1. Introduction

1.1. Background

Jamaica is the 3rd largest English-speaking nation in the Western Hemisphere, behind the United States and Canada. This natural endowment gives us not only geo-political relevance, but strong competitive advantages to attract and absorb large amounts of inward investments and to tap into global markets. It is in recognition of this that the Vision 2030 Jamaica National Plan has prioritized the achievement of a prosperous economy as one of its overarching goals. However, squatting is one of the major urban issues identified in Vision 2030 that relates to the major urban areas and which may impede some of the attainment of the VISION 2030 goals, as most of the commercial, administrative and financial functions of the country occur in parish capitals and other urban areas. The UN Habitat’s Participatory Slum Upgrading Programme is being implemented in Montego Bay, Jamaica’s second city located in the St. James parish and two other significant urban areas namely May Pen, Clarendon and Old Harbour, St. Catherine.

With more than half the urban population in Africa, Asia, Latin America and the Caribbean living in urban centres with less than half a million inhabitants, many of them are in market towns and administrative centres with between 5,000 and 100,000 inhabitants. In Jamaica the Population and Housing Census, 2011 informs that 54 per cent of the population of Jamaica lived in urban areas, where a place is considered to be urban if it has a population of 2,000 or more persons and provides a number of amenities and facilities which in Jamaica indicate modern living. This represents a 1.9 percentage point increase over the 2001 Census. It is projected that the urban population will increase to 58.0 per cent in 2030.

Further to this, approximately 39 per cent of the population lived in parish capitals; the total population of the Kingston Metropolitan Area (KMA) and all parish capitals was 1,041,084. This compares with 993,581 in 2001 and reflects a 5 per cent increase. The population of the KMA alone was 584,627 representing 88 per cent of the parishes of Kingston and St Andrew. Outside the KMA, the largest capital town was Spanish Town in St Catherine with 147,152 followed by Montego Bay (110,115), May Pen (61,548) and Mandeville (49,695). Other parish capitals with populations in excess of 10,000 but less than 40,000 were Savanna La Mar (22,633), Port Antonio (14,816), Morant Bay (11,052) and St Ann’s Bay (11,173). All remaining parish capitals had populations of between 5,000 and 10,000 (Falmouth (8,686), Port Maria (7,463), Lucea (7,131) and Black River (5,352).

Included in the above totals is an estimated 0.6-0.9 million persons classified as squatters representing 33% of the population. According to a Rapid Assessment Report on Squatting (2008) there are 754 squatter communities in Jamaica. UN-HABITAT has been assigned the responsibility to assist governments in monitoring and eventually attaining the global “Cities without Slums” Target of improving the lives of at least 100 million slum dwellers.

To this end the Participatory Slum Upgrading Programme (PSUP) 1 was launched in April 2008 with the aim of contributing towards urban poverty reduction and the attainment of the Millennium Development Goal (MDG) Target 7.C: Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation and Target 7.D: Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers. According to the UN the world has met the target of halving the proportion of people without access to improved sources of water, five years ahead of schedule. Between 1990 and 2012, 2.3 billion people gained access to improved drinking water sources. Over a quarter of the world’s population has gained access to improved sanitation since 1990, yet one billion people still resort to open defecation. The vast majority – 82 per cent – of people practicing open defecation now live in middle-income, populous countries. In 2012, 748 million people remained without access to an improved source of drinking water. Despite progress, 2.5 billion in developing countries

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2 Population and Housing Census 2011.
4 National Land Policy, 2006
5 Prepared by the Ministry of Water and Housing (now the Ministry of Transport, Works and Housing).
6 http://www.un.org/millenniumgoals/environ.shtml
countries still lack access to improved sanitation facilities. With regard to improving the lives of slum dwellers, the target was met well in advance of the 2020 deadline. More than 200 million of these people gained access to improved water sources, improved sanitation facilities, or durable or less crowded housing, thereby exceeding the MDG target. An estimated 863 million people are still estimated to be living in slums in 2012 compared to 650 million in 1990 and 760 million in 2000.\(^7\)

The PSUP is an accelerated and action-oriented urban assessment of needs and capacity building gaps at national and local levels, using a structured approach where priority interventions are agreed upon through consultative and participatory processes. The PSUP methodology consists of three phases 1) a rapid participatory urban profiling 2) preparation of detailed priority proposals (action planning and programme document formulation) and 3) project implementation. The UN-HABITAT has defined three expected accomplishments of the implementation of Phase 2 in Jamaica:

1. **Well informed PSUP Stakeholders** that utilize their improved knowledge and capacity gained during the process of implementing the PSUP work towards formulating and influencing the enactment of inclusive slum upgrading policies and adaptation of best practices. These stakeholders will have a good understanding of the slum situation analysis, the policy and regulatory frameworks within their countries and craft initiatives and strategies to address the bottlenecks and implement sustainable slum upgrading programmes in their respective cities.

2. **The national partnerships established between different sets of stakeholders are expected to lead to improved coordination, cooperation and exchange between stakeholders in various activities related to slum upgrading.** The partnerships also formed between participating countries are expected to spur discussions and information exchange that will lead to more innovations in addressing slum issues.

3. **The increased feasibility and consultations of slum issues are expected to lead to increased commitments from political perspective as well as result in increased budgetary allocations for slum upgrading activities at both national and local authorities** to participatory slum upgrading and urban poverty reduction.

Phase I of the PSUP resulted in the production of a National Urban Profile based on information retrieved from three (3) major cities: Montego Bay, May Pen and Old Harbour/Old Harbour Bay, each of them having their own City Urban Profile. Phase 2 of the programme involved key urban actors in a participatory process led by the Ministry of Transport, Works and Housing (MTWH), the Local Authorities (LAs) of the three selected urban areas, the residents of selected slum areas as well as other stakeholders.

The five key outputs of PSUP Phase 2 in Jamaica are the: a) Policy Review for Slum Upgrading and Prevention; b) Citywide Slum Situation Analysis c) Citywide Slum Upgrading and Prevention Strategy d) Resource Mobilisation (and Financing) Strategy e) Concept Note for a pilot slum upgrading project

1.2. Operational Definition of Slum Household

The UN Habitat’s publication, *The Challenge of Slums: Global Report on Human Settlements (2012)* highlights that the word ‘slum’ is a broad term aimed at highlighting low quality or informal housing. However, it is to be noted that it ‘has many connotations and meanings,’ and vary considerably in what it describes ...in different parts of the same city and in different parts of a country in the case of Jamaica. It became necessary to refine the definition of the word so that it would be identifiable by certain variables and characteristics. An operational definition evolved for a slum household.\(^8\) Based on this definition it is possible to set up operational measurement of slums, using data that is routinely collected through censuses and surveys by national and sub-national levels.

Land settlements and housing programmes have traditionally been part of the Jamaican Government’s social agenda.\(^9\) However it is reported\(^10\) that the proliferation of informal settlements\(^11\) (*see map 2*) and its associated

\(^7\) ibid

\(^8\) A group of individuals living under the same roof lacking one or more of the following conditions: - Access to improved water; Access to improved sanitation facilities; Sufficient-living area, not overcrowded; Structural quality/durability of dwellings and Security of tenure.

\(^9\) Dacosta, J. (2002). Integrating land issues into the broader development agenda: Case study- Jamaica.

\(^10\) Squatting Assessment Report, 2008
challenges is one of the most chronic social problems confronting the country at this time. The distinction is made between the term ‘squatting’ and ‘informal settlements’ with squatting being the principal form of informal housing development in Jamaica\textsuperscript{12}. Squatting can also of course include the illegal occupation of land for other purposes, including agricultural cultivation and commerce. Residential squatting then is widely seen as a consequence of low-income earning and unemployed individuals’ inability to access affordable land and other housing services.

The unplanned nature of squatter settlements gives rise to:
- environmental degradation
- public health issues
- increased exposure to natural and man-made hazards
- a haven for criminal activities

\textbf{Age of settlements}- Results from a survey completed in 2004\textsuperscript{13} revealed that some sixty-six percent (66\%) of settlements have been in existence for twenty (20) years or more. Fieldwork carried out in 2003 as part of the National Squatter Survey highlighted that some sixty-five percent (65\%) of settlements were in existence for over ten (10) years. As it pertains to the location of settlements of an informal nature various studies reveal numerous characterizations. The majority of settlements are on public land\textsuperscript{14} often managed by a number of agencies whilst, others are on private land. However some may straddle public and private lands as well the ownership of many others is not yet known.

\section*{1.3. Objectives of the City wide Slum Situation Analysis}

In accordance with the TOR, the objectives of the City wide Slum Situation Analysis were to:
- to prepare a report on the Situational Analysis existing in the informal settlements of Old Harbour/Old Harbour Bay, St. Catherine; May Pen, Clarendon; and Montego Bay, St. James including the general information of the city, slum situational analysis, city and slum mapping;
- to prepare a comprehensive stakeholder analysis

\section*{1.4. Rationale for Montego Bay City Slum Situation Analysis}

In addition to previously stated justifications\textsuperscript{15}, the three parishes within which the urban areas are being further treated to PSUP type intervention have significance to the country’s efforts to address the problem or challenge of squatting. A review of the different types of squatting\textsuperscript{16} further gives significant rationalization for the focus on these urban areas. The issue of residential squatting is specifically prevalent in Montego Bay and Old Harbour/Old Harbour

\footnotesize{\textsuperscript{11} What are slums? The word “slum” is often used to describe informal settlements within cities that have inadequate housing and squalid, miserable living conditions. They are often overcrowded, with many people crammed into very small living spaces. These settlements lack basic municipal services such as water, sanitation, waste collection, storm drainage, street lighting, paved sidewalks and roads for emergency access. Most also do not have easy access to schools, hospitals or public places for the community to gather. Many slums have been unserviced and unrecognised for long periods, over 20 years in some cities. Like all informal settlements, housing in slums is built on land that the occupant does not have a legal claim to and without any urban planning or adherence to zoning regulations. In addition, slums are often areas where many social indicators are on a downward slide; for example, crime and unemployment are on the rise. All slums are not the same, and some provide better living conditions than others. Likewise, slum dwellers are not a homogeneous population, but a diverse group of people with different interests, means and backgrounds.

\textsuperscript{12} Towards a Policy and Plan for managing Squatting In Jamaica. A draft report prepared for the World Bank / Cities Alliance, 2007

\textsuperscript{13} National Squatter Survey of Jamaica, 2004.

\textsuperscript{14} 76\% squatting on Government lands and 10\% squatting on environmentally fragile land according to data in the National Land Policy

\textsuperscript{15} UN Habitat PSUP Rapid Urban Profile Jamaica.

\textsuperscript{16} Squatting in Jamaica is not only residential. Trends highlight that non-residential squatting is a pervasive feature of the Jamaican landscape. Data obtained from the Forestry Department in April 2008 revealed that there are some one thousand three hundred and thirty-six (1,336) agricultural squatters in forest reserves across the country. Of this amount, six percent (6\%) establish residence on the properties they farm. In terms of the spread of agricultural squatting, the same data show that the parishes of Portland and Clarendon account for the highest numbers. Forest reserves occupy much of the mountainous interior and poor land husbandry practices associated with squatting can have serious implications for the state of the island’s watershed and other associated natural resources.}
Bay whilst May Pen experiences both residential and agricultural squatting. The challenges of squatting in these places would require direct attention.

1.5. Approach and Methodology

The overall approach and methodology of the Slum Situation Analysis was highly participatory and involved community and stakeholder workshops, in depth interviews with Agency/sector stakeholder, secondary data reviews, conducting of a rapid assessment of community profiles produced by the Social Development Commission (SDC), Cartographic, Environmental and GIS Spatial Analysis, generally sector wide consultations with key institutions and city/urban area validations.

1.5.1 Community and stakeholder workshops

The length of time between the completion of phase 1 and phase 2 warranted a re-sensitization with community stakeholders. Changes in political administrations also required engagement with additional community stakeholders. Workshops and sensitization sessions were organized and held within each urban area. Please See Appendix 1.

1.5.2 In-Depth Interviews

Interviews were conducted with key urban actors in selected institutions dealing with informal settlements in Jamaica in general and specifically at the local city level. Participants were requested to address issues of poverty, inadequate housing, security of tenure, lack of basic services and infrastructure, pollution and crime that negatively urban development. Further, attempts were made to unearth issues of the existing institutional framework and capacity needs and financial investments with regard to slum upgrading and prevention within the overall framework of the local authorities.

1.5.3 Secondary data review

Several documents were reviewed. Please see list in Appendix 2 and References.

1.5.4 a) Selection of slum/informal settlement

<table>
<thead>
<tr>
<th>Name of Slum</th>
<th>Distance</th>
<th>Tenure</th>
<th>Upgrade</th>
<th>Over-crowded</th>
<th>Access to Sanitation</th>
<th>Access to Water</th>
<th>Condition of Structure</th>
<th>Total Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albion</td>
<td>5</td>
<td>3</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>25</td>
</tr>
<tr>
<td>North Gully</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>5</td>
<td>4</td>
<td>5</td>
<td>4</td>
<td>26</td>
</tr>
<tr>
<td>Bucknor</td>
<td>--</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>--</td>
<td>--</td>
<td>12</td>
</tr>
<tr>
<td>Bucks Common</td>
<td>--</td>
<td>2</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>2</td>
</tr>
<tr>
<td>Effortville</td>
<td>5</td>
<td>2</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>--</td>
<td>--</td>
<td>19</td>
</tr>
<tr>
<td>Old Harbour</td>
<td>--</td>
<td>--</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>--</td>
<td>16</td>
</tr>
<tr>
<td>Old Harbour Bay</td>
<td>5</td>
<td>2</td>
<td>--</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td>3</td>
<td>17</td>
</tr>
</tbody>
</table>

Figure 1: Site selection- PSUP II-Jamaica.

Figure 2 above highlights the sites selected for the phase 2. It was determined using a combination of the PSUP II site selection methodology and a slum typology* classification utilized by the MTWH. Further please see Appendix – for a comparative summary of how these selected cases compare based on the five deprivations.

Short listing / pre-selection: slums in the city should be identified. These slums were considered adequate and feasible for the implementation of Phase 2 and met the criteria below related to the typology of slums. These were within city borders; areas with security of land tenure, or areas where government is willing to provide security of land tenure; typical case for the city. The slums were a good representation of the slums in the city; not a relocation case: This meant that the slum could be upgraded on site. This criterion excluded the following areas:

- Environmentally challenged areas like swamps, flood prone areas, any natural reserve, steep slopes with danger of landslides etc.
- Hazardous areas next to dump sides or with contaminated soil.
Dangerous areas like next high power lines, at grade highways, at grade railway

Some critical data was collected, using the Social Development Commission’s (SDC) profiles, and criteria connected to the five slum deprivations defined by the UN-Habitat in order to provide a basis for a well reflected slum selection. Three slums were selected, see results above for Phase 2 implementation, based on the collected data following which area maps were developed.

- Type 1: Most of these settlements were formed before 1980. They are usually dense and found on vacant tracts of unattractive land often wedged in between middle and higher income areas or along gullies, in the former fringes of major towns. The layout of these settlements is often haphazard with narrow paths and gully courses often serving as the only entrance to the houses. Almost all the dwelling units are detached units with the majority constructed of scrap materials although some newer and rebuilt house is of concrete block. The land is often occupied illegally, but in some cases the legality of occupation is complicated or unclear.

