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**JAMAICA**  
**Habitat III National Report 2014**

**Second Draft**

**Third United Nations Conference on Housing and  
Sustainable Urban Development (HABITAT III).**

**May 29, 2014**

## **Preface**

Statement by Ministers

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## Introduction

The island of Jamaica is located in the Caribbean with an area of 10,991 Sq. Kilometres, it is the third largest in size and the largest English-speaking Island. The latest census information records the country's population at 2,697,983<sup>1</sup>. The annual population growth rate has been estimated at below 1 per cent since the 1990s (see table 1). It is expected that the population will increase to 2,761,000 in 2015; 2,872,000 in 2030 and to begin declining by 2050<sup>2</sup>. The demographic vision statement commits the country to "a population which meets the sustainable development needs of the country"<sup>3</sup>. The 2011 Census shows that 54 per cent of the population of Jamaica lived in urban areas representing an inter-censal increase of 1.9 per cent. It is projected that the urban population will increase to 58.0 per cent in 2030.<sup>4</sup>

Jamaica is currently at an intermediate stage in its demographic transition. This is reflected in a shift in the population structure evident by a declining child population (0-14) and an increasing working population (15-64) and dependent elderly age group (65 +). This trend indicates both a decline in crude birth and death rates. The former brought about by a reduction in the island's total fertility rate through extensive family planning campaigns, the risk of contracting HIV/AIDS and the increased use of contraceptives. The latter, is a consequence of improvements in the provision and access to medical services. The average life expectancy for Jamaica in 2007 was approximately 77 years.

**Table 1: Summary of Population Movements in Jamaica: 1970-2011**

Census Year	Population	Total Increase	Average Annual Increase	Annual % rate of Growth
<b>1970</b>	1,848,512	238,698	23,870	1.39
<b>1982</b>	2,190,357	341,845	28,082	1.40
<b>1991</b>	2,380,666	190,309	21,646	0.95
<b>2001</b>	2,607,632	226,966	21,761	0.87
<b>2011</b>	2,697,983	90,351	9,511	0.36

Source: Population and Housing Census 2011

The county's main economic activity is centered around service industries which makes up 79.4 percent of GDP in 2013. The goods producing industry including: manufacturing, construction, mining, and agriculture, accounts for 24.6% of GDP. Remittances contributed to 4% of GDP<sup>5</sup>. The Jamaican economy currently faces serious challenges: a sizable trade deficit (US\$3.7 billion), high unemployment (11.4%) and underemployment, a debt-to-GDP ratio of almost 130%, and debt servicing accounting for about 50 percent of the fiscal budget. Jamaica's debt burden is the fourth highest per capita, restricting government spending on infrastructure and

<sup>1</sup> Population and Housing Census 2011

<sup>2</sup> Vision 2030 Population Sector Report

<sup>3</sup> PIOJ, Vision 2030 Jamaica-National Development Plan, Population Sector Plan (2010, page 32).

<sup>4</sup> Ibid and the Population and Housing Census 2011

<sup>5</sup> Economic and Social Survey 2013, page 5.5

social programs. In addition, the global economic downturn has greatly impacted the Jamaican economy, resulting in a lower inflow of financial resources, investment, and high unemployment.

This current review is undertaken in accordance with the Terms of Reference (TOR) for the National Report – Housing and Sustainable Urban Development (Habitat III). Following on Habitat II, the United Nations General Assembly has decided to convene the third United Nations Conference on Housing and Sustainable Development, Habitat III in 2016. Habitat III will be one of the first global conferences after the Post 2015 Development Agenda and is intended to provide the opportunity to discuss and chart new pathways in response to the challenges of urbanization and the opportunities it offers for the implementation of the sustainable development goals.

Universal goals of ensuring adequate shelter for all and human settlements, safer, healthier and more liveable cities, inspired by the Charter of the United Nations, have been discussed and endorsed by the Jamaican Government. The National Development Plan, Vision 2030, promotes Jamaica as “the place of choice to live, work, raise families and do business”. Consistent with UN Habitat’s Agenda, Vision 2030 is promoting:

“Sustainable Urban and Rural Development by creating sustainable urban centres, including urban renewal and upgrading and; ensuring safe, sanitary and affordable shelter for all (National Outcome #15)”<sup>6</sup>.

For this analysis, member countries are being asked to describe what Central Government, Local Authorities, and other subnational governmental authorities, in partnership with stakeholders, have achieved through the Habitat Agenda. Challenges experienced and lessons learnt as well as future challenges and issues that could be addressed through a New Urban Agenda will be discussed.

The key elements that will be considered for creating a pattern of sustainable urban growth are:

- a) **National Urban Policy.** This establishes a connection between the dynamics of urbanization and the overall process of national development.
- b) **Laws, institutions and systems of governance.** These create the normative basis of action, the operational principles, organizational structures and institutional and societal relationships underlying the process of urbanization.
- c) **Urban Economy.** While there is a strong positive correlation between economic growth and urbanization, this potential relationship is not spontaneous and self-generating. Habitat III could be the means to place the central pillars for robust urban economic development.

As part of the preparations for Habitat III, the Government of Jamaica through the Ministry of Transport, Works and Housing established a National Habitat Committee as was done for Habitat II. A key output of this process is the preparation of a National Report outlining the progress since Habitat II, the priority issues, solutions driving positive change and an action plan. Information was submitted by committee members and key stakeholders, public consultations were held in three regions to solicit feedback from the private and public sectors as well as the

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<sup>6</sup> *Vision 2030 Jamaica, National Development Plan (Draft) January, 2009 . Page 14*

views of ordinary citizens (see appendices for the list of attendance as well as the members of the national committee), this information was triangulated through desk studies as well as reviews by the Habitat Committee members.

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## **1.0 Urban Demographic Issues and Challenges for the New Urban Agenda**

### **1.1 Managing rapid urbanisation (540 words)**

Caribbean and Latin America is considered to be one of the most urbanised regions in the world (UN-Habitat, 2012). Jamaica's population was 2,697,983 in 2011, with 54% of this population living in urban areas<sup>7</sup>. The 1996 Habitat II submission showed a projected urban population of 2,642,000 by 2020, this figure now closely reflects current national population projections, which is estimated to be 2,862,000 (high) by that same year<sup>8</sup>. It was also reported that the dominance of the primate city (Kingston) was slipping and several secondary centres were growing more rapidly than the Kingston Metropolitan Area (KMA). This trend holds for this analysis.

Kingston has been experiencing a decline in population and accounted for 3.3% of the island's total population. Outside the Kingston Metropolitan Area (KMA), the largest urban areas were Portmore in St. Catherine with a population of 182,153; Spanish Town in St Catherine with 147,152 followed by Montego Bay (110,115), May Pen (61,548) and Mandeville (49,695)<sup>9</sup>.

“Internal migration and intra-parish movements are the main drivers in urbanization and urban growth in Jamaica. Parish capitals and other main towns are classified as urban centres. The urban population was recorded at 38.0 per cent in 1970 and 52.1 per cent in 2001. It is projected that it will increase to 58.0 per cent in 2030”<sup>10</sup>.

A review of the trends by a group of senior policy analyst and the Planning Institute of Jamaica concluded that urban centres must therefore have the capacity to cater to the needs of the urban population as well as that there should be a comparative enhancement of rural areas to stem migration to urban centres<sup>11</sup>. The growth of urban centres and urbanization has emerged with both positive and negative consequences.

On the positive side, urbanization and urban growth have resulted in a greater level of development and a higher standard of living for citizens resident in urban areas. In fact the 2013 Human Development Report ranks Jamaica 85<sup>th</sup>, six places up from the previous ranking. On the negative side, urbanization and urban growth are often unplanned and unmanaged. This has led to the development and proliferation of informal/squatter settlement communities. Recent estimates show that over 20% of the Jamaican population are living under these conditions, 82% of these communities are in urban areas<sup>12</sup>. The problem is that squatter communities are to a

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<sup>7</sup> In Jamaica a place is considered urban if it has over 2000 inhabitants and provides a number of services and amenities which indicates modern living (Statistical Institute of Jamaica)

<sup>8</sup> PIOJ, Vision 2030 Jamaica-National Development Plan, Population Sector Plan (2010, page 59).

<sup>9</sup> Population and Housing Census 2011

<sup>10</sup> Ibid, page 22

<sup>11</sup> Submission by the Ministry of Local Government and Community Development

<sup>12</sup> Rapid Assessment of Squatting Report 2007



greater extent vulnerable to natural and man-made disasters as well as prone to crime and violence. The recent upsurge of squatter settlements in and around prime development areas for tourism is of major concern. This is a challenge especially where the population growth is unplanned. To manage this process the Ministry of Transport Works and Housing has developed a National Squatter Management Policy and Implementation Plan (NSMP).

The impacts of urbanization in Jamaica are typical of other jurisdictions. These include inappropriate and haphazard development, inadequate basic services, poor physical infrastructure, urban congestion, inadequate waste management, environmental degradation and susceptibility to natural hazards.

### **1.2 Managing rural-urban linkages (540 words)**

Since the last submission there has been considerable improvement made to the transportation and road networks, this is the main factor which accounts for the improved rural urban linkages. The National Transport Policy (2007) articulates among its mandate to: improve the integration of transport policy with land use and expand access to reliable and efficient transportation and related services in rural area. The Vision 2030 Population Sector plan also notes as its seventh goal “optimal spatial distribution of population for sustainable development”. The outcome of this is “a sustainable balance is maintained between the spatial (urban/rural) distribution of the population and that of development” (page 42).

As was expressed in the preceding section, Jamaica has become more urbanized and this has been fuelled by the development of intra parish migration. Much of this has been accounted for by people who are leaving rural areas to urban centres for better opportunities. This has been exacerbated by the development of opportunities in the tourist sector and e-commerce. Much of the official lower and medium housing developments have been in peri-urban areas. The expansion of the road networks have also opened up premature lands, which would otherwise be inaccessible, for development. This has been accompanied by a contraction in the mining and agriculture sectors.

Two overarching concerns have emanated the first is that there needs to be continuous harmonisation of transportation, housing and general land use policies. This will inform the issuance of licences and franchises to transportation operatives, the growth strategies of key service providers such as the Jamaica Public Service and the National Water Commission and also where schools, health facilities and economic centres are located.

Second, more focused attention needs to be placed on rural development to create viable livelihood options there so that inhabitants of these areas will not feel the need to move to urban centres. The Vision 2030 Agriculture Sector Plan recognises that the sector is crucial to sustainable rural development and can provide an improved quality of life for rural dwellers, contribute to food security through local production, provide increase in foreign exchange through export agriculture, reduce unemployment and under-employment, stem rural-urban migration and maintain the livelihoods and culture of rural peoples (Page 30).

The Planning Institute of Jamaica (PIOJ) has formulated a draft Sustainable Rural Development Policy which was prepared in 2004. Agriculture has a critical role to play within rural

development strategies and the modernization of agriculture should be a central theme in any Sustainable Rural Development Policy, as it means not only improvements at the farming level but creates backward and forward linkages with the larger rural economy. The modernization of the agricultural sector also will make agricultural investment more attractive to young people, many of whom do not now see the linkages between agriculture and a better way of life.

### **1.3 Addressing urban youth needs (540 words)**

The Census 2011 shows that the youth population (15-29) is 751,849 representing 27.9% of the total population. The introduction to this report notes that Jamaica is in the intermediate stage of democratic transition. Despite having a large adult and elderly population, the figures show that youth accounts for a significant share of the Jamaican population. More recently the 2012 Situation Analysis of Jamaican Youth reported that over the past three decades, the age profile of the population has changed. It is expected that the proportion of children (0-18 years) will fall to 30% by 2020; currently, it stands at 34.9%. In 1991, children between 0-14 years comprised 34% of the population. In 2007, the same age cohort comprised 28.3% of the population and 27.4 per cent by 2009<sup>13</sup>.

Much of the underlying issues surrounding the nation's youth development agenda can be found in the urban constructed areas. The urban space affords a unique fuelling of youth disenfranchisement and equally presents numerous challenges and plausible solutions in a tandem reality. The urban habitats are rigged with overpopulation, environmental pollution, gang nucleus', poverty, fluent cases of youth parenting, disenfranchised homes and high unemployment rates among other ills. In essence what is now a staunch reality is that Youth Development is National Development and a vast proportion of national development has to do with the sectors response to urban and rural youth needs<sup>14</sup>.

The forthcoming Youth policy out of the Ministry of Youth and Culture developed in consultations with youth and youth stakeholders, has no geographical boundaries and is a national approach. However it is cognizant through its numerous resource documents and methodologies that the urban influenza requires a tailored approach that is infrastructural as well as programmatic. The overall approach of the Ministry is to synergize the operations of its agencies where necessary, as such while there may well be existing policies around culture and children affairs operating on separate mandates, the Ministry is a unified response arm.

Several programmes have been designed to facilitate youth participation and

- National Youth Service (training/work experience programmes)
- National Youth Council
- Youth Information Centre programming
- YUTE (NGO programme)
- Citizen Security and Justice Programme (Ministry of Security)
- Restorative Justice/Child diversion programmes

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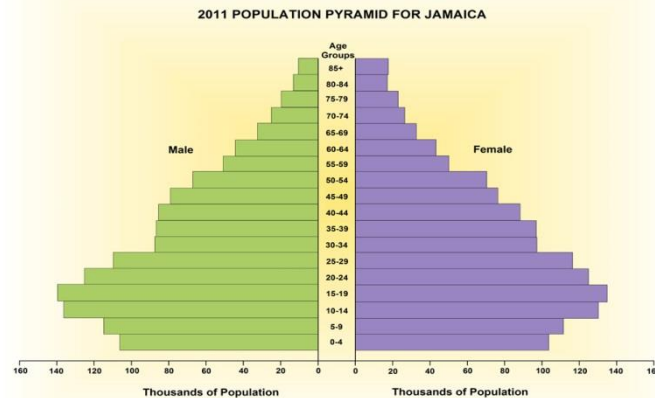
<sup>13</sup> Qualitative Survey on the Situation of Youth in Jamaica Commissioned by NCYD/Ministry of Youth and Culture, 2012

<sup>14</sup> Submission by the Ministry of Youth and Culture

- Creative arts programmes (Studio 174, Digicel, UNICEF)

A main concern expressed is the need to plan for recreation and educational facilities in urban areas to ensure that the youth have wholesome activities to facilitate their development. There are too many jobless youths, youth unemployment now stands at 37.7% in 2013.

#### 1.4 Responding to the needs of the aged (540 words)



Source: 2011 Population and Housing Census, Statistical Institute of Jamaica

As was previously stated, Jamaica is in the intermediate stage of population this means that the population is ageing, largely because of declining fertility and mortality rates and an increase in life expectancy. The elderly (60 and over) is the fastest growing segment of the population, increasing at approximately 1.9 per cent annually, the 2011 population census recorded 305,164 seniors reflecting 11.3% of the total population. The dependent elderly (65 years and over) was 200,013 (7.67% of the total population) in 2001; 217,607 (8.07) in 2011; and is projected to get to 321,664 (11.2%) by 2030. Majority of the persons in this group are female this is because of their longer life expectancy. Those 65 years and over also resides in the more urbanised parishes of Kingston and St Andrew, St Catherine and Clarendon. Policies and programmes to deal with this segment of the population have therefore become an imperative.

