JAMAICA

National Report for the United Nations 2016 Conference

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

November , 2014

PREFACE AND ACKNOWLEDGEMENT

Since the submission of Jamaica's National Report for the Second United Nations Conference on Human Settlements (Habitat II), held in June 1996 in Istanbul Turkey, significant strides have been made with respect to improving the housing stock and overall quality of the country's shelter solutions. Almost twenty-years after that Conference, the Government of Jamaica through the reorganized Ministry of Transport, Works and Housing, will outline in this Report, the progress made to date and the blueprint to further advance the provision of housing solutions which is an economic and social priority for the Government and people of Jamaica.

Jamaica's Habitat III National Report establishes and affirms the country's eventual participation in the Third United Nations Conference on Human Settlements (Habitat III) in 2016 under the theme "Housing and Sustainable Urban Development." The National Report embodies the successes observed with respect to general shelter provisions, urban development, squatter management, slum upgrading, land & urban planning and environment & urbanization. It further speaks to the challenges experienced by the Government which continue to hamper efforts to broaden our reach in availing our people decent, affordable and legal shelter solutions.

Buoyed by our mandate to tackle our challenges from all angles, the National Report also contains legislative and policy changes that have been enacted and those that will be pursued. Three (3) of the primary policy proposals include the draft National Housing Policy and Implementation Plan and the National Squatter Management Policy and Implementation Plan and the Review of the National Transport Policy.

In compiling this Report, the input of various stakeholders was sought to ensure the broadest possible participation of the Jamaican populace. This entailed national consultation between the Ministry and representatives from the public and private sectors, local authorities, non-governmental organizations and civil society.

Private individuals and stakeholders from the international community have also given their feedback on the National report. This consultative approach is indicative of the Government's modus operandi of transparency, stakeholder consultation and national dialogue in the process of governance.

It should be noted that a major element in the provision of housing solutions, within the Jamaican context, is that of an accelerated undertaking of public/private partnerships and joint ventures in a range of projects being spearheaded by the Ministry of Transport, Works and Housing. Given the fiscal and social demands on Government, this shift towards greater public/private sector collaboration and joint ventures has contributed markedly in the sustained output of housing solutions for key segments of the population. The Government of Jamaica continue to reach out to even more private developers to participate in the housing market as the reality is that we cannot do it alone.

Within the same vein, special acknowledgement is extended to other housing partners who continue to work closely with the Ministry in carrying out its mandate as regards to housing. These include the National Housing Trust, the Housing Agency of Jamaica Limited, the Jamaica Mortgage Bank and Food for the Poor Jamaica, amongst others.

As Jamaica submits its third National Report, I am cognisant of the role of the Habitat III Steering Committee - which comprises technocrats and representatives from a number of ministries, departments, agencies, non-government organizations and civil society - in seeing to the completion of a report that truly reflects not just the work of the organization but outlines how beneficial such activities have been for the wider Jamaican society.

As the UN's- Habitat Technical Focal Point for Jamaica, officers at the Ministry of Transport, Works and Housing have extended themselves in facilitating this most crucial programme and to them I extend my gratitude for their participation and contribution. Additionally, I join with the Steering Committee in thanking our Consultant for the stellar job in coordinating all the quantitative and qualitative inputs from the major stakeholders which went into making Jamaica's National Report for Habitat III a reality.

I also wish to thank the United Nation Development Programme and the United Nations Environmental Programme who supported the process through sharing international housing solutions and participating in the public consultation sessions.

In treating with Jamaica's housing challenges, it is critical that we continue to collaborate with international organizations such as UN Habitat in a bid to improve the quality of life of people through the provision of adequate housing sustained by well-planned urban development. As we look forward to the HABITAT III Conference, Jamaica stands ready to share its achievements and challenges, solicit recommendations from our international counterparts and implement best practices.

While we consider our barriers to adequate urban housing, we hope that this National Report will not only provide an insight into Jamaica's urban housing environment, but will be the impetus to facilitating the framework for a new Urban Agenda that will weigh in the collective goal of delivering decent housing and security of tenure to all. This is in keeping with our National Vision 2030 Jamaica Policy in making "Jamaica, the place of choice to ***live***, work, raise families, and do business."

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List of Acronyms

AMANDA: Applications Management and Data Automated
CARICOM: Caribbean Community
CARILED: Caribbean Local Economic Development Project
CBO: Community Based Organization
CDCs: Community Development Committees
CDEMA: Caribbean Disaster Emergency Management Agency
CDERA: Caribbean Disaster Emergency Response Agency
CFLGM: Caribbean Forum of Local Government Ministries
CIDA: Canadian International Development Agency
CIF: Climate Investment Fund
CNG: Compressed Natural Gas
CO2: Carbon Dioxide
CORs: Continuously Operating Reference Stations
COSHOD: Council of Human and Social Development
CIDA: Canadian International Development Agency
CO: Carbon Monoxide
CRP: Community Renewal Programme
DAC: Development Area Committee
EIA: Environmental Impact Assessment
EMS: Environment Management Systems
ESCI: Emerging Sustainable Cities Initiative
ESSJ: Economic and Social Survey, Jamaica
EU: The European Union
FCM: Federation of Canadian Municipalities
FAO: Food and Agriculture Organization
GEAP: Gender Equality Action Plan
GEP: Global Environment Fund
GDP: Gross Domestic Product
GIA: Gender Impact Assessment
GIS: Geographic Information System
GOJ: Government of Jamaica
HAJL: Housing Agency of Jamaica Limited
HEART: Human Employment and Resource Training
HPPP: Housing Public Private Partnerships
ICBSP: Inner City Basic Services Programme
ICT: Information and Communication Technologies
IDB: Inter-American Development Bank
IMF: International Monetary Fund
IRD: Inland Revenue Department
JMB: Jamaica Mortgage Bank
JaNEAP: Jamaica National Environmental Action Plan
JAAQS: Jamaica Ambient Air Quality Standards
JAVA: Jamaica Violence Action Fund
JEEP: Jamaica Emergency Employment Programme

JSIF: Jamaica Social Investment Fund
JUTC: Jamaica Urban Transit Company
KMA: Kingston Metropolitan Area
LAMP: Land Administration and Management Programme
LED: Local Economic Development
LGRP: Local Government Reform Programme
LSDP: Local Sustainable Development Planning
MPDC: Manchester Parish Development Committee
MDAs: Ministries, Departments and Agencies
MDGs: Millennium Development Goals
MIIC: Ministry of Industry Investment and Commerce
MLGCD: Ministry of Local Government and Community Development
MSME: Micro Small and Medium Enterprise
MTWH: Ministry of Transport, Works and Housing
MWLECC: Ministry of Water, Land, Environment and Climate Change
NEP: National Energy Policy
NEPA: National Environment and Planning Agency
NGO: Non-Governmental Organization
NHF: National Health Fund
NHT: National Housing Trust
NIS: National Insurance Scheme
NLA: National Land Agency
NLP: National Land Policy
NO2: Nitrogen Dioxide
NAPDEC: National Association of Parish Development Committees
NRCA: Natural Resources Conservation Authority
NTA: National Training Agency
NTP: National Transport Policy
NWA: National Works Agency
NWC: National Water Commission
ODPEM: Office of Disaster Preparedness and Emergency Management
PATH: Programme of Advancement through Health and Education
PDC: Parish Development Committee
PIOJ: Planning Institute of Jamaica
PM_{10}: Particulate Matter with aerodynamic diameter of 10 micrometres or less
PRP: The European Union Poverty Reduction Programme
SEA: Strategic Environmental Assessment
SDC: Social Development Commission
SEZ: Special Economic Zones
SIDS: Small Island Developing States
SO2: Sulphur Dioxide
STATIN: Statistical Institute of Jamaica
TA: Transport Authority
TCP: Town and Country Planning Act
TIP: Tax Incentives Programme
TOR: Terms of Reference

TSP: Total Suspended Particulates
UDC: Urban Development Corporation
UN: United Nations
UNDP: United Nations Development Programme
UNFCCC: UN Framework Convention on Climate Change
UNICEF: The United Nations Children Fund
WRA: Water Resources Authority
WHO: World Health Organisation

Introduction

The Context of the Report

This report is undertaken in accordance with the Terms of Reference (TOR) for the preparation of National Reports on Housing and Sustainable Urban Development (Habitat III). Following on Habitat II, the United Nations General Assembly 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.

Member countries, for the purpose of this report, are being asked to describe what Central Government, Local Authorities, and other sub-national governmental authorities, in partnership with stakeholders, have achieved through the Habitat Agenda. The challenges experienced and lessons learnt, as well as future challenges and issues that could be addressed through a New Urban Agenda will also 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 for 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 put in place the central pillars for robust urban economic development.

As part of the preparations for Habitat III, the Government of Jamaica (GOJ) through the Ministry of Transport, Works and Housing (MTWH) established a National Habitat Committee. Information was submitted by committee members and other key stakeholders to inform the preparation of the report. Three regional consultations were conducted in Montego Bay (May 12, 2014), Mandeville (May 14, 2014) and Kingston (May 16th 2014) to solicit feedback from the private and public sectors as well as members of the public. This information was verified through desk studies and reviews by the Habitat Committee members and officers from the MTWH.

Urban Indicators Compilation: a number of ministries, departments, agencies, civil society groups and non-governmental organization (listed in the appendix) were conversant with each of the module areas and provided the required information.

A major achievement since the UN Habitat 1996 Report is the National Development Plan, Vision 2030 Jamaica, which sets out a strategic vision for the country and several sector plans (including Population, Urban and Regional Planning, Climate Change and Agriculture) to guide policy development and implementation, including systematic monitoring and evaluation. The

Vision 2030 Jamaica promotes Jamaica as "the place of choice to live, work, raise families and do business". Consistent with UN Habitat's Agenda, Vision 2030 Jamaica is promoting "Sustainable Urban and Rural Development" by creating sustainable urban centres, through urban renewal and upgrading; and ensuring safe, sanitary and affordable shelter for all (National Outcome #15)[1].

As part of the GOJ's long-term housing and sustainable development planning several initiatives have been undertaken including:

- A draft National Housing Policy and Implementation Plan to provide an overarching framework to guide the housing sector is being finalised.
- A National Squatter Management Policy and Implementation Plan (NSMP) to address the issue of informal settlements.
- The Review of the National Transport Policy
- The development of the Jamaica National Environmental Action Plan (JaNEAP) 2006 – 2009 is the Government of Jamaica's 3-Year strategic action plan to address environmental and physical planning issues and represents a comprehensive update of the Actions outlined in the previous JaNEAP 1999 – 2002 and is consistent with new policy priorities of the Government. The Actions developed in the JaNEAP are intended to support the National Sustainable Development Strategy.
- The completion of the National Environmental Education Action Plan for Sustainable Development 1998-2010
- The formation of the Sustainable Development Council of Jamaica (SDC-J) under the United Nations Development Programme (UNDP) Regional Capacity 21 project, as an advisory body to promote discussion on sustainable development.

Population characteristic/urban characteristics

Jamaica with a population of 2,697,983[2] and an area of 10,991 sq. kilometres is the third largest island and the largest English-speaking country in the Caribbean. With an annual estimated population growth rate of below 1 per cent since the 1990s (Table 1), it is expected that the island's population will increase to 2,761,000 in 2015; 2,872,000 in 2030 and to begin declining by 2050[3]. The vision statement guiding the population sector commits the country to "a population which meets the sustainable development needs of the country".[4] Data from the 2011 Population Census shows that 54 per cent of the population of Jamaica live in urban areas representing an intercensal increase of 1.9 per cent. It is projected that the urban population will increase to 58.0 per cent by 2030.[5]

The country is currently at an intermediate stage in its demographic transition. This is reflected in a shift in the population structure marked by a declining child population (0-14) and an increasing working population (15-64) and dependent elderly age group (65+). The trend

[1]Vision 2030 Jamaica, National Development Plan January, 2009. Page XVIII
[2]Population and Housing Census 2011
[3]Vision 2030 Population Sector Report
[4]PIOJ, Vision 2030 Jamaica-National Development Plan, Population Sector Plan (2010, page 32).
[5]Ibid and the Population and Housing Census 2011

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 and efforts to increase the contraceptive prevalence rates, the latter, is a consequence of improvements in the provision and access to medical services. The life expectancy is 78.02 for women and 70.40 years for males, the overall average life expectancy for Jamaicans is 74.15[6].

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

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

Source: Population and Housing Census 2011

The county's main economic activity is centred on service industries which accounted for 79.4% of GDP in 2013. The goods producing industry including: manufacturing, construction, mining, and agriculture, accounts for 24.6% of GDP. Remittances contributed 4% of GDP[7]. The Jamaican economy currently faces serious challenges: a sizable trade deficit of approximately US$4 billion[8]; high unemployment (15.2%[9]); a debt-to-GDP ratio of almost 130%; and debt servicing accounting for about 44% of the fiscal budget[10].

In spite of the economic and security challenges, the country has been able to advance reaching 85th on the United Nations Human Development Index for 2012 where the development status is shared with Brazil. The International Monetary Fund (IMF) approved a four year Extended Fund Facility with the GOJ with the main objective to create the conditions necessary for sustained growth through significant improvement in fiscal operations, debt and competitiveness[11].

[6] Demographic Statistics 2013, Statin 2013
[7] Economic and Social Survey 2013, page 5.5
[8] Bank of Jamaica Annual Report, 2013
[9] Economic and Social Survey
[10] Public Debt Management Annual Report FY 2013/2014
[11] Ibid

1.0 Urban Demographic Issues and Challenges for the New Urban Agenda

1.1 Managing rapid urbanisation

Caribbean and Latin America is considered to be one of the most urbanised regions in the world (UN-Habitat, 2012). Approximately 54% of Jamaica's population or 1,453,434 persons are currently living in urban areas[12]. The 1996 National report for UN Habitat II indicated a projected urban population of 2,642,000 by 2020. This figure now closely mirrors the current national population projections which are estimated to increase to 2,862,000 by that same year[13]. This general slowing in projected population growth can be linked to efforts by the country to manage growth rates following commitments made at the International Conference on Population and Development in 1994 and the revised National Population Policy adopted by Parliament in 1996. The overall thrust has been to reduce fertility rates and to integrate demographic characteristics in all aspects of development planning. This was further deepened by commitments under the Millennium Development Goals (MDGs).

Urban growth was also projected to be centred primarily in the primate city. However the trends since 1996 are showing rapid urbanisation of a number of towns across the Island. Internal migration and intra-parish movements are the main drivers of urbanization and urban growth in Jamaica. The urban population was recorded at 52.1% in 2001 and 54% in 2011. It is projected that it will increase to 58% in 2030[14]. The impact of urbanization in Jamaica is 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. On the positive side, urbanization and urban growth have resulted in greater levels of development and a higher standard of living for citizens in urban areas.

The rapid growth of Portmore as a satellite of the Kingston Metropolitan Area (KMA) was highlighted in the 1996 submission. An achievement since then is the promulgation of the Municipalities Act 2004, which saw this area becoming an autonomous Municipality.

A concern for Jamaica is the proliferation of informal/squatter settlement communities that have accompanied urban growth. Recent estimates show that over 20% of the Jamaican population are living under these conditions, 82% of these communities are in urban areas[15]. The recent upsurge of squatter settlements in and around prime development areas for tourism is also a challenge.

In an effort to address this issue in a coordinated manner The Ministry of Transport Works and Housing is developing a National Squatter Management Policy and Implementation Plan.

[12] 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)

[13] PIOJ, Vision 2030 Jamaica-National Development Plan, Population Sector Plan (2010, page 59).

[14] Ibid, page 22

[15] Rapid Assessment of Squatting Report 2007

In order to address the challenges of urbanization it is important that the process is collaborative particularly - engaging communities with the institutions which serve them; transformative – converting local institutions to greater relevance with their publics; and 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 these include: Emerging Sustainable Cities Initiative (ESCI) and the Kingston Urban Renewal Programme (KURP) –IDB.

Arising from a field mission by the Inter-American Development Bank (IDB) to Jamaica in June 2012, the city of Montego Bay, St. James, was selected to receive support through the IDB's Emerging and Sustainable Cities Initiative (ESCI). The ESCI employs a multi-disciplinary approach to address challenges facing urban areas in Latin America and the Caribbean.

1.2 Managing rural-urban linkages

The nexus between urban and rural areas is widely recognised due to the significant economic, social and environmental synergies that exist. Therefore the need for a balanced and mutually supported approach to the development of these two areas is an essential component of the development agenda. Since UN Habitat II there have been considerable improvements made to the transportation and road networks, contributing significantly to the enhancement of rural urban linkages. Additionally, the increased development of opportunities in the tourism sector and e-commerce; the fluctuation in the health of the agriculture and mining sectors (which are the main drivers of the rural economy); and the expansion of the road networks (which have opened up virgin lands on the outskirts of urban areas for housing) and other development have impacted the rural urban interface.

These along with better systems of communication, the decentralisation and the expansion of educational institutions have increased opportunities in Towns for people in nearby rural areas. Jamaica's two major Universities now have campuses in Montego Bay. Major service providers such as the Passport, Immigration and Citizenship Agency, the Registrar General's Department and private sector companies now have offices in major towns across the Island. This reduces the demand to travel to the primate city to access these services, but increases travel to major towns much of which do not have the carrying capacity to manage the increased inflows. The GOJ recognises that more focused attention needs to be placed on rural development to create viable livelihood options and reduce the need to move to urban centres or to commute daily to these cities and towns for better opportunities and access to services.

The Vision 2030 Jamaica 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 agricultural exports, reduce unemployment and under-employment, stem rural-urban migration and maintain the livelihoods and culture of rural peoples.

Additionally in 2004, the Planning Institute of Jamaica (PIOJ) formulated a draft Sustainable Rural Development Policy. The policy speaks to the modernization of agriculture as a central

theme in any Sustainable Rural Development planning. This would therefore facilitate advancements at the farm level and the creation of backward and forward linkages with the larger rural economy. The proposals contained therein for the modernization of the agricultural sector promises to make agricultural investment more attractive to young people, many of whom do not see the linkages between agriculture and a better way of life.

Another Government initiative is the development of the National Transport Policy (2007) which articulates among its mandate the integration of transport policy with land use, expanded access to reliable and efficient transportation and related services in rural areas. This continued thrust towards improvement in transportation policy will serve to improve rural urban linkages. The GOJ will continue to undertake more integrative planning, for example having mass transit in critical areas to transport persons from specific corridors into the city more efficiently. Urban policies such as "park and ride" are also being considered in order to reduce congestion in the city. Continued expansion of the highways is ongoing and this will improve the quality of roads linking rural and urban areas.

1.3 Addressing urban youth needs

The 2011 Population and Housing Census show that the youth population (15-29) is 751,469 representing 27.9% of the total population. Fifty (50) percent of that population is male (374,939[16]). Over 55% of this cohort lives in urban areas (414,533)[17]. A staunch reality therefore is that Youth Development has to be looked at within the context of National Development and a vast proportion of national development has to do with the sectors' response to urban and rural youth needs[18].