- Type 2: These areas are more recent in origin and usually found in peri-urban areas along steep and almost inaccessible foothills. Settlements are dense and access to housing units by pedestrian path and alleys. These are virtually no vehicular roads in these areas. Almost all the dwelling units are detached with majority built of wooden planks and often on slabs due to the topography. Some newer and rebuilt houses are made of concrete block. Roofs are predominantly lightweight corrugated tin, although a few houses have concrete slabs. Often, but not always, the houses, are built and occupied by their owners. There is evidence of “professional” squatting, defined as those who own units in more than one squatter settlement for rental purposes. The land is usually owned by government, but there are some cases where private where land is involved. Often such land was originally leased but is now squatted.

- Type 3: This type of settlement is similar to Type 2 but less dense with clear vehicular access due to less severe topography. Some areas have piped water and electricity, while the majority of families use pit latrines for sanitation. A greater proportion of housing units are built of concrete block than in Type 2. Most of these squatter settlements are on government lands which were earmarked for formal low-income housing and are often on the edges of such housing.

- Type 4: The most recent incidences of squatting are occurring in the parishes of St. Catherine and Clarendon along a corridor which provides easy access to transportation and to the location of jobs in the major metropolitan area. Increasingly squatting is taking place along the rail tracks owned by the Jamaica Railway Corporation and on lands along the irrigation canals. Settlements are dense and access to housing units by pedestrian path and alleys. Almost all the dwelling units are detached with majority built of wooden planks. There is vehicular access in some of these settlements which are located on flatter lands than those to Types 1 and 2. The land is usually owned by government and quasi-government entities.

- Type 5: Commercial squatting usually occurs along major transportation routes where structures are erected to facilitate commercial activities and in some cases is mixed with residential use.

Figure 2: MTWH’s Slum Typology

b) Rapid Assessment of SDC Community Profiles

The Social Development Commission (SDC) uses the participatory approach to guide community development planning. The planning process allows communities to formulate decisions on local issues and create opportunities for local community planners to meet with different types of partners. The process also assists with the growth and development of the area of concern and at the same time link the community initiatives with the national development processes.

SDC’s core output is focused on a strong community governance mechanism, attempts at disaggregated data revealed via community profiles through consolidating qualitative and quantitative data analyses. The data gathered sometimes serves as the foundation for the community priority planning processes. To be more cost effective primary surveys were not done as instead the use was made of the SDC community profiles and special reports. For example the provision of community data for North Gully, Montego Bay was made possible through the SDC’s community profile for North Gully as well as a safety plan undertaken by the same agency in collaboration with other agencies provided data.
1.5.4 Cartographic, Environmental and GIS Spatial Analysis

The narrative report is supported by illustrations and figures from cartographic study, environmental and spatial analysis. Spatial data highlighting key features such as activity areas and location of infrastructure (access roads, water points etc) and social facilities (markets, schools, health centres etc) was mainly collected using Google Earth and the shape files provided by the Land Information Council of Jamaica (LICJ). Existing products of Global Positioning Systems (GPS) and GIS Mapping utilized by the research team and research institutions were used for spatial analysis of the slums. Google Earth extensively used to facilitate quick and real time visual analysis of the existing urban development spatial conditions and problems.

1.6. Overall Structure of the Report

This report is organised in seven (7) main sections as follows: Section One is the introduction and includes the background to the global and local PSUP, operational definition of slums, objectives and rationale and the approach and methodology. Section Two describes the national urbanization trends and challenge of slums. It highlights the demographic trends, socio-economic conditions and development indicators of Jamaica. Section Three presents the City Slum Situation Analysis highlighting the physiographic conditions, and the city's demographic trends and characteristics.

Section Three also presents the city planning processes, existing land use and zoning and other responses to developmental challenges. The section further outlines the causes, formation and spatial distribution and basic characteristics of slums in the urban areas. Section Four presents the stakeholder analysis and institutional arrangements highlighting the key actors and institutions while Section Five describes the financing arrangements and mechanisms for slum upgrading and prevention. Section Six is the conclusion while Section Seven is devoted to the general and specific recommendations and highlights the suggested next steps in the implementation process.

2. National Context of Urbanisation and Slums in Jamaica

2.1 National Demographic Trends

Jamaica is the third largest island in the Caribbean. The country is approximately 11,244 square kilometers, with a population of 2,698,800 in 2009 and a growth rate of 0.2%. The Economic and Social Survey (ESSJ) estimates that the rate of natural increase is 9.8 per 1000, with an estimated birth rate of 44,000, death rate of 17,600, and a loss of 20,000 to external migration. There has been a consistent decline in the total age dependency ratios (ADRs) to 64.5 dependents per 100 persons of working age in 2010 from 73.3 dependents per 100 persons of working age in 2001. In 2002, close to half (43%) of Jamaica’s population lived in the Kingston and Metropolitan Area (KMA). See below Table 1: Summary of Population Movements in Jamaica: 1911-2011.

Formerly a British colony, Jamaica gained Independence in 1962 and is regarded as a stable democracy, (where this is taken to mean that successive governments are changed with minimal risk of a coup) despite the polarization and violence that have tainted its political history. Anthony Payne (1994, 1991, and 1993) suggests that the political system has been able to contain the ‘explosive implications’ of the social structure that was inherited from colonialism precisely because ‘party, rather than race or class was developed as the primary frame of reference for the politically conscious in Jamaica”. It is further states that allegiance to the party, secured in some part through patronage, has contributed to political stability. This stability contributes to the limited loss of lives to internal conflicts and fosters internal migration.
Population Growth- Jamaica

Table 1: Summary of Population Movements in Jamaica: 1911-2011

<table>
<thead>
<tr>
<th>Census Year</th>
<th>Population</th>
<th>Total Increase</th>
<th>Average Annual Increase</th>
<th>Annual Percentage (%) rate of growth a</th>
</tr>
</thead>
<tbody>
<tr>
<td>1911</td>
<td>831,383</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1921</td>
<td>858,118</td>
<td>26,735</td>
<td>2,658</td>
<td>0.31</td>
</tr>
<tr>
<td>1943</td>
<td>1,237,063</td>
<td>378,945</td>
<td>17,341</td>
<td>1.67</td>
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<tr>
<td>1960</td>
<td>1,609,814</td>
<td>372,751</td>
<td>21,610</td>
<td>1.56</td>
</tr>
<tr>
<td>1970</td>
<td>1,848,512</td>
<td>238,698</td>
<td>23,870</td>
<td>1.39</td>
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<tr>
<td>1982</td>
<td>2,190,357</td>
<td>341,845</td>
<td>28,082</td>
<td>1.40</td>
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<td>1991b</td>
<td>2,380,666</td>
<td>190,309</td>
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<td>2001</td>
<td>2,607,632</td>
<td>226,966</td>
<td>21,761</td>
<td>0.87</td>
</tr>
<tr>
<td>2011</td>
<td>2,697,983</td>
<td>90,351</td>
<td>9,511</td>
<td>0.36</td>
</tr>
</tbody>
</table>


Household Composition Trends- The largest households in terms of number of members, and the largest proportions of children were found in the poorest quintiles, in female-headed households and in Rural Areas. The country continued to register a large proportion of female-headed households at 47.1 per cent. Female-headed households had more adult females present and more children than male- headed households, while the larger share of male-headed households (54.3 per cent) had a female present and children. Female-headed households with children and no man resident accounted for 55.3 per cent of female-headed households. The female dominated parishes were St Andrew with the lowest sex ratio of 91.7, St Catherine (96.7) and St James (96.9). Of note also is that single-member households not only accounted for the largest proportion of households (26.4 per cent), but are among the fastest growing type of household composition. These households’ membership was mainly male—67.7 per cent of persons in single-member households were male.

2.2 Urbanization Process and Challenge of Slums

Rural- Urban Migration

Gilbert and Gugler (1992) states that historically, in Jamaica, the rural-urban migration was initially viewed favourably as a natural process of transferring surplus labour from the rural sector to the urban industrial sector. The expectation was that migrants would find well paying jobs in urban areas and send remittances to their families, thereby improving the welfare of rural folks left behind. However, in many cases migrants have not been able to fulfill their hopes and expectations for at least two reasons. First, rapid rural-urban migration started to contribute to the phenomenon of urban surplus labour, leading ultimately to urban unemployment problems (Todaro, 1976). Second, unlike in rural areas where the poor may live off the land, the urban poor are more immersed in cash

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economy where a decline in wages makes them vulnerable to a multiplicity of problems, including squatting, and being both victims and perpetrators of violence.

**Urbanization in Jamaica**: There has been an acceleration of urbanisation in Jamaica, which has taken place within the last five decades. In 1960 the percentage of the Jamaican population living in urban areas was 34%; by 2001, it had jumped to 52%; by 2011, it was 54% (Population and Housing Census 2011, Jamaica); and by 2050 it is estimated to reach 65% (United Nations, 2012). This rapid urbanization, unaccompanied by an equal growth in the provision of affordable housing, has aggravated the problem of residential squatting in Jamaica. In the absence of affordable accommodation, new arrivals in urban centres have mostly resorted to squatting. Table 2 above illustrates the impacts of informal settling of land.
### Table 2: INFORMAL SETTLING OF LAND - CAUSE AND EFFECTS

<table>
<thead>
<tr>
<th>CAUSE</th>
<th>EFFECT</th>
<th>IMPACT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural-Urban Migration</td>
<td>Urbanization</td>
<td>Under and un-employment, crime, landlessness, informal land settling (see below)</td>
</tr>
<tr>
<td>Land displacement - Informal settling / Squatting</td>
<td>SOCIAL – (a) The lack of social amenities, public facilities and the idleness that characterizes squatter settlements encourage theft of public services and often promote socially deviant behaviour. This is evident in the large incidence of stolen electricity and water supply in many squatter communities. (b) Educational opportunities are very limited in squatter communities because there are hardly any schools nearby. Children have to travel far to attend school, and to make matters worse education is not a priority in these communities. (c) Squatter settlements are often characterized by threats of eviction, which undermine personal security. Moreover, squatters generally lack protection from disasters like fire and floods that destroy property on a regular basis. (d) Due to lack of planning, squatters try to utilize their entire plots for housing, leaving no room for provision of access roads and other social services like play grounds for children. Moreover, in case of emergency situations within the settlements, responses by police, fire services and health service providers are hampered by lack of road access. <strong>HEALTH</strong>- (1) Air-borne diseases like acute respiratory infections are common due to overcrowding and poor ventilation. (2) Outbreaks of water borne diseases like typhoid and gastroenteritis are very prevalent because of the absence of proper water supply systems, sewage and waste disposal systems. (3) Foul-smelling garbage and smells from open sewage canals affect squatter communities, especially children. (4) Single mothers in squatter communities often leave their young children unattended when they go to seek work, thereby risking children’s injury and sometimes death. The dilemma for these women, however, is that their failure to seek work can mean starvation for their families. (5) Unreliable collection of waste often results in the prevalence of rats, cockroaches and spiders, all of which may result into a health hazard, especially to children. (6) The implication of all of the above is that squatter settlements are a potential health hazard not only to their inhabitants, but also to the public at large that interfaces with many of these people on a daily basis. ENVIRONMENTAL- The squatting process impacts the environment as well; as the squatters are unable to afford electricity, they mainly rely on firewood and charcoal for cooking, leading to deforestation of their surroundings; (ii) dwellings of squatters are often crammed together, thereby making them especially exposed to the spread of fire; (iii) squatter settlements are often located in environmentally vulnerable areas such as steep hillsides, next to industrial sites, flood plains and swamps; and (iv) inadequate disposal of sewage and solid waste leads to the contamination and pollution of rivers, waterways, gullies, drains and ground water supplies. <strong>ECONOMIC</strong>- (1) Sprawling squatter settlements that do not relate to any existing growth centres increase the demand and cost of urban services. (2) Unplanned settlements may cause the destruction of areas of ecological importance such as mangroves, which also have an impact on the fishing industry. (3) There are economic costs resulting from the conversion of lands suitable for agriculture, tourism and industrial uses to unproductive illegal settlements. (4) Squatters reside and work on land to which they have no rights, and are highly insecure, thus undermining their ability to be productive members of society. (5) Squatters are often rejected and shunned by potential employers because of the bad reputation associated with the ghettos in which they live, leading to their high levels of unemployment and a feeling of exclusion. (6) Squatters often pay more than their wealthier neighbours for the few services they may get because they lack the basic infrastructure like roads that make access to those services much easier and cheaper.</td>
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The 2001 Census report (STATIN, 2003) stated that “One of the most significant aspects of urbanization in Jamaica evident since 1970 has been the development and growth of centres outside the parish capitals. Some of these centres have actually surpassed the capitals in population size. Perhaps the most outstanding growth witnessed over the past three decades has been the development of the Portmore community in the southern part of St. Catherine.” Other towns noted were Old Harbour, Linstead, Bog Walk and Ewarton in St Catherine, Ocho Rios in St Ann, Negril in Westmoreland and Santa Cruz in St Elizabeth. When population changes for the period 2001 and 2011 are examined for these towns the general picture is one of a slower rate of change and even declines for some of these towns reflecting the low rate at the national level. Figure 2 above highlights the urban-rural distribution of the some of the parishes but including the ones with the PSUP II urban areas.

The dominance of the primate city (Kingston) is slipping and several secondary centres are growing more rapidly than the Kingston Metropolitan Area (KMA). “Internal migration and intra-parish movements are the main drivers in urbanization and urban growth in Jamaica. Parish capitals and other main towns are classified as urban centres. The urban population was recorded at 38.0 per cent in 1970 and 52.1 per cent in 2001. It is projected that it will increase to 58.0 per cent in 2030”\(^\text{20}\).

A review of the trends by a group of senior policy analyst and the Planning Institute of Jamaica concluded that urban centres must therefore have the capacity to cater to the needs of the urban population as well as that there should be a comparative enhancement of rural areas to stem migration to urban centres\(^\text{21}\). The growth of urban centres and urbanization has emerged with both positive and negative consequences. See Figure 2: Location of Parish capitals and Main Urban Centres in Jamaica below.

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\(^{21}\) Submission by the Ministry of Local Government and Community Development
On the positive side, urbanization and urban growth have resulted in a greater level of development and a higher standard of living for citizens resident in urban areas. On the negative side, urbanization and urban growth are often unplanned and unmanaged. This has led to the development and proliferation of informal/squatter settlement communities. These communities are to a greater extent vulnerable to natural and man-made disasters as well as prone to crime and violence. The recent upsurge of squatter settlements in and around prime development areas for tourism is of major concern. This is a challenge especially where the population growth is unplanned. To manage this process the Ministry of Transport Works and Housing has developed a National Squatter Management Policy and Implementation Plan (NSMP).

![Figure 4: Location of Parish capitals and Main Urban Centres in Jamaica.](source: Draft National Housing Policy, 2011)

**Poverty and Gender Inequality**

Jamaica is a highly indebted country; it has the fourth largest debt to GDP ratio in the world. Debt servicing comprised over 56% of the 2009-10 budget. Correspondingly, the GOJ has inadequate resources to deal, comprehensively, with the key ‘root’ obstacles to human rights and human development. For example, Jamaica has managed to sustain vast social inequalities, which are in part a legacy of colonialism and, as noted above, of political and social developments since Independence. Stark contrasts of wealth and poverty help to fuel discontent among those who feel excluded and even mistreated by “the system”. There is also a history of gender inequality, which persists despite many recent positive developments. In 2006, Jamaica ranked 39 out of 128 countries (as opposed to 24 in 2006) in the 2007 Gender Gap Index. However, the sub-indices of this overall average presented a more mixed picture: Females surpassed males in educational attainment. With respect to economic participation and opportunity, more men (78%) than women (59%) were involved in the labour force.