In a study entitled “Ageing in Jamaica today and the implications<sup>15</sup>” it was found that just over 70% of the elderly population in Jamaica owned their own home, most reported being financially independent. The concern is with the health issues as 65% suffers from either diabetes or hypertension and 22% have both. The National Health Fund has being implementing the Jamaica

<sup>15</sup> Conducted by the Caribbean Community of Retired Persons (CCRP)

Drugs for the Elderly Programme, a public-private sector partnership, designed to improve access to essential drugs for persons suffering from 10 chronic illnesses.

Policies and programmes for this special group is guided by the National Policy for Senior Citizens 1997. Eight core principles are articulated: individuality, independence, choice, accessibility, role changes, productive ageing, family care and dignity. The policy proposes a developmental approach for senior citizens which see them as an important part of the development agenda. This is in keeping with the goal 4 of the population sector which is to ensure that seniors have “adequate provision for their empowerment, protection and well-being” to enable them to contribute to nation development.

A principal concern is that of mobility. The Aged populations may find travel more difficult. As such, community access to services – in particular, health services – is key. An example of this is the efforts of the Jamaica Social Investment Fund. Under the World Bank-funded Jamaica: Hurricane Dean Emergency Recovery Loan (HDERL; 2007-2011) portfolio, one of JSIF’s mandates was to renovate, rehabilitate and construct new health centres in various communities. These health centres were funded by a loan and a grant from the World Bank and the EU respectively. Prior to these interventions, the residents of these communities usually found it difficult to access medical care in their respective communities. So in order to get medical care, they had to travel far, which was very expensive. The aged were severely affected by the situation.

Issues of concern include stronger policies to deal with pensions, age friendly health care facilities and planning for disasters.

### 1.5 Integrating gender in urban development (540 words)

#### Sex Composition of the Population

Sex	2013 <sup>16</sup>	2011 (Census)	2001 (Census)	1991 (Census)	Projection <sup>17</sup> (2030)
<b>Male</b>	1,345,500 (49.5%)	1,334,533 (49.4%)	1,283,547 (49.2%)	1,167,496 (49.0%)	1,415,300 (49.3%)
<b>Females</b>	1,372,500 (50.5%)	1,363,450 (50.5%)	1,324,085 (50.8%)	1,213,084 (51.0%)	1,457,300 (50.7%)
<b>Total Population</b>	2,718,000	2,697,983	2,607,632	2,380,667	2,872,600

<sup>16</sup> Economic and Social Survey Jamaica 2013

<sup>17</sup> Vision 2030 Population Sector Report 2009

The Habitat II report noted that much more needs to be incorporated women in the shelter delivery process and to improve access. Evidence suggests that the country remains committed to gender quality and gender mainstreaming. The Vision 2030 statement for gender is:

“A society marked by sustainable and humane development processes in which the rights of all persons are guaranteed and protected and where men and women enjoy equal access to opportunities, resources and rewards and where women are empowered to share equally in governance structures and decision-making at the micro and macro level of society”<sup>18</sup>

The sex ratio shows that females continue to outnumber men, 100 females per 97.5 in the 15-64 age groups with the more urban parishes having larger proportions of females to males. The 2011 Population and Housing census shows that more women are living in urban areas, an examination of the sex ratios by parishes showed that the female dominated parishes are St. Andrew (91.7), St. Catherine (96.7) and St James (96.9), three of the most urbanized parishes in Jamaica.

Gender research<sup>19</sup> suggests that there is differentiated access to use of and control over infrastructure facilities and services by men and women, linked to inequalities in intra-household relations, purchasing power, property rights and access to credit (based on participation and employment in the labour market). It is assumed that women and men will automatically equally benefit from new infrastructure, without due acknowledgement of the full range of differential socio-economic impacts, whether positive or negative.

The 2011 Population and Housing Census reveals the need for more equitable spatial distribution and provision of services and amenities. Unemployment rates are higher among females, the ESSJ 2013 shows that females account for 59.8% of the unemployed labour force. Housing/land for lower income earners resulting in squatter settlements which can have a profound impact on the ability of women to protect themselves, the prevalence of violence and their ability to seek redress and protection when compared to men; Poor living conditions of lower socio-economic groups, causes increased exposure of women and girls to domestic violence, rape, incest, etc. Women are predominantly the head of households in the lower quintiles; Data on the number of male/female home owners is not readily available; Data on home loss (due to divorce, separation, and domestic violence) is not readily available; Home ownership data is not disaggregated by sex.

Efforts to mainstream gender into the establishment of sustainable settlements must include social infrastructural actions to empower women and encourage self-help. Specifically, there must be improved access for women and vulnerable groups to home ownership, through special provisions at the National Housing Trust, which make home ownership less difficult. Additionally, there must be a focus on increased access to education at the secondary and tertiary levels, which could enhance earning power as well as options for entrepreneurship and an improved standard of living.

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<sup>18</sup> Vision 2030 Gender Sector Plan, page 70

<sup>19</sup> Gender mainstreaming in Urban Development – A Handbook;

## 1.6 Challenges experienced and lessons learnt in these areas (730 words)

It is clear that Jamaica, like many countries in the world, is becoming increasingly urban. The main challenge is that of dispersed urbanisation accelerating rapidly in parish capitals and towns without the resources or capacity to manage such growth. A general concern raised during consultations is the capacity of local authorities. There has been an increasing urban population with little or no improvements to the capacity of these authorities charged with the responsibility to manage these sites. The role of local governments as an essential actor in development processes is widely recognized. They are instrumental in delivering basic urban services such as water, sanitation, transport, employment opportunities, protection of the environment, access to public space and its linkage to urban safety. Local governments have the legitimacy, in most cases, of being elected by the citizens and are the closest sphere of government to attend to people's primary needs (UNHABITAT for a Better Urban Future: [www.unhabitat.org](http://www.unhabitat.org)). The major challenge here is that increasingly planning is becoming centralised with little capacity being built at the local level.

The attendant issue is that of proper urban planning (which will be discussed in the ensuing section) to deal effectively with this challenge becomes apparent. It is estimated that 70% of Jamaica's buildings are designed without any professional input<sup>20</sup>. The proposal is to deal with these issues in a revised "Building Code". The trends show that urban sprawl is meeting much of the settlement demands. A significant number of these premature lands were being used for agriculture. Considerations must be made for the conservation and preservation of eco-sensitive lands; and land used for agriculture to ensure the nation's food security is not jeopardised. It was noted that the Minister of Housing has the authority to overturn all preservation or land use orders if there is need for lands to meet the housing demand. The Ministry of Housing is attempting to be more consultative in this process and involve the voices of its stakeholders before such decisions are made<sup>21</sup>. This was also highlighted in the Habitat II report where it was said that "change in the use of land, especially from agricultural to urban should be subject to public control and regulation" (page 50). The Government must consider housing solutions when expanding employment options. This was vehemently expressed in the Montego Bay consultation.

The squatter settlement represents the most ineffective model of community development and there are too many such in urban and peri-urban spaces. They represent the most vulnerable and criminogenic models of communities. The country must continue to improve policies with this issue. Planners must give focused attention to the contribution of internal migration to accelerated patterns urban growth. Rural development must be considered to stymie this trend.

There is also a sense of insecurity and crime in urban areas. The Ministry of National Security has implemented a number of programmes to improve this. There is therefore urgent need to improve the livelihood options of the citizens to help to improve their life chances and the social ecology of these areas. Previously high levels of violent crimes were concentrated in the

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<sup>20</sup> Jamaica's New Building Code Imminent: [http://jamaica-gleaner.com/gleaner/20140207/news/news1.html?utm\\_source=rss&utm\\_medium=rss&utm\\_campaign=jamaicas-new-building-code-imminent](http://jamaica-gleaner.com/gleaner/20140207/news/news1.html?utm_source=rss&utm_medium=rss&utm_campaign=jamaicas-new-building-code-imminent)

<sup>21</sup> Discussions at the Kingston Consultation May 16<sup>th</sup>, Jamaica Conference Centre

Southern Urban Belt now there are pocket of high violence across the island though it is concentrated in the cities of Kingston and Montego Bay.

Currently, measures for the development and management of housing/human settlement infrastructure do not specifically consider the differential impact on women's and men's productive and reproductive activities which would help to identify gender-based conditions to better understand the causes and consequences of urbanisation from a gendered quantitative and qualitative perspective. Similarly, building codes do not consider women's and men's specific interests and needs related to the use of space that affect vulnerabilities and adaptation strategies. Adequate consideration is also not given to the gender dimensions of Environmental Impact Assessments (EIAs) or for Gender Impact Assessments (GIAs) to be conducted in tandem with EIAs to reduce gender-based disaster risks and vulnerabilities. Technocrats and policy-makers who have received gender training and briefing sessions on gender, remain limited by weak supporting institutional structures for the proper functioning of Gender Focal Points. Some perception also prevails that gender is separate from regular routine work, lacks relevance, and would mean extra resources; Policy-makers assume policies are gender neutral and therefore development activities are viewed as having no differential impact beneficiaries.

There must be a national imperative to ensure that the educational system produces literate and numerate graduates from primary and secondary institutions. There is a need to address social norms that create barriers to inner city youth involvement in the workforce – community stigma, social pressure for young males to earn an income vs. invest in skills training, etc. School retention and certification rates for disadvantaged urban youth may be improved through the creation of opportunities for trainees to (a) improve literacy skills while simultaneously gaining vocational certification and (b) receive sufficient income for transportation, food and school-related expenses (i.e., in the form of a stipend or work opportunity) while they are in school. The youth development sector must be seen as a synergized effort from the Government of Jamaica via its Ministry of Youth and Culture and all other public sector bodies and the numerous efforts and strategies from the Non-Governmental bodies. In fact urban restructuring and the addressing of youth needs is an area where the NGO sector continues to function at high percentages. Partnerships are the key ingredient for addressing many urban youth needs.

### **1.7 Future Challenges and Issues in these areas (1-5) that could be addressed by a New Urban Agenda (730 words)**

Urban renewal will be necessary to address future housing demands, though there is now more peri-urbanisation and sprawl, it is anticipated that there will be need for redevelopment of lands in the city. This calls for more effective urban renewal strategies to have more targeted urban infill. Gentrification and mixed housing (residential with commercial) maybe appropriate models to explore. To date, especially in the primate city, there has been some redevelopment through the Inner City Housing Project financed and implemented by the NHT.

There must be balance among competing land uses. This is particularly true for areas in St. Catherine and Clarendon where prime agricultural lands are being converted into housing. Questions about future food security therefore become pertinent. It was proposed in one of the

consultations that there be preservation orders placed on agricultural land. Agricultural lots can also be interspersed with housing development as an economic activity.

Currently most of the urban population is Coastal and with the issue of climate change there is need to consider where key institutions such as hospitals, roads and airports are located engage mitigating activities and where new infrastructure is developed. Waste management is another issue of concern. Studies have shown that especially in peri urban areas garbage collection is not very efficient. Planning is therefore necessary to identify areas that can be used as landfills and also to empower local authorities to improve efficacies in collection. NEPA has also been ensuring that international standards are maintained in waste management systems. The resources to test water and air quality are wanting.

With roughly half of the total population living in the prime urban spaces of the Kingston metropolitan area and an almost equal amount accounting for the youth cohort, urban renewal and youth development must coincide on the way forward. Considerations are also to be given to the large aging population, the disabled, the homeless and the mentally ill. In these consideration green spaces, recreational facilities, and ready access to key service providers are imperatives.

So far it is safe to conclude that the policy reform criteria for Jamaica's urban development does not routinely consider recognition of potential gender issues to ensure infrastructure programmes and projects undertake required gender analysis to meet the new and emerging gender challenges in urban development. Against this background, we propose due attention be paid to: Pursuing a timely and effective **gender-sensitive approach** to the implementation of the Ministry's Gender Action Plan; Routine **collecting, improving and strengthening of sex/gender disaggregated data** to enable quantitative and qualitative comparative analysis on the situation of women and men; Determining whether the criterion for selection of the implementing agency of housing and infrastructure programmes/project **activities includes knowledge and commitment to gender issues** to improve living conditions for families and to develop spatial options for people of diverse backgrounds and lifestyles;

In 2013 the labour force grew by 2.1% to 1,308,650, this increase reflects an increase in the working age population and an increase in labour force participation. Policies to reform the labour force must be supported and continued to reduce the current rate of unemployment which now stands at 15.2%. Youth unemployment is even higher at just over 16%, entry level jobs need to be created to introduce young people to the labour market and to provide them with the requisite qualifications and skills to effectively participate.

Youth and key community stakeholders must be integral in deciding/designing programmes. Ownership must be established. Community infrastructure must be improved/upgraded/put in place to allow for development of urban youth and equally urban communities. Funding for urban youth development is becoming a vast reoccurring expenditure only to be solved by a total urban overhaul to include environmental, political, social, mental and access to certain basic



amenities and community cultural development. The development planning should also incorporate areas for sporting activity to ensure youth activity and inclusion, green spaces and libraries.

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## **2.0 Land and Urban Planning: Issues and Challenges for a New Urban Agenda**

### **2.1 Ensuring sustainable urban planning and design (540 words)**

The 1996 Habitat submission spoke to the efforts of the government to new policies to create a “structured framework for environmental management” (page 36). This was articulated in an effort to create a balance between, on one hand, the environment and development; and on the other development and formal environmental strategies. The Economic and Social Survey (2013) reports on advancements in the implementation of a system to manage land resources and promote efficiencies in the physical planning system at the local level. “Emphasis was placed on stemming the growth of squatting and prevention against the unsustainable use and development of land”. Progress is also reported in the “planning and sustainable planning of cities” (page 3.12).

The Habitat II document also spoke to the promulgation of several pieces of legislation that are intended to improve the institutional capacity of state agencies to enforce laws for environmental protection. To this end in 2001 the National Resource Conservation Authority, the Town Planning Department and the Land Development Utilisation Commission merged to form the National Environment and Planning Agency. The mission of this organisation is to “promote sustainable development by ensuring protection of the environment and orderly development in Jamaica through highly motivated staff performing at the highest standard”<sup>22</sup>. The Vision 2030 Urban and Regional Development Sector Plan articulates as it vision the achievement of “ a spatial arrangement of land use that integrates with social and economic development, respects the environment and satisfies the need for security, efficiency, aesthetics and social justice” (page 22).

Planning takes place at the central and local government levels. At the local level there are 14 planning authorities (13 parish councils and the Portmore Municipality), the Town and Planning Authority and NEPA. Local Authorities are in the process of preparing Local Sustainable Development Plans (LSDPs) that will guide the development of parishes (including urban centres and towns). Two parishes (Manchester and Kingston and St. Andrew Municipality) have completed LSDPs and these are presently being reviewed and updated. Six (6) parishes (St. Thomas, Trelawny, Westmoreland, St. Elizabeth, Clarendon, St. Catherine) have commenced LSDP preparation, while Portmore Municipal Council has completed land use analysis and is in process of developing a LSDP. The remaining parishes are expected to commence by 2014/2015. LSDPs are expected to address the provision of adequate shelter for all, consistent with Vision 2030 by adopting a comprehensive approach to planning (including land use planning, disaster risk reduction, economic development). MLGCD is promoting the preparation of an urban management strategy as a component of the LSDP thereby promoting sustainable urban planning and design. LSDPs will be required to define identify major towns and sub-regional centres and develop a suitable urban/rural management strategies towards the sustainable development of the respective towns, urban centres and rural areas and; by extension facilitate the management of rapid urbanisation.