Much of the underlying issues surrounding the nation's youth development agenda can be found in the urban constructed areas. The urban space presents numerous challenges including: crime and violence, environmental pollution, gang nucleus, poverty, youth parenting, sexual and reproductive health, identity issues and unemployment.

Youth development has been a focal point for both government and NGOs. Significant attention has also been given to the overlapping area of child development which focuses on the 0-18 age group. The forthcoming Youth Policy which is being undertaken by the Ministry of Youth and Culture developed in consultation with youth and youth stakeholders, has no geographical boundaries and a national approach. The overall approach of the Ministry is to ensure that there is synergy among its portfolio agencies.

Several programmes have been designed to facilitate youth participation. These include: the National Youth Service (training/work experience programmes); the National Youth Council; Youth Information Centre programming; Youth Empowerment Through Employment (YUTE); Citizen Security and Justice Programme (Ministry of National Security); Restorative Justice/Child diversion programmes and the Creative arts programmes (Studio 174, Digicel Jamaica Limited, UNICEF).

[16] Computation from the Population and Housing Census 2011
[17] Information provided by STATIN
[18] Submission by the Ministry of Youth and Culture

The GOJ has recognized the need for recreation and educational facilities in urban areas to ensure that the youth have wholesome activities to facilitate their development as well as opportunities for youth employment. Approximately 38% of Jamaica's youth were unemployed in 2013. Rates among female youth are higher than males at 48%, as compared to 30%. Other development considerations which is being taken into account by the GOJ include: education and training, including rationalisation of high school spaces and access to tertiary education; labour market concerns such as employability and policies to facilitate job creation; and issues related to national security and justice. As articulated in the Vision 2030 Jamaica Plan, the country must seek to have "our youths empowered to contribute meaningfully in building and strengthening the communities to which they belong"[19]

Several initiatives have been undertaken by the GOJ and NGOs to engage and empower youths at risk.

1.4 Responding to the needs of the aged

Jamaica is in the intermediate stage of demographic transition. This means that the population is ageing, largely because of declining fertility and mortality rates and an increase in life expectancy (Figure 1). The elderly (60 and over) is the fastest growing segment of the population, increasing at approximately 1.9% annually. The 2011 Population and Housing 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 increase to 321,664 (11.2%) by 2030. Majority of the persons in this group are female, due to their longer life expectancy. Policies and programmes to deal with this segment of the population have therefore become an imperative.

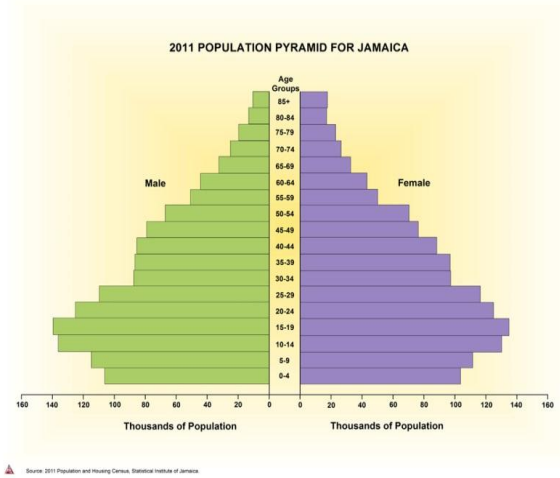

Figure 1 Jamaica's Age/Sex Pyramid

The Ministry of Labour and Social Security is the organisation primarily responsible for the welfare of the elderly and its programmes for the elderly are formulated and implemented through the National Council for Senior Citizens. Policies and programmes are 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 goal #4 of the population

[19] Page IV :http://www.vision2030.gov.jm/

sector vision which is to ensure that seniors have "adequate provision for their empowerment, protection and well-being" to enable them to contribute to national development. Parish Committees have been established to monitor the programmes/activities of the National Council for Senior Citizens at the local level to assist in motivating seniors and bring awareness to the social problems faced by some.

The National Council for Senior Citizens networks with the private sector, voluntary sector and citizens to develop programmes and activities to: Promote active ageing; Encourage participation in nation building; Highlight the work and worth of seniors; Meet physical and socio-economic needs; Promote intergenerational approaches; Advocate for Senior Citizens and provide a referral service; and Encourage involvement in Income Generating and Community Care Projects.

Over 70% of the elderly population in Jamaica own their homes, however many are unable to maintain or repair them. Traditional housing programmes which focus on providing access will not meet the needs of these older persons[20]. Health related issues were noted as the main challenge. 65% of the respondents suffer from either diabetes or hypertension and 22% reported having both[21]. The National Health Fund, through the Ministry of Health, has been implementing the Jamaica Drugs for the Elderly Programme. The initiative is a public-private sector partnership designed to improve access to essential drugs for persons 60 years or older suffering from 10 chronic illnesses.

Social protection programmes for the elderly include: NIGold Health Plan for pensioners, income support for the poor elderly through the Programme of Advancement through Health and Education (PATH); and the GOJ National Insurance Scheme and Concessionary fares on public transport in some urban areas and their environs. The abolition of user fees at public health facilities has also benefited this population.

1.5 Integrating gender in urban development

The number of females slightly outnumbers males in the Jamaican population (Table 2). The 2011 Population and Housing Census show 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 (100:91.7), St. Catherine (100:94.2) and St James (100:96.9), three of the most urbanized parishes in Jamaica.

The Habitat II report noted that much more needs to be done to incorporate women in the shelter delivery process and to improve their access to housing. The National Development Plan – Vision 2030 Jamaica and its Medium Term Framework are framed against the gender and human rights International Agreements/Conventions to which the Government of Jamaica (GOJ) is

[20] Eldemire-Shearer, Denise (2008) Ageing-The Response: Yesterday, Today and Tomorrow. Inaugural Professorial Lecture. University of the West Indies, Mona. Jamaica.

[21] These findings were shared by Professor Denise Eldemire Shearer, Director of the Mona Ageing and Wellness Centre, at the third Anniversary Lifestyle Expo of the Caribbean Community of Retired Persons (CCRP)

committed. It provides a framework for further integrating gender considerations in sector policies and plans. The National Development Plan – Vision 2030 Jamaica and its Medium Term Framework are framed against the Gender, and Human Rights International Agreements/Conventions to which the Government of Jamaica (GOJ) is committed.

Table 2: Sex Composition of the Population

Sex	1991 (Census)	2001 (Census)	2011 (Census)	2013[22]	Projection[23] (2030)
Male	1,167,496 (49.0%)	1,283,547 (49.2%)	1,334,533 (49.4%)	1,345,500 (49.5%)	1,415,300 (49.3%)
Females	1,213,084 (51.0%)	1,324,085 (50.8%)	1,363,450 (50.5%)	1,372,500 (50.5%)	1,457,300 (50.7%)
Total Population	2,380,667	2,607,632	2,697,983	2,718,000	2,872,600

A large number of lower income urban dwellers are living in informal squatter communities. This environment can have a profound impact on the ability of these women to protect themselves given the prevalence of violence in these areas 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. Research conducted by the Squatter Management Unit, MTWH shows that in urban areas there are more male headed households in squatter settlements. However, female-headed households are generally larger and are more susceptible to economic shocks. The poverty rate for female headed households was 14% in 2010 compared to men at 11% and women also constituted a larger proportion of applicants for social welfare.

A National Policy for Gender Equality **(**2011**)** guiding gender mainstreaming in MDAs has been promulgated. An integral aspect of the policy is the establishment of Gender Focal Points (GFPs) in MDAs to ensure that gender is integrated in all plans, policies and operations and to facilitate the gender equality framework on a day-to-day basis within an institutional structure. A Gender Analysis Checklist has also been developed and designed for use by public sector entities that are responsible for policy development and analysis. The Checklist helps policy analysts to actively apply and incorporate a gender perspective into their work. This with the aim of improving any negative differential impact of government policies and programmes on women and men in keeping with the country's national, regional and international gender commitments.

[22] Economic and Social Survey Jamaica 2013
[23] Vision 2030 Population Sector Report 2009

1.6 Challenges experienced and lessons learnt

Managing Rapid Urbanisation:

- The rapidly dispersed urbanisation in parish capitals and other towns occurs without the necessary resources or capacity of local authorities to manage such growth. It is expected that this will improve with the implementation of a Local Government Reform Program.
- The rapid expansion of other towns and parish capitals encourages conditions for informal settlements to grow. The MTWH Squatter Management Unit is continually attempting to manage and reduce the development of these communities many of which are built on vulnerable lands close to rivers and gullies. The enactment of legislation to create "No Build Zones" as well as the buy-in of all stakeholders along with social marketing to educate people about the risk of living in these areas are some of the initiatives being undertaken to reduce occurrences of squatting in vulnerable areas.

Managing rural-urban linkages:

- The influence of major infrastructure development should be included in the development planning process as they impact the increased movement of people between urban centres.
- Lands reserved for the widening of transportation routes should be adequately managed to meet future demand, as much of the transportation that enables the rural urban linkage is demand driven.
- A comprehensive programme of rural and urban community renewal addressing infrastructural and social needs is a requirement in order to ensure sustainable development in both areas.
- Increased investment in agriculture, agro processing as well as concomitant provision of housing solutions are important considerations when facilitating mass employment in order to effectively build rural urban linkages that can foster economic growth and development on both sides of the divide.
- Much of the demand for housing is met in peri-urban areas, in addition to the development of residential dormitory communities. This model however maintains the pressure for the provision of goods and services on the urban centre.

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Addressing urban youth needs:

- Partnerships are essential for addressing urban youth needs and the youth development sector is a synergized effort from the Government of Jamaica via its Ministry of Youth and Culture and all other public sector bodies as well as the numerous efforts and strategies from the NGOs community.
- Programmes such as the Citizen Security and Justice Programme is focused on reaching unattached and at-risk youth, especially those in urban criminogenic areas. In spite of the numerous obstacles presenting itself in a rapidly changing environment influenced by both internal and external socio-cultural realities, the youth development agenda has made strides.
- The educational system should be made to produce literate and numerate graduates from at least primary and secondary institutions. This improvement in the system should, too include: improvement in school retention and certification for

disadvantaged urban youth who 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 or training. It is also important that social norms that create barriers to inner city youth's involvement in the workforce are addressed. These barriers include community stigma, social pressure for young males to earn large incomes as opposed to investing in skills training.

Responding to the needs of the aged:

- The development planning agenda should include the special needs of the aged. According to the Vision 2030 Jamaica sector plan, it is imperative that seniors be empowered, protected and enabled so that they are capable of continuing to contribute to the development process.
- As the elderly population increases, access to age-friendly health care facilities should be expanded. The integration of the needs of the elderly in disaster planning as well as the provision of lifelong learning opportunities should be fostered.

Integrating gender in urban development:

- The Bureau of Gender Affairs (formerly Bureau of Women's Affairs) notes that gender is still mistakenly seen as synonymous with 'woman' or 'female' and "male marginalization" and this misuse continues to fuel a lot of the scepticism that exists around a gendered development approach to sector policies. Establishing the credibility of a National Gender Machinery is therefore challenging.
- Gender Focal Points have received gender training but can be constrained by weak supporting institutional structures for their proper functioning.
- It is important that Policy-makers assume policies are gender neutral and therefore development activities should be viewed as having no differential impact on beneficiaries. Additional inputs are therefore necessary to ensure that gender mainstreaming is effectively achieved.

1.7 Future Challenges and Issues that could be addressed by a New Urban Agenda

Managing Rapid Urbanisation:

- The provision of future housing development in peri-urban areas should encourage mixed-land use, to include light commercial and other employment creation activities to reduce access to the city for goods and services.
- Balanced rural development should be planned and implemented in tandem with urbanization in order to effectively manage urban drift and reduce the acceleration of urban growth. There needs to be continued support of the community renewal agenda and there should be avoidance of the development of large dormitory communities.
- Targeted rural development should be encouraged in an effort to provide opportunities to reduce the need for rural dwellers to migrate to the city in order to achieve a better livelihood.

Managing rural-urban linkages:

- Focus should be given to the Local Government structure as a useful tool in bridging urban gaps and applying independent solutions including improvements to market facilities which traditionally are key points of contact in the rural urban nexus.

Addressing urban youth needs:

- 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, in moving forward, urban renewal and youth development should find synergies.
- Youth are important stakeholders and as such youth development issues should be mainstreamed and integrated in decision-making of development initiatives. Structured attempts should be made to improve youth employment through the creation of entry level jobs, development of apprenticeship and mentoring programmes to introduce young people to the labour market in addition to providing them with the requisite skills and experience to effectively participate. A total overhaul of the youth agenda, including environmental, political, social, psychological as well as access to certain basic amenities and cultural development is needed for its sustainability.
- Parenting workshops and plans to promote acceptable values and attitudes should also be a consideration in order to build resilience and promote healthy lifestyles among children and youth.

Responding to the needs of the aged:

- Given the large aging population, consideration in regard to green spaces, recreational facilities and ready access to key service providers are imperatives.
  Stronger policies to deal with pensions and other social protection services should be explored.

Integrating gender in urban development:

- The New Urban Agenda should include the development, use and management of data systems to effectively capture indicators related to gender in order to enable quantitative and qualitative comparative analysis on the situation of women and men.
- Ensure that a gender specialist is consulted or included in any urban development planning team.
- Encourage institutions to critically examine their own structures, processes and policies, by using for example, institutional gender audits and other mechanisms to identify and address ways in which they may reduce gender inequalities.
- Support the harmonisation of policies for an integrated gender awareness approach to be executed under policy reform and review programmes so as not to undermine other sector policy initiatives or international and regional agreements. The process should include the National Gender Machinery's strategic gender plans, which include strategies from the National Gender Policy, the CARICOM Gender Plan of Action other international, regional and national commitments that uphold women's status and rights such as commitments to the Convention on the Elimination of All Forms of Discrimination Against Women(CEDAW), Beijing Platform for Action, Outcome Documents of international and regional meetings on gender equality and

gender and climate change as well as the Millennium Declaration and the Caribbean Millennium Development Goals (CMDGs).

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

2.1 Ensuring sustainable urban planning and design

The UN Habitat II Jamaica Report spoke to the efforts of the government to develop new policies to create a "structured framework for environmental management"[24]. This was articulated in an effort to create a balance between: the environment and development; and development and formal environmental strategies. The document spoke to the promulgation of several pieces of legislation that were intended to improve the institutional capacity of state agencies to enforce laws for planning and environmental protection.

Since 1996, the GOJ has devised a number of strategies to ensure sustainable and environmentally sound interventions. The Natural Resource Conservation Division, the Town Planning Department and the Land Development and Utilisation Commission were merged in 2001 to form the National Environment and Planning Agency (NEPA). The mission of this organisation is to "promote sustainable development by ensuring the protection of the environment and orderly development in Jamaica through highly motivated staff performing at the highest standard"[25].

Urban planning/spatial planning takes place at the central and local government levels. At the local level there are 15 planning authorities (13 parish councils, The Negril and Green island Area Local Planning Authority and the Portmore Municipality). Whilst at the National level the main players have been; the Town and Country Planning Authority, NEPA and the Ministry/Minister with portfolio responsibility for spatial planning.

Efforts have been made to improve the development application process, which is significant to facilitating improvements in the system of planning. The Ministry of Local Government and Community Development (MLGCD), NEPA and the Cabinet Office have implemented the Applications Management and Data Automated System (AMANDA) in NEPA and at select local authorities to provide an efficient means of managing development applications. Nine local authorities are currently using the system.

Significant strides have been made through the Town and Country Planning Act in bringing the island under planning control with the promulgation of five (5) development orders (St Ann. Portland, Negril and Green Island, Trelawny and Manchester) to guide planning decisions and designs in urban centres covered by the development order. A concern raised is that there are inadequate provisions made for cemetery spaces in the current spatial planning regime. Church cemeteries are rapidly running out of space. Also, rising property values, dwindling land space in mostly peri-urban communities, and the growth of townships and urban centres are making the use of private land as unregulated burial grounds increasingly unfeasible, therefore increasing the demand for public burial spaces.

[24] UN Habitat II Jamaica Report, page 36
[25] NEPA http://www.nepa.gov.jm

At the local level, planning is being guided through a system of Local Sustainable Development Planning[26]. LSDP is supported by Jamaica's Local Sustainable Development Framework (2003) enacted with the assistance of the Canadian International Development Agency (CIDA) Environmental Action (ENACT) Programme and is being promoted by the MLGCD. 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 Parish Councils (Manchester and the Kingston and St. Andrew Municipality) have completed LSDPs and these are currently being reviewed and updated. Six Parish Councils (St. Thomas, Trelawny, Westmoreland, St. Elizabeth, Clarendon and St. Catherine) have commenced LSDP preparation, while the Portmore Municipal Council has completed land use analysis and is in the process of developing an LSDP. The remaining Parish Councils are expected to commence by 2014/2015.

LSDPs are expected to facilitate the provision of adequate shelter for all, consistent with Vision 2030 Jamaica by adopting a comprehensive approach to planning (including land use planning, disaster risk reduction and 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 and identify major towns and sub-regional centres and develop 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.

2.2 Improving urban land management, including addressing urban sprawl

The UN Habitat II Jamaica Report noted that the management of land should be subject to public surveillance and control. The Town and Country Planning (TCP) Act and the National Land Policy (1996) are currently being revised. In the case of the TCP Act a key purpose of the revision is 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".[27]

The Land Administration and Management Programme (LAMP) commenced in 2000 as a pilot funded jointly by IDB and the Government of Jamaica. Its objective was 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. It had four components namely: land registration; land information and management; land use planning and development; and public land management. Under the Land Management component Digital ortho maps were prepared for Kingston and St Andrew and Port Maria. In addition, an island-wide control GPS network comprising 13 Continuously Operating Reference Stations (CORs) was established by 2010.

[26] 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"

[27] Vision 2030 Urban and Regional Sector Plan (2010), page 14.

The larger urban areas are tending to sprawl and expand into rural ones. Movements from the central areas of cities and towns are tending to coincide with rural-urban migratory flows creating a natural increase within peripheral zones. Some settlements are tending to decline as their economic bases become eroded. Former rural areas are acquiring urban characteristics. The location of jobs, services and housing facilities have been found to be the major determinants of migration flows.

Jamaica's National Settlement Strategy which seeks to focus urban development within the boundaries of designated growth centres has been reviewed since the last Habitat report. Work has also been undertaken by government in reviewing height and densities in urban centres as a precursor to having more compact urban development and reducing sprawl.

2.3 Enhancing urban and peri-urban food production

The preservation of arable lands, especially in urban and peri-urban areas where competition among human settlement uses is high, is a growing concern. This is especially true in the KMA where lands on the periphery are among the most important class 1 soil in the island. Total agricultural holdings declined by 22.7% between 1996 and 2007[28]. Much of the demand for housing especially in the KMA is being met by lands previously used for agriculture. The recommendation articulated in the UN Habitat II Jamaica Report was for strict land use planning to control urban encroachment on these lands.

