physical devastation caused by Hurricane Ivan in 2004. The ARD was established by the Government of Grenada after Hurricane Ivan for the specific purpose of managing the overall effort of reconstruction.

As the first hurricane to hit Grenada in 49 years, Hurricane Ivan is of major historical significance. Apart from its profound impact on the psyche of the Grenadian people and its devastating effects on the country, it has also unearthed numerous physical, societal and organizational problems that require urgent and sustainable solutions - most importantly those relating to land, to settlement, to housing.

Hence what emerged is that planning and implementation had to be simultaneous and integrated activities because in so doing the development strategies and therefore the long-term policies would evolve in an action-oriented environment of engagement and discussion and work. The HSDP is premised on that approach captured in the human settlement concept.
Human Settlement is an all-embracing approach to the sustainable development of the living environment and incorporates:

- land use, land ownership, land development
- infrastructural development
- shelter and housing
- productive economic activity particularly related to job creation in the formal and informal sectors
- the provision of social services and recreational, sporting and cultural facilities
- the quality of relationships within the community

It is an approach:

- requiring integration, cooperation and coordination within the public sector, between the public and private sectors and with community participation being paramount
- embracing urban and rural physical conditions and generates important linkages with agriculture and tourism development and town and village revitalization
- opening up the possibilities for a visionary perspective for the articulation of governmental policy and strategy.

It has the capacity to stimulate the imagination and therefore to open up horizons of hope.

Process is of critical importance in the establishment of the implementation framework for human settlement development with a perspective that focuses on involvement, integration and incrementation. This requires the establishment of close relationships between the activities of the ARD, the public and private sectors.

The perspective is hinged on THREE PILLARS:

IN Volvement- to light a spark to initiate new energy.

This involves the mobilization of groups within the community to encourage community viability. It requires the engagement of interest on a national and community level. It is also necessary for the private sector to become involved especially the financial institutions, the professional fraternities and the contractors. The intention is to stimulate new ideas and practical solutions that can help to resolve settlement and land problems within the context of a human settlement thrust.
INTEGRATION - of all aspects of the development process.

This involves the combining of resources through the establishment of an action oriented strategic implementation and management unit to integrate the activities and programmes of all the respective agencies. In the case of Grenada this unit was established from early and designated The Human Settlement Task Force (HSTF). The HSTF comprises all the State Agencies with responsibility for land.

INCREMENTATION - undertaking the implementation process on a phased basis.

Planning and implementation must be a simultaneous exercise in order to ensure the success of the strategy and policy. It will be necessary to begin the policy implementation on a small scale, tackling issues that can be readily solved. Overtime the implementation process will gather momentum.
The HSDP has followed FIVE PRIMARY ENDEAVOURS:

1. **The Human Settlement Task Force (HSTF)**

   The Human Settlement Task Force, established by the ARD in mid-2005, is the linchpin of the overall endeavour. It is in effect an operational unit comprising, in the main, representatives of:

   **I. The Land-Related State Agencies:**
   - Land Registry – Ministry of Legal Affairs (MoLA)
   - Lands and Surveys Division – Ministry of Agriculture, Lands, Forestry, Fisheries, Public Utilities and Energy - (MoALFFPUE)
   - Land Use Division - (MoALFFPUE)
   - Forestry Division - (MoALFFPUE)
   - Valuation Division – Ministry of Finance and Planning (MoFP)
   - Physical Planning Unit PPU – (MoFP)
   - Central Statistical Office (MoFP)
   - The Environmental Section (MoHE)
   - Housing Authority of Grenada HAG – Ministry of Social Development (MoSD)
   - National Disaster Management Agency NaDMA – Prime Minister's Ministry (PMM)

   **II. Departments of ARD**
   - Social Recovery
   - Physical Infrastructure
   - Projects Section
   - Economic Recovery

   The HSTF since its inception meets every Thursday and has succeeded in integrating these agencies and departments on a fundamental level by creating an environment in which communication can take place, the formulation of policy measures can emerge and implementation possibilities can commence.

2. **The National Cadastre**

   Fundamental and basic to the process of national development and in particular physical development is the modernisation and integration of the land and property records of the country – THE NATIONAL CADASTRE. This provides the basic land and property information – ownership, area, value, usage – on which the development process can be effectively planned and implemented.

   The Task Force has been the forum where this issue has been discussed and the appropriate collaboration nurtured and as a result through the Presentations undertaken in
2005 and 2006 and 2007 by the Task Force the ARD formulated an approach to the exercise of preparing the National Cadastre.

3. Remapping Grenada

This is being done in three categories:

*Satellite Imagery* – this is the mapping of Grenada utilizing the satellite photography provided by the UNDP.