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<sup>22</sup>NEPA <http://www.nepa.gov.jm/about/aboutnepa.asp#overview>

Local Sustainable Development Planning (LSDP) is supported by Jamaica's Local Sustainable Development Framework (2003). The development of the LSDP framework was supported by the CIDA Environmental Action (ENACT) Programme and is being promoted by the Ministry of Local Government and Community Development. LSDP is defined as "an interdisciplinary approach to planning which will enable government, business and civil society to provide people with basic needs, generate economic opportunities while, at the same time ensure a vital, healthy and natural environment".

Several development plans have been prepared to guide urban development either in; specific urban centres or those urban centres in the respective areas for which the plans were prepared. Efforts are also being made to improve the development application process. The Ministry of Local Government and Community Development, NEPA and the Cabinet Office have implemented the Applications Management and Data Automated (AMANDA) to provide an efficient mean of managing development applications. Nine local authorities are using the system.

## **2.2 Improving urban land management, including addressing urban sprawl (540 words)**

As the population increases there is more demand on land which is a non-renewable resource its management is therefore a very critical aspect of any development project. The 1996 Habitat report noted that the management of land should be subject to public surveillance and control, the 1994 Green Paper on Land Policy was developed to address this and other burgeoning land management issues. The TCP Act and the National Land Policy (1996) are being revised, in the case of the TCP Act to improve enforcement systems and to give more planning powers to local authorities. The revisions to the latter are to improve "land titling, tenure, acquisition, pricing and divestment; and taxation and incentives for property development processes".<sup>23</sup>

Land titling and other regulatory exercises have historically been a challenge faced by Jamaican governments. An increasing population and social drift to urban areas have exacerbated the problem over time. Poor land management practices as resulted in squatting and other environmentally-unfriendly land settlement practices have added to the developmental challenges of many areas in Jamaica and efforts by various social and other agencies have met with varying amounts of success. Where there is planned urban sprawl there are opportunities for adjoining informal development.

The process of land titling and, in particular, regularization of tenancy is very involved. The process ranges from conducting surveys, obtaining pre-checked plans, conducting occupancy/household audits, marketing of the lots, obtaining splinter titles, paying for the lots and transferring to the occupiers. Each of these steps has its own challenges.

Identifying the methodology and the relevant agency for partnering with is key to the success and timeliness of the process. The issue of tenure must be addressed along with all the other developmental milestones if true development of these communities is to be achieved. Key

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<sup>23</sup> Vision 2030 Urban and Regional Sector Plan (2010), page 14.

issues also include issues of indefeasibility of titles<sup>24</sup> and the fact that in our jurisdiction a title not only conveys ownership but also translates to development rights. The issue of probate and timing for legal matters are factors as well. These key issues not only affect land titling initiatives, but also other development (particularly civil works) initiatives that would benefit the community as a whole.

The strategy has been adopted to build the cadastral map of the island incrementally by using the Land Administration and Management Programme (LAMP). LAMP commenced as a pilot in 2000 and was funded jointly by IDB and the Government of Jamaica. Its objective is to address the large number of unregistered parcels of land by bringing them under the operation of the Registration of Titles Act and clarifying the ownership of parcels to accurately reflect existing legal rights to the parcel.

The programme comprised four (4) components.

- Land Registration
- Land Information Management
- Land Use Planning and Development
- Public Land Management

Under the Land Information Management component, base mapping of 32,000 hectares of Kingston & St. Andrew and Port Maria was completed. As a result Digital 1:2000 orthophoto maps are now available at the Surveys & Mapping Division, NLA. 4 G.P.S. continuous Operating Reference Stations were procured to assist with the pilot. They were installed in Kingston, Linstead and Lionel Town in Clarendon and were all utilized in the surveying activities of the 30,000 parcels in the pilot project in St. Catherine. This ground work has now been built on and In 2010, 13 permanently continuously operating reference stations (CORS), a virtual reference station network, referenced to the JAD2001 datum based on the WGS84 spheroid, named **gFIX.net**, was established and launched. This is an island-wide control network comprising 13 GPS Stations operating on a round the clock basis. The primary objective is to make it easy and cost effective to accurately position geographical features and survey plans in the National Grid System (JAD 2001).

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<sup>24</sup> Jamaica uses the 'Toren' system of land registration. Linked to this system is the indefeasibility of title. One of the fundamental principles underlying the Registration of Titles Act ("the Act") therefore is the principle of indefeasibility of title. The expression, "indefeasibility of title," refers to the immunity enjoyed by a registered proprietor in relation to any action or proceedings being brought against him or her for the recovery of the land comprised in his or her Certificate of Title.



interested in raising chickens than in growing vegetables. Some of the women are street-food vendors and the idea of poultry production appealed to many as they knew that there was a market. It was decided that, in each community, the project would seek to involve 20 women in vegetable production and ten in poultry production. Although the initial interest in vegetable growing was less, it was still included in the project, since the inputs are low-cost. In addition, RADA's experience in the rural areas was that enthusiasm for vegetables grew once results were seen in the communities. The main problem faced is with managing group dynamics and ensuring the sustainability of the group.

In 2009 the Ministry of Agriculture embarked on a programme to encourage Jamaicans to “Eat What You Grow”. Jamaicans were encouraged to cultivate backyard gardens. The then Minister of Agriculture reported that a May 2009 survey conducted by the University of West Indies showed that 70 per cent of the respondents in the Kingston Metropolitan Area were actively engaged in producing some sort of staple, which they consumed. About a third of the people interviewed said they started backyard gardening after the recent initiative<sup>25</sup>. The Agriculture Sector Plan also notes the intension to encourage home food production including backyard gardening among urban and peri-urban households.

#### **2.4 Addressing urban mobility challenges (540 words)**

Urban mobility describes the interrelated measures that are developed to satisfy the movement needs of people within the urban area. The previous Habitat submission revealed that a cooperative system to own and manage the public transportation in the KMA had recently been put in place. This was referencing the government's attempt to rationalise the public passenger system in 1995 through the establishment of the Metropolitan Management Transport Holdings Ltd. In 1998 the Jamaica Urban Transit Company (JUTC) was established to provide a centrally managed public bus system. This was done at a cost of \$6 Billion.

The JUTC is designed as “safe, modern and reliable system of transportation, efficiently operated at a reasonable cost to commuters.”<sup>26</sup> This involved the construction of five depots within Kingston, Portmore and Spanish Town. To date over 600 units have been acquired, special buses that facilitates the needed of the disabled have also been procured, 30 single operated MAN buses have been acquired for hilly routes, an electronic fare collection system have been implemented and the staff have been highly trained to deliver the service.<sup>27</sup>

In 1997 the Montego Bay Metro was established as a private entity to manage the operation of a school bus service, in 2000 a municipal bus service was introduced providing public transportation in the Montego Bay Metropolitan Region. In 2013, about 19,034 vehicles were licenced to provide public transport services, representing some 175,197 seats. The Kingston Metropolitan Region accounted for 18.5% and the Montego Bay 0.3%. It is estimated that there was an island-wide seating deficit of 7,646.

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<sup>25</sup> [http://www.jamaicaobserver.com/news/157543\\_Tufton-attributes-drop-in-food-import-volume-to-eat-J-can-campaign](http://www.jamaicaobserver.com/news/157543_Tufton-attributes-drop-in-food-import-volume-to-eat-J-can-campaign)

<sup>26</sup> <http://www.jutc.com/history.php>

<sup>27</sup> <http://www.jutc.com/history.php>

The National Transport Policy is aimed at fostering improved urban mobility through: improvement in the integration of the Transport Policy with land use and other key policies; increased access to reliable and efficient transport and related services; improved safety of the transport environment; and addressing the issues of the impact of the sector on the natural environment and fuel use. The Ministry of Transport, Works and Housing have announced plans to revise the Policy and to complete the National Transport Strategy as well as a National Transport Plan.

Over the years the movement throughout urban areas, and their interaction with rural areas have revealed certain trends. *Table 1* shows the ridership of passengers within the Kingston Metropolitan Transport Region (comprised of Kingston, St. Andrew and sections of St. Catherine).

Table Jamaica Urban Transit Trips (2003-2010)

<b>Financial Year</b>	<b>Actual Passenger Trips for the Year</b>
2003/2004	88,670,950
2004/2005	78,043,850
2005/2006	75,933,967
2006/2007	66,162,205
2007/2008	53,360,749
2008/2009	49,005,602
2009/2010	51,945,154
<b>Source: Jamaica Urban Transit Company (JUTC), 2013</b>	

A concern that was raised in the consultation meeting is that there is need to improve mass transit and to diversify transportation modalities. Earlier the issue of urban sprawl was raised also the fact that more persons are commuting from rural areas to cities because that is where our anchor institutions and job opportunities are located. It was expressed that there needs to be the capacity for mass transit to the periphery of the cities and smaller carriages to the varied locations. There are no imminent plans to develop rails for commuter travel and there is an over reliance on “Route Taxis”. This has caused great traffic congestion in most of the towns and parish capital across Jamaica.

## **2.5 Improving technical capacity to plan and manage cities (540 words)**

Local Government Reform is necessary to improve the planning process and to properly manage the city. More planners are needed to conduct proper foresighting and to systematically guide what the city should look like. Capacity to evaluate and articulate proper waste management systems, parking and transportation operations and the revenue streams of the city is urgent at this time.

There is also the tendency to improve technical capacity at the centralised authority. There is need to improve the capacity at the local level. This will aid in improving transparency and accountability. The Urban and Regional Planning Sector Plan notes that the planning system has benefited from the revision/updating/introduction of a number of instruments, among them:

- Guidelines concerning the placement of Telecommunications Towers
- Guidelines for squatter management and the establishment of a Squatter Management Unit in the Ministry of Housing
- Preparation of a National Building Act
- A System for the Processing of Subdivision Applications of 9 Lots and under 5 acres within the Parish Councils
- Pre-Development Applications Consultations Process
- Development Approval Tracking System (AMANDA)
- Permits and Licenses System. This entails the analysis of the existing framework and proposals to make the process more transparent, accountable, less cumbersome and customer orientated. It involves the inclusion of other categories of developments into the permit system, the increase of penalties and implementation of a more comprehensive screening system
- A draft Sustainable Rural Development Policy developed to promote rural development
- A Tourism Framework of Action prepared in response to the infusion of foreign direct investment in tourism and highlights the need to address emerging planning and environmental issues in the sector<sup>28</sup>.

Additionally, the TCP Act and the National Land Policy (1996) are currently being revised. The Urban Planning and Regional Development Sector Plan Vision 2030 Jamaica - National Development Plan 15 goal of the revision of the TCP Act is to make provisions to improve the enforcement system, to devolve most planning powers to the local authorities where they rightly belong and for greater citizen participation in the process. The goal of the revision of the National Land Policy is to improve land titling, tenure, access, acquisition, pricing and

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<sup>28</sup> Vision 2030 Urban and Regional Planning Sector Plan, Page 14



divestment; and taxation and incentives for property development processes.

A concern raised is with the shortage of technical staff especially at the local government level, lack of equipment. One parish council representative noted that there was one vehicle available to inspectors in her parish to investigate all complaints and the conduct site visits. This is a general concern which hampers the capacity of the councils to monitor and sanction breaches.

## **2.6 Challenges experienced and lessons learnt in these areas (730 words)**

The Urban Planning and Regional Development Sector Plan (2010) states as a major challenge the continued “uncontrolled and disorderly growth of urban areas” (pg 15). Several explanatory factors were noted, namely: the underdevelopment of rural areas, rural poverty and the weakness of the planning system.

- Land tenure regularization is a long and tedious process, especially for informal settlements; and further because different aspects of the process are occurring in different Ministry’s, Departments and Agencies of government, the overall process was disjointed and time lost.
- Occupancy audits to be conducted at the outset and land values established, communicated and marketed to the community members. This is essential in these processes and requires time.
- It is imperative that all participants understand clearly the role of each government department, agency, or social development organization and exactly where they fall within the land titling process.
- The size of the community and its multiple lots, ad hoc nature and topography also added to the length of the process. In Flanker, seven hundred and fifty three (753) lots, situated in a geographically-challenging area, had to be surveyed.
- Knowledge and comprehension by residents about the initiative is fundamental to their success.
- Occasional flare-ups of violence are known to occur within squatter communities that can cause disturbances which would delay or halt land surveying and other data collection processes.

## **2.7 Further challenges and issues in these areas that could be addressed by a New Urban Agenda (730 Words)**

The population growth has been more dispersed than was previously envisaged, much of the growth is occurring at the on the urban periphery. The new Highway 2000 has opened up lands for development which would have been otherwise unattractive. There is also growth in dormitory communities such as Portmore (which was identified in the 1996 submission) and more recently Old Harbour. Along with the structured development is the growth of informal settlement which the Housing Ministry is continually trying to intervene in. Many of these informal communities are being built on vulnerable lands close to rivers and gullies. There is a

proposal to enact legislation to create “No Build Zone” where persons will be prohibited from building in these disaster prone areas.

Rural to urban migration has increased problems of squatting, uncontrolled development of land, deforestation and watershed deterioration. Agricultural lands are being lost to urban settlement and housing development, and now cover less than 40% of total land area, down from 62% in 1968. It will be important to ensure that long-term land use planning in Jamaica addresses the need to ensure sustainable use of the island’s agricultural land resources, particularly prime agricultural land, and should include the following:

- Zoning of land for agricultural and related uses in land use plans and Development Orders
- Facilitating increased utilization of available agricultural lands including government-owned lands
- Targeting crop production to lands with optimal characteristics for each crop
- Expansion of opportunities for urban agriculture
- Consideration of zoning of agricultural lands approval process for land use applications (Vision 2030 Agriculture Sector Plan).
  - The NLA is planning to introduce, early in 2014, a warning system via email to the surveyors to inform them when the plans are ready for collection (approved or rejected)
  - The plan examination turnaround time is at its optimum level and the NLA is still heavily manual. There is the need to move the system to a digital system where the surveyors can submit their plans via email. This will mean, the completion of a national cadastral map, improving the field data collection via Global Positioning System (GPS) and other modern surveying instruments, equipping the plan examination process with the appropriate survey software and faster computers, modernizing the photographic and scanning process for the recording of approved plans and improving the data capture process for the preparation of the cadastral map. The above equipment is an integral component to the NLA’s vision to greatly improve their services but his currently hampered in implementing these measures due in part to budgetary constraints.
  - It is believed that planners are not properly regulated and that there needs to be more qualified persons in the few existing posts. The University of Technology is producing Urban Planners that are finding it difficult to find jobs. There needs to be greater transparency in how city managers are selected.
  - There is also a lack of standardisation across the local authorities. It would be good to incorporate some standards in how the authorities are managed. There is also the need for

ongoing training and certification of persons in the industry. Harmonisation in terms of data collection would enrich the process.

- An independent body to regulate planners could offer some guidance to the process. There is already established a Planners Association but there is no legislative support. This set up would be similar to that which obtains with engineers, where persons are registered and regulated and supported by that association. The group also acts as a watch dog to regulate the activities of the industry.
- Gender focal points must also be incorporated in the planning process. There is already a programme underway to certify ministries, agencies and departments as gender sensitive.
- There is also the need to look at where key anchor institutions are located and the possibility of developing satellites to deal with increased demands.
- This calls for policies to facilitate “Smart urban growth” to make the city more inclusive. Gentrification and mixed development are also being considered in the draft Housing Policy and Development order to facilitate the redevelopment process.