Since then, the country has promulgated the National Land Policy (1996) which speaks to the preservation of arable lands. This Policy is currently being reviewed. An Agricultural Land Utilization Policy which promotes the environmentally sustainable use of agricultural lands is in the draft stage.

Currently Jamaica's food import bill stands at approximately US$1Billion[29]. The European Commission (EC) Food Facility was established in response to the Global Food Security Crisis of late 2007 and 2008. A part of this initiative is to enhance agricultural production and productivity. The Food and Agricultural Organization (FAO) has been encouraging urban agriculture as this is seen as an avenue to help the urban poor deal with food scarcity and to create viable income streams.

The Ministry of Agriculture and Fisheries Agro Parks initiative also promises to improve peri-urban production. Currently, 1,000 of the 8,000 acres of prime land targeted are under production in seven agro parks. Onion, escallion, pepper, assorted fruits and vegetables, yam, ginger, hay, sorghum and other crops have been in production at Plantain Garden River in St. Thomas, Amity Hall in St. Catherine, and Ebony Park in Clarendon, since financial year 2012/13. An additional four parks came on stream during financial year 2013/14. They are located at Yallahs in St. Thomas; Hill Run in St Catherine; Ebony Park in Clarendon and New Forest/Duff House on the border of Manchester and St. Elizabeth.

[28] Census of Agriculture (2007)

[29] ESSJ 2013, page 6.6

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 Jamaica Emergency Employment Programme (JEEP) has partnered with the Ministry of Agriculture and Fisheries to develop an Urban Farming Initiative. The objective of the project is to promote youth employment in agriculture through the utilization of urban spaces. The general project methodology is to utilise empty spaces where possible for agricultural production and training inner city youths in basic agriculture.

2.4 Addressing urban mobility challenges

Urban mobility describes the interrelated measures that are developed to satisfy the movement needs of people within the urban area. The promulgation of the National Transport Policy (NTP) in 2007 marked a major milestone for Jamaica's transport sector as for the first time there was an established framework within which the matter of mobility in general, and urban mobility in particular were to be streamlined. The NTP is aimed at promoting improved urban mobility through: improvement in the integration of this 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.

In the UN Habitat II Jamaica Report it was revealed that a cooperative system to own and manage public transportation in the KMA had been put in place. In 1998 the Jamaica Urban Transit Company (JUTC) was established to provide a centrally managed public bus system, with exclusive licences to operate on particular routes throughout the KMA. 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 operated by the Government of Jamaica to serve the Montego Bay Metropolitan Region.

In 2008 Jamaica's first state of the art transportation hub which facilitates improved travel throughout the KMA was opened as a hub for the JUTC buses. The Half-Way Tree Transportation Centre was constructed with assistance from the Government of Belgium. The new hub uses a modern integrated management system which allows for real-time scheduling of all buses entering and leaving the facility.

The current JUTC fleet is comprised of just over 550 buses which serve majority of the routes. The JUTC has also sub-franchised some of the routes within Kingston and St. Andrew, and these are served by smaller buses and cars. In early 2014, the JUTC undertook to rationalize its operations throughout the Kingston Metropolitan Region (KMR), this saw an increase in JUTC operations and a simultaneous reduction of sub-franchise operations on certain routes. Included in the fleet also, are seven buses that are specially equipped to transport commuters with disabilities. All JUTC buses have recently been fitted with a new electronic fare collection system that is geared at improving the efficiency for the JUTC as well as enhancing the service for its customers.

The Transport Authority (TA) is the entity that has been mandated with regulating public transportation throughout the Island. Other towns are served by a public passenger system that is regulated by the TA, which has an on-going programme of rationalization of taxi routes based on

the dynamics in the demand (caused by various factors). In 2013, about 19,034 vehicles were licenced by the TA to provide public transport services, representing some 175,197 seats. The KMR accounted for 18.5% and the Montego Bay Region 0.3%. It was estimated that there was an island-wide seating deficit of 7,646 in 2013.

The Ministry of Transport, Works and Housing is cognizant of the dynamic environment within which the transport sector operates, and as such is embarking on an initiative to revise the NTP, as well as to prepare a National Transport Strategy and Plan. These efforts are expected to facilitate coordination within the transport sector and across other sectors, which will enhance mobility.

2.5 Improving technical capacity to plan and manage cities

Since 1996, the GOJ has implemented several measures to improve the technical capacity of government and non-government agencies to plan and manage urban settlements. These include, inter alia; introduction and use of AMANDA, introduction of Directors of Planning in all Local planning authorities to increase the cadre of trained professionals involved in urban planning; introduction of a Development Application Consultation Process in 2010; Energy Efficient Building Code; Development of Guidelines for squatter management; and development of heritage guidelines. The provision of computers and other equipment to facilitate computerisation at the local and national levels has also been undertaken.

Local Government Reform (LGR) has been a primary plank of the government's thrust to improve the planning process and to properly manage the city. However more planners are needed to conduct proper fore-sighting and to systematically guide the layout of the city. The availability of adequate 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. City managers are to be recruited by local authorities as a part of the Local Government Reform process to manage the development of specific urban areas. A fundamental tenet of the LGR, as is currently being pursued in Jamaica, is that of enabling citizens/communities to have greater scope for local self-management, i.e. to have a stronger voice and role in managing local affairs which directly impact their daily lives and livelihoods. This is to be achieved through the creation of new local governance structures, mechanisms and processes that facilitate the active participation of civil society, communities, the private sector and other partners/stakeholders in the management of local affairs and charting the course for local development.

The Portmore Municipality was established by government in 2003, as a part of the programme of Local Government reform, to showcase the new local government model. It sought to give significant power to local communities to undertake self-management and to engender meaningful participation of civil society in the planning and sustainable development process of the Municipality. The Portmore Municipal Council with its cadre of technical staff is responsible for the management of one of the largest urban centres in the English speaking Caribbean.

The St James Parish Council through the ESCI has conceptualized an Integrated Operating Control Centre (IOCC), for which the design is currently being refined. It promises to improve the technical capacity to manage that city. The IOCC will consist of a monitoring room with large CCTV Screens and other ICT computer infrastructure including GIS mapping of the city's urban infrastructure that is constantly monitored by Municipal/Government's experts from at least two or more urban classifications, such as traffic and disaster management. These experts

monitor the city's urban infrastructure to address issues in areas of crime, transportation and disasters. The IOCC is a partnership among the: Inter-American Development Bank, St. James Parish Council (Local Authority), Planning Institute of Jamaica, the Government of Korea and the Korean Exim Bank.

2.6 Challenges experienced and lessons learnt

Ensuring sustainable urban planning and design:

- A Local Government Reform Programme (LGRP) was introduced in the 1990s in order to improve the local level of government's control and involvement in the spatial planning processes. The LGRP has not been fully implemented and has significantly impacted the ability of Local Government to successfully undertake the functions and the roles expected by constituents, including the spatial planning responsibilities. In keeping with the Local Sustainable Development Planning Framework, the ability of the Local Authorities to prepare the necessary sustainable development plan in an efficient and effective manner as well as undertake development control activities and enforce planning control has consequently been adversely affected.
- Unsustainable developmental planning, particularly in the urban and peri-urban areas has encouraged the issues of squatting, uncontrolled development of land, deforestation and watershed deterioration. Additionally, uncontrolled and disorderly growth of urban areas is fuelled by factors including: the underdevelopment of rural areas and rural poverty. A number of policies and legislation are being revised as well as developed in order to correct these issues.
- It is estimated that 70% of Jamaica's buildings are designed without any professional input[30] and development approval. The revised "Building Code", use of the AMANDA technology and the proposed National Settlement Strategy are expected to address these issues.
- Harmonisation in development planning is critical, where all agencies involved in planning and implementation are aware of development programmes for specific areas so that resources can be pooled to maximize efficiencies.
- Planning should also make allowance for more public cemetery spaces.

Improving urban land management, including addressing urban sprawl:

- The cadastral geospatial datasets generated from the building of the cadastral map is a valuable asset needed by all Government entities responsible for the development and management of Jamaica's resources. The sharing of spatial datasets is a critical component to secure a sustainable growth path.
- The development approval process and other business of Government need access to information and facts to make better decisions in a shorter time frame. Modalities and best practices for building a national spatial data infrastructure for Jamaica to facilitate the sharing and use of spatial data across Government is being explored. This will also aid in addressing the challenge of the large number of unregistered parcels of land in Jamaica.

[30] Jamaica's New Building Code Imminent: http://jamaica- Gleaner.com/

- Trends show that urban sprawl is meeting much of the settlement demands. A significant proportion of these lands were being used for agriculture. The UN Habitat II Jamaica Report stated that "change in the use of land, especially from agricultural to urban should be subject to public control and regulation"[31]. Considerations should therefore be made for the conservation and preservation of eco-sensitive lands; as well as good agricultural land to ensure that the nation's food security is not jeopardised.
- The Housing Act empowers the Minister of Housing to acquire, hold and dispose of land and other property of whatever kind, however, in the utilization stakeholder consultation is undertaken to guide the decision of the process. The MTWH is attempting to be more consultative in this process and involve the voices of its stakeholders before such decisions are made[32].
- 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 Ministries, Departments and Agencies of government.

Enhancing urban and peri-urban food production:

- Agricultural lands cover less than 40% of total land area is being lost to urban settlement and housing development. It is therefore important to ensure that long-term land use planning in Jamaica addresses the need to ensure sustainable use of the agricultural land resources, particularly prime agricultural land (class 1 and 2).
- Promote a balance amongst competing land uses - his is particularly true for areas in St. Catherine and Clarendon where prime agricultural lands are being converted into housing. Questions about future food security become pertinent.
- Large housing developments in agricultural areas should also have interspersed allotments for agriculture to encourage urban farming and greenhouse gas sequestration to address Climate Change, as well as serve as economic resource for households.
- Incentives should be offered to encourage a revitalization of peri-urban agriculture. With greater efforts being made to reduce praedial larceny. The Ministry of Agriculture and Fisheries has introduced a cattle tagging system and the use of special receipt books in an attempt to tackle this issue.

Addressing urban mobility challenges:

- The Government of Jamaica (GOJ) is cognisant of the myriad of issues facing the country's transportation sector, including those faced in urban areas. As such, a revision of the National Transport Policy of 2007 is being undertaken. Additionally, preparatory activities commenced in 2013 to complete the accompanying National Transport Strategy (NTS) and the National Transport Plan (NTP), that are to be developed to support the Policy. From the inception of the Jamaica Urban Transit Company (JUTC), the service that it provides to commuters has been subsidized; this contributes to some of the Company's financial challenges. Measures have been implemented by the GOJ to improve the earning potential and to deal with losses.

Improving technical capacity to plan and manage cities:

- The timely provision of adequate funding from government and local stakeholders to facilitate the technical capacity building of staff involved in the planning and

[31] Page 50

[32] Discussions at the Kingston Consultation May 16th, Jamaica Conference Centre

management of cities and towns, as well as the timely augmentation of the number of such officers is a major challenge. Other concerns include the shortage of technical staff, especially at the local government level, and the lack of equipment. These are general concerns hampering the capacity of the Councils to monitor and sanction breaches.

- One of the lessons learnt is that adequate provisions have to be made for the maintenance and upgrade of software and equipment required to facilitate proper city planning and management. Also, the availability of critical financial resources is an important element in determining the success of efforts at city planning and management. This is particularly significant as AMANDA is rolled out.

2.7 Future challenges and issues that could be addressed by a New Urban Agenda

Ensuring sustainable urban planning and design:

- There is need for policies to facilitate "Smart urban growth" in order to make the city more inclusive - This includes making the city more transit-oriented, walk-able and bicycle-friendly. It also includes mixed-use development with a range of housing options. This is also being considered in the National Housing Policy and Implementation Plan (Draft) as well as Development Order which will facilitate the redevelopment process.
- Development Orders should make allowance for reserve lands for cemeteries.
- Support of a Local Government Reform Programme is necessary to empower local authorities to effectively carry out spatial planning responsibilities.

Improving urban land management, including addressing urban sprawl:

- Efforts to review height and densities in urban areas should be supported in order to allow for more compact urban development and to minimize sprawl.
- Countries can benefit from the best practices and policies that can be adopted to help with the desired outcomes: a) a multipurpose national digital cadastral map - best practice in building/compiling and maintenance, b) modernization and computerization of the Surveys and Mapping process to improve plan checking and plan annexation on Certificates of Titles for land c) best practice in property tax administration and local governance and (d) building of a spatial data infrastructure.

Enhancing urban and peri-urban food production:

- Support efforts to enhance food security in urban spaces effort such as the Agro Parks Initiative which seeks to put idle agricultural lands into production is a model for best practice.
- The agricultural sector also needs to be diversified to provide more backward and forward linkages. The development of more drought and insect resistant plants; adaptive animal rearing techniques; and other mitigation and adaptation measures will become necessary given the realities of Climate Change to ensure sustainability of the agricultural sector.

Addressing urban mobility challenges:

- Park and ride facilities should be enhanced.
- Efforts being pursued to facilitate coordination within the transport sector and across other relevant sectors,

- Efforts should be made to ensure that the system remains regulated and safe for all commuters, including vulnerable groups such as children, the elderly and the disabled.

Improving Technical capacity to plan and manage cities:

- There is also the need for on-going training and certification of persons in the sector which is supported by a legislative body, the group would also act as a watch dog to regulate the activities of the industry.
- Harmonisation in terms of data collection would enrich the process and allow for greater sharing of information and synergies in the planning process.
- Gender Focal Points should also be incorporated in the planning process. Already key Government Ministries, Departments and Agencies have established Gender Focal Points to facilitate the mainstreaming of the gender equality framework.

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

3.1 Addressing Climate Change

Over the years, the issue of climate change has emerged as one of the major environmental issues facing countries worldwide. As a Small Island Developing State (SIDS), Jamaica suffers huge economic losses as a result of the environmental effects of climate change. More severe hurricanes, increased instances of flooding, and longer and harsher periods of droughts have created challenges especially for persons in the agricultural sector and have resulted in loss of lives and infrastructural damage. Since 1995, Jamaica has been a Party to the United Nations Framework Convention on Climate Change (UNFCCC). Jamaica is also a signatory to the 1999 Kyoto Protocol, which sought to strengthen the global response to climate change, including legally binding emission reduction targets for developed countries.

In 2012, the GOJ established a Climate Change Division within the Ministry of Water, Land, Environment and Climate Change (MWLECC) to coordinate national climate change activities. Other activities that have been implemented by the GOJ to deal with climate change include: The Climate Change Adaptation and Disaster Risk Reduction Programme (GOJ/EU/UNEP CCADRRP), funded by the GOJ, the EU and the UN Environment Programme; and the Pilot Programme for Climate Change Resilience (funded by IDB and the World Bank through the Climate Investment Fund (CIF).

Cabinet has approved a Climate Change Policy Framework and Action Plan to guide the mitigation and adaption agenda. It presents a vision for 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"[33].

Two major initiatives that are noteworthy are:

(1) A programme under the GOJ Adaptation Fund entitled "Enhancing the Resilience of the Agriculture Sector and Coastal Areas for Livelihood Protection and Food Security". Under this initiative engineering designs were completed for the installation of two breakwater systems to protect the most severely eroded section of the Negril Coastline, and water management facilities installed in three communities and;

(2) 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.

Jamaica is also a beneficiary of a regional project, "Mainstreaming Adaptation to Climate Change" (MACC) – funded by GEF and CIDA – which is assisting countries in the Caribbean in ways to integrate climate change adaptation strategies into national development planning on issues such as tourism, health, agriculture, fisheries and infrastructure.

[33] Draft Climate Change Policy, page 26

3.2 Disaster risk reduction

Jamaica, because of its location, geology and geography, is prone to several natural hazards. The major threats include landslides, hurricanes, floods, droughts and earthquakes. Over the last decade, the country has experienced an increase in the frequency of these events, primarily floods related to inclement weather, tropical depressions, tropical storms, hurricanes, droughts and landslides. Between 2001 and 2012, Jamaica experienced 11 storm events (including five major hurricanes) and several flood events. These events combined resulted in damage and losses amounting to approximately J$128.54 Billion. In 2004, Hurricane Ivan resulted in damages totaling J$35 Billion, while hurricane Dean left J$23 Billion in damages. Jamaica is also at risk from man-made hazards including oil spills, pollution, chemical contamination and fire. Fires are the major man-made hazards affecting the country. Bush fires accounted for 55% of all fires in 2006, and hazardous materials spills have been quite commonplace in the industrial and agricultural sectors[34].

Jamaica is a participating state of the Caribbean Disaster Emergency Management Agency (CDEMA) which coordinates disaster risk management (DRM) on behalf of the Caribbean Community (CARICOM). CDEMA coordinates CARICOM's regional DRM strategy – The Enhanced Comprehensive Disaster Management Strategy (CDM) which has the goal: "To strengthen regional, national and community level capacity for mitigation, management, and coordinated response to natural and technological hazards, and the effects of climate change". Work programmes of member states are aligned to the CDM Strategy which provides a coherent framework for all DRM programmes in CARICOM.

The Office of Disaster Preparedness and Emergency Management (ODPEM), the Agency responsible for disaster management in Jamaica, along with key stakeholders have been building the capacity of communities to cope with climate change and to reduce disaster. This includes: 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 Disaster Risk Management Bill has been submitted to Parliament for approval. The Bill seeks to strengthen the country's overall national disaster preparedness, emergency management and response processes and mechanisms, through a range of measures. These include: according recognition to existing organisational structures, such as the National Disaster Committee, Parish Disaster Committees, and Zonal Committees, with their roles and functions clearly established; provisions to legally evacuate persons identified as being at risk, based on their location; identifying and earmarking high risk areas as especially vulnerable areas, and outlining the necessary steps to be taken in respect of such areas. The proposed 'No Building' Zone Bill will empower the Government to prevent construction in disaster-risk areas and will also include compulsory evacuation where there is imminent danger.

The National Building Code is being revised to include new guidelines for the construction of hurricane resistant buildings across the island. The code will detail the building standards for construction within the coastal zone, which will take into consideration physical planning standards, such as coastal setbacks. Protective measures such as The National Works Agency's

[34] Vision 2030 Jamaica, National Development Plan, pg.246

(NWA) Palisadoes Protection and Rehabilitation Project will help to protect the Palisadoes Road, (the only access by land to the Norman Manley International Airport (NMIA) and the town of Port Royal) have been undertaken with the assistance of the Chinese Government.