**Women and Property Rights**

The Jamaica Constitution guarantees property rights and women in Jamaica can legally own and inherit land. Of special note is that women in Jamaica can inherit land from parents and their husbands. Jamaican law provides the surviving wife with the right to inheritance - Section 6 of the Family Property (Rights of Spouses)
Act. Section 10 of the Family Property (Rights of Spouses) Act permits spouses (married and unmarried) to enter into agreements which affect the current and future ownership and division of property.\(^{22}\)

However other disparities are still evident as according to 2007 statistics, too, 12% of Members of Parliament were women, while 82% of persons with ministerial positions were men. Currently (2010 data), Jamaica ranks 44 out of 134 countries in the Gender Gap Index. The sub-indices indicate that the country has high levels of inequality in political empowerment, where 13% of Members of Parliament are women while 88% of persons with ministerial positions are men. There are also comparatively high levels of inequality in economic participation and opportunity, except for the categories: ‘legislators, senior officials and managers’ and ‘professional and technical workers’, where women outnumber men. The figures show glaring gender disparities in labour force participation and earned incomes, with women at a distinct disadvantage.

Three key problems surrounding poverty in Jamaica\(^{23}\):
- Poverty limits the pace of human development in Jamaica
- There is inadequate appreciation of the weight of the issues surrounding poverty and what the response should be
- Many poverty alleviation and poverty eradication activities exist; however, the lack of an overarching and sufficiently strong governance mechanism restricts their effectiveness

Poverty presents structural constraints and is transmitted across generations. From children to adolescents, youth and beyond, families who subsist at or below the poverty line are normally engulfed in following causes and consequences of poverty: (1) Inadequate incomes; (2) Low levels of educational achievement; (3) Low skill levels and income earning capacities; (4) Limited access to basic social services; (5) Inadequate economic opportunities, which result in underemployment, unemployment and low wage employment; (6) Low levels of rural development, which undermine the opportunities and livelihoods within households; and (7) High levels of exposure to natural hazards and poor environmental practices\(^{24}\). In addition, the effects of gender inequality on poverty are particularly pronounced among female-headed households\(^{25}\). All these factors limit the pace of human and economic development; they also have social consequences.

2.3 Socio-Economic Conditions and Basic Development Indicators

Jamaica’s post-independence economic performance is particularly problematic as national development is predicated on economic growth. Over the period since its independence, Jamaica, an island endowed with abundant and diverse natural resources and a favourable geographic location, whose people have recorded world class achievements in a wide range of endeavours, and which has sustained significant levels of capital investment, has produced disappointingly low rates of economic growth that compare unfavourably with its regional counterparts. Jamaica’s annual real GDP growth rate has averaged 1.6 per cent over the period 1962-2013. By comparison the annual real GDP growth rate of the global economy has averaged 3.1 per cent over the same period.

Current Account Deficit to GDP Performance

Despite its classification as a lower middle income country Jamaica’s current account balance has been persistently large and negative over the past decade (2004 – 2013). This is evidenced by an average deficit of 11.0% of GDP for the period. The negative balance primarily stemmed from deficits on the goods and income


\(^{24}\) Adapted from Vision 2030 Sector Report: Poverty Reduction, pp. 8-9

\(^{25}\) Witter et al, 2009
sub-accounts. The impact of these deficits has been partly offset by consistent surpluses on the services and current transfers sub-accounts. For 2014, inflation was 6.4% relative to 9.5% during 2013, below the BOJ’s target range of 7.0% to 9.0% for the fiscal year\textsuperscript{26}.

The Gini coefficient is a common indicator of income inequality, in which a value of “0” corresponds to perfect equality and “1” to perfect inequality. In 2009, the Gini coefficient for urban areas of Jamaica excluding Kingston was .37, indicating a moderate level of income inequality. It was estimated that one in ten residents of urban areas excluding Kingston were living below the poverty line.\textsuperscript{27} In general, poverty and inequality have been declining, and the World Bank attributes part of the decrease in poverty to a decrease in inequality in recent years. In 2003, Jamaica had the lowest inequality of any country in Latin America and the Caribbean, and inequality has continued to decrease since that time\textsuperscript{28}.

The national prevalence of poverty\textsuperscript{29} was 17.6 per cent in 2010 compared with 16.5 per cent in 2009. The prevalence of poverty in the Kingston Metropolitan Area (KMA) stood at 14.4 per cent compared with 11.6 per cent for Other Towns and 23.2 per cent for Rural Areas. Both nationally and regionally the prevalence of poverty remained virtually unchanged. However, when comparing 2001 with 2010, whilst the national level of poverty and that of Other Towns and Rural Areas has remained relatively unchanged, the KMA recorded a 6.8 percentage point increase in poverty\textsuperscript{30}. Additionally, the prevalence of poverty in the KMA and Other Towns has fluctuated over the 10 years whilst Rural Areas has been fairly constant, consistently recording the highest rates over the decade.

\textsuperscript{27} Jamaica Survey of Living Conditions (JSLC) 2009. The findings of the JSLC are disaggregated by region - the KMA, Other Towns and Rural Areas.
\textsuperscript{29} Jamaica Survey of Living Conditions, 2010.
\textsuperscript{30} An individual is considered poor if his or her adult equivalent consumption is at or below the regional poverty line. The per adult equivalent poverty line (The per adult equivalent poverty line is constructed from a poverty line based on a reference family of 5) for Jamaica stood at $124,408.34 compared with $110,099.56 in 2009. Regionally, the adult equivalent poverty lines were $132,462.00 for the KMA, $126,241.00 for Other Towns and $117,552.00 for Rural Areas. The corresponding figures for 2009 were $117,784.00; $112,253.00; and $104,526.00 respectively.
3. Montego Bay City Slum Situation Analysis

3.1 Physiographic\(^{31}\) Conditions

The northern St. James coastline from Sangster International Airport as far east as Rose Hall is a region with mature hotel and tourist industrial development and continuing new developments. The hotels and guest houses along the coast are backed by large planned and unplanned settlements.

The physiography of this region consists of a narrow coastal plain, behind which the land rises steeply to summits of 250-300m about 3.5km south of the coastline. The back coast hills are drained by a number of steep gullies. The coastal plain along here forms a low-lying platform of variable height. A series of small pocket beaches is interspersed with the rocks of the limestone platform and outcrops of gravel from the gullies. The coast is protected offshore by a more or less continuous reef, sheltering a lagoon between the reef and the coast, although in many places the reef crest is close inshore. The lower courses of the larger gullies transit and are incised into a series of debris fans, which are evidently the result of former sediment deposition from the gullies. The gullies evidently carry storm water and debris from time to time as is evidenced by the modern debris fan deposits growing at some of the gully exits to the coast.

All along the north coast, the rocks forming the limestone terrace in the coastal plain are faulted and warped to varying degrees, indicative of seismic activity continuing to the present day (Horsfield, 1972). This terrace was formed only about 130,000 years ago, so that the region as a whole must be considered as still seismically active. Faulting affecting more recent unconsolidated or semi-consolidated sediments is difficult to identify, but the continued occurrence of earthquakes is well documented (e.g. Robinson et al., 1960). The most recent large local earthquake was that of March 1, 1957, with an epicentre located near Montego Bay (Robinson et al., 1960). There is no evidence that any earthquakes have caused relative changes in sea-land levels.

\(^{31}\) Western Mirror.(2012). Vulnerability of the Montego Bay Coastal Zone.

Vulnerability
The coast is susceptible to significant storm surge (SWIL, 1999) and is also a coast vulnerable to tsunami with very short lead-time warning periods. Other hazards include the possibility of extreme rainfall events generating debris flows in the numerous steep gullies and rivers which descend to the coast. These have been recorded in the past (Office of Disaster and Emergency Management -ODPEM catalogue).

The fringing/barrier reefs along the St. James coast are relatively close inshore in the central part of the coastline with accompanying narrow lagoons. As such, the availability of an adequate natural supply of carbonate sand may be compromised. With the rise of sea surface temperatures and increasing acidity of the oceans and with likely significant increases in polluted runoff from the island, it is likely that the existing carbonate production rates will decline quite steeply. Beaches will probably require periodic nourishment, starting within the next couple of decades, to continue as part of the tourist package.

Socio-Economic Assessment
Sangster’s International Airport is the leading tourism gateway to Jamaica. The airport is located on the northwest coast amid a wide range of hotel and resort facilities and other commercial entities. The airport runway is partially bounded to the north by a swamp know as North Ponds and lies south of Kent Avenue, the coast-parallel road.

This western section of coastline is dominated by small commercial business including restaurants, bars, and groceries and a small fishing village. Much of the infrastructure in the area consists of wooden houses. Large hotels with capacities of over 250 persons increase in numbers towards the east and dominate much of the north coast between Sangster International Airport and Rose Hall. Many of these hotels report beach erosion episodes, coastline retreat and storm surge inundation as reoccurring negative impacts due to hurricanes and storms.

There is need for diversification of industry away from the focus on tourism, which is subject to external factors largely beyond the island’s control. Light industry and agro-industrial activities could be encouraged for the medium and long term.

3.2 Selected City Population Trends and Characteristics
Montego Bay is the parish capital for St. James, a parish located on Jamaica’s northwest coast. It is the second largest urban center in Jamaica and is also ranked as the second concentrated population growth center. Although it is a major commercial center, tourism has dominated its economy for many years. The local planning area old boundary covers an area of 695, 55251.35 meter square or 17187.41 acres. This makes Montego Bay an important strategic city, as an economic driver for the country and the face of Jamaica for many visiting foreigners. The city’s economic dependence on tourism brings with it challenges, such as the vulnerability of its main economic product to extreme climate events and inaccessibility of many of its beautiful beaches to residents, as well as opportunities, such as that to attract capital for investment, and creating public spaces that can be enjoyed by locals and tourists alike. In addition squatting is especially problematic in this city as persons migrate to the area in hopes of securing employment in any of the number of hotels. Workers who migrate for work on the construction sites often end up staying. Settlements have mushroomed complementary to the tourism sector’s development.

The annual growth rate of the main urban areas in St. James widely varies but Montego Bay, notably, has an annual growth rate of 1.40% which even outstrips the national rate. However, Montego Bay has a low population density which is estimated to be 1,740 residents/km². The average household size in the parish is 3.0 persons.

33 IDB’s ESCI 2014.
Please see Map 1: Citywide Slum Situational Map - Montego Bay, St. James. This map illustrates that the urban core of Montego Bay is along the northern coast of the parish. The hotels and amenities suited for the tourism product are located along the coastline. The informal settlements are primarily, for this city, located adjacent to the coastline, oftentimes on the hilly slopes facing the coastline areas. From the LICJ data it is seen that most of those within St.James are within 5-10 km of the city of Montego Bay. Refer to Appendix --: List of Informal Settlements, St. James.

Informal settlements are common in Montego Bay, limiting the government’s ability to provide adequate services, both due to the direct logistical challenges of access and the indirect fiscal challenges presented by not being able to collect revenues from a large portion of its potential base, and often posing safety hazards to residents because of the inadequacy of the sites for human habitation or construction materials. A 1993 study found that 69.5% of Montego Bay’s population lived in informal settlements. Although no more recent data is available, interviews with senior government officials indicated that the proportion of the city’s residents living in informal settlements is still very high.

As such, Montego Bay presents a unique challenge which has to be considered with utmost care by the relevant planning agencies to ensure the efficient functioning of the city without destroying its unique features.

3.2.1 Montego Bay’s Population Growth Trends
The population for Montego Bay has increased from 96,477 in 2001 to 110,115 in 2011 which is represented as 14.14 percentage population change between censuses. In addition, in 2012 there were 948,481 tourist arrivals and 338,972 cruise ship passenger landfalls in Montego Bay.

3.2.2 Population Density of Montego Bay
Uncontrolled, low-density urban growth is a major problem in Montego Bay. Informal settlements present safety and sanitation issues and limit the government’s financial capacity to make investments to benefit residents by reducing the property tax base. In addition, despite the low population density, there is only 2.7 m² of open, public green space per resident in Montego Bay, far less than the World Health Organization’s recommendation of 10-15 m² per resident.

3.3 City Planning, Existing Land Use and Zoning in Montego Bay

3.3.1 Overview of City Planning Processes
Montego Bay is located within St. James Parish. The parish of St. James has four constituencies, which are subdivided into a total of 17 divisions. In addition to the national government, each parish has a council comprised of elected officials. St. James Parish has 17 elected Councillors, one for each of the 17 divisions. This active local government has an established tradition in Jamaica.

Montego Bay Parish Council

Based on the principle of subsidiary, the local government is the authority closest and most accessible to the public. In this regard, the St. James Parish Council initiated a website aimed to help the public locate and negotiate their services and information. The Council pursues an open and accountable local government process, and encourages the entire public to participate. Some of the other initiatives include:

- The broadcasting of monthly Council meetings.

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34 Day excursions.
35 Jamaica Tourist Board. Annual Travel Statistics 2012, p. 4, 47.
• Establishment of a toll-free number 1-888-6668346 for callers seeking information, and to express concerns, or make recommendations and suggestions regarding matters pertaining to Council.
• An annual series of Community Forums in all divisions. Members of the public are invited to these meetings attended by councillors, the mayor and senior staff from all departments. Development of the Parish website.
• Production of a series of brochures outlining general and departmental Parish Council services.
• The St. James Parish Council also encourages joint meetings with the citizens associations, Community Development Committees and non-governmental organizations in order to be better informed on what is happening in the community.
• The proposed Montego Bay City Council is a part of local government reform. This body aims to deal with urban concerns and will function as a standing committee of Council until the achievement of full municipal status.
• The Ministry of Local Government and Community Development is reviewing the roles and responsibilities of the parish council system. Recent passage of the Three Strategic Local Governance laws in Parliament in October 2015 will herald changes to the local governance framework.

The mandate of the Saint James Parish Council is to promote sustainable social, physical and environmental development and to facilitate the economic and financial viability of the Parish and the Council. The Council works to facilitate the orderly development of land through ensuring that the public adheres to all development regulations. The Planning Unit and the Roads & Works Department are the primary executing bodies for Parish Council city planning related matters.

An important goal of the planning department is to provide orderly development within the parish. Random and haphazard development does not take into consideration the health and security of a community. Rules and regulations are critical to ensure that communities have access to water, electricity and waste water facilities; roads need to be laid out so that traffic is properly controlled; buildings must be strong to withstand earthquakes and other natural disasters. Montego Bay is one of the fastest growing cities in the Caribbean, and these issues have never been more vital to the well being of the community. Working in conjunction with the National Environment & Planning Agency (NEPA), the Parish Council strives to shape the city in the healthiest way possible.

**Guiding Legislation**
Legislation guiding the Planning Unit and the Physical Planning and Environment Committee includes the following:

• Building Act
• Parochial Markets Act
• Building Code
• Places of Amusement Act
• Control of Advertisement Regulations
• Pound Act
• Development Order
• Preservation of Trees Regulations
• Land Surveyors Act
• Public Cemetery Management Act
• Litter Act
• Public Health Act
• Local Improvements Act
Currently, each Council has the autonomy to collect its own revenues from determined sources but the fees or changes to the fees require the approval of the Minister of Local Government and Community Development.