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## **3.0 Environment and Urbanisation: Issues and Challenges for a New Urban Agenda**

### **3.1 Addressing Climate Change (540 words)**

The last Habitat report did not speak specifically to the issue of climate change however there were numerous commitments made to improving environmental management. Climate change is a priority issue of the government and this has led to the creation of the Climate Change Division within the Ministry of Water, land, Environment and Climate Change to coordinate national climate change activities. The 2013 Economic and Social Survey notes several activities of the government to deal with climate change, they include: The Climate Change and Adaptation and Disaster Risk Programme and the Pilot Programme for Climate Change Resilience, there has been Cabinet approval for a Climate Change Policy Framework and Action Plan, assessment of forest cover change using GIS technology and the promulgation of four Provisional Development Orders.

The Climate Change Policy framework presents a vision the achievement of “growth and prosperity for Jamaicans while meeting the challenges of climate change with enhanced resilience and the capacity to adapt to the impacts and the causes in a coordinated, effective and sustainable manner”<sup>29</sup>.

Two major initiative reported in the ESSJ (2013) are noteworthy here. First, “Enhancing the Resilience of the Agriculture Sector and Coastal Areas for Livelihood Protection and Food Security”, a programme of the GoJ Adaption Fund. Under this initiative engineering designs were completed for the instillation of two breakwater systems to protect the most severely eroded section of the Negril Coastline and water management facilities installed in three communities. Second a 38 month GOJ/EU/UNEP CCADRRP which sought to rehabilitate watersheds, restore coastal ecosystems and build institutional and local capacity in climate change adaption and disaster risk reduction.

The JSIF recognized that climate change is a real phenomenon and, as such, climate change mitigation and adaptation considerations have been incorporated in project designs and implementation. All road networks are constructed with proper drainage features; projects are implemented to stabilize slopes and train rivers for periods of excessive rainfall. Several water supply projects have been executed in communities without water supply and rainwater harvesting systems implemented at multiple project sites. The energy efficiency and conservation drive of the company including the use of alternative energy, forms part of the JSIF’s response to climate change.

### **3.2 Disaster risk reduction (540 words)**

Several legislation and policies are being enacted to deal with this issue. These include:

- Disaster Management Act (Amendments forthcoming)
- Enforcement is important

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<sup>29</sup> Draft Climate Change Policy, page 26

- Mandatory evacuation (Unsafe areas)
- Relocation (housing and economic concerns)
- Hillside Development Policy
- National Building Act (future)

The Office of Disaster Preparedness and Emergency Management along with key stakeholders have been building the capacity of communities to cope with climate change and to reduce disaster. This include: the formation of Community Disaster Risk Management Groups, Community Disaster Risk Management Plans and Community Emergency Response Teams. The office is also encouraging the mainstreaming of disaster risk management.

A Rapid Visual Screening was conducted to determine seismic vulnerability, provide data for earthquake planning and responses and provide recommendations of structural and non-structural measures to reduce risk.<sup>30</sup>

### **3.3 Reducing traffic congestion (540 words)**

The need for travel has increased in urban areas as the changes in land use development on the urban periphery and the increasing concentration of developments within the urban areas has created a myriad of associated challenges. The on-going trend of housing developments mushrooming on the urban peripheries is a major contributor to the growing need for travel. Consequently, there has been increased traffic movement into an out of the urban areas at certain time of day and time of year. This includes movement through the use of public passenger and private motor vehicles. The NTP speaks to increasing the use of public passenger vehicles in the urban areas. However, while the Jamaica Urban Transit Company (JUTC) and the Transport Authority (TA) implement measures to improve the public transportation services, the use of private motor vehicles to commute throughout the urban areas, continue to persist. Data from the Inland Revenue Department (IRD) revealed that over the last decade there has been a steady increase in the number of first time motor vehicle license in the system throughout the island, as depicted in *Figure 1* below:

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<sup>30</sup> Economic and Social Survey 2013, page 3.16

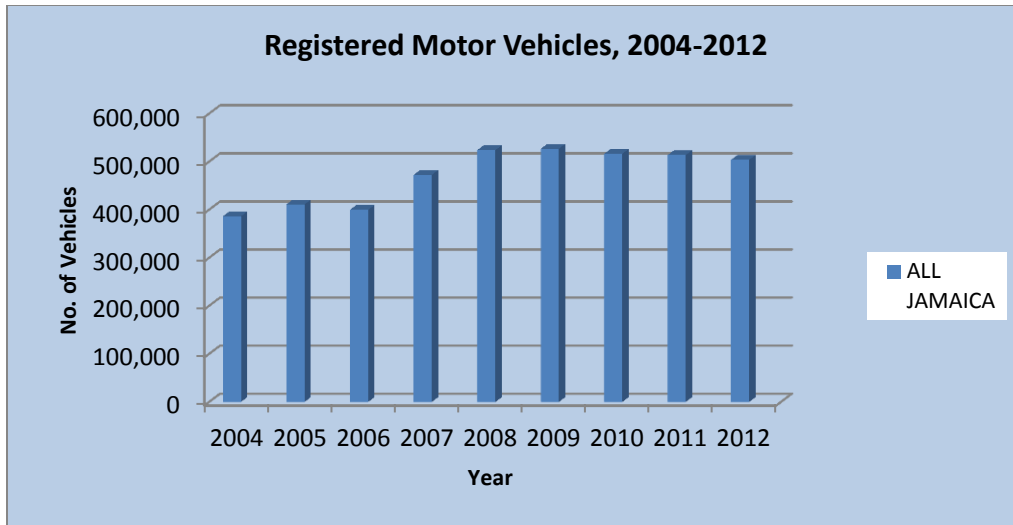


Figure 1: Registered Motor Vehicles: 2004- 2012

Source: Technical Services Unit, MTWH (Compiled with data from the Tax Administration Jamaica),

The map below (*Figure 5*) provides an illustration of the volume of traffic that traverses each of the corridors; the volume is depicted by the width of the lines used to depict the variation in traffic volume. In the Kingston Metropolitan Area, the three road corridors that experiences the greatest traffic volumes in the Kingston Metropolitan Area are: Mandela Highway, Marcus Garvey Drive and Hagley Park Road, all of which links the hinterland with the city of Kingston..

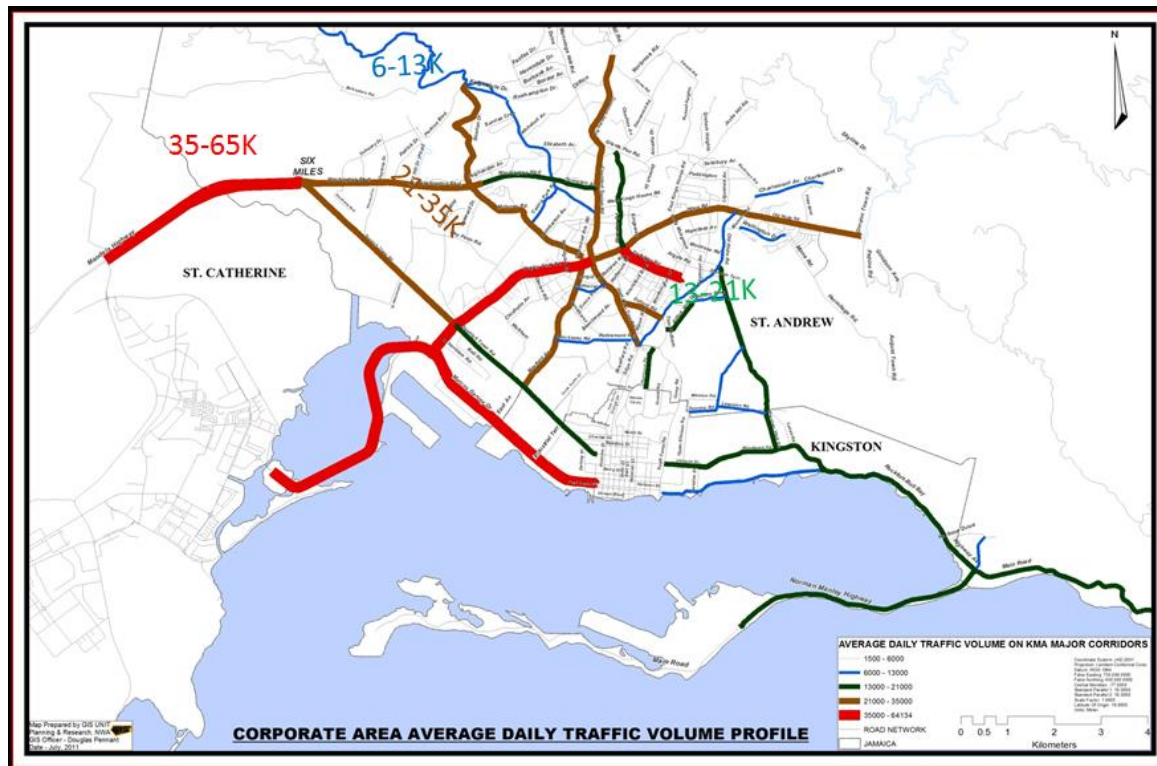


Figure 5: Average Daily Traffic Volume on KMA Major Corridors

Source: National Works Agency, 2013 (Improved map to be provided)

### 3.5 Air Pollution (540 words)

This report on the “State of the Jamaican Climate 2012” analysed data collected from sixty two (62) monitoring sites across Jamaica. This represents an increase of four monitoring site over the previous year. The status of the ambient air is given for each site monitored during 2012 along with an analysis of the causes and trends. The hourly ambient levels, twenty four (24) hour average ambient levels and average annual levels are also analyzed quantitatively and compared with the Jamaica Ambient Air Quality Standards (JAAQS) set by the Natural Resources Conservation Authority. In addition, the communities that are impacted are identified in some cases.

The report notes that the country continues to experience low impact from Nitrogen Dioxide, Sulphur Dioxide and Carbon Monoxide as there was no breach of the JAAQS recorded. Despite both SO<sub>2</sub> and NO<sub>x</sub> accounting for over 90% of the emissions produced in the country from major industry, they have not materialized as major contaminants in ambient air. It is suspected that the main reason for this maybe the dispersion of the pollutants from major sources and the limit placed on sulphur content in fuel oil by the NRCA Air Quality Regulations 2006. Ozone data was compiled in 2012 for the first time and will continue to be tracked during 2013. Although 14 exceedances of the 1 hour JAAQS was observed from the data recorded during 2012 the Agency requires more data to comprehensively inform the country on the current status of the air in relation to tropospheric (ground level) ozone.

Data quality for and recovery for gas sampling improved to average of 65% over a low of 45% in 2011. This enhanced the level of assessment that was possible by the Agency and continued technical training during 2012 and 2013 will see the continued increase in data recovery and quality.

The country has seen an overall increase in the levels of particulate matter present in ambient air during 2012. There has been an increase in the number of exceedances of both the daily JAAQS and the annual JAAQS. Breaches of the daily standards increased from 17 to 19 and annual breaches increased from 3 to 8 over the previous year. These increases are for the combined TSP and PM10 monitoring stations. Interventions will have to be made in those air sheds that have been identified by the current monitoring as compromised. Hayes

Corn Piece Clarendon and the Rockfort Kingston are two locations that will have to be thoroughly assessed during 2013 and recommendations made for possible mitigations against the air emissions producing activities in those locations.”

### **3.6 Challenges experienced and lessons learnt in these areas (700 words)**

During the consultations persons from the Manchester Regions highlighted the problem of beach erosion along the Treasure Beach/Little Ochi shoreline. Unsustainable fishing practices including the use of dynamites and overfishing were cited as reasons for the continued destruction of barrier reefs in the area and the subsequent erosion of the coastline. It was also noted that persons are cutting away mangrove and building houses and cemeteries on sand dunes because there is no proper management of coastline resources. Public education is therefore an imperative. NEPA is monitoring the health of coastal and marine resources.

Traffic congestion has a negative impact on the efficiency with which public transportation operates. The NTP acknowledges the need to “*facilitate efficient movement of public transport on the roadways*”. Attempts at this in the past, has included the implementation of exclusive bus lanes on sections of various corridors throughout the Kingston Metropolitan Area, these corridors include Washington Boulevard, and sections of Constant Spring and Half Way Tree Road. This strategy has not worked at its most optimum because the dedicated bus lanes does not continue throughout the length of the corridors, rather at many points along the corridors the mass transit must share lanes with the regulate vehicle population.

It is imperative that any attempts to advocate for increased use of public passenger vehicles on the premise that it provides the benefits of reduced travel time in an efficient manner; this will require that radical measures be taken to prioritize public passenger vehicles throughout the urban areas (this include other areas such as Montego Bay, Mandeville, Savannah-la-mar etc.). The approach to provide greater roadway capacity is also not expected to address the problem of congestion, as this results in *Triple Convergence*, where the increase in the supply of road



capacity also results in an increase in capacity demand on the corridors to the point where congestion results. An example is the Highway 2000, Portmore leg corridor which represents an increased capacity of the corridor that once traversed this area the Causeway road, the provision of a wider corridor (albeit tolled) saw an increase in the number of vehicles during peak hours.

### **3.7 Future challenges and issues in these areas that could be addressed by a New Urban Agenda (700 words)**

Small Island developing States such as Jamaica are particularly vulnerable to climatic changes. Jamaica's coastline is approximately 886 kilometres long and is the habitat for many of the island's diverse species and ecosystems including sandy beaches, rocky shores, estuaries, wetlands, sea grass beds and coral reefs. It is also the location for most of the important infrastructure and formal and informal housing, as well as a high percentage of the island's economic activities, including tourism, mixed farming, fishing, shipping and mining. Jamaica's reef-related fisheries provide valuable jobs and revenue for the country, contributing US\$34.3 million per year. The removal of mangroves, sea grass beds, and coral reefs occasioned by this multi-purpose use of the coastal zone has increased Jamaica's vulnerability to hurricanes and storm surges and poses a major threat to coastal ecosystems and marine wildlife<sup>31</sup>.

The Agriculture ministry has noted that a part of the changing climate is longer periods of drought. To this end there has been changes in irrigation modality using more drift irrigation for example which utilises less water. Creating more drought and pest resistant plants to maintain agricultural yield also must be considered.

Traffic congestion, like other general mobility challenges will require that a long-term comprehensive approach be taken, that is aimed at balancing land use and transportation. The challenges created by traffic congestion are wide-ranging with cross-sectorial implications. The currently existing high levels of congestion can only be addressed through the use of measures that results in a removal of the vehicles from the road.

Among the measures that could be considered are mechanisms of congestion pricing, restriction of motor vehicles in certain areas, ridesharing, park and ride et. al. Urban design must also play a role in reducing traffic congestion. In the case of Jamaica, where urban areas have predominantly evolved organically, urban design to reduce traffic congestion must include retrofitting already developed areas.

The country will also need to provide regulation to deal with the urban climatic concerns. These include opening more carbon sinks and ensuring forested, green areas and general open spaces are maintained. Planners have to consider where the existing road network is and major infrastructure including airports.