The Government is also crafting a hillside development manual, which will provide guidelines and set standards for the use of hillside lands for housing and other construction. The aim is to significantly reduce the incidence of geo-hazards, improve the safety of developments as well as provide better environment/land management of hillsides. A Rapid Visual Screening is being conducted by the ODPEM to determine seismic vulnerability, provide data for earthquake planning and responses and provide recommendations of structural and non-structural measures to reduce risk.[35]

3.3 Reducing traffic congestion

Traffic congestion in urban centers across Jamaica has grown tremendously over the last 10 years. This increase in traffic congestion has been simultaneous with increase in urban population and the on-going trend of housing developments mushrooming on urban peripheries. The pace of adding new road capacity has been affected by the current lack of fiscal space within the national and local budget to fund major road improvement projects. Therefore, the increase in vehicle demand combined with the lack of adequate road space has resulted in traffic congestion extending well beyond the usual peak hour periods[36].

The country has seen a general increase in motor vehicle registration, while the Jamaica Urban Transit Company (JUTC) has indicated a downward trend in passenger ridership in 2009/10, when compared to 2003/04 (Figure 2). The National Transport Policy (NTP) speaks to increasing the use of public passenger vehicles in urban areas. However, while the JUTC and the Transport Authority (TA) implement measures to improve the public transportation services, the use of private motor vehicles to commute increases. 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 licenses in the system throughout the island.

Over the years, successive Governments have responded with many different transportation improvement projects. However, these transportation improvements focused primarily on improving mobility on major highways which connects urban centres. Currently, a major effort is underway to construct a National Toll Road network to link the capital city Kingston to other Parish capitals and major towns. Completion of the National Toll Road network will result in a dramatic reduction in travel time between parish capitals and significant improvements in ride quality.

[35] Economic and Social Survey 2013, page 3.16

[36] Jamaica's Intelligent Transport System Proposal, NWA 2012

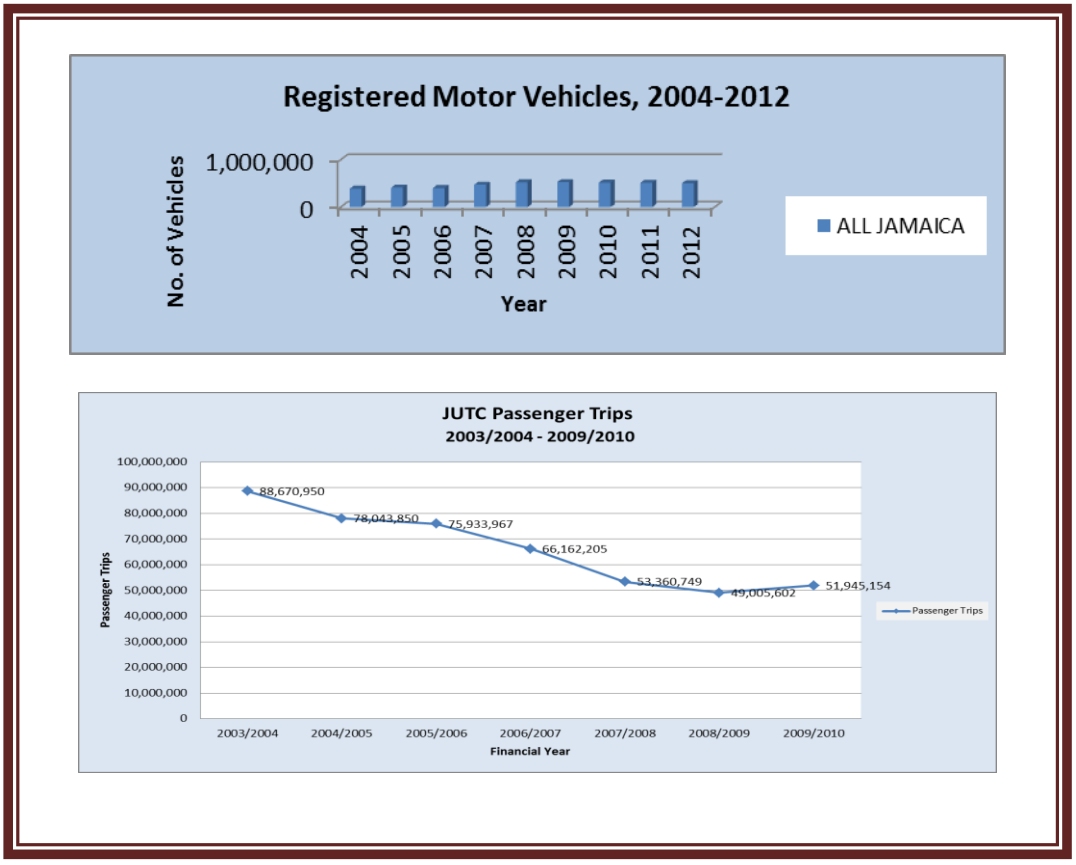

Figure 2: Registered Motor Vehicles[37]: 2004- 2012 and Jamaica Urban Transit Trips (2003-2010)[38]

The National Works Agency and the Parish Councils have implemented a number of traffic management measures aimed at reducing traffic congestion and improving vehicular traffic throughout the urban areas. Among these are the restriction of kerb-side parking (parking management), the conversion of roads carrying traffic in both direction to one-way corridors, improved traffic signalization, and the control of public passenger operations through the designation and operation of transport centres in the urban areas. While these measures have been useful in helping to reduce traffic congestion, the most significant factors in reducing traffic congestion will require that in the future, adequate measures be put in place to encourage increased use of public transportation. In addition, the introduction of mass transit, with a simultaneous reduction in the use of private vehicles, as well as other policy-driven incentives/ disincentives should be considered.

The MTWH announced as part of its long term efforts to tackle traffic congestion in urban areas, the establishment of a modern Intelligent Transportation System (ITS). The objectives include: the real time monitoring and control of traffic signal operations; construction of real time traffic data collection system (speed and volume); construction of a national traveller advisory system;

[37] Source: TSU, MTWH (Compiled with data from the Tax Administration Jamaica
[38] Source: Jamaica Urban Transit Company, 2013

and construction of a national high speed broadband communication system[39]. Since 2004, the Government has made the following investment in Intelligent Transportation Systems:

- Engaged ITS Consultancy to design Jamaica ITS Architecture
- Upgraded the country's traffic signal controllers to support real time communications between field equipment and traffic management centre.
- The construction of a Traffic Management Centre (TMC) equipped with video monitoring and advance communications equipment.
- The installation of several Closed Circuit Television Cameras at critical intersections to monitor traffic operations in real time.
- The construction of aerial fibre optic cable communication network in Kingston to support real time communications between field devices and the TMC.

3.5 Air Pollution

Air pollution in Jamaica is generated mainly from industrial activities and motor vehicles. There are other sources such as municipal dumps, backyard burning, forest fires as well as some that can be described as extra-territorial. The main industries that contribute to air pollution are: bauxite\alumina, power (electricity) and steam generation, cement manufacturing, limestone quarrying, chemical processing, agro-processing, sugar manufacturing and petroleum refining. The petroleum refinery, cement manufacturing plant, power and steam generating plants are located in or in the vicinity of urban centres.

As the lead agency responsible for environmental management, the National Environment and Planning Agency (NEPA) has responsibility to implement programmes that will ensure the control of air pollution. Some of the programmes are the development of standards and regulations, development of an air quality network and conducting air quality monitoring throughout the island. Jamaica promulgated its first Air Quality Regulations in 1996, the Natural Resources Conservation Authority (NRCA) Ambient Air Quality Standards. Subsequently, in 2006 the NRCA Air Quality Regulations was promulgated under the NRCA Act in an effort to effectively monitor and regulate air quality across the country. This, among other outcomes, empowers NEPA to issue Air Pollutant Discharge Licences, making it mandatory for facilities to monitor and report air quality around their facility based on the dispersion of the air emission generated and discharged[40]. Jamaica currently has (64[41]) monitoring sites: 44 of which are owned and operated by the Bauxite companies; and three (3) are population exposure stations (Washington Gardens, Montego Bay and May Pen). The Jamaica Air Quality Management Programme is currently being implemented by NEPA.

The 2013 Annual Ambient Air Quality Report, analysed data collected from 62 monitoring stations 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 were also analysed

[39] http://jis.gov.jm/govt-to-establish-modern-its-to-tackle-traffic-congestion/
[40] NEPA 2010, Jamaica Air Quality Management Programme page 4.
[41] Interview with NEPA

quantitatively and compared with the Jamaica Ambient Air Quality Standards (JAAQS) set by the NRCA. The report noted that the country continues to experience low impact from Nitrogen Dioxide (NO_2), Sulphur Dioxide (SO_2) and Carbon Monoxide (CO) as there was no breach of the JAAQS recorded. Despite both SO_2 and NO_2 accounting for over 90% of the emissions produced in the country from major industries, they have not materialized as major contaminants in ambient air. It is assumed that the main reason for this is due to the dispersion of the pollutants from major sources and the limit placed on sulphur content in fuel oil by the 2006 NRCA Air Quality Regulations.

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[42] 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 PM_{10} monitoring stations. When breaches are identified, interventions are made in those air sheds. Further investigations are carried out and recommendations made for possible mitigations against the air emissions producing activities in those locations.

3.6 Challenges Experienced and Lessons Learnt

Addressing climate change:

- The ability of public and private sector institutions to address climate change issues is tied directly to the broader policy and regulatory system of government. There is inadequate consideration given to climate change issues in national policies and laws. Sectoral policies have also failed to take into account the issue of climate change and how it will affect the sustainability of the respective sectors.
- Lack of financial resources, limited trained staff with the requisite expertise, and the absence of a strong research and development core within institutions have limited the Government's ability to develop and expedite key programmes, projects and action plans associated with environmental protection. Additionally, institutions do not have the requisite structures in place to facilitate the implementation of key climate change initiatives. There is need for the mainstreaming of adaptation, mitigation and risk reduction strategies into the broader sectoral policies for key sectors such as energy, agriculture, tourism, health, water, forestry, land use (coastal zone) and natural (marine and terrestrial) resources.

Disaster risk reduction:

- The vulnerability of Jamaica to natural hazards is largely due to geographic and bio-physiologic factors. However, its overall vulnerability has been heightened due to significant alterations made to the natural environment by the development of infrastructure and human settlements as well as the general settlement patterns of the population, particularly within the coastal zone.
- The most threatened settlements are those that have been created outside the formal physical planning system, and do not meet the required planning and building standards. With more than 70% of all major industries located within the coastal zone

[42] Violation of the established limits set by the Jamaica Ambient Air Quality Standards

and approximately 82% of the population living within 5km of the coast, the country is faced with the considerable challenge of reducing the island's vulnerability, while improving its low adaptive capacity to climate change. NEPA has however taken steps to prepare Development Plans and Orders to guide sustainable land use development.

- While many are aware of the dimensions of Jamaica's natural hazards problems, the joint efforts need to be more comprehensive. Progress has been as a result of project intervention through regional organizations such as the Caribbean Disaster Emergency Response Agency (CDERA) and the international donor community. The shortcomings in mitigation efforts are primarily attributable to the absence of baseline information on much of the country's hazards, inadequate legislation, out-dated development approval processes, and budgetary constraints. The management of natural hazards is a long term, integrated, and developmental issue. Therefore to achieve the goal of loss reduction through comprehensive disaster management, the following should be considered:
    - Poverty and social exclusion: The people who are most vulnerable to natural disasters are the poor, who have limited resources for avoiding losses. Innovative approaches are therefore needed.
    - Awareness: Public awareness of natural hazards and risks, regarded as the driving force for preventative action should be solidly grounded in the best scientific and technological information.
    - Warnings: Warning mechanisms should be used to avoid rather than just respond to disasters.
    - Education and Training: Education and training for disaster reduction is a key crosscutting issue that must be an integral part of all programmes. Creative use of films and videos, as well as, modern dissemination means can be especially effective. Adequate consideration should be 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.
    - Risk Management: Risk management must be better integrated into overall development and environmental planning. Post-disaster recovery and reconstruction provides the opportunity and resources to implement prevention and mitigation for natural disaster reduction as an essential component of development.

Reducing traffic congestion:

- The National Transport Policy acknowledges the need to "facilitate efficient movement of public transport on the roadways". Attempts have included the implementation of exclusive bus lanes on various corridors including, Washington Boulevard, sections of Constant Spring and Half Way Tree Roads on the premise that it provides the benefits of reduced travel time in an efficient manner.

  Inclusive of, for example, Montego Bay, Mandeville and Savanna-la-Mar, this will require that radical measures be taken to prioritize public passenger vehicles throughout urban areas. Encouraging non-motorised options such as bicycles and greater walk-ability should also be promoted.

- The negative effects of traffic congestion include the loss of productive time, increased air pollution, vehicular wear and tear, and interference with passage of emergency vehicles. Over the medium to long term, it will therefore be necessary to consider improvement in traffic flows including use of more efficient traffic management techniques, junction improvements, promotion of higher vehicle occupancy, parking restrictions, intelligent transportation systems and flexible work and school hours to reduce peak traffic flows.

Air pollution:

- Due to the generation and discharge of air emissions such as gases; namely sulphur oxides (SO2) and nitrogen oxides (NOx), particulate matter (PM), fumes, smoke, lead, nickel, arsenic, some contributing to malodours, poor air quality is experienced in many of our urban areas and near some industrial facilities. Increased fuel use from industrial expansion and increased motor vehicle use affect air quality, as these activities release NOx, volatile organic compounds (VOCs), PM, ozone, carbon monoxide (CO) and SOx. Some of the increased health effects in the last decade include respiratory tract infections, eye irritations, cardiovascular disease and skin irritations. Fires from industrial, household, agricultural and municipal sources release gases such as CO, toxic chemicals such as dioxins and furans and particulates into the air.
- Compliance with the NRCA Air Quality Regulations accompanied by stringent enforcement will therefore address both the major and significant industrial air pollution sources in Jamaica.
- Sustainability with regards to good Air Quality will be assured if the National Ambient Air Quality Standards are monitored and maintained within the permissible limits for the Pollutants.

3.7 Future challenges and issues that could be addressed by a New Urban Agenda

Addressing climate change:

- Climate model projections show increasing temperatures for the Caribbean region which could result in changes in the frequency and/or intensity of extreme weather as well as climate variability and in rising sea-levels. These changes will adversely affect critical sectors including the freshwater resources, coastal and marine resources, human settlements and infrastructure, terrestrial resources and biodiversity, agriculture, fisheries, tourism, human health and energy.

- Energy and food security are pressing concerns for Jamaica as the country is susceptible to rising world prices for fuel and food. Food security is of concern due to the vulnerability and limited scale agriculture already facing uncertain impacts from temperatures and precipitation changes. Integration of climate change adaptation strategies in local approaches to community, planning, development and governance should be encouraged.
- Hurricanes are expected to increase in intensity and frequency in years to come and as such, countries should push vigorously for diversification in farming. Farming

method must include crops that are resistant to dry weather and a comprehensive crop insurance scheme that would help to cushion the blow whenever farmers are impacted by climate change. The Ministry of Agriculture and Fisheries, for example, has noted that a result of the changing climate is longer periods of drought. To this end, there have been changes in irrigation modality using more drip irrigation techniques.

- Public education and adaptation planning should be the main area of focus to address the impacts of climate change. It is an integral part of several sectors including coastal zone management and water resources. Although the focus is on adaptation measures, the Government is committed to implementing the 'no-regrets' mitigation measures such as demand side management in electricity production and using alternative energy sources such as solar, wind, hydropower, and bio-fuels to produce energy.

Disaster risk reduction:

- Jamaica's ability to mobilize external disaster assistance will be diminished as international aid organizations and development partners impose more stringent criteria for assistance. It is within the context of growing recognition of the relationship between sustainable development and the social and economic cost of hazard and disaster impacts that hazard-risk reduction is being promoted as a priority of the overall development framework.
- Successful integration of hazard-risk reduction into national development strategies is predicated on the awareness that a community-based approach to the design and implementation of related measures should be the focus of any intervention. Sustainability factors including the enforcement of "No Build Zones" should be pursued.

Reducing traffic congestion:

- Traffic congestion, like other general mobility challenges, will require a long-term comprehensive approach that is aimed at balancing land use and transportation. The challenges created by traffic congestion are wide-ranging with cross-sectoral implications. Among the measures that could be considered are mechanisms of congestion pricing and, restriction of motor vehicles in certain areas. Urban design should 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 should include retro-fitting already developed areas, ensure a continuous supply of land for affordable housing and discourage further sprawl.

Air pollution:

- Although air quality regulations are in effect in Jamaica, capacity needs to be built for the review and processing of applications for licences and the monitoring and enforcement of conditions in the licences granted. The need exists for a data collection and management systems to inform sound decision making by the regulator and the regulated community as well as the general public. The currently existing high levels of congestion can only be addressed through the use of measures that result in a removal of vehicles from the roadways including: carpooling; park and ride; and encouragement of non-motorized options.

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

4.1 Improving urban legislation

An important aspect of building sustainable cities and communities is the creation of an enabling environment through the enactment of policies and legislation that positively impact people's quality of life. A significant and highly sustainable response to the impact of urbanization is more systemic 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 strengthened to support a sustainable urban agenda.

Since 1996, the country has not made significant progress in the implementation of the Local Government Reform Programme and its proposed attendant legislative changes. The Ministry Paper which initiated this process was tabled in Parliament in 1993. To date, the LGRP has not been fully implemented. This has had significant impact on the ability of the Local Government authorities to successfully undertake the functions and the roles expected by constituents, including spatial planning responsibilities. The ability to undertake the necessary LSDP preparation and to efficiently and effectively undertake development control activities and enforcement of planning control has been adversely hampered. A major proposed action under the LGRP is to have local government entrenched in the Constitution which would give this system of governance more legitimacy.

Planning in Jamaica is guided by Development Orders which are the legal documents prepared under the Town and Country Planning Act used to guide development by the planning authorities. In keeping with the thrust to bring the entire island under planning control several Development Orders have been promulgated since the last Habitat Report, 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.

The Vision 2030 Jamaica Urban and Regional Sector Plan, notes that there are out dated and overlapping legislation and an inadequate monitoring and evaluation system. Vision 2030 Jamaica has created a national framework to guide the development of policies and legislation including those affecting the urban economy. The Medium Term Socio-Economic Policy Framework (MTF) creates a monitoring system where key indicators can be tracked.

4.2 Decentralisation and strengthening of local authorities

Jamaica's system of local authorities is defined by 12 Parish Councils, the Kingston and St. Andrew Corporation and the Portmore Municipal Council. The Municipalities Act 2003, and the subsequent granting of Municipality status to Portmore represent a slight adjustment in the system of local government to that which was articulated in the UN-Habitat II Jamaica Report. This legislative change facilitated the installation of the first directly elected mayor in the English-Speaking Caribbean.

Local authorities have the power to make by–laws, regulations and rules with respect to their areas of responsibility. These responsibilities include local planning and strategic direction, municipal enforcement and regulation, civic order, provision of direct municipal services, welfare, community relations and local economic development. Local authorities are regulated by Central Government and fees are collected centrally on behalf of these local authority.