Without financial autonomy, the local government is limited in its capacity to implement capital projects, as there is no capital budget for public investment in city planning and development.

Montego Bay presents opportunities and challenges for urban planning which are linked to its natural attributes. Jamaicans are pulled to Montego Bay by the prospects of jobs, directly or indirectly related to the tourism industry. While some of the labour force commutes from Trelawny and Hanover (immediate neighbours to the east and west, respectively) to work, others have formed informal settlements along the periphery of the city. The ensuing sprawling, low-density growth pattern may not be the best fit for a city of this size.

**INSERT PICS GOING INTO MONTEGO BAY HERE**

National statistics indicate that one of every five resident lives in informal settlements. Many of these settlements become hot spots for crime, contributing to making St. James Parish third only to the parishes of Kingston & St. Andrew and St. Catherine as crime-prone areas in Jamaica. The difficulty of accessing these settlements and lack of enforcement of building codes within them result in sub-standard solid waste and sewage management. These various challenges could affect the quality of the tourism product that is offered as well as the perception of the quality in originating countries.

**Greater Montego Bay Redevelopment Plan (GMBRP), 1995** - Montego Bay was designated a priority development area by the Urban development Corporation (UDC) in 1970. In 1972, Montego Bay was declared a UDC project area with plans being put in place for the reclamation of more than 60 acres inclusive of three new beaches, improved recreational and resort facilities, and room for urban expansion. The redevelopment plan was directed toward easing the city’s traffic congestion; implementing a planned urban expansion programme and alleviating overcrowded housing conditions.

**EVIDENCE OF ACTIVITIES BY THE UDC SINCE THEN NEEDED HERE.**

Emerging Sustainable Cities Initiative (ESCI) for Montego Bay, 2014

This action plan and its content were developed between October 2012 and August 2014 by the Emerging and Sustainable Cities Initiative (ESCI) of the Inter-American Development Bank (IADB) in close collaboration with the St. James Parish Council, the Ministry of Local Government and Community Development, the Planning Institute of Jamaica, and with widespread participation from many other organizations.

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Among other things the ESCI-Montego Bay Action Plan outlines an urban development and planning strategy which includes the updating of the Development Order, training for local urban planners, a pilot housing project, a sustainable mobility program, a downtown walkability project, the rehabilitation of historic landmarks, the revitalization of markets in the downtown area, and the development of recreational parks and beaches.

**Old Harbour City Slum Situation Analysis**

St. Catherine is the second largest parish in the island. Between 2001 and 2011 it was discovered that St Catherine was the fastest growing parish for the period\(^9\). St Catherine grew by 7 per cent (7%), doubling the national growth of 3.5%. It is surprising therefore that even though the annual average rate of growth is 0.36% since 2001; St. Catherine far exceeds this by having an annual percentage growth rate of 0.72% (2001-2011).

**Growth Trends**

According to Vision 2030 Jamaica (2010), internal migration has been the major factor influencing the change in the distribution of the population by parish. Between 1970 and 1991, three parishes have recorded net gains due to internal migration. These are St. Andrew, St. Catherine and St. James. Kingston has consistently recorded the highest net losses, mainly to St. Andrew and St. Catherine. The losses observed in Kingston are highlighted as gains in St. Catherine. This indicates that the parish has a constant influx of people.

**Case Study - Old Harbour**

Currently, Old Harbour is the fastest growing town in St. Catherine. According to a Gleaner report dated October 18, 2012, many persons believed that the population of Portmore has been ever-growing which would account for Portmore being the largest growing area in terms of growth rate but this is not so as Old Harbour boasts a higher growth rate than the dormitory community. Portmore’s increase in population is the number of people added to the total population in a year but not in respect to urban growth rate. This may be due to the fact that Highway 2000 has presented an opportunity for Old Harbour to grow. Map 2 illustrates, using the LIJC data, that most of the informal settlements exists around the parish capital of Spanish Town, and however other development nodes like Old Harbour and Linstead evidence similar sitings of informal settlements within 5-10 km radius of these urban areas. Similar to the other two PSUP focus areas the location of the informal settlements in close proximity to the urban areas does give credence to the rural – urban migration drift as it is clear people located close to the urban centres and the centres offer a symbiotic relationship with the informal settlements.

**Housing**

Squatting is also another major urban issue identified in Vision 2030 that relates to the major urban areas within St. Catherine, there are 115 recorded informal settlements in the parish according to the MTWH study. The average household size is also recorded as 3.2 persons. It has resulted from the shortage of affordable land and housing provisions to keep pace with population growth in the urban centres. In the absence of affordable accommodation, squatting becomes a viable option to new arrivals to urban centres. These types of developments are not only unsustainable but also lead to demand for additional services such as sanitation, roads, electricity and water and further extraction of critical resources. It is noted that the squatter settlements exist along the major roads within the urban area which could be a bid to get as close to the town’s resources as possible.

**Urban issues – Old Harbour and Old Harbour Bay**

- Destruction of Prime Agriculture Land for Housing
- Pollution (improper waste disposal is polluting the Old Harbour Bay fishing beach in the parish)
- Urban Sprawl from Old Harbour into Old Harbour Bay
- Traffic Congestion along the main thoroughfare of East Street heading into Spanish Town.

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\(^{9}\) Rapid Urban Profile, UN Habitat PSUP.
Significance of this case- Old Harbour has been predominantly the location of some of the newest and most sprawling peri-urban residential developments. One of the main contributing factors was the development of Highway 2000. The highway is a four-to-six lane controlled-access, tolled motorway with grade-separated interchanges and intersections built according to modern international standards. This access has become a push factor for persons to reside or travel into the Old Harbour area. As a result there are several informal settlements interspersed adjacent to the town. In addition based on anecdotal stories the area is said to have some of the oldest of these settlement types.

Most importantly, as seen in Figure 6, the large tract of flat undulating landscape presents favourable conditions for housing development (further discussions on the spatial transformation will be done in Part Four). This is notwithstanding the high quality of soil conducive for agricultural purposes, as most of the lands currently being converted for housing were once large sugar plantations. A national food security risk is a clear and present danger.

Figure 6: Showing the distance of the case study to the urban area/town/city. Old Harbour, St.Catherine.
May Pen City Slum Situation Analysis

Clarendon is the third largest parish in Jamaica, (Blackmore, 2009) covering 1,196 kilometres of space. The May Pen Development Area (DA) is the largest DA in the parish of Clarendon comprising of thirty three (33) communities and one hundred and ninety six (196) districts. It covers approximately 403.84 square kilometre of land. The capital town of May Pen, is the largest in the parish and has become the centre of thriving manufacturing and commercial activities for the surrounding community. The Development Area has an estimated twenty one thousand five hundred and eight (21508) dwellings with a population of ninety seven thousand, one hundred and nine 97,109. More females are resident in the area representing 51.8%. The DA is considered to be very youthful and more than half of the population accounted for youths.

The capital of Clarendon is May Pen which is the largest urban area in the parish. According to the 2011 Population Census the total population for May Pen is 76,959 persons, this figure is taken to include some inhabitants of the informal settlements sited within and around the town. According to the MTWH data there are seventy –six informal settlements recorded in the parish alone. Map 3, illustrates, and is the most pronounced of the three, the concentration of informal settlements around the urban area (town of May Pen). The average household size from parish data is 3.2 persons. Summarily, males were the dominant household heads in the May Pen development area⁴⁰ which accounted for 53.7% of the total. These figures are not in alignment with the national trend where 45.5% of households were headed by males and 54.5%

⁴⁰ Social Development Commission.
being female headed, (JSLC, 2010). For the period 1982-2010 there were seven hundred and two recorded cases of HIV/AIDS.

As a result of the increase in population among other factors, May Pen is now said to be the fastest growing rural town close to Kingston. It is well located from an administrative point of view, as it is the midpoint on the Kingston to Manchester road and is in the centre of a largely agricultural area. The gap between the housing demand and supply may be quite pronounced in such a parish. Conversely, the parish is rural in character with May Pen in particular exhibiting a largely peri-urban form. This rapid growth was due to its collecting and marketing point and is also well served by a network of roads. Box 1: Excerpted from the May Pen Development Area Profile produced by the Social Development Commission.

**Population and Housing**

According to the 2011 Population Census the percentage change from the period 2001-2011 was at 7.35%. The development of other areas within the parish has broadened the scope of growth as developments such as roads and communities give access to areas once deemed remote. May Pen is the most densely populated town in Clarendon. This population growth will be influenced in the coming years by a number of developments that are proposed for Clarendon. The DA includes small industrial and commercial development in and around the town, in tandem with May Pen Development Plan that proposes an Eco-industrial Zone.

**Assets in May Pen**

- People (Clarendon has the third largest population in Jamaica of approximately 245,103, STATIN 2011)
- Skilled labour force
- Essential services
Citywide Informal Settlement Analysis - Clarendon

Legend
- Informal Settlements
- Parish Capital
- 5 km Intervals

Produced for: Ministry of Transport, Works and Housing
UN Habitat Participatory Slum Upgrading Programme
(PSUP II) Jamaica by PRAJACo, 2015
Source: Land Information Council of Jamaica
May, 2015
The focus for the PSUP II is the rate of urban development and conversion of this rural town into the main urban core for the parish of Clarendon. The Social Development Commission designates this as the May Pen Development Area. It is also where several informal settlements are located. The following outlines some of the key features of the May Pen DA.

**Housing** - Concrete and blocks were the main materials used to make buildings throughout the DA. Houses located throughout the area are generally in good condition but squatting is very widespread.

**Sanitation** - less than four percent of households within the DA share their toilet facilities with other families. Sewer w/c linked to sewer and sewer w/c not linked to sewer was the two main toilet facilities utilized by households.

**Water supply** - the water supply within the areas is generally good as most households had public water piped into their yards and dwellings but some communities chiefly have poor access.

**Garbage collection** - Garbage is being disposed of mainly through pick up by trucks and burning. Service is prevalent in most of the communities but is inconsistent and unscheduled.

**Infrastructure** -

- **Electricity supply**: The area is fully equipped with electricity supply.
- **Cooking Fuel**: gas stove and coal stove were identified as the main fuels for cooking.
- **Transportation and Road Network**: the road network and transportation can be considered as fair with an abundance of legal and illegal taxis and buses as the main modes of transportation. The Development Area is linked to all other areas within the Parish and is considered the main transportation thoroughfare. Taxis and buses located in the urban center leads to all other communities throughout the Parish
- **Communication**: both landlines and cellular phones are utilized by households with good services from either Lime or Digicel. Internet access is high with varied access points. Three cable companies inclusive of [the major provider], Flow are present.

**Social Environment** - the main crimes that takes place throughout the DA are robbery and motor vehicle theft.

**Public safety issues**: the public safety issues identified by residents within the DA are overgrown lots, derelict buildings, gangs and gang warfare and inadequate or no street light.

**Environmental Data** - Fertile farm land is the chief known natural resource in the locale. Other resources exist such as rivers, gully, ponds and lush vegetation also exists. Flooding and illegal garbage disposal was highlighted as the main environmental issues Residents are most vulnerable to hurricane as a natural disaster.

**Governance Data** - the area has a total of four Members of Parliament along with 10 Councillors. The area has active Community Based organization such as citizens associations, youth groups, and other associations led May Pen Development Area Committee. The Clarendon Parish Development Committee is also resident in the urban center. Community participation is considered to be good.

**Development Area Issues** - The Capital city of the parish (May Pen) over the years continues to have an outburst of crime and violence, which has impacted the social aspects of the area as person are not comfortable being out late at night. Political rivalry is seen as a threat alongside high youth unemployment.

Box 1: Excerpted from the May Pen Development Area Profile produced by the Social Development Commission.
CASE STUDY: EFFORTVILLE

According to data provided by the Social Development Commission (SDC) there are six (6) districts with 854 households in the Effortville community. The districts, namely Oliver Gardens, Coolie Town, Sevens, Farm, Overline and Long Gully comprise both formal and informal settlements. The Rio Minho River [which] chiefly provides for drainage in the DA flows southerly through the Effortville community. The river is used by residents who live in and around its environs to supplement water supply.

Significance of this case

The community of Effortville is typical of the May Pen area informally settled area. While the idea of a Development Area is a fairly new option in land development lexicon having started in 2001, the May Pen Development Area is expanding in terms of built development. Most of the urbanization is taking place from the centre outward, see figure 7 below, with almost a half of the population of the May Pen Development Area as reflected in 8 of the 27 communities which surround the town, Effortville being one such.

Further as the conurbation of the outer parishes westward of Kingston continues to take place it is imperative to draw a corollary between the concept of the urban fence which has been shifting ever since 1975 to present day. However, because of the rate at which development and population is growing in a relatively short time, the anticipation is that the May Pen Development Area will constitute the new urban fence. Based on the historical development and the general expansion and associated problems that are being experienced, there is an immediate need to have a strategy then where coherent intervention can take place by the relevant stakeholders to ensure that future growth of the May Pen Development Area is planned. There has to be preparation for the developments that are likely to continue facilitated by Highway 2000. Growth will be tremendous which will further open up the May Pen DA.

Figure 7 (above): Showing the distance of the case study to the urban area/town/city.
4. STAKEHOLDER ANALYSIS AND IMPLEMENTATION ARRANGEMENTS

4.1 Introduction
Slum upgrading would be a major element of facilitating incremental /progressive housing solution in Jamaica. This is because there are such a large number of these informal settlements in existence. The Ministry with responsibility for housing is currently undertaking a primary research to unearth the exact number of squatter settlements. In the 2009 study which revealed over 700 of these communities; it was revealed that some were indiscrete while some were deemed as sites and not settlements. There is now a need to have definitive numbers in order to strategize effectively for upgrading and also for prevention of the proliferation of the occurrence of squatting.

According to the UN Habitat slum upgrading entails the availability of housing finance, the provision of land (security of tenure) and the implementation of basic services. Resulting from the review of the findings a comparative of the three parishes and their urban areas revealed the following. This chapter identifies and briefly outlines the roles and responsibilities of various stakeholders and the existing implementation arrangements for slum upgrading and prevention in Jamaica.

4.2 STAKEHOLDERS IN SLUM UPGRADING AND PREVENTION

![Figure 8: Slum Upgrading Principle.](image)

Stakeholder Analysis (Pillar 1): Land (access, security of tenure)

1. STAKE
   Who are the stakeholders?
   - MVLECC
   - MTWH
   - NLA
   - Parish Councils
   - UDC
   - HAJ
   - NHT
   - NMB
   - MOAF
   - NEPA - Real Estate Board
   - Sugar Industry Authority - Sugar Lands
   - Private Sector
   - Faith based Organizations
   - Individuals

2. ROLES
   What roles do they play and what contributions do they make?
   - Policy Framework, LAMP
   - Policy Framework, land owners
   - Commissioner of Lands, land owners/registration of land (Titling)
   - land owners / regulating body
   - land owners

3. RELATIONSHIPS
   How do they relate to each other?
   MVLECC through LAMP facilitate land registration and titling. Partners with NLA in the development and acquisition of land.
   MTWH maintains a working relationship with the NLA through the Commissioner of Lands, which undertakes land titling and compulsory acquisition for housing and infrastructure.
   Parish Councils have joint operations with the NLA in the approval of subdivision of lands, development regulations, enforcement and monitoring.
   Parish Councils also have a coordinating and management relationship, facilitate technical service provision for central government entities, etc.
   The UDC, joins the Parish Councils and Ministries in residential and commercial development of lands, open space maintenance and planning in designated urban areas.
   The HAJ, NMB and the NHT at various levels, have a flow of resources arrangement with the construction and financing for land development joint projects.
   The NMB specifically shows a through mortgage insurance, for example.
   *Land development often multi-agency operation and it will involve the agencies relating in a myriad of ways, depending on their role in the process. The overarching is often supporting coupled with flow of resources and coordination for provision of services and services.