*Aerial and LIDAR Mapping* – this mapping utilizes low-flying aircraft to produce aerial photography with high levels of topographical accuracy by utilizing laser techniques to properly establish ground levels through the existing vegetation.

*Integrating the Data-Bases* – alongside the Satellite and the Aerial Mapping integration of the land-related agencies are being assessed and incorporated into the National Cadastre.
4. Settlements Planning, Implementation and Upgrading

On the basis of the ongoing development discussions in the Task Force the ARD has now established that Settlements should be the operative word for the physical rehabilitation of Grenada and therefore Housing becomes a component of Settlements. This language usage factor is extremely important because for housing to be established and therefore for communities to be viable the land has to be shaped in terms of settlements considerations:

- **Land Usage** – generated from a slope analysis and providing a range of usage possibilities depending on the geographical location - residential, agricultural, communal, recreational, village commerce, forms of tourism, conservation
- **Layout** – to ensure that the settlement is properly served by an appropriate road network, by relevant drainage, by the provision of the utilities
- **Infrastructural Designs** – related to the type of settlement and taking account of geological, soil, slope and location factors in terms of the engineering requirements and designs.
- **Squatter Regularisation and Relocation** – this is a major issue that is being approached utilizing a pilot area to begin the overall exercise.
- **Donor Housing Units** - with the advent of donor housing from China and also a further amount from Venezuela a listing of the technical issues that have to be addressed and negotiated so as to ensure that the overall approach of designing and utilizing the donors’ houses are captured in the human settlement approach being undertaken in Grenada. The designs of the new and to be upgraded settlement sites are utilizing innovative and sensitive approaches to hillside development.

5. Emerging Economic Development Strategies

As a result of the HSDP the economy is growing and new economic endeavours are emerging. These include:

- **Preserving the Heritage** – Grenada has a history of settlement and architecture reflective of its mixed colonial past. The physical development of the country has to be sensitive of this special heritage and this heritage is evident in its towns – St. George’s, Gouyave, Victoria, Sauters, Grenville - and in its Parishes. The human settlement approach is to preserve the heritage, to treasure it, to nurture it. This endeavour has large possibilities for village tourism; for community involvement; for telling, on a continuous basis, the story of Grenada’s special history. The approach has begun with the capital Town of St. George’s.
- **Homesteading** – to combine agricultural and residential activities in proximity to villages outside of the urban centres and in so doing to nurture the organic agriculture methodologies.
From the outset the conceptual approach was to be sensitive to the issue of environmental conservation. In my experience a homestead is defined as a parcel of land not less that 0.5ha (1ac) and accommodating one residential unit. On that basis any extensive examination of the physical circumstances of a subject property particularly one on a hillside will show that rather than subdivide the land into distinct homesteading parcels, utilise the alternative development concept of clustering the proposed residential units in specific locations. It is important to point out that these locations will contain the residential units as well as vegetative cover in conformity with the homesteading concept.

This concept has the distinct effect of:

- minimising the buildable area within the homesteading area to be inclusive of residential units and homesteading vegetative cover. In such a context, the settlers will each have private leasehold ownership of the residential unit and collective ownership of the overall homesteading area.

- the homesteading area will therefore be overseen through an estate management company comprising of the future residents allowing for the agricultural land to be collectively cultivated thereby promoting community cohesion and efficient land use.

- **Knowledge Tourism** – once the human settlement approach is expanded as a development concept and documented the world of academia can visit and participate in such a simultaneous planning and implementation enterprise.

**Roll Over Financing**

Always in any Human Settlement Development Programme what is required is seed capital to initiate the endeavour and thereafter the programme can become self financing. In the case of Grenada with the advent of the Chinese 2000 Houses donation, with the CDB loan funding for the Mt. Gay and Soubise infrastructural works and with the Venezuelan funded La Calome Settlement the seed capital funding can be considered as being provided.

What is necessary now is possibly for a special Human Settlement Development Financing Agency to be established with the following responsibilities:

- Establish the purchase prices for the different properties
- Assess the levels of subsidy that may be required
- Engage the financial private sector – commercial banks and credit unions – to make loans to the purchasers
- Utilise the income generated from the purchasers to:
  - meet loan payments
  - finance the design consultancies and infrastructural works contracts on the new settlements
  - engage in possible joint ventures with land owners
  - surplus income can be used to provide settlement amenities.
I have provided similar proposals for – St. Kitts Nevis, Belize, Turks and Caicos Islands, Montserrat, St. Lucia and within Trinidad and Tobago.

On that basis the Human Settlement Development Programme in Grenada has lessons for the wider Caribbean and can be considered as a physical development foundation for – A 2020 CARIBBEAN VISION.

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