Proposal under the LGRP and the Public Sector Modernisation Reform speaks to the issue of decentralisation and greater participation in the system of governance. Despite the incomplete implementation of the LGRP, since the 1990s, Government has supported the establishment of Parish Development Committees (PDCs), which were first launched in 1995, discontinued in 1998 and subsequently re-established in 2002, to enable greater participation of civil society and the private sector in the spatial planning process.

The Social Development Commission (SDC), an agency of the Ministry of Local Government and Community Development, is the principal agency responsible for the implementation and monitoring of the local participatory governance framework which oversees the formation and effective functioning of the local governance structures. This structure includes: Community Based Organisations (CBOs), Community Development Committees (CDCs), Development Area Committees (DACs), and Parish Development Committees (PDCs). In April 2013 the Governance Capacity Grant was established as a means through which community-based organisations can access funds to improve their sustainability and viability to make more effective and meaningful contribution to parish and national development.

The National Association of Parish Development Committees (NAPDEC) was formed in March 2007 and was incorporated under the Companies Act as a Limited Liability Company[43] in October 2009. This is an umbrella organization for all Parish Development Committees (PDCs) across the island. The NAPDEC's mandate is to represent and promote the interests of all 13 PDCs and the Portmore Citizens Advisory Council (PCAC), provide on-going focused advocacy and policy direction while ensuring full protection of the rights of this important local governance structure.

The Manchester Parish Development Committee (MPDC) is an example of a best practice. The committee has an active secretariat and in 2003 was registered under the Companies Act as a Limited Liability Company. The MPDC has developed effective partnerships with the

[43] http://napdec.org.jm/

Manchester Parish Council, the private sector, the public sector, civil society and special interest groups to provide a mechanism for coordinating the planning, implementing and monitoring of local development processes within the context of the national development vision and policy of Jamaica. The strategy that has been adopted by the MPDC to co-ordinate the local development processes involves the formulation of a parish sustainable development plan.

4.3 Improving participation and human rights in urban development

Participation and human rights are central pillars in the observation of good governance which is an essential component of any democratic society. The LGRP is designed to produce a democratic, decentralized Local Government system which seeks to facilitate greater participation in the development planning for sustainable development of communities. The SDC has been promoting this system of community development planning by training members in areas such as project proposal writing, project management, community priority plan development and advocacy and human rights[44]. This is particularly important in communities of the urban poor which are sometimes socially excluded.

The Government of Jamaica is committed to the promotion and protection of Human Rights and has ratified several international instruments in this regard. These include the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Elimination of All forms of Discrimination Against Women; the Convention on the Elimination of Racial Discrimination; the Convention on the Rights of Persons with Disabilities; and the Convention on the Rights of the Child.

While the State is the principal agent of protection and enforcement of Human Rights, individuals and communities must also be engaged in promoting and protecting these Rights and hold elected representatives accountable. The Access to Information Act of 2004 provides a legally enforceable mechanism for obtaining information from the Executive and Public Sector. This empowers Jamaicans to demand government accountability and transparency, and facilitates public participation in national decision-making.

The Jamaican Constitution (1962) includes a chapter on fundamental rights and freedoms, which includes the protection of the right to life, freedom of movement, conscience, expression and association. However amendments were deemed necessary to provide more comprehensive and effective protection for the fundamental rights and freedoms of citizens. In 2011, the Charter of Fundamental Rights and Freedoms (Constitutional Amendment) Act was promulgated. This change enshrines rights such as "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"[45], incorporating notions of sustainable development.

Jamaica has also taken steps to address the allegations of human rights abuses by the Security Forces and other agents of the State that have resulted in death, injury to persons or the abuse of the rights of persons; and for connected matters, through the establishment of the Independent Commission of Investigations (INDECOM).

[44] ESSJ 2013: Page 25.19
[45] Section 13 (l)

In April 15, 2010, the Independent Commission of Investigations Act replaced the Police Public Complaints Act which was repealed. The Office of Public Defender is a commission of the Parliament, established by statute (the Public Defender (Interim) Act, 1999). The office is mandated to protect and enforce the rights of "citizens". It is mandated to investigate governmental breaches of the citizen's constitutional rights.

4.4 Enhancing urban safety and security

Jamaica's National Security Policy (2012) clearly sets out into four tiers the main threats affecting national security. Ranking is determined by the probability that the event is likely to occur and the extent of potential harm to the Jamaican society. The goal of the policy is to "protect the people of Jamaica and ensure their peace, safety and freedom, so that together we can build a prosperous and progressive society, founded on justice, democracy, human rights and respect for human dignity"[46].

Populations in 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. Recruitment in gangs is fuelled by limited opportunities for education and jobs, in particular for poor urban youths who may see this as a lucrative means of survival.

The Government of Jamaica has responded to these challenges by way of legislation to remove the profit from crime, reforming of the justice system, policing by consent or improving community policing, dismantling of gangs and focusing on at risk communities. The government's focus on at-risk communities in urban areas or rural communities which demonstrate characteristics of an inner city environment has been at the centre of one of the largest investments, the Citizen Security and Justice Programme (CSJP), which is funded by the GOJ and loans from the IDB. Proximity Policing, Close Circuit Television Surveillance Systems have also been introduced and are yielding promising results. The revised National Crime Prevention and Community Safety Strategy were adopted by Cabinet in 2013. Subsequent to this the Unite for Change Initiative was launched as a programme of coordination, measurement and communication to reduce the incidence of violence. Under the Initiative, support was also given to the Peace Management Initiative (PMI) to intervene in communities in conflict and to identify areas of potential conflict in order to apply proactive measures to prevent violent flare-ups[47].

The Jamaica Social Investment Fund through support from the World Bank has been working with the Crime Prevention through Environmental Design (CPTED) methodology in selected communities. The Jamaica Crime Observatory - Integrated Crime and Violence Information System was implemented in 2012 to support evidence-driven policies and programmes. Restorative justice and mediation have also been introduced to promote more effective conflict resolution at the community level.

[46] http://www.cabinet.gov.jm

[47] ESSJ 2013: Page 24:11

4.5 Improving social inclusion and equity

The protection of the most vulnerable especially – the poor, children, the youth, senior citizens and persons with disabilities - is a central concern of the GOJ as this is seen as essential to the achievement of social inclusion and equity. The protection of the most vulnerable is a priority area for the GOJ.

Social inclusion through community renewal, expanded self-agency and equity is a component of Jamaica's interim framework for a Growth Inducement Strategy in the short (2011-2012) and medium terms (2012-2014). This is expected to take place through the implementation of the Community Renewal Programme (CRP) which has identified 100 communities across the island for intervention and is currently being piloted in Majesty Gardens, Kingston. It is also a critical input being monitored under the Vision 2030 Jamaica National Goal #2: "The Jamaican society is secure, just and cohesive".

A Social Protection Strategy to create a conceptual and comprehensive programmatic framework for the delivery of social protection is being developed and work is underway to strengthen key legislation to guide the social protection system. The National Assistance Act which will modernise the legislative framework for the delivery of social welfare is currently being reviewed.

The proposed Act seeks to make provisions to safeguard and enhance the welfare of persons with disabilities across Jamaica. Persons with disabilities will also benefit significantly from Parliament's passage of the proposed Building Code Act. The legislation will mandate engineers and other professionals in the field of construction to ensure that all new buildings are "fully accessible." Buildings must be designed with the capacity for ramps, rails, wide doorways,for persons who can interact with individuals who are disabled, and for ensuring that service providers adopt the concept of 'universal design', which is highlighted in the Convention on the Rights of Persons with Disabilities.

The GOJ's main social assistance programme, the Programme of Advancement through Health and Education (PATH), has helped to transform the lives of over 400,000 Jamaicans since its inception in 2002. The support is a conditional cash transfer programme, funded by the Government of Jamaica and the Inter-American Development Bank (IDB). The programme offers an array of benefits to children from birth to completion of secondary school; senior citizens 60 years and over, who are not in receipt of a pension; persons with disabilities; pregnant and lactating women; and poor adults, between the ages of 18 to 59 years, who are duly registered[48].

4.6 Challenges experienced and lessons learnt

Improving urban legislation:

- Over 20 institutions and 103 pieces of planning-related legislation are used in the planning process which is governed by a fragmented framework. 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

[48] http://jis.gov.jm/

changing demands. There is also a need for greater clarity of the roles of the various agencies involved in planning[49]. The Strategic Laws proposed by the MLGCD promises to address this situation.

- The Legislative framework to ensure the effective functioning of the local authority has been lagging in the system as the Office of the Parliamentary Counsel is one of the most important and burdened departments within the Government. This situation is exacerbated by the significant number of new legislation being drafted in relation to the International Monetary Fund (IMF) agreement as well as crime fighting strategies.[50]
- Changes to the legislative framework require a rigorous and robust consultative process to ensure that the perspectives of all stakeholders are represented. As such the current system of governance (CDCs and PDCs) presents an effective means through which feedback from the community is being sought.

Decentralization and strengthening local authorities:

- Centralised authority is generally seen as having more accountability and transparency than the Local Government process. The low level of interest in local government affairs, evidenced by low voter turnout for parochial elections is a major challenge in this regard.

Improving participation and human rights in urban development:

- Strides in developing systems to broaden participation and protect the human rights of its citizens have been made. Several institutions such as the Office of the Public Defender and INDECOM as well as NGOs like, Jamaicans for Justice, have been established to facilitate the protection of human rights.

Enhancing urban safety and security:

- There is a sense of insecurity in relation to crime especially in urban areas. The Ministry of National Security has implemented a number of programmes to improve this. However for these efforts to be sustainable there needs to be improvements to the livelihood options of citizens to help improve their quality of life. Social protection and safety nets are also imperatives.
- Previously, high levels of violent crimes were concentrated in the Southern Urban Belt, now there are pockets of high levels of violence across the island following patterns of rapid urbanisation, with particular concentrations in May Pen, the cities of Kingston and Montego Bay. Increased capacity of the law enforcement and community structures in these pockets and new centres of growth are therefore a requirement. The strategy of proximity policing and the proactive efforts of the police through community policing undertaken by the GOJ is one initiative in this regard.
- It should be noted that community policing can be used to significantly reduce crime and disorder, and at the same time build confidence and trust in the security forces. Technology should be an essential part of law enforcement in communities of the future; and partnership with other government stakeholders, international partners and the private sector and citizens is important for promoting safer and more secure urban spaces.

[49] Urban and Regional Sector Plan Vision 2030 Jamaica pg. 16
[50] http://www.ksac.gov.jm

Improving Social Inclusion and Equity:

- Jamaica has been party to a number of international conventions which gives more focused attention to the issues affecting the most vulnerable groups. The protection of the most vulnerable groups however has not moved at a desirable pace, therefore these issues have become a priority issue of the Government.
- Primary education has been enshrined as a constitutional right, the government has also adopted policies to ensure universal education at the secondary level and University education is heavily subsidized by the Government. This along with other initiatives which makes vocational training available has helped to reduce social exclusion and facilitate greater social mobility.

4.7 Future challenges and issues that could be addressed by the New Urban Agenda

Improving urban legislation:

- There is a general concern that there is a lack of continuity with proposed legislation when there is a change in political administration. Efforts to create constitutional protection to the system of local government should be supported. Public education outlining the importance of local government should be undertaken.
- The challenge associated with the conversion of policy paper into law must also be highlighted. An assessment of this process needs to be undertaken to ascertain where the capacity issues are present and to make recommendations as to how best to intervene.

Decentralization and strengthening of local authorities:

- Although progress has been made in devolving responsibilities for paying and delivering services at the local government level, central government has retained control over significant revenue sources including some of the taxes and fees that are levied locally. Local Government Reform has gone ahead with devolution of finances with no strong centralised regulation on how to effectively monitor and provide oversight[51].

Improving participation and human rights in urban development:

- The Constitution of Jamaica declares that citizens have a right to security and to equitable and humane treatment by any and all public authority in the exercise of its functions. Agents of the state, including the security forces and correctional officers, must recommit themselves to protecting the Human Rights of all persons within their custody. More attention has to be paid to human rights among specific groups.
- For example, policies regarding children must be re-evaluated to ensure that children are raised in a tolerant, humanitarian society.

Enhancing urban safety and security:

- Foreseeable challenges in this sector includes:
    - The provision of adequate resources for the necessary support of law enforcement activities;

[51] Communication with the Ministry of Local Government and Community Development

    - The economic downturn which will negatively impact employment opportunities for those with very limited or no skills.
    - Lack of legislation to address the growing trends in some criminal activities.
- Access to environmentally sound urban social services including safety is a gendered concern. This is particularly critical, in particular as it relates to violence against women and girls.

Improving social inclusion and equity:

- The foundation of a secure society is the pursuit of justice for all. Human Rights and Justice must form the platform on which Jamaica becomes the place of choice to live, work, raise families and do business. Public Awareness Campaigns such as Human Rights Day and other social marketing tools which provide an opportunity to remind Jamaicans of this should continue to be implemented.

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

5.1 Improving municipal/local finance

The Ministry of Local Government and Community Development 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. The ultimate goal of local government financing is to be independent of central government in the delivery of services. Significant progress has been made in reversing the degree of Local Government's financial dependence on Central Government.

Local Government 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 proceeds of Property Tax receipts and Motor Vehicle Licenses are allocated specifically for Public Cleansing, Garbage Disposal, Street Lighting, Fire Services, Parks and Beautification. Recently, the Government passed a legislative amendment allowing these funds to go to any other service or programmes authorized by the Minister after consultation with the relevant Parish Council.

Ninety per cent (90%) of the Property Tax receipts are received by each Council. The remaining 10% is placed in an equalization fund to provide budgetary (capital) support to the Parish Councils. One third (33 1/3%) of the monies from Motor Vehicle License receipts allocated to the Ministry of Finance for general revenue, while the rest is remitted to the Ministry of Local Government. This two thirds (66 1/3%) is then sent out to all the Parish Councils based on the number of kilometre of roads in each parish. This is an attempt to fairly distribute funds to each parish, as some may have many roads but fewer registered drivers.

One of the major challenges being experienced is that of non-compliance. Under Jamaica's agreement with the IMF, property tax reform will be ready for implementation by the start of the 2015/16 fiscal year, and will include amendments to the Property Tax Act, and the Land Valuation Act, to provide for the publication of names, valuation numbers, addresses, and amounts outstanding from property owners. It will also include amendments to the Land Valuation Act which will allow interim adjustments to land values in periods of no more than two years, to take account of changes in economic conditions and/or change in the use of properties.

5.2 Strengthening and improving access to housing finance

Numerous provisions have been made to strengthen and improve access to housing financing in Jamaica. The 1996 Habitat submission noted that Jamaica had a number of financial institutions which linked directly or indirectly with the housing and mortgage markets. However, there were particular barriers in accessing these provisions by ordinary Jamaicans. These impediments included exorbitant fees required for deposits, unaffordable closing costs and mortgage insurance. Over the past two decades increased budgetary allocations to the housing sector and

policies that reduce the financial burden on prospective home owners such as the increase in loan limits (particularly by the NHT) and mortgage insurance have brought some resolve to the situation. In addition to the provisions made in the public sector, a number of private financial institutions have included mortgage financing as a part of their product offering, effectively creating a competitive market which secured lowered rates for mortgage loans.

The Mortgage Insurance Act and Regulations were amended in 2008 to facilitate the writing of more mortgage insurance policies that can be issued from half billion to two billion dollars. Currently there is a proposal to increase the total aggregate per cent of the purchase price which can be insured under the Mortgage Insurance Act from 90 per cent to 97 per cent. This would allow Mortgage Companies to use a higher loan-to-value ratio in their underwriting, allowing home-buyers to access larger mortgage loans and pay lesser sums as deposit on homes.

The Jamaica Mortgage Bank (JMB) and the National Housing Trust (NHT) are the two (2) principal public sector institutions involved in housing financing. In addition, the Housing Agency of Jamaica Limited's (HAJL) core mandate includes the provision of mortgage services at competitive rates. 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. 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%, the Bank believes the $9M - $15M housing market segment is underserviced and presents a viable option for investment.

In recent times, the NHT implemented a series of policy changes aimed at improving the prospects of homeownership among the NHT's contributors by improving access and affordability, lessening the burden of mortgage payments on existing mortgagors and stimulating growth in the residential construction sector. The policy changes include: increasing loan limits; loan subsidies for contributors earning in the 1% and 3% interest rate bands to buy or build a unit; deferred mortgage arrangements of up to 40% of the cost of the unit for contributors whose income cannot afford the full purchase price of a scheme house; and the provision of a number of combined mortgage facilities.

The Housing Agency of Jamaica Limited[52]mortgage portfolio comprised 8,583 mortgages with an asset value of $1.86B as at April 1, 2012. Included in the portfolio are loans managed by HAJL on behalf of its portfolio ministry, Ministry of Transport, Works and Housing (HAJL, 2013).The Agency continually seeks suitable lands and projects that will supply housing solutions at competitive market rates to prospective buyers.

The draft National Housing Policy and Implementation Plan, seeks to promote Housing Public Private Partnerships (HPPP) 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, private sector and NGOs will be encouraged to make lands available for affordable development through possible incentives.

[52]Discussed in more details in 6.2

5.3 Supporting Local Economic Development

Jamaica's emerging Local Economic Development (LED) programme being implemented 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.

The local programme is part of the six-year CAN$28.2 million Caribbean Local Economic Development Project (CARILED), funded by the Department of Foreign Affairs, Trade and Development (DFATD). It is consistent with the Government's 2013/14 strategic priorities, focusing on job creation and economic growth. It is also one of the strategic local government reform priorities identified by the Ministry. CARILED, which runs until 2018, is currently being implemented in CARICOM member states by the Caribbean Forum of Local Government Ministries (CFLGM), with assistance from the Federation of Canadian Municipalities (FCM).

The LED aims to establish economic activities/enterprises in 150 communities across Jamaica; support at least 300 small and micro enterprises enabling them to attain financial viability and/or expand their businesses; and positively impact the Gross Domestic Product (GDP) by the time the programme matures fully. The LED as a "new policy initiative and strategy" enables local authorities, primarily parish councils, as well as communities and other local stakeholders, to play a major role in growing the local economy, creating jobs, and reducing poverty within their jurisdictions.

5.4 Creating Decent Jobs and Livelihoods

The Ministry of Industry Investment and Commerce (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); and GDP Growth with Employment and Rural Inclusion.

The Global Logistics Hub initiative seeks to position Jamaica as the fourth node in the global logistics chain along with Rotterdam, Dubai and Singapore. In essence the intention is to fashion a logistics-centred economy through integration with the global supply and value chains, with the potential to spur *national* real economic growth to levels considerably above the modest 0.8 percent annual average attained over the past three decades. Its infrastructural elements include the dredging of the Kingston Harbour Channel, the privatization and modernization of the Kingston Container Terminal and the Norman Manley International Airport, the establishment of a commodity port and a dry docking facility and the development of a number of special economic zones (SEZs).