Stakeholder Analysis (Pillar 2): Basic urban services water (provision by government and other stakeholders)

1. STAKE
   Who are the stakeholders?
   - MVLECC
   - NWC
   - OIR
   - NAC
   - RWS
   - Parish Councils
   - Private Providers
     - Bautura
     - CANCARA
     - Rainwater Harvesting tanks
   - MoH (Public Health Dept.)
   - NEPA
   - Parish Councils
   - Personal
   - Spring River, community water
   - WRA
   - Rapid Response

2. ROLES
   What roles do they play and what contributions do they make?
   - Policy and Legislative Framework
   - Service provider
   - Commissioner of Lands, land owners/registration of land (Titling)
   - land owners /regulating body
   - land owners
   - Regulate, policy, management, monitor
   - Regulator, Policy
   - Service Providers
   - Community water
   - Regulator/Monitor
   - Provider

3. RELATIONSHIPS
   How do they relate to each other?
   The water supplied by the National Water Commission (NWC) the provider of urban water supply would be the same system or connection available to the informal settlements. However, the NWC partners, coordinates with some instances, and provide service support to the Parish Councils in the less urban areas of formal NWC connection is unavailable for varied reasons.
   Similarly, in the less than urban areas the NWC and the RWS would relate as part of the flow of resources, i.e., human, technical, equipment and the water.
   The other agency stakeholders such as private providers relate in a support capacity and joint partners to the Parish Councils and the NWC in supplementing the service.

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Stakeholder Analysis (Pillar 3): Housing Finance

1. STAKE
   Who are the stakeholders?
   - NHT
   - HAI
   - MTWH
   - JMB
   - Financial Institutions
   - Community Leaders - MPs
   - GOP
   - Charities - Food for Poor
   - Partners (group savings)
   - Remittances
   - International Agencies

2. ROLES
   What roles do they play and what contributions do they make?
   - Mobilise resources to finance shelter through compulsory contributions
   - Undertake real estate developments
   - Infrastructure planning and management
   - Facilitate the provision of shelter by enacting resource management measures to enhance the social and economic wellbeing of the nation.
   - Provides short-term financing to residents for construction and infrastructure development and ensuring mortgage loans
   - Loans, mortgages
   - Constituency Development Fund (CDF)
   - Social, subsidise financing (e.g., JEEP)

3. RELATIONSHIPS
   How do they relate to each other?
   - MTWH – FFP – NHT – HAI
   - Joint venture (MTWH, NHT, HAI, FFP)
   - Policy Framework (MTWH)
   - Financing (NHT, JMB, CDF)
   - Technical / Engineering works (HAI-MTWH, NHT)
   - Lands (MTWH, NPC, UDC, Parish Council)
4.3 CURRENT IMPLEMENTING ARRANGEMENTS AND UNITS

Past experience has shown that the success or failure of slum interventions largely depended on how well the implementing units coordinated and the effectiveness of partnerships that enabled proper identification of problems, service needs, and mobilization of resources and implementation of upgrading projects. Where coordination has lacked slum projects have not achieved the desired impact and have been more or less a waste of resources. In Jamaica, the implementing arrangements for slum upgrading projects are mainly undertaken by the Ministry of Housing (Ministry of Transport, Works and Housing) in conjunction with other Ministries, the Local Authorities and private sector entities.

4.3.1 Ministry of Transport, Works and Housing (MTWH)

The provision of housing and the upgrading of settlements are still Central government functions. The ministry with the Housing portfolio is tasked with the Government of Jamaica’s responsibility to manage the process of the provision of housing. This central government function is undertaken through its various agencies and also with multi-stakeholder partnerships at the national and local level. In fact the Ministry operates some regional / parish offices, for example in Montego Bay and May Pen; however based on interviews most of the main decision-making is done at the head office in Kingston. In documents received from the Ministry in May 2015, the functional areas of the Housing portfolio are:

**Housing Policy Unit** - Facilitates the Review and Development of Policies; prepares of Cabinet Submissions, Cabinet Notes and Ministry Papers; spearheads the Review and Formulation of Housing Related Legislations; reviews Bills, Policies and documentation from other agencies/ Ministries and undertakes Socioeconomic Surveys, Site Visits. The unit also prepares housing input for policy register, legislation programme, Cabinet Decision Status Reports, etc.; undertakes socio-economic studies and other researches to inform policy decisions; Monitors the operations of the Ministry’s Housing Agencies; provides secretariat function for UN-Habitat projects/programmes, e.g. Participatory Slum Upgrading Programme and provides secretariat support for the Ministry’s involvement in the Meeting of Minister’s and High Level Authorities on Housing and Urbanization in Latin America and the Caribbean (MINURVI)

**Squatter Management Unit** - (a) Regulatory Framework: Policy formulation and Formulates Guidelines. (b) Facilitate Interventions: Identifying and selecting squatter sites for action and Research. (c) Public Education: Community Development and (d) Coordination and Collaboration: Monitoring for prevention and containment

**Social Services Unit** - (a) Provision of security of tenure to residents; (b) Divestment of inner-city housing schemes - Townhouses and Condominiums and Rental schemes constructed during the late 1960’s to mid 1970’s; (c) Divestment of upgraded sites, e.g.: The Local Improvement Communities Act (LICA), e.g.- 33 and 35 Waltham Park Road, Ackee Walk, Cassava Piece, Government of Jamaica Sites, e.g- Windsor/ Sufferers Heights (St. Catherine) and (d) HIG Programme, e.g.- Stanville (St. Andrew), Inspectors Land (St. Catherine), Curatoe Hill and Effortville (Clarendon) and (e) Divestment of limited numbers of the solutions developed under the Joint Venture Programme that have been delivered by the Joint Venture Partners to the ministry in exchange for the value of the Ministry’s input (land). The unit also prepares residents/ occupants of communities/ schemes for the divestment process – this entails the conduct of occupancy audits, training seminars, workshops, establish management committees/ strata corporations, accompany surveyors to sites and assist in the marketing/ divestment exercise ; Implements measures to reduce the Ministry’s financial burden of administering the schemes and facilitate the elimination/ reduction of residents tendency to utilize services informally (water & electricity). In addition it monitors portfolio arrears (arrears and recovery); administers the Social Housing Programme and provides customer service on behalf of the Housing Portfolio.

**Technical Services Unit** - (a) Pre-Planning: Assesses Ministry lands for future utilization and undertakes pre-planning and planning assessments. (b) Planning and Development: Plans and Implements Housing Projects, Monitors the Implementation of Joint Ventures and Facilitation Projects and Upgrades existing sites. (c) Post Implementation: Maintains infrastructure prior to handing over to Local Authorities and (d) Maintenance: Maintains Ministry owned rental housing units and properties.

UN Habitat PSUP II Outputs 1 and 2 Combined

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Land Administration Unit - Regularizes existing housing schemes built on lands part of which are privately owned; Engages the services of commissioned land surveyors to survey lands earmarked for development/upgrading; Prices Properties; Provides mechanisms for the expeditious divestment by sale or lease of the Ministry’s land (excluding housing lots) in keeping with orderly development; Provides spatial information; Prevents or eliminates squatting on Ministry’s properties; Keeps an inventory to determine the amount and value of the Ministry’s properties; Manages properties that are the subject of leases and provides assistance to the Legal Unit and the Social Services Unit in identifying properties.

Housing Fund Unit - The Housing Fund was established by the Housing Act 55 of 1968. Section 57 of the Act speaks specifically to the establishment of the Housing Fund. Functions of the Unit - (i) Accounts for mortgages, cash sales and joint venture portfolios, (ii) collect receipts and other revenues generated from the sale of assets of the Fund, leases, etc., (iii) maintains the relevant books of accounts for recording expenditures incurred for the management and maintenance of Housing Fund assets and from the implementation of capital projects and (iv) manages the operation of an effective cash flow system to determine cash requirement on a timely basis and to identify funds to be channelled into investments.

The Legal and Rent Services units are the other units.

Operation PRIDE

The Programme for Resettlement and Integrated Development Enterprise (PRIDE) was initiated in 1994 and was modelled on the settlement upgrading programme of the 1970s and 1980s. It was established to deal with the problem of shelter and squatting in Jamaica. One of its aims was to empower people, allowing them through legally constituted community organisations such as Provident Societies, with the help of government, to manage the transformation of squatter settlements into organised and well-structured communities.

There were three basic types of PRIDE programmes:

1. **The Squatter Upgrading and Regularisation Programme** which targeted low-income households who occupied land which did not belong to them (brown field sites).
2. **Greenfield Sites** which targeted low-income and lower-middle income earners from existing squatted areas where upgrading was not possible due to cost or unsuitability as a residential area.
3. **The Greenfield Public Sector Employees Programme** which targeted beneficiaries with secure, steady and higher incomes than those in the other programmes.

While the intent of the programme was to provide secure tenure and stimulate more permanent construction and better housing within the squatter settlements, the general arrangements for management were ineffective leading to cost overruns and insufficient repayment of the sums expended by government. Concerns with the performance of the programme, partially resulted from insufficient attention to the social and political constraints under which such projects operated. Additionally, the number of squatter settlements which it attempted to address was so large that it created a strain on limited government resources.

PRIDE however resulted in the provision of 13,010 planned solutions; the regularisation of 113 informal settlements island-wide where some 10,239 titles have been issued; and the completion of 32 projects.

### 4.3.2 Ministry of Water, Land, Environment and Climate Change (MWLECC)

**Land Administration and Management Project (LAMP) Government of Jamaica**

The Land Administration and Management Project (LAMP) was established by the GOJ through its Ministry with portfolio responsibility for Land. LAMP was to promote the efficient administration and management of land resources in Jamaica in an integrated and sustainable manner. The project recognizes that land which includes surface, aquatic, atmospheric and subsurface area is the primary element of the natural and man-
made environment and establishes the framework to enhance the efficient planning, management, development and use of land.

The MWLECC also administers the policy which was formulated in recognition of the fact that whilst land is critical to many aspects of human life, this finite resource must be managed in a sustainable way. It establishes a framework for the proper planning, management and development of the use of land, and in so doing recognizes the overlapping interests and the need to balance land use management and development with agriculture, mining, tourism and natural resource management. [IMPLICATIONS FOR SLUM UPGRADE]

4.3.3 Ministry of Local Government and Community Development (MLGCD)
The preparation of local parish plans has been a mandate of the Government of Jamaica (GoJ) through the Ministry of Local Government and Community Development since 1993 through the publication of the Ministry Paper 8/93 which indicated the Government’s commitment to the reformation of local government to include deepening and strengthening the local governance process. This is further entrenched in the Vision 2030 Jamaica Plan which demonstrated the need to build the capacity of the Local Planning Authorities (LPA) to enhance their contribution to sustainable development at the local level.

This data collection project is inextricably linked to the National Data Collection and Conversion project initiated in September 2009. The project was initialized to provide geospatial data to support the preparation of the National Spatial Plan. The data sets that will now be collected will contribute to the completeness of the National Spatial Data Infrastructure (NSDI) currently being housed at the National Spatial Data Management Division (NSMDID), Office of the Prime Minister (OPM). It will also assist in making available current and accurate data at the local level. [IMPLICATIONS FOR SLUM UPGRADE]

_Table 3_ below gives a further summary of the other stakeholders who are consulted and collaborate on informal settlement regularization in Jamaica based on the case matters.
### Table 3: Public Sector Stakeholders - Roles and Responsibilities

<table>
<thead>
<tr>
<th>Ministry/Government Agencies</th>
<th>Key Consideration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Finance and Planning</td>
<td>- Ensure efficient allocation and facilitate mobilisation of financial resources</td>
</tr>
<tr>
<td>Ministry of Transport, Works &amp; Housing</td>
<td>- Infrastructure planning and management</td>
</tr>
<tr>
<td></td>
<td>- Facilitate the provision of shelter by devising resource management measures to enhance the social and economic well-being of the nation.</td>
</tr>
<tr>
<td>Ministry of Local Government &amp; Community Development</td>
<td>- Accelerate the pace of reform and capacity building within the Ministry and its Agencies in order to ensure a higher level of performance and service delivery</td>
</tr>
<tr>
<td>Ministry of Agriculture and Fisheries</td>
<td>- Advance the development of a modern, efficient and internationally competitive agricultural sector and the sustainable management of these resources to promote food security and contribute to rural development.</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>- Ensure the provision of quality health services and to promote healthy lifestyles and environmental practices</td>
</tr>
<tr>
<td>National Housing Trust</td>
<td>- Mobilize resources to finance shelter through compulsory contributions</td>
</tr>
<tr>
<td>Housing Agency of Jamaica</td>
<td>- Undertake real estate developments</td>
</tr>
<tr>
<td>Jamaica Mortgage Bank</td>
<td>- Provide short-term financing to residential construction and infrastructure development and insuring mortgage loans</td>
</tr>
<tr>
<td>Urban Development Organisation</td>
<td>- Provide leadership in urban planning and development</td>
</tr>
<tr>
<td>National Environment and Planning Agency</td>
<td>- Provides the urban and regional planning framework within which sectoral policies and national investments can be co-coordinated</td>
</tr>
<tr>
<td>National Works Agency</td>
<td>- Ensure adequate, safe and easy access to and from residential, commercial and industrial developments where access to goods and services are deemed necessary</td>
</tr>
<tr>
<td>National Land Agency</td>
<td>- Create and manage a modern national land information system to support sustainable development</td>
</tr>
<tr>
<td>National Water Commission</td>
<td>- Provide water and sewage infrastructure and services for housing developments across the island</td>
</tr>
<tr>
<td>Water Resources Authority</td>
<td>- Manage, protect, and control allocation and use of Jamaica’s water resources</td>
</tr>
<tr>
<td>Office of Disaster Preparedness and Emergency Management</td>
<td>- Develop and implement policies and programmes for the purpose of achieving and maintaining an appropriate state of national preparedness</td>
</tr>
<tr>
<td>Planning Institute of Jamaica</td>
<td>- Provide leadership in national economic policy management and effective monitoring and evaluation of programmes undertaken by the MOWH</td>
</tr>
<tr>
<td>Rent Assessment Board</td>
<td>- Establishes the rental for all commercial and residential premises (low-rent housing), receives and settles landlord and tenant disputes</td>
</tr>
<tr>
<td>Social Development Commission</td>
<td>- Mobilise government community leaders, citizens and non-governmental organisation in community development initiatives</td>
</tr>
</tbody>
</table>

Source: Draft Housing Policy and Implementation Plan Jamaica, 2011
5. FINANCING INSTRUMENTS AND ARRANGEMENTS FOR SLUM UPGRADEING

5.1 Central Government Funding

The Housing Act (1968) and the Mortgage Insurance Act (amended 2014) are the main legislative instruments which outlines the responsibilities and actions for housing provision and finance. These govern the Ministry with the Housing portfolio under any administration. Despite no direct linkage within these legislations to low cost housing provision and low cost housing finance sections 37 and 38 of the Housing Act gives the minister wide powers concerning the leasing or disposal of lands/housing under his care. However the government of Jamaica has sought to provide affordable housing solutions through agencies such as the Housing Agency of Jamaica (HAJ) and the National Housing Trust (NHT) through its Starter unit program for low income earners; the Inner City Renewal Program and the Relocation 2000 program. Similarly, the government has forged public/private partnerships with organizations such as Food for the Poor (FFP) to provide low cost housing solutions for the most needy and vulnerable in the society. Local authorities have also had relationships with FFP and they provide indigent housing through infirmaries and golden age homes. The local authorities also operate the Poor Relief Programme which incorporates the Indigent Housing Programme.