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<sup>31</sup> Draft Climate Change Policy document page 14

Greater inclusion of renewal energy in building designs should be encouraged as well as developing a healthier fleet of vehicles to reduce the carbon footprints. Sustainability factors ought to be pursued this include the enforcement of “No Build Zones”. One challenge already identified is where persons have registered titles in these zones (example: Caribbean Terrace), the state must decide on how to deal with this.

Policies and procedures must endorse the gendered perspective and Ministries Agencies and Departments must engage in information sharing and knowledge transfer. The Ministry of Agriculture has developed a SMS early warning system for its farmers to alert them to impending disasters other agencies could adopt this approach.

In terms of waste management controls, there is no sanitary landfill in Jamaica. The existing disposal facilities are actually dumps which are believed to be significant contributors to environmental pollution and human health effects. The NSWMA has limited capacity to manage the amount of waste that is generated in the country and therefore the issue of poor solid waste management could persist far in the future. Cost recovery processes such as recycling and composting are not stressed and supported sufficiently with multiple recycling companies failed over the last few years.

## **4.0 Urban Governance and Legislation: Issues and Challenges for a New Urban Agenda**

### **4.1 Improving urban legislation (540 words)**

The Vision 2030 Jamaica-National Development Plan has created a national framework to guide the development of policies and legislation including those affecting the urban economy. The Urban and Regional Planning Sector Plan notes as one its major challenge a fragmented planning infrastructure. Over 20 institutions are involved in the planning process and are governed by 103 pieces of planning-related legislation. One urban planner noted during the consultations that Jamaica cannot continue to plan with densities of 30 habitable rooms per acre in urban centres. “Jamaicans (developers and residents) are requesting new choices of land use, housing, transport, employment and environment. The development of new legislation is therefore required to reflect these changing demands. There also is a need for better clarification of the roles of the various agencies involved in planning”<sup>32</sup>.

Two observations have been made that needs urgent attention. First, there are numerous draft policies without the supporting legislative framework to support the implementation process. Second, that many of the planning related laws lack appropriate sanctions and systems of enforcement. Responsible ministries are required to highlight these flaws and take it to Cabinet for approval so that the requisite changes can be proposed and enacted into law.

Development Orders are the legal documents prepared under the Town and Country Planning Act which are used to guide development by the planning authorities. In keeping with the thrust to bring the entire island under planning control the development orders have been promulgated since the last Habitat report, they are namely: St Ann Parish Provisional Order (1999), Portland Parish Provisional Development Order (2013), Trelawny Parish Provisional Development Order (2013), Manchester Parish Provisional Development Order (2013) and the Negril and Green Island Area Provisional Order (2013). In addition, five (5) parish development orders have been drafted and are in the process of being finalised for promulgation.

### **4.2 Decentralisation and strengthening of local authorities (540 words)**

Another type of response to the impact of urbanization is a more structural intervention in which local institutions are legally empowered to impose civic order, promote sustainable development and enter into financing and revenue enhancing arrangements which allow for sustainable institutions and balanced development. Jamaica is seeking to achieve this response through the promulgation of its Strategic Laws (Governance, Finance and Human Resource Management). Upon the passing of the laws local authorities will be empowered and strengthened to support an urban agenda that is sustainable.

Through the ICBSP, Parish Councils were given training sessions to build employee capacity and equipment to improve the productivity and efficiency of the local government organisations. The equipment provided – routers, desktop computers, software, and printers – will integrate

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<sup>32</sup> Urban and Regional Sector Plan Vision 2030 pg. 16

with the Ministry's Application Management & Data Analysis Software (AMANDA) and will allow for the establishment of an IT helpdesk throughout the Parish Councils, leading to greater compliance in the land development construction sector by developers and other relevant professionals.

Through the Jamaica Violence Action Fund (JAVA) component of the JSDF and through the ICBSP, JSIF conducted training and workshops in CBO and NGO capacity development. Training topics included: disaster management and basic infrastructure maintenance, development of policies, grant proposal writing, maintenance and auditing of accounting records, financial stewardship, communication skills, team building and meeting management techniques, leadership networking, birth certificate application processes, and mediation techniques. Through JAVA, JSIF trained 500 at-risk youth in the development of an integrated and participatory youth leadership and corner crew network for crew members, at risk and unattached youths for transformation. Capacity-building interventions aimed at community-based organisations and at at-risk youth allow for improved leadership and crime- and violence-reduction, as well for increased/improved law and justice advocacy.

In addition, PRP II and PRP III awarded Grants of Low Amount (GOLAs) to over 50 non-state actors (primarily NGOs and Community-Based Organisations). These have helped to strengthen community capacity to be stronger actors in their own development processes, through improving the managerial and entrepreneurial capacity of communities and community actors.

#### **4.3 Improving participation and human rights in urban development (540 words)**

Of note, through its ratification of several international protocol and frameworks including the Committee on the Elimination of Discrimination against Women (CEDAW) Convention, the Beijing Platform for Action, Agenda 21 and the Habitat Agenda, Jamaica has at its disposal several frameworks through which the rights of women generally, and the rights of women in relation to sustainable housing specifically, are protected.

Local frameworks such as the revised Charter of Fundamental Rights and Freedoms in Jamaica, enshrines the *“right to enjoy a healthy and productive environment, free from the threat of injury or damage from environmental abuse and degradation of the ecological heritage”*

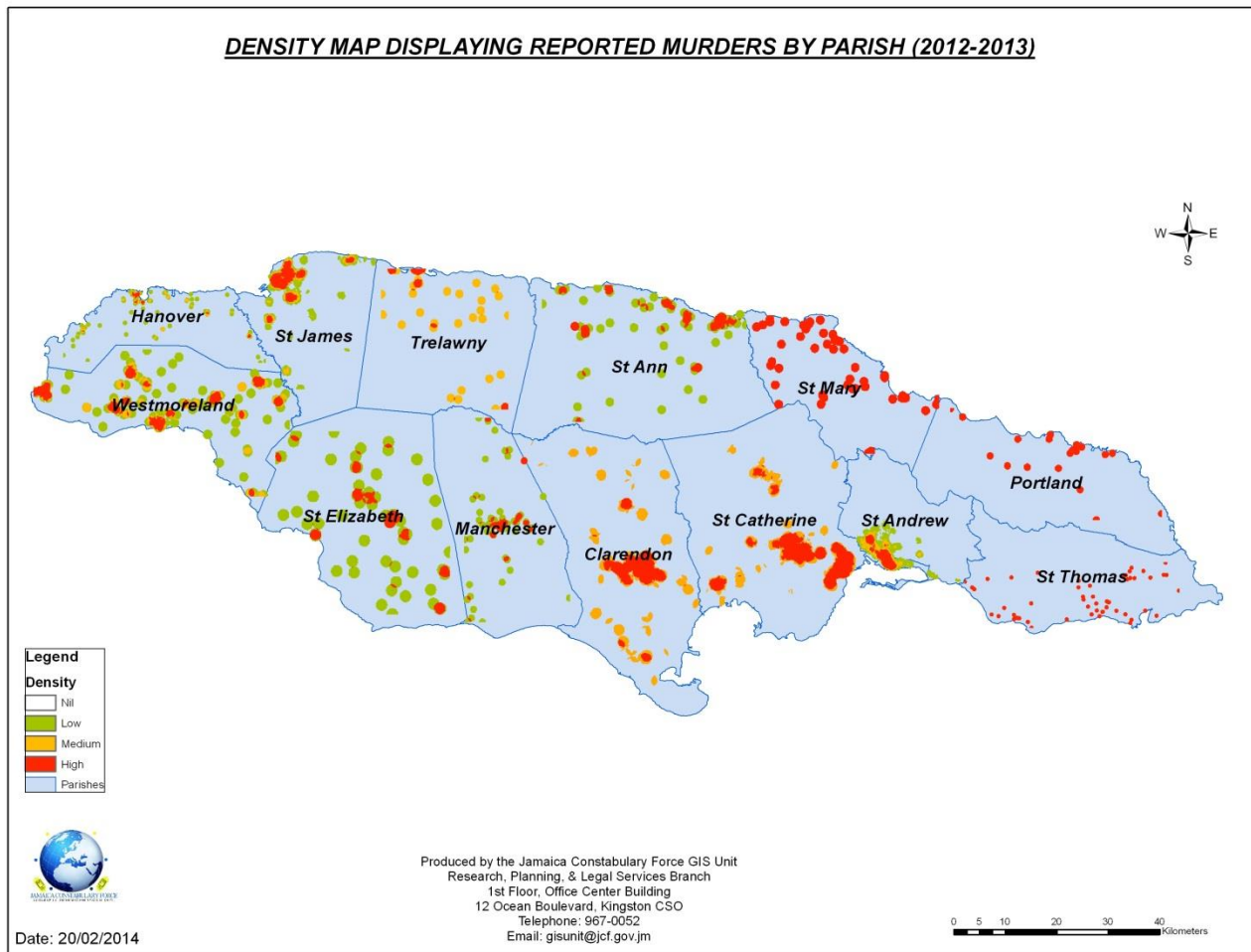
Additionally, the Gender Sector Plan of Jamaica Vision 2030 notes that *enhancing the quality of life for all Jamaicans, could only be done by critically addressing – education, health and nutrition, the basic amenities of water, housing and infrastructure, access to environmental goods such as clean air and water and civility and social order.*

Of interest, however is that while the Housing Sector Plan of Jamaica Vision 2030 lists as its objective that **all** Jamaican households *have access to affordable, appropriate and legal housing options in livable, vibrant, inclusive and aesthetically pleasing communities*, it does not specifically include a gender framework or the articulate a process of gender mainstreaming as one of the ways in which this objective will be met.

#### **4.4 Enhancing urban safety and security (540 words)**

The 2007 United Nations –Habitat Global Report details three major threats to the safety and security of cities: crime and violence, insecurity of tenure and forced eviction, as well as natural and human-made disasters, including low-level chronic hazards such as road traffic accidents. These threats usually result from urban growth, changes in the natural environment and social, economic and institutional changes within cities.

Populations in these towns have outgrown their existing infrastructure which has resulted in overcrowding; unplanned buildings have emerged and encroached upon adjoining formal communities which create numerous safety and security problems such as electricity theft, illegal water connection, and improper disposal of garbage. Limited opportunities for education and jobs, in particular youth have resulted in gangs being a lucrative means of survival. This has resulted in increases in incidents such as robberies, breakins, sexual offences, extortion and homicides. Easy access to guns has caused the homicide rate to increase exponentially over the last ten years. This has serious implications for safety and security as over 70% of the homicides are committed by the gun (Interview ACP Heywood Feb 2014). Figure 1 and Figure 2 present maps showing the number of murders the figure below details murders by parish for 2012-2013.



Jamaica's National Security Policy 2012 sets out clearly into four tiers the main threats affecting national safety and the likelihood of them occurring. **Tier 1** is top priority. They are threats with the clear and present dangers. One example of this is transnational organized crime which includes trafficking in narcotics, weapons, ammunition etc. Security concerns in **Tier 2** are regarded as major potential threats and require constant monitoring in order to detect danger. The extension and influence of drug cartels from Central and South America into the Caribbean as well as the attacks of terrorists from the region are examples. Security challenges identified in **Tier 3** are perennial and can be stymied through reforms such as improving governance and building stronger institutions. Consistent low growth rates in the economy, high rates of unemployment, poverty, increasing disparities of wealth, education and opportunity are fertile ground for the occurrence of criminal activities. **Tier 4** security challenges are those described as less threatening. Examples of these are challenges surrounding food and water security. The Government of Jamaica has responded to these challenges by way of legislation to remove the profit from crime, reformation of the justice system, policing by consent or improved community policing, dismantling gangs and focusing on at risk communities. The government's focusing on at-risk communities in urban areas or rural communities which demonstrate

characteristics of an inner city environment has been one at the centre of one of the largest investments called the Citizen Security and Justice Programme(CSJP).

The Medium Term Socio-Economic Policy Framework 2012-2015 has established targets for increased safety and security (see Table x)

**Table x: Indicators and Targets– Security and Safety**

Indicators	Baseline	Actual			Targets		
	2007	2009	2010	2011	2012	2015	2030
Major Crimes/100,000 population	271.18	437.79	409.39	403.36	216	182	43
Murder Rate/100,000 population	58.82	62	52.88	41.86	50	35	10

Source: Vision 2030: The Medium Term Socio-Economic Policy Framework 2012-2015

#### **4.5 Improving social inclusion and equity (540 words)**

The 1996 United Nations Conference on Human Settlements (Habitat II) was guided by two themes - *Adequate shelter for all* and *Sustainable human settlements development in an urbanizing world*. The Conference noted that all human beings (irrespective of social organising factors such as age, race, ethnicity, gender and ability) were entitled to a healthy and productive life, in harmony with nature. Additionally, the conference advocated that the process of creating sustainable settlements and managing urbanising needed to be located within the discourse around sustainable development<sup>33</sup>.

More recently, and as states continue to grapple with the increasing pace of urbanisation, Farmer<sup>34</sup> suggests that what is required is a re-invention of planning. He notes that:

*New Urban Planning is inclusive and pro-poor. It recognizes diversity and promotes equality. Plans can and should be driven by the objectives and priorities as expressed by all groups in the city. Planning is about finding ways to reconcile the priorities of diverse groups, now and in the future. Particular attention needs to be given to those whose voice has often not been heard in conventional public policy-making – e.g. the old, children, those with disabilities, women, ethnic minorities, the homeless, those with low incomes etc.*

<sup>33</sup> [http://www.unhabitat.org/downloads/docs/1176\\_6455\\_the\\_habitat\\_agenda.pdf](http://www.unhabitat.org/downloads/docs/1176_6455_the_habitat_agenda.pdf)

<sup>34</sup> Reinventing Planning: A New Governance Paradigm For Managing Human Settlements :<http://www.globalplannersnetwork.org/pdf/reinventingplanningenglish.pdf>

#### **4.6 Challenges experienced and lessons learnt in these areas (730 words)**

Lessons learnt in improving urban security and safety

1. Community policing can be used to significantly reduce crime and disorder, and at the same time build confidence and trust in the security forces;
2. Technology must be an essential part of law enforcement in communities of the future;
3. Partnership with other government stakeholders, international partners and the private sector and citizens is important for promoting safer and secure urban spaces.

#### **4.7 Further challenges and issues in these areas that could be addressed by the New Urban Agenda (730 words)**

##### **Foreseeable Challenges**

- I. Inadequate resources in order to provide the necessary support for law enforcement activities
- II. The economic downturn will impact on unemployment opportunities for those with very limited or non-existent skills. This is likely to create opportunities for illegal means of survival.
- III. Legislation that lags behind the growing trends in some criminal activities

Any serious attempt to manage urbanisation and ensure sustainable settlements must echo the principles outlined in Habitat Agenda, including, but not limited to:

1. Integrating gender perspectives in human settlement related legislation, policies, programmes and projects through the application of gender-sensitive analysis;
2. Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;
3. Collecting, analyzing and disseminating gender-disaggregated data and information on human settlement issues, including statistical means that recognizes and make visible the unremunerated work of women, for use in policy and programme planning and implementation;
4. Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resources management mechanisms, production techniques and infrastructure development in rural and urban areas;
5. Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlement planning and decision-making."