The MSME and Entrepreneurship Policy represent the first cohesive and comprehensive national framework for the enhancement of this sector. The Policy was tabled in Parliament in July 2013 and seeks to address, key issues that have stymied small business over the years. These include difficulties in accessing financing, informality and low skill/certification levels. An essential element of the policy thrust is the inculcation of a philosophy of innovation/entrepreneurship, consistent with the opportunities to be afforded via the logistics-centred economy and the growing emphasis on Information and Communication Technologies (ICTs) and Intellectual Property (IP).

Whereas the existing economic free zones are enclave-like in nature, SEZs will be more integrated with the domestic economy and this is envisaged to be the nexus via which Jamaican small businesses will be integrated with the supply and value chains of the large (local/international) business concerns anticipated to participate in the Logistics Hub Initiative. Thus there will be generation of employment (i.e. Jamaican MSME firms being part of the value chain and Jamaican workers supplying goods/services to expatriates) and by extension, enhanced social stability. Creative Industries/Innovation is being promoted in the face of youth unemployment. Tapping into the natural creative potential and ICT proclivities of the population, in particular youth, is deemed to be a means of driving the Growth Agenda.

The JEEP was launch in 2012 to provide short term employment particularly for persons at the lower socio-economic level, persons with special needs, those with low skills levels and individuals from "under-served" communities. Elements of JEEP includes: A deepened and strengthened public-private sector partnership geared at job creation; providing funding for micro and small business development; providing economic stimulus loans for which the financial institutions would receive incentives; and a tax exemption for new investments which create jobs, regardless of the sector of the economy and a five-year tax holiday for all start-up business to encourage entrepreneurship.

5.5 Integration of the urban economy into national development policy

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 identifying gaps in the wealth creation process and to address these gaps with appropriate responses. These gaps may be knowledge, financing, marketing, asset identification, supporting policy or collaborative skills of participating stakeholders. Urbanization creates opportunities for wealth creation, facilitates the better use of infrastructure and creates new ones which can be harnessed for national development. The urban economy should therefore be integrated in national development policy to ensure that the benefits derived in the urban areas can drive national economic growth.

The major challenge in the Jamaican urban economic context is the number of unregulated businesses. A 2002 IDB study estimated that Jamaica's informal economy would account for 43 per cent of GDP[53]. The study categorized the informal economy in Jamaica into three typologies:

[53] IDB (2006) The Informal Sector in Jamaica. http://idbdocs.iadb.org/

(1) those which are engaged in "legal activities carried out in businesses that are properly registered and recorded in the national statistics"[54]. (2) Irregular economy, which is "production of legal goods and services in unregistered and, therefore untaxed and unrecorded small businesses"[55]. (3) Illegal activities, which are outside of regulatory controls such as tax and criminal laws[56]. All these fall outside of the regulatory frame but the pure tax invaders have the greatest potential to contribute to national development. The 2013 MSME and Entrepreneurship Policy provide a framework to address the issue of formalisation.

Jamaica has also introduced the Tax Incentive Programme (TIP) for Urban Renewal to stimulate activities in urban areas. The programme was first introduced to downtown Kingston in 1995 and was subsequently extended to Port Royal in 1996, Montego Bay in 2000 and Spanish Town in 2008. The Tax Incentive Programme is managed by the UDC, on behalf of the Ministry with portfolio responsibility for Finance and aims to garner the support of the private sector in arresting urban decay by encouraging the redevelopment of property in blighted areas.

The programme accomplishes this by enabling persons who either own or lease property in areas defined as special development areas to access incentives to redevelop the properties under the Urban Renewal (Tax Relief) Act which was established in 1995. Under the Tax Incentive Programme, tax relief is offered to companies or individuals undertaking capital investments in either land or buildings. These can be residential or commercial holdings. Tax Incentives are offered to both owners and lessees of property in the Special Development Areas. The four incentives offered are Urban Renewal Bonds, Investment Tax Credit, Tax Free Rental Income and Exemption from Transfer Tax.

Among several pieces of legislation passed to improve transparency and facilitate a coherent regime to govern all tax incentives is the Fiscal Incentives (Miscellaneous Provisions) Act, 2013. Under this new regulatory system companies accessing the TIP under the Urban Renewal Programme will be precluded from accessing other incentives under the omnibus tax incentive regime.

5.6 Challenges experienced and lesson learnt

Improving municipal/local finance:

- Over the past two decades, the local government system has faced a number of issues and challenges that have hampered their ability to meet obligations. This is mainly due to low tax compliance and failure to pay fees for the provision of certain services. Property tax revenues are woefully inadequate to even provide the minimal acceptable levels of service in the local government sector. This has created a situation where local government is heavily dependent on central government to provide revenue to meet its obligations. Deficit financing provided to the MLGCD from central government was J$2.2B and J$700M in 2011/12 and 2012/13

[54] IDB (2006) The Informal Sector in Jamaica. http://idbdocs.iadb.org/
[55] Ibid, page 6
[56] Ibid, page 6

respectively. The new financial challenges make continuing dependence on this facility a major issue.

- This has created a major challenge for the local authorities in keeping towns and cities economically viable by delivering high level services and, at the same time, keeping taxes and fees sufficiently low to encourage individuals and businesses to pay these fees.

Strengthening and improving access to housing finance:

- There are lower middle income earners particularly young professionals who find it difficult to access financing as they earn over the amount to qualify for services accessed by lower income groups and insufficient amount to qualify for other facilities. However, several initiatives have been successfully implemented to strengthen and improve access to housing finance. An unintended consequence of this is the increase in the cost of housing due to challenges in market forces.

Supporting local economic development:

- Efforts are being made to implement measures to streamline the development applications process as this is seen as a major factor which stimulates local economic development. These measures include: capacity building within local authorities; establishment of help desks in all local authority offices to guide applicants before, during, and after the application process; continuous monitoring of the development applications process within local authorities; continuous improvements to the standardised application forms, a standardised process, checklists (including checklists of the relevant agencies) and site investigation reports within all local authorities. Additionally there will be improvement in the legislative framework to guide a modern building industry with the impending passage of the Building Bill. It is anticipated that, these improvements will ensure improvement to the Country's ranking in the World Bank's 'Doing Business Report'

Creating decent jobs and livelihoods:

- Despite unemployment figures remaining relatively high, especially among the youth population. The GOJ along with members of the NGO community have been involved in job creation effort and initiative to improve livelihoods. Micro, Small and Medium Enterprises as well as entrepreneurship development is being encouraged as options in creating viable livelihoods.

Integration of the urban economy into national development policy:

- Current statistics in regard to the contribution of the urban economy to the national economy are not being collected so that the contribution of the urban economy to national development can be adequately assessed. A business census allowing for disaggregation of urban data could assist in this regard.
- The informal economy needs to be integrated in the national economy as this will improve tax compliance.

5.7 Future Challenges and issues in that could be addressed by a New Urban Agenda

Improving municipal/local finance:

- The establishment of a Municipal Court system to deal with parochial matters should be considered. This would ensure improvements of the revenue collection machinery and improved effectiveness of enforcement measures. In addition, establishment of Municipal Courts would reduce the pressure on the Resident Magistrates' Court system which now facilitates the Parish Councils.
- Local authorities should make improvements to its facilities in order to be seen as major players in service delivery. This requires significant capital injection as current facilities are old. The creation of alternate financing arrangements for the local authorities which would allow them to source financing for Capital Projects and to use their present sources of revenue as collateral ought to be explored.
- Training of personnel within the local authorities in order to enhance fiscal and city management by local authorities.
- Development of local policies that capitalise on local resources to facilitate the engagement of the most vulnerable, including women in urban management strategies and programmes.

Strengthening and improving access to housing finance:

- Continued efforts to improve access to housing financing particularly to low income groups in the society this would also assist in addressing the housing deficit in the country. Government would also have to invest considerable resources in the sector to address this chronic problem.

Supporting local economic development:

- Continued implementation of Local Economic Development Initiatives through CARILED.

Creating decent jobs and livelihoods:

- The SEZ is expected to create a multiplier effect throughout the economy. Support for this initiative should therefore be encouraged.

Integration of the urban economy into national development policy:

- A strengthened and modernized development applications process to facilitate new investments.
- 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 sectors 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 is needed.

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

6.1 Slum upgrading and prevention

UN-Habitat defines a slum household as a group of individuals living under the same roof in an urban area which lack one or more of the following: durable housing of a permanent nature that protects against extreme climate conditions; sufficient living space which means not more than three people sharing the same room; easy access to safe water in sufficient amounts at an affordable price, access to adequate sanitation in the form of a private or public toilet shared by a reasonable number of people and security of tenure that prevents forced evictions[57].

This definition encompasses a wide variety of low-income settlements with poor living conditions and includes the traditional meaning of slums, which are old residential areas that were once respectable or even desirable, but over time, have deteriorated through neglect, as the original occupants have moved out, and the units have been progressively subdivided and rented out to poorer households. Such classic slums include decaying inner-city housing and rundown tenements for e.g. slum areas in West Kingston. Slums in this context include squatter settlements, also referred to as informal settlements. Not all slums are homogeneous and not all slum dwellers suffer from the same degree of deprivation.

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 (20% of the population) were reportedly living in these settlements. This figure represents more than 100,000 households averaging four to five persons per household. The 2009 National Report of Jamaica on the MDG noted the increase in slum areas since 1990 as an area of concern.

Several initiatives have been enacted since 1996 to tackle this burgeoning problem. They include: the Sites and Services Programme, Relocation 2000, the Inner-city Housing Programme and Operation PRIDE.

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 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, normative and implementation frameworks. Generally, the

[57] http://ww2.unhabitat.org/

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 MTWH has developed general criteria for prioritising squatter settlements for intervention. This 3-Tier classification model proposes to access each settlement based on: (1) serious threat to human safety; (2) major planning violations and (3) opportunities for improving the quality of life. It is recognised that some settlements are unsafe and inhabitants must be relocated, others are in safe locations and the housing stock is in relatively good conditions therefore upgrading and regularization and possible options. A squatter Prevention Monitoring Regime is being developed by the MLGD, the MTWH and the MWLECC along with the Parish Councils to combine resources to manage and prevent squatting on all government lands and to provide mechanism to guide the owners of private lands. The Ministry has begun preliminary preparation for the National Squatter Management Policy and Implementation Plan.

6.2 Improving Access to Adequate Housing

Adequate housing means more than just a roof over one's head. It considers 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[58].

Jamaica continues to record improvements in housing quality overall. In 2010, more than 90 per cent of households had electric lighting and exclusive use of kitchen facilities. Concrete-block-and-steel outer walls were prevalent in more than 70 per cent of households, but only slightly more than one-half (54 per cent) had indoor plumbing. Using the benchmark of no more than 1.01 persons per habitable room, 55.2 per cent of households were considered to conform to acceptable household density[59]. The imbalance between rural and urban development continue to reveal itself in the disparity between Rural Areas, on one hand, and the Kingston Metropolitan Area (KMA) and Other Towns on the other, on a number of indicators. Rural Areas' Housing Quality Index was 9.5 points below the national average.

The draft National Housing Policy and Implementation Plan (2011) will 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.

Several initiatives have been undertaken by the GOJ to improve access to adequate housing, as listed in table 3. In addition, the Inner-city Housing Project, an initiative of the NHT is described in the Annex to this document. The NHT continues to spearhead Jamaicans' effort to provide improved access to adequate housing by consistently being the main producer of housing solutions in Jamaica. Through the services and initiatives including the NHT Joint Venture projects, Schemes, Build-on-Own Land (BOL), Construction Loans, Home Enhancement Loan

[58] Draft National Housing Policy and Implementation Plan for Jamaica, 2011

[59] Jamaica Survey of Living Conditions 2011

Plan (HELP) and Additional Fund Loans, Interim Finance and the Labour and Small Materials Programme, the NHT was able to contribute an average of 61% of all Housing Starts and 54% all Housing Completions in Jamaica between 2007 and 2013.

Table 3: Selected Housing Programmes Developed to Improve Access to Adequate Housing

Policy Programme	Mandate
Housing Public –Private Partnership Policy (HPPP Policy	This policy, previously the Joint Venture Policy, articulates the position of the government on Public-private partnership developments initiated under the Housing Act on lands owned by the Government; and provides guidance for developments being undertaken on privately owned lands, being facilitated by the MTWH.
The Relocation 2000 Programme	This programme was initiated in 1999 as the result of a partnership among various government agencies, NGOs and private agencies. The intent of the programme is to move persons living under insecure land tenure arrangements; over-crowded conditions; poor hygienic and environmentally hazardous surroundings; with a lack of social and physical amenities into more suitable accommodations at subsidized rates.
The Sugar Workers Housing Programme	This programme was launched in February 2000 to address the substandard conditions under which sugar workers lived. The programme emanated from the concerns raised by the three Trade Unions (NWU, BITU and UAWU) to which these workers were aligned. The Unions 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	This initiative was established in 2008 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). The programme includes 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 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 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

Jamaica's water resources are quite extensive and support diverse ecosystems. However, despite having excellent and relatively abundant water sources, the areas of high water demands are often far away from the required water resources. The Water Sector Plan developed as part of the Vision 2030 Jamaica National Development Plan sees the country working towards an integrated water resources management system.

The percentage of households with piped water has risen from 61% in 1990 to 73% in 2011. Over the period 2001 to 2011, the percentage of households relying on water from standpipes

decreased from 18% to 6%. The GOJ has committed to the target of 85% access to potable water by way of in-house and communal taps by 2020[60].

Three agencies are principally responsible for the management and distribution of water in Jamaica, namely the Water Resources Authority (WRA), the Rural Water Supply Limited and the National Water Commission (NWC). The 2004 Water Sector Policy is being updated with a focus on sustainability, access, inclusion and economy, ensuring that Jamaica's water resources are used and protected so as to provide for our nation's social, economic, and environmental well-being, while incorporating the objectives of Vision 2030 Jamaica. Many key principles remain the same, including access for all, financial self-sufficiency of providers, diversity of public and community provision, and encouraging private sector participation in service delivery. Major additions include a strong commitment to Integrated Water Resources Management (IWRM) and efforts to ensure that the sector adapts to climate change and is resilient to climate variability.

Access to safe drinking water is a fundamental need of all human beings as recognized by the GOJ, whose policy it is to provide universal access to all Jamaicans. The 2011 Population and Housing Census included for the first time, information on the source of drinking water. Most Jamaicans were accessing safe drinking water. Table 4 shows that the majority of Jamaicans drink water from taps with no additional treatment.

Table 4 Number of Households by Source of Drinking Water: Census 2011

Source	Urban/Rural		Total
	Urban	Rural	
Bottled	49,799	17,405	67,204 (8%)
Piped-Treated	85,389	57,219	142,608 (16%)
Piped-Not Treated[61]	316,931	189,154	506,085 (57%)
Other-Treated	9,759	59,541	69,300 (8%)
Other-Not Treated	9,157	76,815	85,972 (10%)
Not Stated	5,706	4,196	9,902(1%)
Total	**476,741**	**404,330**	**881,071**

Additionally, JSIF whose role is to mobilize funds to carry out community-based socio-economic infrastructure and social services projects has implemented 65 water projects up to July 2013 (including water projects in 10 urban and peri-urban communities). These projects

[60] Sectoral Presentation by the Hon. Robert Pickergill May 2014.
[61] Tapped water supplied by the NWC is already treated.

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

Adequate sanitation and drainage is imperative to good public health especially in urban areas where population densities are high. Basic sanitation is the lowest-cost technology ensuring hygienic excreta and sewage disposal and a clean and healthful living environment both at home and in the neighbourhood of users. Access to basic sanitation includes safety and privacy in the use of these services[62]. In order for the country to meet its commitments under the MDG, increased attention is being paid to upgrading sewage plants, cleaning drains and improving garbage collection[63].

The Water Sector Policy (2004) commits the Government to delivering the minimum standards of water and sanitation services necessary for the sustenance of life and good public health at an affordable price. Enabling universal access to water closets[64] has been a focus of the GOJ. The Population and Housing Census 2011 recorded increased access to water closets, 57% in 2001 and 71% in 2011. The NWC has responsibility for sewage treatment, and operates within the policy context of the Government's goal of the establishment of sewerage systems in all major towns by 2020.

The development and maintenance of drainage infrastructure is the mandate of the Parish Councils at the local level and the Ministry of Transport, Works and Housing, effected through the National Works Agency (NWA), at the National Level. This type of infrastructure has generally been treated as an adjunct to road construction as a proper drainage system is essential for the efficient operation and preservation of the road infrastructure. The Water Resources Authority has responsibility for determining drainage needs in its hydrological cycle approach. The Ministry with portfolio responsibility for Works is involved in planning to ensure that drainage is sufficient to prevent flooding, and in taking remedial action when flooding occurs.

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. Two problematic situations have emerged: (1) portions of the lands adjacent to these drains are occupied by informal settlers and (2) the integrity of the drainage infrastructure becomes compromised as a result of a lack of maintenance in some instances compromising the property of legitimate owners within close proximity. Implementation of the slum prevention programmes being developed by the MTWH and the Disaster mitigation efforts by the MWLECC will see to address this problem.

Solid waste disposal in Jamaica is governed by the National Solid Waste Management Act 2002 under the remit of the National Solid Waste Management Agency (NSWMA). The Mission of

[62] http://www.unmillenniumproject.org/

[63] The 2009 National Report on the MDGs

[64] The census included as water closet any system designed for flushing the sewage into a sewer main or absorption pit.

the NSWMA is to promote proper waste management through its operations; and to change behaviours and attitudes through public education and enforcement. The vision for the NSWMA is that by 2030 the agency will be recognized as a model waste management entity that is committed to ensure that Jamaica maintains a clean, healthy and aesthetically pleasing environment comparable to the standards of developed countries globally.

Over the last several years, the JSIF has implemented sanitation and drainage systems in more than 50 subprojects amounting to approximately 719,424 beneficiaries. Recent urban interventions include: the implementation of two sanitation projects in West and Central Kingston in 2012. Under the World Bank funded Inner-city Basic Service for the Poor Project (ICBSP) the JSIF has donated fifty five (55) skips and one garbage compactor truck to the NSWMA to improve collection in its project areas. It is estimated that in the region of 60,000 persons directly benefited from the ICBSP.

6.5 Improving access to clean domestic energy

The country continues to experience an increase in energy consumption, as over 20,000 Barrels Oil Equivalent of Energy was consumed in 2013. Only 6% of this was generated through alternative sources (Table 5). Peak consumption was estimated at 630[65] megawatt hours in 2012 compared to 300[66] megawatt in 1995. The GOJ committed to the reduction of dependence on external sources of energy; greater efficiencies in the use of fuel by major users including industry, transportation and electricity generation; upgrading natural oil refinery; and rationalisation and more effective control of the sector.