The HAJ, an agency of the MTWH, is mandated to provide affordable housing solutions to all Jamaicans. Other players in the housing market such as Building Societies, Insurance Companies, Credit Unions and Commercial Banks also engage in mortgage lending. The value of mortgages disbursed by Building Societies for example, accounted for 36.1% of mortgages disbursed in 2010. They were followed by Insurance Companies (0.19%) making them the largest private lenders in 2010. Source: Economic and Social Survey Jamaica (ESSJ) 2010. The non-government entities may have lower costing housing schemes in their portfolio, however there are no special criteria for slum dwellers based on investigation; there's a general criteria that all have to meet.

Therefore, the HAJ (prior to rebranding?) and the NHT are the primary direct purveyor of low cost housing options. To access these solutions one must indicate an ability to repay mortgage or purchase. For example a person’s income should be within a certain range. Conversely, to be classified as low income individuals will be evaluated on certain criteria. The National Housing Trust (NHT) which was established in 1976 with the mission of providing quality affordable housing solutions, loans for residential purposes and financing for housing development fosters access to eligible persons contingent on meeting a points system. Qualified persons elect to contribute a set percentage of their income to the NHT fund - similar to a tax. The NHT charges interest rates as low as 2% for the lowest income earners.

Where direct home ownership is prohibitive other options such as rental housing is not promoted or supported by legislation especially for the urban poor. The Ministry with the Housing portfolio operates rental schemes which in the most recent past they have sought to divest these operations. Currently there is a Rent Services Unit included is the Rent Assessment Board. This board is a quasi-Judicial body that was established to settle disagreements between landlords and tenants. The Board conducts hearings every two weeks on cases including: Illegal increases above 7½%; Arrears of Rent; Excess rent including Security Deposit, etc. This is a service provided to all and is not specific for the urban poor.

Self –help housing options are not explicitly supported by legislation for the urban poor. However it is to be noted that the National Housing Trust (NHT) introduced a new product in December 2012 called the First Step Homes. This is a new low income housing product. It is aimed to benefit NHT contributors earning up to $7,500 /week. The product is a basic studio unit with the potential for upgrading and expansion as beneficiaries’ incomes will allow. This NHT facilitation is collaboration with the Ministry of Transport, Works and Housing and Food for the Poor (which is a non-government/charity organization). Each unit is reported to
cost approximately JA$1.1 million excluding land and major infrastructure works. The units are described as, ‘super studio with floor area of 29.7 metres (320 sq.ft) and adequate facilities for expansion.’ At the launch it was announced that under the programme 600 First Step Homes would be provided per year over a five year period to low income earners. This product would foster self-help and also enable the incremental housing development most practiced in Jamaica. See pictorial.

Micro-finance efforts for housing provision of the urban poor are not undertaken by a macro sector in Jamaica. The formal banking sector would be the option utilized by potential home seekers / buyers to either supplement the NHT provisions or as a direct option. In addition the banking system does not support micro-finance for housing as they have stringent stipulations which often cannot be met by the urban poor.

From a legal perspective the biggest challenges with informal housing in Jamaica include security of tenure, violation of building codes and of zone restrictions in development orders. Housing finance is also a major challenge as the sector is unable to balance the supply of low cost housing to the demand for low cost housing. Several consecutive years there is a persistent backlog due to this challenge. Despite there being limited legislation to formalize informal housing, sections 37 and 38 of the Housing Act grants wide powers to the Minister with the Housing portfolio in matters pertaining to building and lands in his possession.

There are also some legal constraints in large scale low cost housing provision such as planning standards and subdivision requirements for example. Planning standards stipulate a minimum lot size of 506 sq.metres (1/8 acres). A developer is not inclined to develop lots of such high standards for low cost buyers. However in January, 2016 Real Estate developers of studio units now have a new set of guidelines restricting the size of such residences to 400 square feet, a move aimed at curbing the abuse of planning approvals and the resultant environmental impacts. The economies of scale would make such a venture non-profitable. Further the Parish Councils can only approve nine lots and under subdivisions and proof of land ownership is mandatory. This would mean high administrative fees for example for informal settlements with more than nine lots. Fortunately, there are some incentives in place as the government has the power to waive or reduce transfer tax and stamp duty cost. Informal settlers can form associations or cooperatives, in these cases also to create land banks, as the Housing Act recognizes Housing Associations.

6. Other General Findings and Conclusion

(Deprivation 1: Durable housing- a permanent structure providing protection from extreme climatic conditions).

Housing

In the report done in 2007, ‘public’ housing was classified as all housing units and lots developed by the Ministry of Housing (including Joint Venture Housing), the National Housing Development Corporation (including Operation PRIDE), the Urban Development Corporation and the National Housing Trust (own housing schemes only). Over the period 1997-2006, these averaged 2,300 units a year with 51 percent (51%) of recorded formal sector completions, but only 15 percent (15%) of the (1991-2001) annual increase in dwellings. Similarly, ‘private’ housing is classified as all other completions recorded by the Planning Institute of Jamaica (PIOJ), including housing built by individuals on their own land with NHT finance. Jamaica’s housing development is dominated by the private and individual sectors, not the public sector. One may infer that there is a serious challenge in the provision of housing especially for the low-income earners in Jamaica.

41 National Housing Trust website; Jamaica Information Services (JIS).
OVERCROWDING

Adequate housing means more than just a roof over one’s head. It also means adequate privacy, adequate space, physical accessibility, security and suitable health-related facilities. In addition, adequate and accessible location with regard to work, basic facilities and secure infrastructure such as water supply, sanitation and waste management facilities are also critical. It is estimated that in many of the settlements the occupancy rate averages six persons per household. This is against the background that those persons do so in one room structures constructed with sub-standard materials. *Figure 9a and 9b below highlight how the three urban areas compare.*

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*Draft National Housing Policy and Implementation Plan for Jamaica, 2011*
(Deprivation 3: **Access to improved water** - water that is sufficient, affordable, potable and can be obtained without extreme effort).

**WATER**

Squatter settlements are often said to have limited access to potable water. The Rapid Squatter Assessment study however, highlights that access within the squatter settlements is no different than the remaining island in some instances. This is so because there is access to potable water unless there is a direct shortage in the general area where the settlement lies. To note though is the fact that direct connection is facilitated by the close proximity to water mains which facilitates the connection.

Water services on the island are provided by one large public entity and three small private companies: The National Water Commission (NWC) is the main institution responsible for all major water and sewerage operations, including: production and collection of water, treatment and disposal of urban sewage. Provision for rural water is shared between the NWC and the Parish Councils. The National Water Commission (NWC), which produces more than 90% of Jamaica’s total potable water supply, operates a network of more than 160 wells, over 116 river sources (via water treatment plants) and 147 springs. Despite the abundance of natural sources of water the NWC struggles with the capacity to provide infrastructure to convey potable water in many instances. **Figure 10 below highlights how the three urban areas compare.**

![Figure 10: Access to improved water comparative - PSUP II Jamaica.](image)

(Produced using data: Jamaica General Report, Volume 1. Population and Housing Census 2011)

(Deprivation 4: **Access to improved sanitation facilities** - a private or public toilet shared with a reasonable number of people).

**SANITATION**

Sanitation services are also provided primarily by the NWC along with a conglomeration of private and quasi-public entities. In addition, the development and maintenance of drainage infrastructure is the mandate of the Ministry of Transport, Works and Housing. A proper drainage system is not only important for the preservation of public sanitary health but it is also essential for the efficient operation and preservation of the road infrastructure. 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 the necessary resources, and is compounded by the persistent practice of dumping garbage in areas that results in the waste eventually reaching its way into the storm water drainage system. The clogged drains are unable to transport the wastewater it was designed to carry and consequently results in flooding of the roadways, businesses and residences especially during intense rain episodes. The correlation is made

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between these events of flooding and the location of informal settlements which are sometimes within close proximity to these drainage infrastructures and increases the risk to human and environmental health. *Figure 11* below highlights how the three urban areas compare.

![Population in Private Households by Availability and Type of Toilet Facilities by Parish](image)

*Figure 11: Access to improved sanitation facilities - PSUP II Jamaica*
Produced using data: Jamaica General Report, Volume 1. Population and Housing Census 2011

*(Deprivation 5: Secure tenure- de facto or de jure secure tenure status and protection against forced eviction.*

**LAND TENURE**

Historically, land tenure in Jamaica has been rather inequitable. Most concentration of land in the postwar period resulted from urban migration and the purchases of very large tracts of land by incoming bauxite companies. The most important land reform programs in the postwar period were the 1966 Land Development and Utilization Act (also known as the Idle Land Law) and Project Land Lease introduced in 1973. The 1966 act allowed the government to encourage either the productive use, sale, or lease of some 40,000 hectares identified for the program. Project Land Lease attempted a more integrated rural development approach, providing small farmers with land, technical advice, inputs such as fertilizer, and access to credit. The plan helped more than 23,000 farmers cultivate 18,000 hectares. It is estimated that 14 percent of idle land was redistributed through Project Land Lease. Redistribution was still perceived by some as slow, inadequate, and containing marginally arable land, however; still others saw it as highly uneconomical and partisan in political terms. In the 1970s, unrealistically high expectations over land reform, as well as economic frustration, caused some sporadic land seizures and squatting, which found little government support. Redistribution of land in the 1970s emphasized cooperative ownership, a decision that sharply increased the number of cooperatives on the island and made members an important political force. The majority of settlements are on public land, managed by a variety of agencies, others are on private land; some straddle public and private lands; and the ownership of many others is not yet known.

Historically, squatting on unoccupied or Crown land has been one of the ways the poor, economically marginalized and the landless has used to bring policy attention to the unequal distribution of land and other economic resources. Squatting is the “back door” entrance, so to speak, into establishing property rights. The measure finds some support in law that provides for the right of possession of land after seven years of undisturbed occupancy. Nonetheless, unlawful possession of land is a criminal act. However, the activity appears to be unregulated given its growing incidence. (Source: Schborough 2007.)

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48 Urban Profile Old Harbour
Spatial transformation, urban sprawl and squatting in Jamaica- From the research and the field assessments undertaken in this continuation phase, it is clear that the form of spatial transformation differs amongst the three urban areas. Based on ESSJ and PIOJ research data the parish of St. Catherine has definitely become an annex to the Kingston Metropolitan Area (KMA), this as the dormitory town of Portmore itself has become saturated. Using Old Harbour as an example, as seen in Figures 12 and 11 below within less than a decade several areas of Old Harbour developed into sprawling residential areas. Unfortunately, the data is not immediately available to denote the exact number of acreage converted over the period. Further the urban sprawl has come at the expense of large tracts of Greenfield sites. These sites as previously discussed include flat and fertile prime agricultural lands which for centuries prior where used for the cultivation of sugar cane.

Meanwhile development is imploding within the town of May Pen, Clarendon as well from the eastern corridor from St. Catherine. The Highway 2000 multi lane highway facilitated faster transportation of person and cargo across the southern parishes. This was the catalyst which incentivized developers to provide residential development farther and farther west of the Kingston Metropolitan Area, into as far as Clarendon parish, in effect extending the Kingston Metropolitan Region.

At the recently concluded Caribbean Urban Forum New York University Urbanist Shlomo Angel made a presentation resulting from the use of satellite imagery, in which he calculated that by 2050 cities in the six countries of Bahamas, Barbados, Guyana, Jamaica, Suriname, and Trinidad and Tobago will use an additional land area of between 410km² (44,000 city blocks) to 2,380km² (256,000 city blocks).

Angel went on to postulate that this urban shift will entail a doubling to a quadrupling of total urban land area. [Concomitantly] beyond impacting the environment, the growth of cities outside their administrative borders will create additional needs for inter-municipal collaboration for transport, waste collection, water provision, and a host of other issues. Already, contiguous cities like Kingston and Clarendon [May Pen] are beginning to merge, which implies the emergence of new polycentric “city-regions” and “urban corridors” in the Caribbean.

![Figure 12: Google image Old Harbour January, 2006. PSUP II Jamaica.](image-url)
However, an ‘affordability gap’ persists. As discussed in the report for Output 2, the GoJ has moved away from directly building houses to an enabling role. Therefore the private sector is the major player in the construction market. Unfortunately since they operate a business they are often unwilling to incur risks, which the low-income housing market is perceived as representing. Many households in turn are unable to afford even the lowest priced units provided within the formal private sector. The organic solution then is for informal settling of land.

The GoJ through its Ministry with portfolio responsibility for housing has engaged in some strategies such public-private partnerships (PPPs) which targets low income housing (ESSJ, 2014). Further the Ministry collaborates with charitable, non-governmental organizations, for example the Food for the Poor (FFP), as outlined on its website.

“FFP is committed to enhancing the lives of needy Jamaicans. Over the next 5 years, our charity will be constructing in excess of 9,000 houses for indigent and low-income families. In our bid to assist in fulfilling the housing needs of Jamaicans, FFPJ has engaged in several partnerships with public sector agencies. Chief among those projects is the Social Housing Project with the Ministry of Labour and Social Security, a two pronged initiative which involves the Ministry of Housing/ Housing Agency of Jamaica (HAJ) and the National Housing Trust.”

This SSA is not conclusive, however it is clear that as Jamaica continues to work towards ameliorating the squatter challenge there are some lessons learnt as well as some recommendations to be made. A few of the lessons include the incorporation of the private sector in the provision of housing, the continued search for the most feasible options for the country context and the renewed efforts to either have a joined up government or decentralization of services. It is an arduous task ahead. Therefore it is recommended that increased efforts be made to revise and update several policy documents namely the National Land Policy and
the Squatter Management Policy. There is a definite need for a policy direction towards squatter management.

7. Recommendations
In order to address the challenges of slums in the most efficient, effective and sustainable manner a number of strategic lines of interventions is proposed for Jamaica as follows:

The upgrading of informal settlements, in the context of the island of Jamaica would be the purview of the state i.e. the Government of Jamaica. The results from the research indicate that although there is an institutional framework in Jamaica for slum upgrading, an established policy and procedure was not evident. At best there are several policies and legislative referred to in practice, and from which much inference is drawn in reporting on the informal housing sector in Jamaica. Please see Part Two of this report for the Policy and Regulatory Framework Review for slum upgrading.

However due to the rapid rate of urbanization and the local problems which result or accompany population growth and migration to the cities, it is clear that there is need for the decentralization of functions in the medium to long term and an immediate need to strengthen the partnerships between local and national layers of government.

It may become also necessary to create a joint arrangement where a number of these agencies are merged at regional locations and the local areas act as satellites which feed data to the regions. This approach would take significant technological infrastructure but the information technology framework is fortunately already present in Jamaica. Such an interface platform would allow for real time reporting which ultimately improves and increases efficient upgrading of informal settlements, but may also assist in informing land use options which would include the location of low cost housing.