More specifically, it must also take into account the socio-economic and political idiosyncrasies of Jamaica including,

1. Poverty, particularly as it relates to female household headship and family size and structure
2. The existence of human settlements finance systems, which could enhance rates of land and housing tenure
3. Governance systems, which empower women and girls at all levels
4. Access to environmentally sound urban social services including safety. This is particularly critical given a *de facto* culture of impunity, as it relates to violence against women and girls.

Efforts to mainstream gender into the establishment of sustainable settlements must include social infrastructural actions to empower women and encourage self help. Specifically, there must be improved the access for women and vulnerable groups to home ownership, through special provisions at the National Housing Trust, which make home ownership less difficult. Additionally, there must be a focus on increased access to education at the secondary and tertiary levels, which could enhances earning power as well as options for entrepreneurship and an improved standard of living.

## **5.0 Urban Economy: Issues and Challenges for a New Urban Agenda**

### **5.1 Improving municipal/local finance (540 words)**

The precipitated increase in the urban population has undoubtedly put a strain on local governments to provide a range of services from water and sewer infrastructure to social services and housing. To meet the growing demands of urbanization, municipalities require sufficient revenue and tools to pay for services and infrastructure.

Municipal finance is about the revenue and expenditure decisions of municipal governments. It covers the sources of revenue that are used by municipal governments - taxes (property, income, sales, excise etc), user fees and intergovernmental transfers. It includes ways of financing infrastructure through the use of operating revenues and borrowing as well as charges on developers and public-private partnerships. Municipal finance also addresses issues around expenditures at the local level and the accountability for expenditure and revenue decisions including the municipal budgetary process and financial management.' (*Guide to Municipal Finance by Naomi Enid Slack*).

The Ministry of Local Government and Community Development (Jamaica) for instance is charged with the portfolio responsibilities for Social Welfare Services, Community Development and Local Government Administration. This particular ministry incurs expenditures on a variety of services including fire protection, public water, minor water supply schemes, road maintenance, garbage collection and disposal (public cleansing), parks and beautification, street lighting and social expenditures. They fund these services and the infrastructure associated with them from a variety of sources. These activities are funded through both the Consolidated Fund and the Parochial Revenue Fund (PRF). The PRF has two primary sources of income: Property Taxes and Motor Vehicle Licenses. The real issue is whether or not the projected revenue sources for any given financial year is able to meet the administrative expenses incurred within the same fiscal year.

It is widely known that a significant and growing portion of the world's poor live in urban areas. The current worldwide emphasis on decentralisation has focused attention on city governments, but the serious question is whether these are either willing or able to address the growing level of poverty within these jurisdictions. Finance is a critical constraint for cities seeking to address the problems of urban poverty. The matter is whether resources can be mobilized and whether they can be directed towards meeting the needs of the poor.

The challenge for local governments is to keep cities economically viable by delivering high level of services and, at the same time, keeping taxes sufficiently low so as not to discourage individuals and businesses from locating in their jurisdiction. Over the past two decades, local governments have faced a number of issues and challenges that have put stress on their ability to meet this objective.

Cities, Towns and other forms of urban centres are sources of markets, assets, creative ideas, human and other resources which when harnessed in a collaborative process, facilitated by local institutions (public and private) and the community create incremental wealth and economic development.

The major challenge is to identify gaps in the wealth creation process and address these gaps with appropriate responses. These gaps may be knowledge, financing, marketing, asset identification, supporting policy or collaborative skills of participating stakeholders.

Jamaica's emerging Local Economic Development (LED) programme in six pilot Local Authorities seeks to direct the interventions necessary by developing capacity in Local Authorities to facilitate economic development in their jurisdiction. It is a focused approach including the assignment of LED officers to each implementing institution to focus on the identification of projects, the development of LED plans and the building of capacity among all stakeholders in community economic development process. Eventually, this programme will be rolled-out to other parishes with the identification of additional resources and the lessons learnt from the pilot experience.

## **5.2 Strengthening and improving access to housing finance (540 words)**

The Jamaica Mortgage Bank (JMB) is a wholly owned government entity which was established on June 2, 1971 with the purpose of facilitating affordable housing for Jamaicans. This objective is achieved through the mobilization of financial resources to on-lend to public and private sector developers, developing an active secondary mortgage market and providing mortgage indemnity insurance.

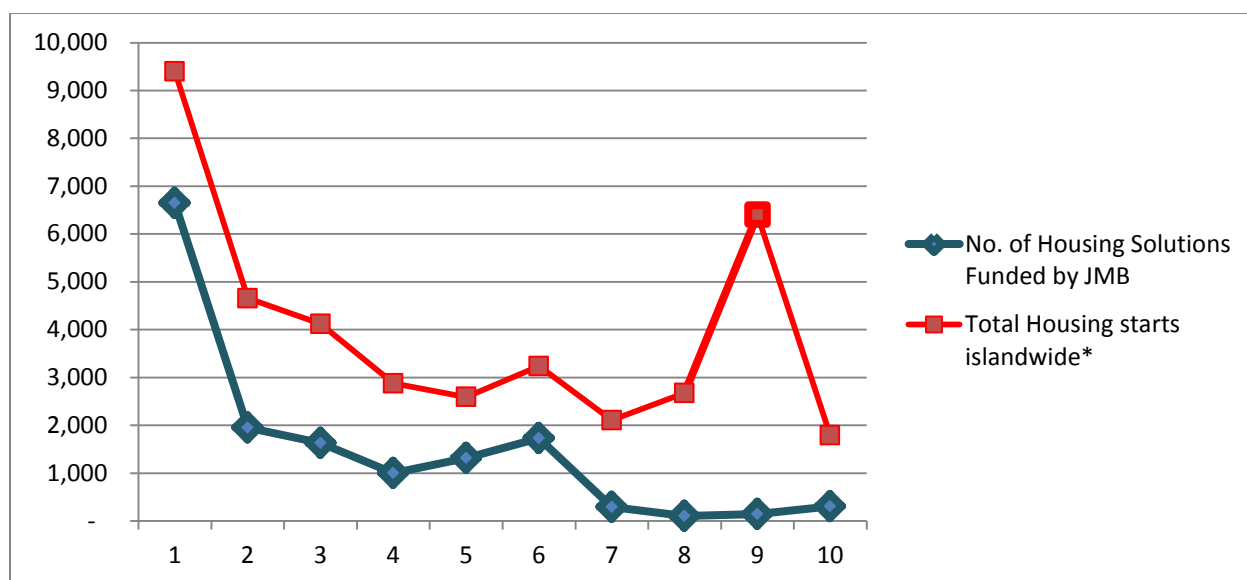
The JMB primary target market is public and private housing developers who are able to construct units for sale above \$9M. With current mortgage rates as low as 9%, we believe the \$9M - \$15M housing market segment is underserved and presents a viable option for investment.

The Bank has been in existence over 41 years and has financed in excess of fifty (50) housing developments across the island through its construction financing programme.

Despite contributions from the Bank and other financial institutions, there is still a huge housing deficit in the country. Information gathered from The National Housing Policy suggested that there is an annual requirement of approximately 20,000 units for the next ten (10) years to meet the need. In order to satisfy the shortfall of approximately 20,000 units per annum, considerable resources will have to be invested in the sector to address this chronic problem.

Over the past 10 years, the JMB has financed approximately 38% of the housing starts island-wide.

Source: Jamaica Mortgage Bank



### ***Policy and Legislative Support***

Over the past 10 years, the Government of Jamaica has taken steps to strengthen the legislative and policy framework governing mortgages in order to spur the revitalization of the housing market. Some of the initiatives that are being actively pursued are:

#### **Strengthening of the Secondary Mortgage Market**

The Government through the Jamaica Mortgage Bank (JMB) has focused on strengthening the Secondary Mortgage Market (SMM). This provides a source of capital market funding through the JMB, thereby providing liquidity to mortgage lending institutions for the creation of additional mortgages. Since the reactivation of the SMM facility in 2011, The JMB has on-lend approximately \$390M, and much interest has been generated in the mortgage market. The Primary Mortgage Market has become very competitive resulting in the lowering of interest rates from a high of 16.95% to a low of 9.4%. Some of the key benefits of the SMM to borrowers are: greater access to mortgage financing and reduced mortgage rates resulting from increased competition.

Another initiative that will be pursued via the JMB is the Home Deposit Financing Programme. It has long been recognized that finding a deposit, continues to be a major hurdle to home ownership for many Jamaicans. The JMB, in its quest to find innovative responses to the problem, is developing a Home Deposit Financing Facility (HDFP). Under the HDFP, the JMB will make funds available to financial intermediaries for on-lending to their customers as a

deposit loan. The maximum amount which will be given as a loan will not exceed 15% of the sale price of the property and the property being acquired should not exceed \$15 million.

HAJ has strategized to be the dominant provider of housing solutions to low income earners at prices they can afford. The Agency ensures this by continually seeking suitable lands and projects that will supply housing solutions at competitive market rates to prospective buyers. Projects under this venture have included Palms of Portmore, Portmore Country Club 2 and Portmore Villas in the major urban growth centre of Portmore; Bourkesfield, Old Harbour St Cathine; Whitehall 2 in Negril, Westmoreland and Stadium Gardens 3 in St. Andrew.

The National Housing Sector Plan (2009) made reference to a National Housing Needs Assessment (1986-2006) which determined that approximately 15,000 new and 9,700 upgraded housing solutions are needed yearly to meet the demand for housing. HAJ has endeavoured to reduce this gap through its operations.

At the end of 2009, 1076 housing solutions was delivered, The Agency slightly increased this number to deliver 1130 housing solutions by the end of 2010 period. The Agency further increased its deliveries to 2457 housing solutions for the 2011-2012 period. A total of 2086 solutions were delivered in 2013. The data for the recently concluded 2013-2014 financial year is still being analyzed. Overall, between 2008 and 2013, HAJ delivered a total of 6746 housing solutions to the Jamaican market.

### **5.3 Creating decent jobs and livelihoods (540 words)**

It must be appreciated that as the leading business ministry, MIIC has a *national* remit to drive economic (GDP) growth and job creation. This is in the context of the GOJ Strategic Growth Agenda which is an offset to the stabilization mandate of the 4-year Extended Fund Facility (EFF) arrangement underway with the International Monetary Fund (IMF). Under the Strategic Growth Agenda, the areas of emphasis for MIIC are:

- The Global Logistics Hub initiative
- MSMEs and Entrepreneurship/Innovation
- Creative Industries/ICT (special emphasis on Animation)
- GDP Growth with Employment and Rural Inclusion.

Thus from the MIIC standpoint, the implications for economic growth/development and decent jobs/livelihoods are *macro/national* rather than *local* in a community or regional sense.

### **5.4 Integration of the urban economy into national development policy (540 words)**

A major concern here is that there are too many unregistered businesses in the urban economy. There needs to be a widening of the tax base and better regulation to guide the delivery of goods

and services. The issue of the lack of enforcement of existing laws was again highlighted in this discussion. It is thought that if all the laws regulating businesses were enforced this would improve the revenue collection. It is thought that an imperative is to include all urban lands on the tax roll and to educate persons about the importance of compliance.

### **5.5 Challenges experienced and lesson learnt in these areas (730 words)**

The revised housing policy, will promote more Private Public Partnerships using joint and syndication financing arrangements. The housing policy will also provide for the use of Government lands to facilitate affordable housing with interested private developers. Additionally, we will encourage private sector and NGOs to make land available for affordable development through possible tax incentives.

The Mortgage Insurance Act is currently being amended, to allow for the percentage of the appraised value of a property on which a mortgage loan is being granted, to increase from 90 – 97 percent. This amendment will reduce the burden of a high down-payment, which currently is between 10 - 15 percent. Essentially, the proposed amendment is aimed at making mortgages more accessible to homeowners.

The well-intentioned Operation PRIDE Programme was fraught with challenges. It has created a debt legacy from which the agency is still recovering. HAJ has established a vital role in meeting unique housing needs of low income earners in informal settlements and has enabled such residents to access secure housing tenure. The Agency regards this as an accomplishment. However, the availability of funding for social housing is limited. In future endeavours of this nature, HAJ will seek to diversify its access to grant funding to finance these operations, supplemented by profits realized from open market projects.

The regulatory approval process does not necessarily accommodate incremental development. HAJ sometimes takes a phased approach to its much larger projects. However, it finds that the initial costs leading up to the commencement of construction such as regulatory approval fees are prohibitive. HAJ is therefore in discussions with the Ministry of Local Government to propose an alternate structure for approval costs.

Mindful of the goal to minimize the costs of low-income housing solutions, HAJ embarked on a proposal to relax some of the regulatory standards of development including a reduced minimum lot size and the waiving of some regulatory fees.

Another deterrent of incremental development is the requirement for infrastructure, particularly in serviced lot developments to be installed all at once. Many of these developments do not realize full build out until three to five (3-5) years after completion. This poses a challenge to project viability.

The main water service provider, National Water Commission (NWC) regards (and prefers) new housing developments favourably as they automatically generate new customers, rather than serviced lot developments where the commodity is provided to residents as they commence construction (and full build out in some communities can take up to 3-5 years). The water provided to these serviced lots is sometimes stolen by unscrupulous individuals and resold in areas where little or no water service is available

### **5.6 Future Challenges and issues in these areas that could be addressed by a New Urban Agenda (730 words)**

Routine collection of data must be ensured, this to assist with the harmonisation of policy. The lack of tax collection is a major area of concern and this is linked to the issue of insecure tenure. The country must continue to actively pursue tenure regularisation and squatter management programmes to ensure more compliance and better land management systems.

The response to these impacts must be (i) collaborative - engaging communities with the institutions which serve them (ii) transformative – converting local institutions to greater relevance with their publics and (iii) design adequate responsive mechanisms for citizens in urban centres, including town management/town centre programme.

This can be achieved through locally generated responses, but often in the current financially restricted environment, assistance has to be sought from International Development Partners (IDPs). Examples of initiatives pursued by the MLGCD include: A. Emerging Sustainable Cities Initiative (ESCI) and B. Kingston Urban Renewal Programme (KURP) –IDB.

The Mortgage Insurance Act is currently being amended, to allow for the percentage of the appraised value of a property on which a mortgage loan is being granted, to increase from 90 – 97 percent. This amendment will reduce the burden of a high down-payment, which currently is between 10 - 15 percent. Essentially, the proposed amendment is aimed at making mortgages more accessible to homeowners.

Another initiative that will be pursued via the JMB is the Home Deposit Financing Programme. It has long been recognized that finding a deposit, continues to be a major hurdle to home ownership for many Jamaicans. The JMB, in its quest to find innovative responses to the problem, is developing a Home Deposit Financing Facility (HDFF). Under the HDFF, the JMB will make funds available to financial intermediaries for on-lending to their customers as a deposit loan. The maximum amount which will be given as a loan will not exceed 15% of the sale price of the property and the property being acquired should not exceed \$15 million.

The revised housing policy, will promote more Private Public Partnerships using joint and syndication financing arrangements. The housing policy will also provide for the use of Government lands to facilitate affordable housing with interested private developers. Additionally, we will encourage private sector and NGOs to make land available for affordable development through possible tax incentives.