Table 5 Energy Consumption 2013

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)

[65] Jamaica Gleaner January 22, 2012 "Paulwell Pledges lower Energy Costs"
[66] Jamaica Habitat II Report: Page 65

Since then, the Vision 2030 National Development Plan, Jamaica has outlines 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". [67] A National Energy Policy 2009-2030 was developed to support the implementation of initiatives to ensure the attainment of this goal. The Ministry of Science, Technology, Energy and Mining through its NEP continues to pursue fuel diversification, and renewable electrical energy and capacity from renewable sources. This is in keeping with Government's vision of having 12.5 per cent electrical energy from renewable energy sources by 2015. Electricity prices (approximately US$0.42 per kWh[68]) are burdensome to the consumers and negatively affect business competitiveness.

Renewable energy generation in Jamaica is currently 42 per cent cheaper than the least-expensive operating fossil fuel power plant. Transitioning to an almost entirely renewable electricity system can decrease the average cost of electricity in Jamaica by 67 per cent — from US$0.22 per kWh to US$0.07 per kWh in 2030[69]. Plans are currently underway to diversify the energy sector to include natural gas through the proposed 360MW (adjusted to 381MW) project. This will be a significant step in the process of decreasing the country's energy bill.

Jamaica Sustainable Energy Roadmap: Pathways to an Affordable, Reliable, and Low-Emission Electricity System (2013) analyses the potential for energy efficiency and renewable energy deployment in Jamaica and discusses the social and economic impacts of alternative energy pathways. It highlights that Jamaica has great potential for alternative energy. The report affirms that investment in high renewable penetration can bring significant savings, greater energy security, gains in competitiveness, and many other important benefits to the country.

6.6 Improving access to sustainable means of transport

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, the integration of different modes of transportation and the related infrastructure: land, air and marine. The vision for 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 transhipment 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 have had to address numerous issues. The policy themes are wide- ranging and address issues such as: competition, cost recovery, economic development,

[67] Vision 2030 Energy Sector Plan: 2009-2030 http://www.vision2030.gov.jm-

[68] Minister of Science, Technology, Energy and Mining (2014) Sectoral debate

[69] Worldwatch Institute (2013) Jamaica Sustainable Energy Roadmap: Pathways to an Affordable, Reliable, Low-Emission Electricity System. pp. 93

consultation, private sector participation, 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. In order to improve access to transportation the MTWH is developing a Land Transport Authority (LTA), a single entity charged with the responsibility for policy implementation in support of efficient management of the land transportation sector. This would see the merging of the functions of the Island Traffic Authority, Transport Authority and the Jamaica Railway Corporation.

The inevitable interaction between land use and transportation has created environments, especially in urban areas, that of themselves have produced tremendous opportunities, but have also created a range of challenges. Environmental concern with land transportation includes air pollution, noise and dust. This is particularly true for urban areas which are more populated and plagued by traffic congestion. Land transport also involves the consumption of fossil fuel; in 2013 Jamaicans consumed 2,721,000 barrels of oil. 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 America.

In terms of air travel, the privatisation of the Norman Manley International Airport (NMIA) remains a priority in order to address significant deficiencies in the physical plant and to put the Airport in a position to meet the requirements of its licence under the Airport Economic Regulations (2002) Act. This development will include the extension and widening of the runway and the establishment of Runway End Safety Areas (RESA), all consistent with International Civil Aviation Organisation (ICAO) and Jamaica Civil Aviation Authority (JCAA) safety standards.

The 2007 National Transport Policy speaks to the revitalization of the railway. It is believed that great potential lies in the freight. The policy encourages the integration of rail with port and ground transportation.

6.7 Challenges experienced and lessons learnt

Slum upgrading and prevention:

- Unaffordable housing solutions for the low income families are one of the main drivers in the development of informal settlements and slums. Other challenges include: high and burdensome land costs; construction cost; inadequate supply of low income housing and persistent poverty.
    - The high cost of building material and labour is also a major challenge to low income families. In an effort to upgrade slums, the incremental housing approach is a model being pursued to assist low income families to access affordable housing. This is an imperative as most low income earners are unable to meet the normal requirements of the formal sector finance institution.

- NHT's Inner City Housing Project is an effective model for slum upgrading. The programme goes beyond the provision of affordable units and also seeks to improve the daily lives of beneficiaries. Initiatives to improve livelihoods include:
    - Providing suitable participants with the necessary skills training to position them for future employment opportunities;
    - Entrepreneurial management which enables participants to create their own businesses;
    - Training programmes which will focus on values and attitudes with special emphasis on children and youth;
    - Training programmes to prepare individuals to properly manage the communal areas (parks, green spaces etc.) which facilitate a seamless take up of the operations of these areas when the NHT hands them over to the residents.

Improving access to adequate housing:

- Public-Private Partnerships is an effective model in the delivery of affordable housing solutions. The National Housing Policy and Implementation Plan (Draft) will promote more Private-Public Partnerships using joint and syndication financing arrangements. It will also provide for the use of Government lands to facilitate affordable housing with interested private developers.
- The NHT continues to identify ways to provide access to affordable units. Innovations include "starter units" which allow for future expansion. The NHT's support for incremental housing, demonstrated by the Build on Own Land programme stands as an example of how this process can be beneficial to low-income contributors.

Ensuring sustainable access to safe drinking water:

- There are several problems which affect water availability in Jamaica: The major challenges include its uneven distribution, seasonal rainfall distribution, and the water resources being inadequate to supply the needs of the island for the foreseeable future. Additionally, high levels of non-revenue water due to aging infrastructure, water theft, under-registering of old meters and under metering for about 15% of the population, who therefore have no incentive to conserve water or repair internal leaks, also affect availability. The island's topography, overexploitation, poor management, high energy costs, pollution are major barriers to safe access. Although the supply of drinking water is closely monitored by the Ministry of Health (MOH), laws governing the quality of drinking water supplied to the consumer in relation to the IJAM health-based targets need to be developed. The MOH is currently reviewing the IJAM standard and plans to develop Drinking Water Guidelines and Regulations for Jamaica.
- A number of wells in the Kingston area have been decommissioned due to poor water quality as a consequence of high nitrates from sewage infiltration from soak-away absorption pits. Squatting also brings with it problems of inaccessibility to safe drinking water, and inadequate waste and sewage disposal. It is estimated that less than 10 percent of the island's water resources have been contaminated. Also, basins with problems of unmet demands are impacted by poor water quality. About 8.5% of Jamaica (12.7% of rural residents) access water from risky sources. The MWLECC has proposed a policy for mandatory rainwater harvesting for domestic use to improve water security.

Ensuring sustainable access to basic sanitation and drainage:

- The Government of Jamaica has for many years experienced tremendous challenges in its attempt to maintain the drainage infrastructure throughout the urban areas. This challenge results from a lack of necessary resources, and is compounded by the persistent practice of dumping of solid waste which eventually makes its way into the storm water drainage system. Clogged drains are unable to transport the wastewater they were designed to carry and consequently results in flooding of the roadway especially during intense rain episodes.
- Improper garbage disposal also plays a significant role in the compromised state of drainage throughout the urban areas. Provision for drainage and maintenance of drainage systems are often inadequate. The result is deterioration of road surfaces and flooding in some cases. The impact of drainage on the quality of the receding waters is often overlooked; while at the same time opportunities to reuse drainage water, for example for aquifer recharge, are seldom considered. As a result the Government schedules annual drain cleaning programmes for implementation prior to the start of the hurricane season each year.
- The nature of the drainage situation that exists in urban areas, along with the source of the problems, will require that public education be included at the forefront of any proposed improvement strategy.

Improving access to clean domestic energy:

- Jamaica has great potential for solar, wind and hydropower. In addition, small hydro, biomass, and waste-to-energy can each play a limited but important role in powering the island. Improving the efficiency of existing biomass capacity can provide almost 10% of Jamaica's power demand using only agricultural wastes, thereby limiting negative environmental impacts. Small hydro capacity additions can be especially useful for expanding energy access to remote locations. The development of a long-term waste management strategy is a requirement in order to efficiently harness waste-to-energy potential.

Improving access to sustainable means of transport:

- The motor vehicle axle weight should 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 is also required. 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[70].

[70] Draft Energy Policy pages 11 and 12

6.8 Future challenges and issues that could be addressed by a New Urban Agenda

Slum upgrading and prevention:

- Could best be addressed by a combination of approaches to included: the renewal of many urban centres, the application of the multi-tiered approach proposed by the MTWH to classify informal settlements for intervention guided by the promulgation of the Draft National Squatter Management Policy and Implementation Plan, and the wider embracing of the framework for engaging stakeholders in identifying their needs and arriving at solutions that is embodied in the UN-Habitat Participatory Slum Upgrading Programme (PSUP). This should be coupled with continuous monitoring of informal settlement and undeveloped areas by the Squatter Management Unit, to control the expansion of slums and squatter settlements.

Improving access to adequate housing:

- Urban renewal will be necessary to address future housing demands. It is anticipated that there will be need for redevelopment of lands in blighted areas of the island's towns and cities. Potential models for redevelopment are the Inner City Housing Project, financed and implemented by the NHT, in addition to Rose Town pilot project (see annex) which is funded by the Prince's Foundation for Building Communities (UK). Mixed development housing (residential with commercial) as well as mixed housing solutions may be appropriate models to explore.
- The provision of social housing to cater to the needs of the growing ranks of the urban poor who are unable to participate in the housing market will also have to be addressed.

Ensuring sustainable access to safe drinking water:

- Watershed conditions affect both the quantity and quality of underground and surface water sources. Deforestation and increased turbidity of streams are a major cause and indicator of watershed degradation. Deforestation can affect the ability to supply reliable and high quality water. Watershed management is therefore a major issue.

Ensuring sustainable access to basic sanitation and drainage:

- Significant investments and operational improvements are needed to improve sewage disposal practices. The absence of sewage treatment facilities and the onsite disposal of waste can lead to the contamination of groundwater.
- There is need to encourage recycling especially of Polyethylene Terephthalate (PET) bottles.

Improving access to clean domestic energy:

- Jamaica has the capacity to greatly benefit from alternative energy. Major barriers include initial capital investments as well as the supporting regulatory framework. In order to ensure a productive economically sustainable future, the country must develop these alternative resources.

Improving access to sustainable means of transport:

- As the transportation and urban landscape evolves, there are inevitable challenges and issues that accompany the processes. In the short term, operational solutions and strategies can be put in place, however, any long-term solutions to emerging issues, must have at the forefront, the development of land use strategies that will direct the evolving urban form. A new urban agenda therefore, must address the manner in which different activities within the urban landscape interact with the transportation system and network.
- The new urban agenda must be developed on the basis of sustainability principles and must address strategies aimed at diversifying mobility throughout urban areas. The strategies must also include measures to reduce the amount of motorized transportation that operates within the urban limits. There should be an overall attempt to develop more walk-able urban areas, hence reducing the dependency on motor vehicles for meeting the population's mobility needs.
- Another critical area that should also be included in a new urban agenda is consideration for fuel use. The transport sector currently accounts for approximately 45% of the total fuel used on a national scale. It is imperative therefore, that the land-use transportation be optimized to reduce fuel consumption by the transport sector. The agenda must also disaggregate the needs of individual members of society to ensure that all their requirements are adequately met. In particular, keen attention must be paid to the needs of a specific group within the urban area called the *"mobility disadvantaged"* (includes mainly the poor, disabled and elderly). The *"mobility-disadvantaged"* is identified within the NTP. As strategies are developed to guide the implementation of the policy, particular attention will be paid to this group.

7.0 Indicators

Indicator	1996	2006	2013	Source
% of people living in slums[71]	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 **KMA 67.1** **Other Towns 61.6** Rural Areas 60.3	National average 67.4 **KMA 75.4** **Other Towns 70.6** Rural Areas 60.1	National average 71.5 **KMA 80.9** **Other Towns 74.6** Rural Areas 62.0 (2010)	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[72]	98.6 (2007)	99.3 (2010)	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[a] (2007)	96.5[b]	[a]Residential Consumer End Use Survey Report (2007) [b]Jamaica Survey of Living Conditions (1996, 2010)
Share of national GDP that is produced in urban areas	-	-	-	Data unavailable for regions

[71]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: (alack 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).

[72] Does not include pit latrines which was later defined as an acceptable form of toilet facility

Appendix: Individuals and Organizations Engaged During the Process

HABITAT COMMITTEE MEMBERS

- **Ministry of Transport, Works and Housing**

Audrey V. Sewell	Permanent Secretary
Doreen Prendergast	Chief Technical Director Housing
Paula Parkes	Director - Housing Policy
Alicia Smith	Habitat Coordinator
Basil Forsythe	Director - Squatter Management
Vincent Haldane	Director - Land Administration
Tanya Bedward	Director – Projects, Transport and Works
Melissa Colquhoun	Policy Analyst
Diane Shaw - Barrows	Executive Secretary

- Nicola Satchell — Consultant, Centre for Leadership and Governance, University of the West Indies, Mona

- **Ministry of Foreign Affairs and Foreign Trade**
  Sharon J. Miller — Director - Economic Affairs Department

- **Housing Agency of Jamaica**

Karl Bennett	Managing Director
Rudolph McKenzie	Physical Planner
Zaneta Scott	Assistant Environmental Planner

- **Planning Institute of Jamaica**
  Doneika Simms — Urban and Regional Planner

- **Jamaica Mortgage Bank**
  Courtney Wynter — General Manager

- **Cabinet Office**

Tasha Kentish	Policy Analyst
Peter Myers	Chief Policy Analyst

- **Urban Development Corporation**
  Ronald Brown — Chief Planner

- **Jamaica Social Investment Fund**

Rhonda Lumsden – Lue	General Manager – Human Resource and Administration
Katherine Chen	Social Officer

- **Food For The Poor**
  G. Ron Burger — Senior Director Construction

- **Ministry of National Security**
  Grace-Ann Cornwall — Director (actg) - Research & Evaluation

- **Ministry of Agriculture and Fisheries**
  Carlton Wedderburn — Director - Economic Planning

- **Bureau of Women's/Gender Affairs**
  Karen Small — Policy Analyst

- **National Environment and Planning Agency**
  Leonard Francis — Director - Spatial Planning Division
  Janet Hyde — Senior Manager

- **Ministry of Water, Land, Environment & Climate Change**
  Rollin Alveranga — Senior Director - Planning, Policy & Standards
  Rose Perrin-Greenwood — Director - Land Use Planning & Development

- **Ministry of Local Government**
  Marsha Henry – Martin — Senior Director – Urban and Regional Planning Unit

- **Ministry of Health**
  William Broughton — Director – Environmental Health

- **Office of Disaster Preparedness and Emergency Management**
  Pauline Brown — Senior Director – Projects
  Cheryl Nichols — Director – Information and Training

- **Statistical Institute of Jamaica**
  Juliet McCalla – Smith — Statistician

OTHER PERSONS ENGAGED IN THE PROCESS

- Members of staff of the Housing Policy and Research Unit, Ministry of Transport Works and Housing

MODULES/ISSUES	AGENCY
Urban Demographic i. Managing rapid urbanization ii. Managing rural-urban linkage iii. Addressing urban youth needs iv. Responding to the needs of the aged v. Integrating gender into urban development	• Ministry of Transport, Works and Housing • Urban Development Corporation (UDC) • Ministry of Water, Land, Environment & Climate Change (MWLECC) • National Environment and Planning Agency (NEPA) • Ministry of Local Government • Social Development Commission (SDC) • Ministry of Youth and Culture • Ministry of Labour and Social Security (MLSS) • Ministry of Health • Bureau of Women's Affairs • Institute for Gender and Development Studies
Land and Urban Planning i. Ensuring sustainable urban planning & design ii. Improving urban land management including addressing urban sprawl iii. Enhancing urban and peri-urban food production iv. Improving technical capacity to plan and manage cities	• Ministry of Transport, Works and Housing • UDC • MWLECC • NEPA • Ministry of Local Government • Housing Agency of Jamaica • Ministry of Agriculture and Fisheries
Environment and Urbanization i. Addressing climate change ii. Disaster risk reduction iii. Reducing traffic congestion iv. Air pollution	• Ministry of Transport, Works and Housing • MWLECC • NEPA • Office of Disaster Preparedness and Emergency Management (ODPEM) • Ministry of Transport, Works and Housing (MTWH) • Ministry of Health

Urban Governance and Legislation i. Improving urban legislation ii. Decentralization and strengthening of local authority iii. Improving participation and human rights in urban development iv. Enhancing urban safety and security v. Improving social inclusion and equity	• Ministry of Transport, Works and Housing • UDC • MWLECC • NEPA • Ministry of Local Government and Community Development • Ministry of Justice • Ministry of National Security • SDC • MLSS
Urban Economy i. Improving municipal/local finance ii. Strengthening and improving access to housing finance iii. Supporting local economic development iv. Creating decent jobs and livelihood v. Integration of urban economy into national development policy	• Ministry of Transport, Works and Housing • Ministry of Local Government • Ministry of Finance • National Housing Trust (NHT) • Jamaica Mortgage Bank (JMB) • MTWH • Ministry of Industry, Investment and Commerce (MIIC) • SDC • UDC • MWLECC • NEPA • MLSS
Housing and Basic Services i. Slum upgrading and prevention ii. Improving access to adequate housing iii. Ensuring sustainable access to safe drinking water iv. Ensuring sustainable access to basic sanitation and drainage v. Improving access to clean domestic energy	• Ministry of Transport, Works and Housing • UDC • NHT • MTWH • JMB • Housing Agency of Jamaica • Food For The Poor • National Water Commission (NWC) • Ministry of Local Government and community Development • Ministry of Health

- Ministry of Science, Technology, Energy and Mining

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Annex: Case Studies and Policy Documents

Vision 2030 Jamaica National Development Plan

Vision 2030 Jamaica aims to position Jamaica to achieve developed country status by 2030 and is Jamaica's first long term National Development Plan. It comprises a strategic road map to guide the country to achieve its goals of sustainable and inclusive development, and prosperity, under the vision **"Jamaica, the place of choice to live, work, raise families and do business".** Vision 2030 Jamaica reflects the inclusive development paradigm of the United Nations that integrates the standards and principles of human rights – participation, non-discrimination and accountability.

The Plan is built on the Results-based Management (RBM) framework and utilizes inclusive development principles reflected in a participatory, holistic and integrated approach to planning, implementation, and monitoring and evaluation. The RBM framework comprises (moving from the more implementation oriented base to the highest level of national impact) : (1) sector plans (see table 1 for listing) and eighty-four sector strategies and priorities that reflect the policy focus and work programmes of relevant Ministries, Departments and Agencies (MDAs); (2) fifteen national outcomes that reflect the medium to long term desired national results of implemented programmes; (3) four national goals that represent the long term impact of the achievement of associated outcomes; and the national vision statement that represents the general state of the country that is desired.