An approach as posited by a representative of a major housing finance stakeholder at a workshop in May 2015 is for there to be one entity tasked with all functions for the provision of housing. The stakeholder felt this would reduce the time it would take to address informality as well as allow for the efficient management of resources, both financial and human.

PART TWO: Policy and Regulatory Framework Review

Policies are unique to each country. Many may have been recently prepared and others may have been in existence for a long time and may not have comprehensively considered the present urban situation. Some policies have their regulatory framework updated to reflect the needs of slums, while others are aimed at addressing a particular urban development issues. As urban areas and more specifically slum upgrading are regulated by varied policies and legal frameworks with diverse objectives, it is crucial to streamline existing policies and legal frameworks to respond to present urban requirements. In some cases, countries do not have any “urban mainstreamed” policies, as is the case in Jamaica.

Housing Development and slum upgrading in Jamaica:- The provision of affordable housing for low/middle-income families has been at the forefront of national development plans since the early 1950’s. In working towards this goal, various policy options, housing strategies, programmes and projects have been developed. Essentially, the housing strategies and policies have evolved and changed throughout the decades, see Appendix 1. Traditionally, the role of the Ministry of Housing was the provision of housing solutions for the

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49 UN Habitat PSUP methodology.
lower-income market sector. In the mid-1980’s however, the Ministry’s role shifted from housing construction to enabling and regulating housing development. Through this approach, the Ministry, while working in collaboration with other ministries and agencies, sought to effectively develop and manage the sector.

A new policy guideline - The National Shelter Sector Strategy (NSSS) - was completed in 1987 and this approach extended the regulatory, coordinating and enabling strategy of the Ministry of Housing. Arising from this Strategy, there was an intensification of the enabling approach by the Government leading into the 1990’s. To achieve this, the Ministry of Housing forged closer alliances with the private sector, other public-sector agencies, and other non-governmental organisations through joint-venture partnerships. However, despite these efforts, housing provision continued to lag behind housing demand Other than hoped the private sector did not take up the provision of housing for the lower-income market. The resulting impact being continued housing deficits, see Appendix 2.

As a result, there was significant investment in housing by the informal sector, which, according to studies in the early 1990’s, accounted for 50-70 per cent of new housing solutions. The late 1990s into the current period has seen the introduction and implementation of several housing programmes and plans see Appendix 3.

Legislative Framework: Firstly, it is important to highlight that in practice, most Bills are initiated in the House of Representatives in Jamaica. No Bill may become law unless it is passed by a majority of the members present in the House (the quorum of the House is 1651 in addition to the person presiding). This therefore is the level of participation in Parliament in advancing legislation to govern the various sectors in the country. Secondly, there would be need for support across the board for any proposed urban mainstreaming policies. Thirdly, in Jamaica, based on the review process undertaken for the PSUP II, several of the relevant policies and regulations are being revised and have been under review over the past number of years. Some new ones are also in draft stages and as such there may be continued opportunities to advocate for the inclusion of more direct pro-poor and urban mainstreaming strategies. The adaptation of the PSUP and its subsequent institutionalization may be a catalyst to mobilize political support for an ‘Urban Policy’ formulation as well.

Executive Summary
The UN Habitat Participatory Slum Upgrading Programme will assist the GoJ in its efforts to reach its VISION 203052 targets, particularly as they relate to National Goal #4, which states ‘Jamaica has a healthy natural environment’, as well as National Outcome #15 which is “Sustainable urban and rural development.” Some of the sector plans covers urban planning and regional development, and include, housing policies, strategies, targets and outcomes. One of the main goals for the sector is to attain liveable, equitable and ecologically sensitive communities. To achieve this, strategies include the integration of energy conservation strategies into housing and transportation design and to develop communities to be in harmony with the natural environment. Please see Appendix 4: Vision 2030 Nov.2015 Dashboard of Indicators.

In identifying the main policies and legislative frameworks to review for this output, it was evident that there is a vast policy landscape in Jamaica. This was evident from establishing the core legislation to its subsidiaries. The review process helped to highlight the fact that there is not much paucity in guidance documents prepared by and for the Government of Jamaica (GoJ). However, it is most interesting to note that as the review was specific to the provisions contained in these documents which, ‘facilitated’ or ‘hindered’ slum upgrading and prevention, it was clear that most did not have such direct clauses. Notwithstanding, whilst this is true much could be inferred as implicitly facilitatory or prohibitive.

51 Jamaica Information Service.
52 http://devinfolive.info/dashboard/Jamaica_vision2030/index.php
Specifically as slum upgrading and prevention focuses on access to land, provision of basic services and housing finances some of the key findings of this review were very useful. The National Land Policy, 1997 is currently being revised. The Minister of Water, Land, Environment and Climate Change in his 2015 sectoral presentation indicated that the revision process was on target. This is a positive development as the policy which was very comprehensive would be strengthened by the inclusion of the successes and replication potential. The National Land Policy, 1997 was clear in establishing the framework to facilitate ease of access to land. The use of the policy was instrumental via the Land Administration and Management Programme (LAMP) which to date have facilitated the issuance of thousands of land titles to Jamaicans.

The Draft Water Sector policy and Implementation plan 2014/15 resulted from the Water Sector Policy, 2004 and outlines the management and provision of this basic human right to water. The fact that such a policy is evolving at a time of serious climatic change and concerns for the availability of water as a basic commodity in Jamaica helps to advance the discussion on the provision of housing. There is now, for example, some mandatory requirements by the GoJ for developers to provide for water storage and supply contingencies such as water tanks to foster rainwater harvesting.

Conversely, the provision of housing in Jamaica, which is a multi-stakeholder and multi-layered undertaking, especially for low income residents, is a challenge. The 2014 revision to the Mortgage Act relieved some of the burden from the home buyers. The main revision facilitated housing finance by reducing the down payment/deposit burden to the buyer to 3% of the market value of the unit for sale. This increases the amount the buyer can access from financial institutions for a mortgage. This is a welcomed move for many who struggled to access the market due to the 10-15% onerous requirements of the past.

Despite not having many clauses hindering slum upgrading and prevention the housing delivery and urban planning sectors present some concerns. In addition, it is evident that a policy and legislative framework exists in Jamaica. The general observations however include the datedness of some of the core legislations, the length of time to review and revise the policies, limited reference to emerging issues such as climate change and slum upgrading for example and finally the need for clear accompanying implementation strategies.

The existence of policy without implementation and enforcement mechanisms are common challenges across sectors. The main recommendations for policy change would involve having clear implementation strategies and consistent monitoring of policy benchmarks. In addition proper documentation of the progress of measureable targets will assist officials in gauging policy needs, shifts and successes.

**Terms of Reference**
The purpose was to undertake a Policy and Regulatory Review relevant to slum upgrading and prevention and propose recommendations for consistency and compliance with pro-poor urban development, this involved;

- Conducting a desk review of policies and regulatory framework and draft recommendations.
- Conducting meetings with relevant stakeholders
- Presenting and discussing draft report in citywide consultation
- Producing a report with final findings and recommendations
- Facilitating workshop/consultation

**Methodology or review process (including review management i.e. reference group/panel)**
The Policy and Regulatory Framework Review in Phase 2 involved the analytical review of existing national and local policies, strategies, regulations, laws and acts in order to provide an indication of how they facilitate or hinder slum upgrading. At the end of the review, policy changes recommendations were forthcoming to give policy makers a better platform to initiate deliberations and consultations to change or develop new policies to facilitate citywide slum upgrading and prevention strategies.
The figure below gives an overview of the key steps undertaken for the Review of the Policy and Regulatory Framework. The duration for the review was slated for seven (7) months through the work of thematic working groups.

**Figure 14:** An overview of the key steps for a Review of the Policy and Regulatory Framework. Source: UN-Habitat PSUP II.

Currently in Jamaica no policy exists for Squatter Management which would include slum upgrading and prevention. However, in an interview with a Director of Housing Policy at the MTWH (see Appendix 7) an outline of the plans to resolve this matter was highlighted.

**Discussion of findings and recommendations**

**Housing Delivery and Finance**

The success of effective housing delivery and the adequacy of financing systems are contingent on the policy and institutional arrangements. 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.\(^{53}\)

It is to be noted that in Jamaica there is an annual demand of approximately 13,000-15,000 housing solutions, while supply averages about 10,000 units.\(^{54}\) Consequently, for the purpose of this study, financing housing developments on the supply side and satisfying demand through mortgage provision is the lens through which delivery and financing is examined. 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

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\(^{54}\) Revised draft National Housing Policy, Jamaica. May 11, 2010 version-Executive Summary.
Agency of Jamaica Limited’s (HAJL)-MTWH core mandate includes the provision of mortgage services at competitive rates. The HAJ was previously the National Housing Development Corporation (NHDC).

In its reporting for the 2012-13 period the NHT reported that mortgages accounted for the majority of its housing expenditure – NHT mortgages, and loans disbursed under their Joint Finance Mortgage Programme accounted for 85% of the total spent vs. 81% in the previous year. Alternatively, NHT based projects, Interim Financed Developments and Joint Venture projects – amounted to 14% of the total vs. 18% prior year. Box 2 below illustrates housing delivery through mortgage facilitation over the period.


Further, it is also to be noted that affordable housing falls in the J$5 million to J$8 million price range. These average prices are difficult to attain by many persons and certainly those at the lower income levels. Hopefully this will improve following the recent amendments to the Mortgage Act and other developments within the sector. Table 4 below highlights the policy framework aimed at facilitating housing delivery and finance.

Table 4: Housing Delivery and Finance

<table>
<thead>
<tr>
<th>Thematic Area</th>
<th>Core Legislation</th>
<th>ANALYSIS</th>
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</thead>
<tbody>
<tr>
<td>Housing Delivery and Finance</td>
<td>Housing Act (1968) – this Act is intended to fast track housing interventions in times of emergencies such as hurricanes, fires as well as to bring improvements to housing areas. The Housing Act is one of the core legislations that can be utilized in squatter management in Jamaica</td>
<td>The Act deals with: Preparations and approval of schemes Emergency Housing Schemes Effect of and Obligations consequent upon approval of slum clearance or improvement scheme Acquisition of land Completion and Consequential Powers and Duties Further Powers (eg. Granting loans for erection of dwelling houses)</td>
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<td></td>
<td>The challenge being faced is that it does not speak to minimum acceptable standards for infrastructure and so this poses a difficulty for infrastructure upgrading.</td>
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<td></td>
<td></td>
<td>The Minister is required to furnish the local authority, within whose area the scheme is to be operative, particulars of the scheme for their</td>
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</table>

| **Mortgage Insurance Act (Amendment 2014)** - aimed at making mortgages more accessible for persons seeking to acquire a home. | Increase from 90 per cent to 97 per cent, the percentage of the appraised value of the property on which mortgage indemnity insurance is granted; and to vary the percentage of the appraised value by way of Ministerial Order.  

This reflects the GoJ’s deliberate efforts to make access to home ownership more realizable, by facilitating a 97% mortgage coverage. | **National Housing Trust Act (1979)** - The Act established the National Housing Trust (NHT) (Section 3). | One of the main functions of the Trust is to add to and improve the existing supply of housing by promoting housing projects approved by the minister; making loans available to contributors to assist in the purchase, building, |
## Draft National Housing Policy (2011)

- The overriding objective of the Housing Policy is to tackle the persistent housing crises in Jamaica, which is mainly attributable to population growth and rural urban migration.

- **Draft National Housing Policy provisions: 71-72**:  
  - Contain the expansion of existing settlements and prevent the development of new squatter settlements.  
  - Accelerate the squatter regularization programme.  
  - Establish, review and amend legislation to address squatting.  
  - Develop a squatter management policy.  
  - Accelerate the provision of low cost housing solutions.  
  - Empower private land owners in land management security processes.  
  - Restructure and strengthen the capacity of the Squatter Management Unit to work effectively in coordination with other government agencies.

- The main issues identified to alleviate the housing crisis include: affordability, housing supply, legislation and regulation and social housing and squatting. For example when units are developed for the 5 million JMD or below housing market many persons may not want to live in the areas where these are located. There is a desire and proclivity for residing in the areas where the houses cost 15 million JMD and above.

## Housing Public Private Partnership Policy, 2008 (formerly Joint Venture Policy)

- **Objective no. 1 (page 7)**  
  - Mobilizing innovative financial and other resources both public and private for housing and community development.  
  - The availability of interim financing for private institutions. This may open up the market for community or CSO groups interested in getting involved in slum upgrading.  
  - Creating and promoting market-based incentives to encourage the private sector to meet the need for affordable housing solutions.  
  - Preparation of marketable designs.  

- **Objective no. 2 (page 7)**  
  - Urban In-fill and Inner-city Redevelopment ventures, with the inclusion of low income housing options.  
  - Freehold and rental type housing public-private partnership projects.  

- **Issue 8 (page 12)**  

- The policy is very stringent and does not provide sufficient incentives for private developers to want to enter and satisfy the low income housing market.
Gaps and Contradictions

National Housing Act, 1968- The powers vested in the Minister under the Housing Act are sometimes in contravention to the Town and Country Planning Act.

Mortgage Insurance Act, (Amendment) 2014 –While the amended provisions reduce the burden of down payment, mortgage lending institutions are unwilling to apply the provision, still seeking for applicants to have greater equity in the property that they purchase.

National Housing Trust Act, 1979- Not much emphasis has been placed on encouraging and stimulating improved methods of production of houses. Amendment may be needed to ensure enforcement of this provision so as to increase access to cheaper housing solutions.

Draft National Housing Policy, 2011- While the policy calls for containment and prevention of squatting, it also facilitates the regularizing of current settlements which may incentivize new squatting as our history of monitoring and prevention is poor.

Housing Public Private Partnership Policy, 2008- There are no annual projections of the number of housing solutions to be built under this policy.

Recommendations for policy changes

National Housing Act, 1968- There needs to be more consultation with the Local Authorities when developments are being done under the Housing Acts. Whereby, instead of furnishing the Local Authorities with the particulars there should be collaboration amongst the parties from the onset. In addition, the Housing Act gives the Minister authority to declare areas for housing. This is done at times circumventing the TCPAct as well as the Local Improvements Act, both of which are administered by NEPA and the Parish Councils. This matter is a contentious one. Housing development schemes under the Housing Act therefore may not always adhere to the prescribed planning standards. This then can add to informality of human settlements. Mechanisms to improve collaboration and facilitate inclusive participation are therefore highly recommended to mitigate against these occurrences.

Mortgage Insurance Act, (Amendment) 2014 – The amendment was recently completed, as such, there should be a robust effort in securing consensus from financial institutions.

National Housing Trust Act, 1979- The Act needs to be reviewed in light of increased scrutiny of whether the NHT is carrying out its mandate. The Act needs to be reviewed in light of decisions taken by respective governments to utilize aspects of the monies for other uses not related to housing provision despite their being a persistent housing deficit.

Draft National Housing Policy, 2011- The policy needs to be finalized and approved by Parliament, as this is an integral policy direction that is necessary.

Housing Public Private Partnership Policy, 2008- The policy needs to outline specific timelines and measurable targets as per the expected housing to be supplied resulting from this option.
Greater attention needs to be placed on the provision of incentives for private developers to enter into partnership with the government to provide housing solutions for the low income segment of the population and to ensure the delivery standards for Private Developers seeking to enter in to a Joint-Venture Partnership.