- Use of smart growth principles in the preparation of development plans and planning guidelines;
- Ensuring development plans determine the priorities for the provision of infrastructure and other types of development and provide guidance for investment decisions;
- Replicating the ESCI methodology in other town centers;
- Continued implementation of Local Economic Development Initiatives through CARILED;
- Establish Town Centers within major towns to facilitate enhanced service delivery;
- A strengthened and modernized development applications process to facilitate new investments;
- Enhanced fiscal management and city management by local authorities through training;
- Integration of climate change adaptation strategies in local approaches to community development, planning and governance;
- Development of local policies that capitalise on local resources and facilitate the engagement of the most vulnerable including women in urban management strategies and programmes;
- Provision of adequate resources to local stakeholders to support management of urban centres. Local stakeholders are important to inform the national/central urban agenda;
- Promotion of knowledge industry locally that is, knowledge about all sector should be shared locally and conversely should be collected and collated locally to inform national policies. Documentation of best practices and experiences to inform the policy approaches towards sustainable urban development;
- Recognition of the role of alternative energy to municipal and local governments;



- Recognition that land tenure is critical to ensure the sustainable development at the local level. There needs to be a shift from the traditional land use planning to resource use planning

DRAFT

## **6.0 Housing and Basic Services: Issues and Challenges for a New Urban Agenda**

### **6.1 Slum upgrading and prevention (540 words)**

In Jamaica, slums are characterized by much of the above-mentioned characteristics, most notably, lacking security of tenure and most often resembling squatter settlements. A Rapid Assessment of Squatting in Jamaica undertaken in 2008 indicated that there were over 750 squatter settlements. An estimated 600,000 persons of Jamaica's 2.7M people reside in such settlements with more than 100,000 households and averaging four to five persons per household.

They comprise of three main types; namely, agricultural, residential and commercial, with the most dominant type being residential. The communities range from 10 units to over a 1,000 units per site, usually lacking the following salient features:

- Low educational attainment levels
- Low income earning capability
- Lack of access to basic social services
- Lack of economic opportunities leading to underemployment, unemployment and low wage employment
- High levels of risk due to natural hazards and poor environmental practices
- Poor households with more adult females and more children
- A greater proportion of households headed by females in poverty compared to males

## **PROGRESS SINCE 1996**

### **National Housing Policy and Implementation Plan, 2011 (Draft)**

The overall objective of this policy is to create an enabling environment for the housing sector to develop and grow. It is an overarching document outlining approaches to facilitate better utilization of resources in the public and private sector, so as to satisfy the demand for housing in a coordinated and economical manner and to respond to the diverse needs of the disadvantaged and vulnerable persons within the society.

The document proposes a number of policies/strategies to increase the provision of affordable housing. Some of these are as follows:

- I. Actively source innovative building materials to substantially reduce the cost of building a home
- II. Support housing design which reflects the functional needs of the 'special groups'
- III. Establish national minimum housing standard of a serviced lot with core housing and ensuring that public housing agencies invest a majority of their resources in solutions

that meet these standards in preference to solutions that extend them and are affordable only to a minority.

- IV. Conduct an extensive review of the Building Code to determine ways of making construction more effective and less costly, while not compromising quality
- V. Promote eco-housing, low-energy consuming construction techniques
- VI. With recognition of the relatively low incomes of many individuals, the policy proposes measures to assist the indigent and also to increase the provision of social housing for those in need. The policies/strategies proposed as it relates to social housing are:
  - Increase the Disabled Facilities Grant.
  - Make loan and grants available to organizations to assist in the improvement and refurbishment of existing housing facilities for the special needs group.
  - Facilitate whatever adjustments are required in regulatory policies to allow for the introduction or regeneration of reverse mortgages for the elderly so that those senior citizens wishing to remain in their homes in their advancing years may do so.
  - Provide for emergency housing relief
  - Provide loans at concessionary rates of interest to specified persons for house purchase.

As it relates to indigent housing, the policy measures are as follows:

- Encourage the involvement of the private sector in the provision and management of indigent housing
- Provide tax and other incentives to private developers to provide indigent housing solutions

Other programmes/initiatives include reintroduction of the Sites and Services Programme, Relocation 2000, the Inner-city Housing Programme and Operation PRIDE, where feasible.

### **United Nations Habitat Participatory Slum Upgrading Program (PSUP)**

The United Nations Habitat Participatory Slum Upgrading Programme (PSUP) was launched in Jamaica in August 2008 with a view to contributing towards urban poverty reduction and the implementation of the Millennium Development Goals (MDGs), particularly Goal 7, Target 11, through participatory and sustainable slum upgrading activities. It is financed by the European Commission through its budget for African, Caribbean and Pacific (ACP) states. The programme's purpose is to strengthen capacity of local, central and regional institutions and key stakeholders' in settlement and slum improvement through the use of good governance and management approaches, pilot projects and contributing, where needed, to the policy development, and the implementation of institutional, legislative, financial, and normative and implementation frameworks. Generally, the programme aims to respond to the dynamic development of cities' and slum upgrading activities of a complex nature. These require a deep understanding of the local context, interaction of urban stakeholders, institutional frameworks and financial mechanisms.

Jamaica is one of four countries in the Caribbean where the programme is being implemented. The programme is being implemented in the areas of Montego Bay, St. James; May Pen,

Clarendon; and Old Harbour/Old Harbour Bay in St. Catherine. The first component of the PSUP, the urban profiling, consists of cities and national governments providing an overview of the local situation and upgrading needs; the second phase draws upon these results and will lead to country specific participatory slum upgrading activities. Phase I of the programme, which entailed the rapid profiling of the towns/cities has been completed. Phase II will see the undertaking of a number of feasibility studies in the priority informal settlements identified during the first phase. This is aimed at addressing sustainable slum upgrading issues such as governance, social and economic development and environmental health.

## **6.2 Improving access to adequate housing (540 words)**

According to the United Nations Centre for Human Settlements (UNCHS, 2001), adequate housing is enshrined as a fundamental element of the right to an adequate standard of living and as a basic human right in several international instruments including the Universal Declaration of Human Rights (1948).

Adequate housing means more than just a roof over one's head. It also means adequate privacy, adequate space, physical accessibility, security and suitable health-related facilities. In addition, adequate and accessible location with regard to work, basic facilities and secure infrastructure such as water supply, sanitation and waste management facilities are also critical (Draft National Housing Policy and Implementation Plan for Jamaica, 2011).

### Housing Public –Private Partnership Policy (HPPP Policy)

The HPPP Policy formerly known as the Joint Venture Policy sets out the position of the Ministry with responsibility for Housing for Public-private partnership developments being undertaken under the Housing Act on lands owned by the Government and provides guidance for developments being undertaken on privately owned lands, but which are being facilitated by the Ministry. The Policy also serve as a guide to the collaborative process of housing development embarked on by the Ministry and other government agencies involved in housing development.

### Draft National Housing Policy and Implementation Plan

A Draft National Housing Policy and Implementation Plan have been prepared. The overall objective of this policy is to create an enabling environment for the housing sector to develop and grow. This policy is an overarching document outlining approaches to facilitate better utilization of resources in the public and private sector, so as to satisfy the demand for housing in a coordinated and economical manner and to respond to the diverse needs of the disadvantaged and vulnerable persons within the society.

### Programme for Resettlement and Integrated Development Enterprise (PRIDE)

PRIDE was initiated in 1994 and modeled on the settlement upgrading programme of the 1970s and 1980s. It was established to deal with the problem of shelter and squatting in Jamaica. One of its aims was to empower people, allowing them through legally constituted community organizations such as Provident Societies, with the help of government, to manage the transformation of squatter settlements into organized and well-structured communities.

### The Relocation 2000 Programme

The Relocation 2000 Programme initiated in 1999 was the result of a partnership among various government agencies; each contributed differently to the project. Other NGOs and private agencies were also part of the partnership. The intent of the programme was to move persons living under conditions of insecure land tenure, over-crowding, poor hygiene, environmental hazards and a lack of social and physical amenities into more suitable accommodations which were subsidized.

### The Sugar Workers Housing Programme

In February 2000, the Sugar Workers Housing Programme (SWHP) was launched to address the substandard conditions within which sugar workers lived. The programme germinated from the concerns of the three Trade Unions (NWU, BITU and UAWU) to which these workers were aligned and they initiated the signing of a Memorandum of Understanding between the Government, themselves and the management of the nine sugar estates to provide better housing solutions for the workers.

### The Indigent Housing Programme

The Indigent Housing Programme was established by the former Ministry of Local Government and Housing to provide adequate housing for the country's indigent (those persons without homes of their own who reside in infirmaries, and others who live in their own homes, but who require and receive assistance from the state). Evidence of the programme include the 15 infirmaries established island-wide providing accommodations to some 1,500 beneficiaries including the aged, disabled, mentally challenged, abandoned and homeless individuals.

### First Step Homes Programme

The First Step Homes Programme launched in 2012, is a collaboration between NHT, HAJL and Food for the Poor to provide starter homes for low-income earners and NHT contributors, who earn up to \$7,500 per week. Beneficiaries will receive a starter unit that can be easily converted into a two-bedroom home, with living and dining quarters and bathroom. They will be required to complete the electrical works, including wiring, and install their own kitchen fixtures and other amenities. Each unit will cost approximately \$1.1 million, excluding the cost of the land and infrastructure works.

### **6.3 Ensuring sustainable access to safe drinking water (540 words)**

Access to safe drinking water is a fundamental need or right of all human beings as recognized by the GoJ, whose policy it is to provide universal access to all Jamaicans. While Jamaica has the water resources to supply all our water demands, the absence of or inadequate distribution infrastructure to channel the water to the point of need is an issue. With this understanding, the JSIF has moved to ameliorate this pitfall by implementing 65 water projects up to July 2013 (including water projects in 10 urban and peri-urban communities). These projects have collectively improved access to safe drinking water for more than 805,000 beneficiaries in urban and rural settings.

### **6.4 Ensuring sustainable access to basic sanitation and drainage**

The development and maintenance of drainage infrastructure is the mandate of the Ministry of Transport Works and Housing. A proper drainage system is essential for the efficient operation and preservation of the road infrastructure. The Government of Jamaica has for many years experience tremendous challenges in its attempt to maintain the drainage infrastructure throughout the urban areas. This challenge results from a lack of the necessary resources, and is compounded by the persistent practice of dumping garbage in areas that results in the waste eventually reaching its way into the storm water drainage system. The clogged drains are unable to transport the wastewater it was designed to carry and consequently results in flooding of the roadway especially during intense rain episodes.

The two major drainage systems within the urban areas are Sandy Gully in Kingston and St. Andrew and the North Gully in Montego Bay, these are large open drains. The lands that are adjacent to these drains are occupied by informal settlers in some instances, in other instances; the integrity of the drainage infrastructure becomes compromised as a result of a lack of maintenance. The later situation results in undermining of the structures, in the process compromising the properties of legitimate property owners within close proximity.

The JSIF recognized that solid waste management continues to be a major issue in Jamaica especially in the underserved communities of the rural and urban areas. Issues including decrepit infrastructure, inadequate and inefficient collection, inadequate access, lack of awareness, and inadequate capacity of the NSWMA have resulted in excessive accumulation of garbage and improper disposal practices in these communities. With this understanding, the JSIF has taken significant steps to ameliorate the problem in twelve (12) inner-city communities under the World Bank funded Inner-city Basic Service for the Poor project (ICBSP). Under the project, the JSIF has donated fifty five (55) skips and one garbage compactor truck to the NSWMA. Concrete skip enclosures have been constructed in each of the communities to enhance waste storage and collection. Under the project thirty five residents were trained as legal environmental wardens to support enforcement by the NSWMA; and a public awareness campaign including a clean school and school environmental programme was effected. It is estimated that in the region of 60,000 persons directly benefited from the ICBSP.

Over the last several years, the JSIF has implemented sanitation and drainage systems in more than fifty subprojects amounting to approximately 719,424 beneficiaries. Recent urban interventions include: (1) the implementation of two sanitation projects in West and Central Kingston in 2012, impacting more than two thousand direct beneficiaries; and (2) the construction in 2013, under the PetroCaribe Development Fund (PDF) Sanitation Project, of 28 “8-seater” sanitation units that included a urinal for boys. Further information about these two interventions are below.

As of 2009 it was reported by the Ministry of Health (MOH) and Ministry of Education (MOE) that there existed 235 schools island-wide that were still using unhygienic and unsafe pit latrines. The PDF Sanitation Project originally sought to eliminate the use of pit latrines in twenty-six (26) schools; savings realized during the implementation of these units allowed for the construction of sanitation blocks in two additional schools. Each block was completed in three months with a defects liability period of six months. Schools that had access to a good supply of piped water, but still utilized pit latrines, were prioritized for the intervention. In addition to the infrastructure, 2437 beneficiaries comprising students, parents, teachers and community members were exposed to training and awareness initiatives aimed at promoting good hygiene practices and proper maintenance of the infrastructure. This awareness element of the project saw the delivery of training and the development and delivery of posters and age-appropriate materials (e.g. colouring books) to relay the messages to beneficiaries of all ages. Lessons learned encompassed design considerations (need for infant showers, dry toilets and appropriate training, and water harvesting capability; reduction in building width to 13ft; steel float flooring finish instead of tiles; gently sloping roof instead of water-proofing membrane), sustainability concerns (water re-use, establishment of preventative and routine maintenance fund) and the opportunity for the construction projects to give community youth a chance for on-the-job vocational training and certification (in partnership with HEART/NTA).

### **6.5 Improving access to clean domestic energy (540 words)**

The 1996 submission spoke to the increase in energy consumption. This has not changed over the time under review. Today the country is consuming over 20,000 Barrel Oil Equivalent of Energy (see table below). With peak consumption at about 630<sup>35</sup> megawatt hours, this compared to 300<sup>36</sup> projected in 1995. Then the country committed to: the reduction of dependence on external sources of energy; greater efficiencies in the use of fuel by major uses including industry, transportation and electricity generation; upgrading natural oil refinery; and rationalisation and more effective control of the sector.

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<sup>35</sup> Jamaica Gleaner January 22, 2012 Paulwell Pledges lower Energy Costs

<sup>36</sup> Jamaica Habitat II Report: Page 65

Energy Source	Total Energy Consumption 2013 (Barrel of Oil Equivalent)
Petroleum Based	19183 (94%)
Alternative Energy	
Hydropower	77 (0.4%)
Wind	71(0.4%)
Coal	450(2.2%)
Bagasse	626(3.1%)
Total Consumption	20294

Economic and Social Survey Jamaica (2013)

Jamaica has since created the Vision 2030 which articulates the goal of "a modern, efficient, diversified, and environmentally sustainable energy sector providing affordable and accessible energy supplies with long-term energy security and supported by informed public behaviour on energy issues and an appropriate policy regulatory and institutional framework".<sup>37</sup> The Country has also developed a National Energy Policy to support the implementation of policies that will ensure this goal is attained.

The Jamaica Sustainable Energy Road Map also highlights that Jamaica has great potential for alternative energy and the country is moving towards that. In fact this is being incorporated in development planning for example, energy efficiency and conservation is a critical component of the "Green Elements Policy" implemented by the JSIF in 2011. The implementation of alternative technology including solar and wind power is an essential pillar of our drive to reduce energy consumption of project beneficiaries. To date we have implemented solar lighting systems at more than four projects some of which are independent of the national grid. Since the implementation of the Green Elements Policy, it is a standard procedure to implement energy efficient fixtures including CFLs, LED bulbs, "Energy Star" equipment, solar water heaters, and photocell operated lights at project sites. The JSIF has implemented a light bulb exchange project in the Central Village community benefitting approximately 100 households.