Table 1 Vision 2030 Sector Plans	
1. National Security	15. Water
2. Transportation	16. Tourism
3. Sports	17. Services
4. Mining and Quarrying	18. Manufacturing
5. Information and communication technology	19. Energy
6. Construction	20. Agriculture
7. Urban and regional Planning	21. Training
8. Social Welfare and Vulnerable Groups	22. Science, Technology and Innovation
9. Social Security	23. Poverty Reduction
10. Population	24. Persons with Disabilities
11. Natural Resources, Environmental Management, Hazard Risk and Climate Change	25. Health
12. Gender	26. Education
13. Culture, Creative Industries and Values	27. Labour market and Productivity
14. Housing	

The monitoring and evaluation of progress in achieving Vision 2030 Jamaica is facilitated through: quarterly and annual reporting by Ministries on sectoral policies, programmes and achievements, including the work of their departments and agencies; the whole-government reporting and monitoring and evaluation as part of the PMES; the work of Thematic Working Groups (TWGs) that comprise key stakeholders, including line Ministries, Departments and Agencies (MDAs), Civil Society Representatives, International Development Partners and the Private Sector; the work of the Vision 2030 Jamaica Secretariat, which includes progress reporting, working with lead agencies to coordinate and manage Thematic Working Groups (TWGs), and preparation of each 3-year Medium Term Socio-Economic Policy Framework (MTF). Each successive MTF demonstrates progress in achieving targets and implementing priority strategic policies and programmes in the previous MTF; and 3-year packages of strategic priorities and key actions to address those areas considered most critical in the short and medium term to achieve national outcomes and the long term goals and vision.

Inclusive development principles are integrated in the focus and strategic approach of the plan and are most evident in the Medium Term Socio-Economic Policy Framework (MTF) for the current period (2012/2013 – 2014/2015). Each national goal, related outcomes and sector priorities are treated as interdependent elements of one targeted programme that rests on growth-oriented rather than pro-poor policies to achieve inclusive national development and social protection for all Jamaicans, including the most vulnerable. The intended achievement of developed country status by 2030 requires a shift in the economic development paradigm from one reliant on "sun, sea and sand" to a knowledge-based economy driven by culture, creativity, technology and innovation. This should result in a transformation from a middle income country to one which affords its citizens a high quality of life and world class standards in key areas, such as: education; health; population; security, safety and justice; governance, including local governance; sustainable environmental management and hazard risk reduction; and sustainable urban and rural development.

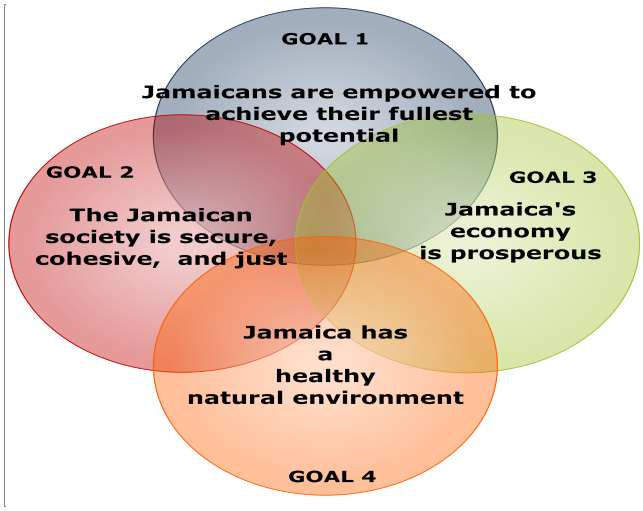

Figure 1: Four goals guiding the Vision 2030

Whilst all focal areas are relevant to urbanization and sustainable housing/shelter, including tenure, national outcome #15 most directly addresses the area and has the following indicators:

- Number of parishes with sustainable development plans not older than 3 years
- Percentage of population with secure housing tenure
- Housing Quality Index
- Poverty in rural areas (%)

The measurement of progress in relation to 2012 targets (using a 2007 baseline) of the indicators show that: the target for Housing Quality Index was surpassed; the '% of the population with secure housing tenure' improved but failed to meet the 2012 target; and poverty in rural areas (%) increased and not only failed to meet the 2012 target but also worsened compared to the baseline. While progress in achieving sustainable urbanization and shelter is not at desired levels, the structure of the Vision 2030 Jamaica programme allows for integration of developments in policy and programme focus related to the area in each successive MTF to allow for incorporation of lessons learnt, and best and emerging practices.

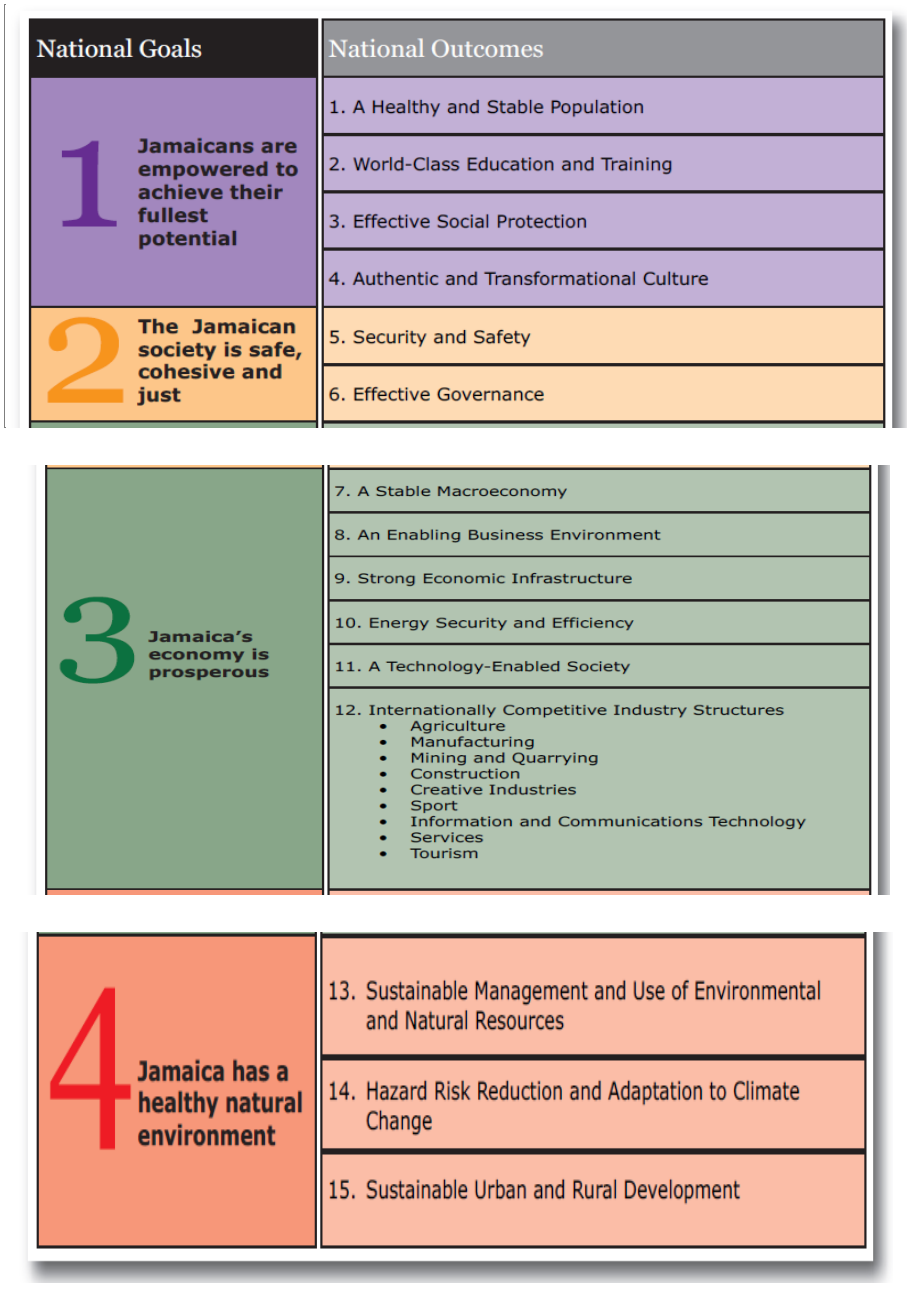

Figure 2: National Outcomes

Vision 2030 Jamaica is built on four strategic goals, these goals are mutually reinforcing and synergistic in design and their achievement cannot be realized in isolation from each other. See figure 1. Each goal has several National Outcomes which are being pursued through a National Strategy (see figure 2).

Achievements to date include:

- Alignment of government plans and budgets, and IDP country programmes, with Vision 2030 Jamaica
- On-going consultations with stakeholders island-wide
- Popular Version of Plan completed and launched
- 26,000 copies of Popular Version given to schools and communities
- Collaboration with the Jamaica Information Service (JIS), SDC, JCDC and Parish Councils
- 12 Thematic Working Groups (TWGs)
- Introduction of National Dashboard of Indicators
- Development of new initiatives including Growth Inducement Strategy and Community Renewal Programme
- Review of first 2 years and preparation of new 3-year Medium Term Framework (MTF) completed

Citizen Security and Justice Programme

Since 2001, the Inter-American Development Bank has collaborated with the Government of Jamaica to implement the Citizen Security and Justice Programme (CSJP). This programme aims to reduce crime and violence in vulnerable communities through social interventions and in so doing improve safety and security of residents. Inherently access to social services serves as a deterrent to being involved in crime-related activities. Currently 50 communities participate in the programme. The criteria for selection are the severity and variance of crime and violence compared to national averages, high population density; all communities are described as inner city exhibiting low socio-economic conditions and the condition of community assets and opportunities for collaboration. There are three components under which the programme has been organized in order to achieve its objectives. One component is culture change for peaceful coexistence and community governance. This component seeks to address change by way of improved knowledge and attitudes of individuals, families and groups regarding non-violent conflict resolution skills and increased capacity of community governance mechanisms to address safety matters. The second component is geared towards achieving labour market attachment and employability, particularly among at risk youth. Improving labour market attachment and employability is achieved through targeting community residents in increasing their level of vocational and cognitive skills and increasing on-the-job and employment-related skills and knowledge. The third component of the programme focuses on community justice services. The outcomes of this component try to bring about a safer and more secure urban environment, increasing awareness, and access to and use of justice services which are responsive to the needs men and women.

In the CSJP 2013 community survey, respondents were asked to indicate if the CSJP was doing a good job or a poor job in providing appropriate crime prevention initiatives to the communities which it serves. The majority (64.2%) of respondents who were aware of the programme felt that it was doing a good job, while 18% felt that the programme had done an average job.

Males and females had similar opinions about the CSJP with 65.4% of males and 62.8% of females indicating that the programme was doing a good job. With respect to age, 64.3% of 14-25 year olds, 64.8% of 26-35 year olds, 62.6% of 36-45 year olds, 67.5% of 46-55 year olds, 60.4% of 56-65 year olds and 55.6% of persons older than 65 years of age thought that the CSJP had been doing a good job.

Those who actually used the services of the programme reported higher levels of satisfaction. Nearly 83 % stated that the CSJP was doing a good job, while 12.4% said it was doing an average job and a small minority (2.9%) said the CSJP was doing a poor job. This programme appears invaluable to urban dwellers who regard its crime prevention initiatives as being supportive of safer and more secure urban spaces.

Government 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 numbers 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 deal 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 the 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 the 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.

The 1,200 wooden houses will be distributed island-wide, free of cost to the selected 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 HAJL. 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[73].

[73] Ministry of Transport Works and Housing.

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 within a four year time span from 2004 to 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[74].

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

[74] NHT Inner City Housing Project, Project Overview, October 2005.

- 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

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[75]

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

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 totalling 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.

[75] Source: NHT's Projects Office

The Rose Town Foundation for the Built Environment

The Rose Town Foundation for the Built Environment was established in 2009 by the Prince's Foundation for Building Communities (UK). The RTFBE is a registered NGO with the mission: *To create opportunities for residents to improve the quality of their lives through active participation in development programs that enhances their built environment, socio economic and healthy community.*

The RTFBE is the recipient of a DFID grant to facilitate the organization in their efforts to address housing and land regulation conditions in the Rose Town Community. The Land tenure Intervention Programme was developed to help one hundred families transform their squatters' status to legal tenure. The Baseline Data Demographics, including Land tenure data highlighted that 60% of the nine hundred and eighty (980) householders are squatting or living rent free in tenement yards. A minority, 19.6% own their dwelling. The majority of those who own their dwelling also owned the land. Among those who own, the dwelling tends to be undivided and private. Squatter status challenged the majority of the resident's ambition to obtain social amenities like water and electricity through legal means as they could not provide the required proof of tenure.

The Land Tenure Programme from August 2011 to August 2012 achieved its objective. Ninety four (94) applications were processed by LAMP, with the majority of applications are at varying stages of the process. One family have received a registered title. The RTFBE submitted a total of one hundred and twenty believed to meet the land pre-requisite criteria (at least twelve years on property). 88 parcels surveyed, 15 lots earmarked for survey.

Lessons learnt

The verification process for ownership through adverse possession is complex and extensive; the residents go through an average of five interviews between the application and the surveying of lots. The preparation and submission of the Land surveyors report to the KSAC Surveying Department for preliminary approval usually exceed their standard thirty-five working days per application. LAMP verification of information given to the KSAC extend to public notifications, such as newspaper advertisements of the applicants intent to own land, the applicants approved payment plan to pay the fifty thousand dollars, must be completed before submission to the Land Regularization Department for their final approval.

With the majority of persons having no secured tenure this poses several challenges that were not envisaged during project design, e.g. a number of families qualifying for the same parcel of land. Several lots were too small to be subdivided, and the majority of residents had limited knowledge of property tax payment. The two hundred and sixty two (262) applications processed during the period further confirmed the residents' dire need for this type of intervention.

As a result of the above challenges, the application for adverse possession will continue beyond the life of the Project time frame, as the number of applications and length of the verification process warrant more time than was initially projected. According to the consultant evaluation, "The expansive process was not anticipated and it is projected that the

time needed to complete the acquisition process for 100 households would exceed another 2 years".

Petro-Caribe Development Fund Sanitation Project Final Report

Total Project Cost:	J$206,000,000.00
Start Date:	September 6, 2012
End Date:	August 15, 2013
Amount Disbursed:	$199,000,000.00
Number of Sanitation Blocks: 28	
Number of Beneficiaries:	2,437

VISION 2030 JAMAICA: NATIONAL OUTCOME BEING ADDRESSED**:**

#15: Sustainable Urban and Rural Development

PETRO-CARIBE DEVELOPMENT FUND PROGRAMME/PROJECT GOAL:

Component 1: Social Infrastructure – Improving Access to Basic Sanitation Facilities

Background and Objective:

There is still a lot of work to be done towards the improvement of sanitation facilities within schools. The second phase of this project is intended to address both schools with access to good water as well as those with limited access.

It was against this background the Ministry of Education sought assistance from the Petro-Caribe Development Fund (PDF) to advance the improvement of sanitation systems in primary and all-age schools throughout rural communities in Jamaica. 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 pit latrines. The project was geared to eliminate the use of pit latrines in twenty-six (26) schools by implementing "8-seater sanitation blocks units" that included a urinal for boys.

Given the extent of the need and the limited resources, a phased approach was adapted. The MoE and the JSIF sought to prioritize those schools, which had access to a good supply of piped water, but still utilized pit latrines. The overall objective being to promote better hygiene, reduce the spreading of diseases associated with faecal matter and eliminate the foul smell emanating from the sanitation area.

Outputs

During the implementation of the initial twenty six (26) sanitation blocks, savings were realized and this was used to construct sanitation blocks in two additional schools. This increased the number of sanitation blocks from 26 to 28.

Each block was completed in three months with a defects liability period of six months. In addition to the infrastructure, two thousand, four hundred and thirty seven (2,437) beneficiaries comprising students, parents, teachers and community members were exposed to training and awareness initiatives aimed at promoting good hygiene practices and maintenance of the infrastructure i.e. preventative and routine as well as general good and safe usage. This awareness element of the project saw the development of posters, delivery of training as well as age-appropriate materials, to convey the messages to the younger ones. All schools were issued colouring books which also served to relay these messages.

Project Scope

Infrastructure

The final project scope was to construct twenty eight (28) "8 seater" sanitation blocks, including urinals and a hand wash trough. The dimension of each sanitation block is 4.65m wide x 10.64m long i.e. $49.5m^{2.}$ The sewerage disposal system consists of a septic tank, a gravel bed, a chlorination chamber and a soak away pit.

Safety and Environmental Compliance

All the sites were compliant with respect to environmental considerations. There was no burning of rubbish, no waste materials were scattered on the ground and no trees were removed in the process. Safety signs were erected on the sites, workers wore safety shoes and hats. All debris that was generated during construction was placed at a safe location before disposal.

Lessons Learnt

Design Considerations

Infant Showers: Some of the schools have an infant department and at times a shower is needed to address any needs that may occur with the younger children. In going forward considerations must be given in designing showers in some of the sanitation blocks where there is an infant department attached to the school.

Water Harvesting: The Ministry of Education recommended that flush toilets should be installed at schools that are connected to the NWC main. However in going forward JSIF is recommending that in schools that do not have access to the NWC main; that a water harvesting network be installed in order for them to have the benefit of a flush toilet system. This will realize a maximum increase in cost of approximately $400,000.00 per unit.

Floor Finish and Dimensions of Building: JSIF is of the view that more schools can benefit from these sanitation blocks if the width of the building is reduced from 15ft 6in to 13ft. Additionally the application of a steel float finish to the flooring versus the installation of tiles is recommended. A slight sloping of the roof as opposed to the application of a water proofing membrane for water "run-off" is also recommended. Cumulatively, savings of approximately $800,000.00 could be realized for each of the sanitation blocks.

Use of Dry Toilets: When a sanitation block is proposed to be built at a location where there is limited rainfall, then a dry toilet solution can be employed. While requiring some amount of maintenance and having a higher capital costs, they would provide more hygienic conditions than the pit latrine. JSIF stands ready to support and implement such a pilot project.

Sustainability

Water Re-use: Where schools have a designated area for farming which require irrigation; recommendation is being made that the Ministry of Education review and consider approving the re-use of water from the hand washing troughs to irrigate school gardens and green spaces.

Preventative and Routine Maintenance Fund: The desired life of these sanitation blocks will only be achieved if they are properly maintained. While the JSIF has conducted training and awareness sessions at these schools, there is a recurring cost of maintenance.

Opportunities

HEART Certification: The relative non-complex nature of the work and the varied skill sets required i.e. plumbing, masonry, carpentry, electrical and painting provides an opportunity for training and certification on site. Consultations made throughout the project in a number of the communities pointed to high unemployment and limited skilled persons. As such, a way to provide an opportunity for persons to get onsite experience could be exploited. The JSIF will be encouraging the contractors to hire youths in the communities who are pursuing certification, in order for them to gain some practical experience as required by HEART. This on-the-job training will not only empower the individual youth but also the community.