## 6.6 Improving access to sustainable means of transport (540 words)

<sup>37</sup> Vision 2030 Energy Sector Plan: 2009-2030

[http://www.vision2030.gov.jm/Portals/0/Sector\\_Plan/Microsoft%20Word%20-%20Vision%202030%20Jamaica%20-%20Final%20Draft%20Energy%20Sector%20Plan%20\\_Sept%20C3%A2%E2%82%AC%2%A6.pdf](http://www.vision2030.gov.jm/Portals/0/Sector_Plan/Microsoft%20Word%20-%20Vision%202030%20Jamaica%20-%20Final%20Draft%20Energy%20Sector%20Plan%20_Sept%20C3%A2%E2%82%AC%2%A6.pdf)



In keeping with the last submission, following the adoption of the Agenda 21 recommendation of “the extension of the provision of more energy-efficient technology and alternative/renewable (source) energy production and use on human health and on the environment”<sup>38</sup>, Jamaica committed to greater efficiency in the use of fuel by the major sources of consumption including transportation.

Jamaica’s transport sector is primarily governed by the tenets of the National Transport Policy (NTP) that was promulgated in 2007. The sector is characterised by the existence and to some extent, of the integration of different modes of transportation and the related infrastructure: land, air and marine. The vision of Jamaica’s transport sector as enunciated in the NTP is for a

*“Sustainable competitive, safe accessible and environmentally friendly transport network providing world class Air Land Rail and Marine facilities, contributing to a vibrant import, export and transshipment trade for Jamaica and the world”.*

Over the years, the transport sector evolved significantly without a guiding policy framework; as such the provisions of the Policy has had to address numerous issues in retrospect, which would have been better addressed at a much sooner time. The policy themes are wide- ranging and addresses issues such as: competition, cost recovery, economic development, consultation, private sector participation, and environmental protection, equal access to transport, energy efficiency and land use.

While the NTP has provided the much needed context for the future development of the transport sector, the development of this Policy was not accompanied by the strategy, necessary for adequately implementing the provisions of the NTP. Nonetheless, there has been a significantly more structured approach towards activities within the sector.

The inevitable interaction between land use and transportation has created environments, especially in urban areas, that of themselves have produced tremendous opportunities, but has also created a range of challenges.

The number of movements by the JUTC has decreased over the years. It is to be noted that ‘movements’ refers to bus movements and not a disaggregation of person trips. The observed decrease could be attributable to an increase in the level of car ownership between 2003- 2009 period, and a slight increase in 2010 (see *Figure 2*). The latter years coincided with the period when there was a drastic shift in global oil prices, which might have impacted the decision of drivers to use public transportation.

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<sup>38</sup> Habitat II Jamaica Report page 65

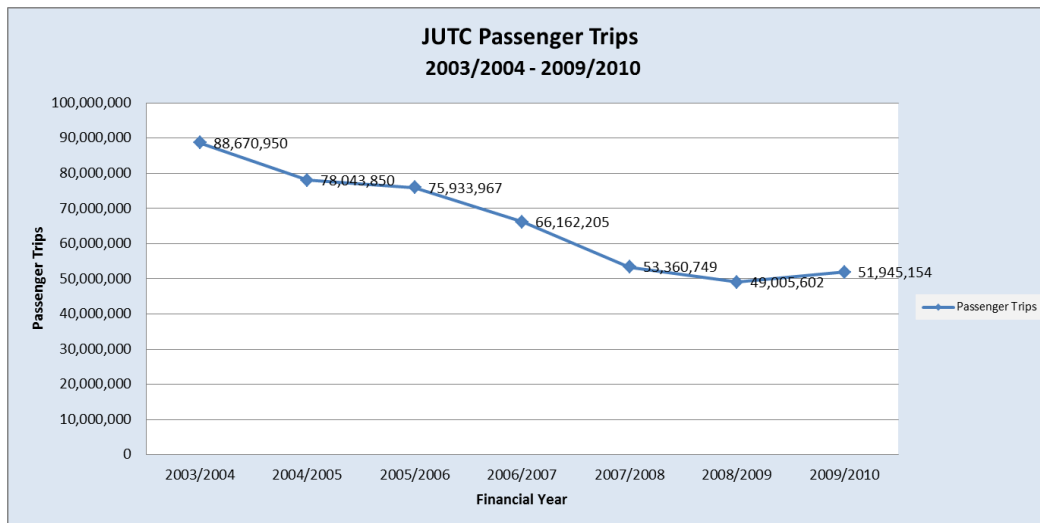


Figure 3: Jamaica Urban Transit Trips (2003-2010)

Source: Jamaica Urban Transit Company, 2013

Environmental concern with land transportation includes air pollution, noise and dust. This is particularly true for urban areas where there that are more populated and are plagued by traffic congestion. Land transport also involves the consumption of fossil fuel. In 2013 Jamaicans consumed 2,721,000 barrels of

Vehicle emissions are related to the age and fuel efficiency of the existing fleet. A Memorandum of Understanding on “Enhancing Capacity for Low Emission Development Strategy” has been signed between the government of Jamaica and the United States of American.

### 6.7 Challenges experienced and lessons learnt in these areas (740 words)

It is critical to develop and implement a program of incentives and fiscal measures to enable and support: investments in modern facilities and infrastructure in the sector; energy efficiency and conservation; and development of renewable energy options. The domestic financial sector needs to actively participate in investing in the energy sector development. It will be important for adequate information to be disseminated and incentives created to enable the participation of local financial institutions in the financing of energy projects, particularly those related to LNG and power generation plants.

### 6.8 Future challenges and issues in these areas that could be addressed by a New Urban Agenda (780 words)

The relatively high cost of implementing alternative energy systems is still a cause for concern. As the sprawl widens there needs to be consideration given to the location of key anchor institutions so that people do not have to enter the primate city to access these services.

The transport sector strategy should discourage the import of inefficient motor vehicles; this could be done by linking the tax regime to mileage per gallon and the engine capacity. The transportation policy needs to encourage energy conservation measures such as: efficient traffic management; carpooling; park and ride; use of clean fuel in road transport; flexi-work hours and tele-commuting; an efficient public/urban mass transit transport system; encouraging non-motorized transport; and, promoting vehicle and road maintenance programs.

The axle weights must be strictly controlled in order to ensure the sustainability of the road infrastructure. Supporting infrastructure for use of biofuels blended with oil-based automotive fuels needs to be put in place. The transportation policy should also encourage more efficient modes of transport such as barges especially for bulky materials like aggregates. The possibility of enhanced coastal and rail transport will be kept under constant review. Once natural gas is introduced into Jamaica's energy supply mix, the transport fleets will have to be converted to CNG and in the longer term a CNG supply network must be developed to enable the private motorist to convert to natural gas based motor vehicles<sup>39</sup>.

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<sup>39</sup> Draft Energy Policy pages 11 and 12

## 7.0 Indicators

Indicator	1996	2006	2013	Source
% of people living in slums <sup>40</sup>	20 (1998)	25	20 (2008)	Squatter Assessment Report. Ministry of Housing (2008)
% of urban population with access to adequate housing (Housing quality index)	National average 64.8 <b>KMA 67.1</b> <b>Other Towns 61.6</b> Rural Areas 60.3	National average 67.4 <b>KMA 75.4</b> <b>Other Towns 70.6</b> Rural Areas 60.1	National average 71.5 <b>KMA 80.9</b> <b>Other Towns 74.6</b> Rural Areas 62.0	Jamaica Survey of Living Conditions (1996, 2006 and 2010)
% of urban population with access to safe drinking water	84.9	92.9 (2007)	93.2 (2010)	Jamaica Survey of Living Conditions (1996, 2010)
% of urban population with access to adequate sanitation	67.1 <sup>41</sup>	98.6 (2007)	99.3	Jamaica Survey of Living Conditions (1996, 2007, 2010)
% of urban population with access to regular waste collection		69.3 (2008)	73.2 (2010)	Jamaica Survey of Living Conditions (2010)
% of urban population with access to clean domestic energy	84.2	95.9 <sup>a</sup> (2007)	96.5 <sup>b</sup>	<sup>a</sup> Residential Consumer End Use Survey Report (2007) <sup>b</sup> Jamaica Survey of Living Conditions (1996, 2010)
Share of national GDP that is produced in urban areas	-	-	-	Data unavailable for regions

<sup>40</sup>The actual proportion of people living in slums is measured by a proxy, represented by the urban population living in households with at least one of the four characteristics: (a) lack of access to improved water supply; (b) lack of access to improved sanitation; (c) overcrowding (3 or more persons per room); and (d) dwellings made of non-durable material. Lack of security of tenure is also another important indicator (UN-HABITAT, Expert Group Meeting on 'Defining Slums and Secure Tenure', Nairobi, November 2002).

<sup>41</sup> Does not include pit latrines which was later defined as an acceptable form of toilet facility

## **8.0 Case Studies and Policy Documents**

Land Administration and Management Programme

### **overnment of Jamaica/Food for the Poor Collaboration/JEEP**

Despite the government of Jamaica's role to provide a variety of shelter solutions through its Agencies the NHT and NHDC there remains a critical void to be filled within the housing sector. The number of low income families who have benefited from government efforts are still small in number and the only other Agency or entity outside of the government which has been making a meaningful impact is Food for the Poor. Food for the Poor (FFP), the largest charity organization in Jamaica, began its operations in 1982. It is an interdenominational Christian organization that assists the poor in 17 countries in the Caribbean and Latin America. FFP Jamaica, partners with many stakeholders including churches, non-governmental and private sector organizations, children's homes and service organizations throughout the island that deals directly with the poor in encouraging self-sufficiency. The organization provides houses for the indigent and those who exist in absolute poverty. The cost to construct the homes comes solely from private contributions, and the homes are made entirely of board and are provided free of cost to the recipient.

On August 21, 2012, the Government of Jamaica via the Minister of Transport, Works and Housing signed an agreement with Food for the Poor in partnership with the Housing Agency of Jamaica Limited, and National Housing Trust to build houses for the poor and low income earners annually. According to the Ministry, the Government's contribution to this project will be funded through a JMD\$500 Million grant from Petro Caribe Development Fund. The construction of the houses will be conducted under the Jamaica Emergency Employment Programme (JEEP).

The houses will be built in two categories: concrete and wooden. Approximately, six hundred (600) concrete units and twelve hundred (1200) wooden houses will be built over a 12-month period. The 600 concrete units will be sold on the open market by the NHT using their priority

index system for the selection of beneficiaries. The primary target group will be for persons who are earning minimum wage (MTWH).

The 1200 wooden houses will be distributed island-wide, free of cost to the householders. The beneficiaries will be drawn from Food for the Poor's existing list of applicants, as well as from persons recommended by political representatives, the churches and community groups. The management of the construction activity will be supervised by the HAJ. Funding for the wooden houses is provided by the Petro Caribe Development Fund and the programme will be conducted under the Jamaica Emergency Employment Programme (JEEP).

The construction of the wooden dwellings will cost approximately US\$6,400 per unit, with the Government contributing US\$3,200 from the Petro Caribe Development Fund for each unit and Food for the Poor contributing another US\$3,200 each. The construction of the Concrete units will cost approximately US\$9,500 each (MTWH).

### **The Inner City Housing Project (ICHP)**

Another option made available to low income families to access financing to own their homes was the Inner City Housing Project (ICHP). This project fell within government's policy objectives under the Urban Renewal Programme which as outlined by the Planning Institute of Jamaica, aimed to "promote sustainable development in the inner city communities of the Kingston Metropolitan Area, through the improvement of physical and social infrastructure, the creation of economic employment opportunities and a general improvement in the quality of life for citizens in these communities".

This project aimed to construct five thousand new housing units in fifteen inner city communities at a cost of 11.5 billion dollars within a four year time span between 2004 and 2008. All beneficiaries would benefit from NHT low interest mortgages to purchase two bedroom units priced at JMD\$1,100,000 and three bedroom units priced at JMD\$1,300,000.

The scope of the project was as follows:

- Construction of new housing units
- Construction of related physical infrastructure

- Construction of related social infrastructure
- Refurbishment and upgrading of existing housing units
- Social development programmes for affected community residents is included to improve the psychosocial conditions of living of the prospective beneficiaries<sup>42</sup>.

Given the employment status of some of the beneficiaries, the NHT addressed the unemployment issue by implementing various training interventions in collaboration with the HEART Trust/NTA to impart life skills in an effort to ensure the economic viability of the recipients. The training conducted focused on Entrepreneurial Management to encourage entrepreneurship in the communities and to further capitalize on the high levels of self-employment in the communities.

### **Sugar Workers Housing Programme**

In February 2000, the Sugar Workers Housing Programme was launched to address the substandard conditions in which sugar workers lived. The Programme germinated from the concerns of the three Trade Unions (NWU, BITU and UAWU) to which these workers were aligned and they initiated the signing of a Memorandum of Understanding between the government, themselves and the management of nine sugar estates to provide better housing solutions for the workers. All parties were assigned specific responsibilities, as follows:

- The NHT had overall responsibility for project management, construction financing and the provision of mortgage funding at concessionary rates.
- The former Prime Minister P.J. Patterson announced a subsidy ranging from a minimum of \$250,000 to a maximum of \$1.5 million per beneficiary. However the extent of the subsidy depended on affordability.
- The Unions overarching responsibility included implementing training programmes aimed at sensitizing the workers about the importance of paying their mortgages.
- The Estates provided suitable land and where possible, material and equipment were donated to the project.

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<sup>42</sup> NHT Inner City Housing Project, Project Overview, October 2005.

An overview of the distribution of the lots and the mortgages given under the programme is outlined in table 1:

**Table 1: Number of Lots Distributed by Location**<sup>43</sup>

<b>Location</b>	<b>Number of Lots</b>
Bell Rock, St. Thomas	19
New Yarmouth ,Clarendon	79
Monymusk, Clarendon	587
Frome, Westmoreland	664
Appleton, St. Elizabeth	140
Bernard Lodge, St. Catherine	402
<b>TOTAL</b>	<b>1891</b>

The cost of the lots depended primarily on the location and physical characteristics (size, topography, subsurface/drainage conditions, etc.) and ranged from \$500,000 to \$700,000. However, the lots were sold at significantly subsidized prices (\$350,000 for lots with on-lot sewage disposal systems, and \$395,000 for lots with centralized sewage treatment systems). An additional subsidy totaling J\$2.33B was approved by Cabinet to facilitate the construction of units.

The interest rate on these mortgages was in keeping with NHT's income rates. However the majority of sugar workers fell within the 2-3% interest income band. Additionally, in keeping with the terms of a signed Memorandum of Agreement (January 2000), closing costs and legal fees were waived by the NHT for persons whose incomes placed them in the 2-3% interest bands. Workers could also choose not to make deposits and if they did not then the deposit was added to the loan and repaid as part of the loan. All other conditions were the same as for other mortgagors.

<sup>43</sup> Source: NHT's Projects Office



**Squatter Management Programme**

**Inner City Basic Services Project**

**National Housing Policy**

**Vision 2030**

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## **Adendix 1**

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Ministry of Local Government  
Ministry of National Security  
Ministry of Transport Works and Housing  
Ministry of Water, Land, Environment and Climate Change  
National Environment and Planning Agency  
Planning Institute of Jamaica  
Urban Development Corporation

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