Land Tenure
It was revealed that Jamaica is comprised of approximately 650,000 parcels of land, of which only 45% are registered. The major hindrances to full registration are identified as high survey fees, high advertising charges and high legal fees. The high incidence of squatting is mentioned as one of the factors affecting land titling and tenure (National Land Policy: 41-42).

Table 5: Land Tenure

<table>
<thead>
<tr>
<th>Thematic Area</th>
<th>Core Legislation</th>
<th>ANALYSIS</th>
<th>Provisions Hindering</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Tenure</td>
<td>National Land Policy (1997) - <em>The goals and objectives of this Policy are to ensure the sustainable, productive and equitable development, use and management of the country’s natural resources. This policy is currently under review.</em></td>
<td>The policy also aims to complement socioeconomic development initiatives of the country. It challenges and seeks to remove inefficient, onerous and out-dated legal, administrative, management and other barriers that affect the planning, use, control, development, protection and conservation of Jamaica’s physical resources.</td>
<td>-</td>
</tr>
<tr>
<td>Land Divestment Policy (2013)- The stated vision of the policy is the divestment of government owned land in an efficient, strategic, transparent and effective manner, thereby broadening the base of land ownership in Jamaica and contributing to sustainable land management and overall national development (Policy Framework and Procedures Manual: 4).</td>
<td>To promote economic and infrastructural development. Economic and infrastructural development is to be promoted by using government land as equity in strategic investments in joint venture arrangements; facilitating investment in commercial, residential and industrial enterprises; and facilitating investment in social and economic infrastructure like schools, health care facilities and roads Promoting social capital formation which specifically relates to squatter management issues in that the policy can be used as socio economic equalizer by providing subsidized lands for low income housing, education projects, strategic and sustainable job creation industries in economically disadvantaged and high unemployment communities. It can also be used to strengthen land ownership in existing communities, broaden the base of land ownership and increase security of tenure island</td>
<td>-</td>
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</tbody>
</table>
### Limitation of Action Act (1881) (Cap 222)

The Limitation of Actions Act confers "Squatter’s Rights" to illegal occupants of property under the doctrine of Adverse Possession. Adverse possession enables a person in possession of land owned by someone else to acquire valid ownership so long as the adverse possessor is in possession for a sufficient period of time, as defined by a statute of limitations.

### Registration of Titles Act (1889) (Cap 340)

- Enables trespassers or squatters in possession who can prove their valid claim to land to acquire a good title by registration.

### Section 3 of the Act

Section 3 of the Act provides that no person shall make an entry or bring an action or suit to recover any land or rent, twelve (12) years after the time at which the right to make such entry or to bring such action or suit first accrued. This section bars the owner of property from filing a suit to recover possession from a squatter or trespasser who has occupied his land in open and undisturbed possession for more than twelve years.

The foregoing is with respect to private land. With regards to government land the limitation period is sixty (60) years. Section 38 of the Act bars the crown from suing, impeaching, making title claims against anyone sixty years after the right to claim accrued.

### Section 85 of the Act

Section 85 of the Act provides that "Any person who claims that he has acquired by possession to land which is under the operation of this Act may apply to the Registrar to be registered as the proprietor of such land..." Section 87 of the Act provides that after the application is processed the Registrar may cancel the existing Certificate of Title and issue a new one or rectify such certificate to conform to the registration of the Title of the applicant.

### Gaps and Contradictions

- National Land Policy, 1997 - The policy has laudable goals for low income earners and public sector workers to acquire land for the first time. It also singles out the most vulnerable groups such...
as the disabled and women (as per National Gender Equality Policy 2011) to provide incentives to own land. In the 2015 sectoral presentation by the Minister of Water, Land, Environment and Climate Change it was stated that the revision of the first draft is on target to facilitate Stakeholder Consultation during the last quarter of the 2015/2016 financial year. The unknown variable is limited concrete aggregated results following some of the targets established in the 1997 policy. Therefore a gap exists in making a determination if this policy has been able to adequately assist Jamaicans in accessing Land.

National Land Divestment Policy, 2013 - The policy calls for lessees to keep lands free of squatters or incur the cost of clearing the land of them. Yet there are provisions in the policy to regularize illegal occupiers, which may incentivize squatting. Any regularization is done in relation to a context. Government has eminent rights over its lands, but may choose based on several parameters such as length of occupancy to regularize squatter settlements to satisfy basic human rights and it obligations under the Habitat Agenda. In relation to private lands, once there is undisturbed occupancy for up to 12 years, then there is the right of the squatter to adverse possession.

While regularization may be argued by some as being totally negative, it affords low income and informal settlers to obtain security of tenure and be brought into the formal system. This is congruent with the PSUP principles.

Recommendations for policy changes- National Land Policy, 1997- are a comprehensive document with aims to compliment socioeconomic development initiatives of the country. It challenges and seeks to remove inefficient, onerous and outdated legal, administrative, management and other barriers that affect the planning, use, control, development, protection and conservation of Jamaica’s physical resources. The recommendation is that contained in the revised version of the National Land Policy will be some indication of the evaluation results of the 1997 policy. This will afford a status report on the achievements of the previous targets, which were quite laudable. Further, it will pave the way for measurable target setting going forward.

National Land Divestment Policy, 2013 - The policy is still new as it came into effect in 2014. The largest owner of land is the Government, ‘the Crown.’ The recommendation is that increase attention be paid to divesting land in areas where there is widespread squatting on government lands, within reason. Some of the reasons include exclusion in areas proven to be environmental vulnerability and land deemed more valuable for agriculture should be retained in the interest of the nation’s food security.

Basic Urban Services - Water

In Jamaica water is recognised as a universal right. "The Constitution of Jamaica entrenches and guarantees to every person in Jamaica the fundamental rights and freedoms of the individual irrespective of his race or place of origin. The Constitution prescribes judicial processes to be observed in the event of the violation of any of these rights whether by the State or by a private individual". The Vision 2030 as well other some of the national water agencies allude to the adherence to the Dublin Principle-Rio 1992. However, both the central and local government mechanisms are constrained in the provision of potable water to residences. In fact as the Water Resources Authority reports the resource of water is adequate but the challenge lies with having adequate infrastructure to service burgeoning populations and certain locations (hilly terrains, etc).

In distinguishing access two variables are used to make this determination. These are (a) Reasonable access to water - this is defined as water supply in the home or within 15 minutes walking distance. Actually a proper definition should be adopted taking the local conditions into account; in urban areas, a distance of not more than 200 metres from a house to a public stand post may be considered reasonable access. In rural areas,

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57 Page 4 of the Draft National Sanitation Policy 2005 referencing the definition from the UN CSD Methodology Sheet – Indicators of SD.
reasonable access implies that anyone does not have to spend a disproportionate part of the day fetching water for the family’s needs. (b) Convenient distance - Convenient distance and access are distinct in that there may be access to water, but it is not necessarily convenient to fetch the water due to distance. The water should be within a reasonable distance from the home that is 200 metres.

Table 6: Policy and Regulatory Framework - Basic Urban Services (Water)

<table>
<thead>
<tr>
<th>Thematic Area</th>
<th>Core Legislation</th>
<th>ANALYSIS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BASIC URBAN SERVICES - Water</strong></td>
<td>National Water Sector Policy (2004)</td>
<td>Section 3.2.1 (i) Ensure the availability of minimum necessary quantities of potable water and minimum standards of sanitation service to all: In a cost effective and efficient manner, with due regard to health and environmental considerations. At a price customers can afford. (ii) Ensure minimum standards/levels of service for the public supply of potable water for municipal/urban households and other consumers, this will include potable water available 24 hours.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provisions Facilitating</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provisions Hindering</td>
</tr>
<tr>
<td></td>
<td></td>
<td>–</td>
</tr>
<tr>
<td></td>
<td>Rural Water Sanitation – by 2010 all households rural and urban will have full access to potable water through various modalities and that by 2020 all major towns will be sewer;</td>
<td>Section 3.3.3. Potable water should be available to all citizens in such quality and such quality to sustain life, irrespective of the citizen’s ability to pay. Minimum standards of sewerage service, particularly in urban alternative, have to be provided for reasons of public health and environment conditions irrespective of the citizen’s ability to pay.</td>
</tr>
<tr>
<td></td>
<td>Urban Drainage – to be addressed as an integral part of the Water Sector; and</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Irrigation – irrigation water to be provided in a cost effective and efficient manner with due regard to cost recovery. Promote formation and legalisation of Water Users Associations (WUA).</td>
<td></td>
</tr>
</tbody>
</table>

Access to improved water is one of the five deprivations used to define slums\(^{58}\). In the urban areas where there are informal settlements these are usually hosted (formally or informally) off existing physical infrastructure. Access is more arduous in semi-urban areas. Outside of the Kingston Metropolitan Area

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\(^{58}\) UN Habitat
(KMA)\textsuperscript{59} and to some extent Montego Bay, the May Pen and Old Harbour areas are usually characterised as peri-urban\textsuperscript{60}. The lack of formality where they exist will also have accompanying limited access to improved water supply. \textit{Table 3 above} illustrates the elements of the key piece of legislation for the water sector.

**Gaps and contradictions** - Jamaica has made significant progress in providing water services for its people. Across the country as a whole, 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\%.\textsuperscript{61}

The responsibility for water and sanitation (wastewater and sewage) policies within the government rest with the \textit{Ministry of Water, Land, Environment and Climate Change (MWLECC)}, and the main service provider is the \textit{National Water Commission}. There are a number of private water and sanitation companies operating across the island, thus augmenting the NWC’s service. An autonomous regulatory agency, the Office of Utilities Regulation, approves tariffs and establishes targets for efficiency increases. Sanitation is primarily the responsibility of the Ministry of Health. However, wherever there is any ambiguity regarding roles and responsibilities within the sector the current draft policy refines them. For example the Government of Jamaica (GoJ) amended the laws to vest in the \textit{Water Resources Authority} responsibility for the regulation, control and management of the water resource.\textsuperscript{62} The National Water Commission, an agency of the Ministry with responsibility for water, on the other hand, is responsible for the supply of potable water throughout the island. It is also the largest provider of sewerage services.

At the local levels the \textit{Parish Councils} are responsible for the management of minor water supplies\textsuperscript{63} within their parishes. They are expected to ensure that:

- Water quality meets the standards set by the Ministry of Health (this is also a function of the NWC, NEPA and the WRA)
- A sustainable source of water is identified for water supplies
- Proper arrangements are made for water supply to new developments prior to approvals
- Persons and communities are educated about water conservation and efficient use of water
- Persons and communities know the negative effects of untreated wastewater on their water supplies and the importance of treating wastewater before it is discharged into the environment.

**Recommendations for policy change** - A draft Water Sector Policy and Implementation Plan dated February 2014 accessed via found on the website of the Ministry of Water, Land Environment and Climate Change (MWLECC) is being further revised. A comparison between the 2014 policy document on the Ministry’s website and the 2004 Water Sector Policy reveals that many of the key principles remain the same. It is to be noted however that the additional elements include:

- A more distinct emphasis on the commitment to integrated water resources management and,
- The sector’s adaptation to climate change and resiliency in light of the invariability of climate.
- In addition, there are some new service targets and this policy outlines ways to improve service delivery.

\textsuperscript{59} Urban Growth and Management Study FINAL REPORT, 1978. The KMA is all the parish of Kingston and the urban parts of St. Andrew. The Portmore area of St. Catherine is also considered as part of the KMA as it was developed in anticipation of urban expansion of St. Andrew and new household formation.

\textsuperscript{60} The grey area which is neither entirely urban nor purely rural in the traditional sense; it is at most the partly urbanized rural area.’

\textsuperscript{61} Definition by the Organisation for Economic Co-operation and Development (OECD), 1979.


\textsuperscript{63} Water Sector Policy, 2004

\textsuperscript{64} Under this programme, maintenance work is carried out on rainwater catchment tanks, wayside tanks, entombment of springs and gravity fed systems with standpipes. The programme aims to provide water in a safe and effective manner for persons who do not have access to piped water or who cannot afford to pay for it.
Subsequently, the recommendation is for the completion and promulgation of the policy in accordance with the expressed hope of the Director of the Water Sector Policy, MWLECC (via a telephone interview conducted on October 9, 2015).

**Basic Urban Services- Sanitation**

According to the Habitat Agenda - paragraph 84 - **basic infrastructure and services at the community level** include “the delivery of safe water, sanitation, waste management, social welfare, transport and communications facilities, energy, health and emergency services, schools, public safety, and the management of open spaces.”

The National report of Jamaica on Millennium Development Goals, 2009\(^{64}\) outlines the status of the attainment of the goals for both water and sanitation as illustrated in Box 2 below. Please see also some of the policy proposals in **Appendix 5**.

**Water and sanitation** indicators appear to be unchanging because of the difficulty in halving the gap when since 1990 access to safe drinking water has been over 91% and to basic sanitation over 99%. With regard to water, there is a significant difference between the rural areas, with only 86% of households accessing safe drinking water, and Other Towns and the Kingston Metropolitan Area with 95% and 97% access respectively. Quality improvement in water access, with a target of 85% receiving piped water to their dwelling by 2015, has been a focus. Over the period, the proportion of the population with piped water to their dwelling has increased to 70%. Improved water sources is a critical target for the 9% without safe drinking water and improved access is important for the 1.5% of households whose members have to carry water for distances of 50 to over 1 000 metres. The majority are women and children. The remaining gap in this area is being addressed by the Ministry of Water and Housing’s Rural Water Supply agency, which harnesses small streams, rivers, and springs to supply isolated communities. It also organizes public trucking of water. The promotion of private sector partnership has resulted in eight licences being issued to private companies to supply potable water.

With regard to basic sanitation quality improvement, enabling universal access to water closets has been a focus, and over the period the proportion of the population with water closets has increased by 13 percentage points to 64%. Increased attention is now being paid to upgrading sewage plants, cleaning drains and improving garbage collection in order to combat pests, improve vector control and to mitigate damage from natural disasters.

**Box 3: Water and Sanitation – Jamaica’s national report on the MDGs, 2009. UNDP.**

**Table 7: Policy and Regulatory Framework- Basic Urban Services (Sanitation)**

<table>
<thead>
<tr>
<th>Thematic Area</th>
<th>Core Legislation</th>
<th>ANALYSIS</th>
</tr>
</thead>
</table>
| **BASIC URBAN SERVICES- Sanitation\(^{65}\)** | Draft National Sanitation Policy (2005)  
*In order to improve the interrelationship among the players and utilize resources more efficiently this national policy identifies the stakeholders, define their roles and responsibilities and* | Policy objectives no’s 1, 2 and 4, see Appendix 1.  
This is in support of goals 1, 2 and 4 outlined below. **Goal #1**  
Acceptable water supply and sewage and excreta disposal systems available in homes, schools and public places (based on established

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\(^{64}\) Prepared by the PIOJ in collaboration with the Ministry of Foreign Affairs and Foreign Trade for the UN ECOSOC Annual Ministerial Review.  
\(^{65}\) Sanitation is a term for the hygienic disposal or recycling of waste materials, particularly human excrement, domestic wastewater and solid waste. Sanitation is an important public health measure which is essential for the prevention of disease.
establish a common vision, goals and objectives. This is consistent with the recognition among policy and decision makers that “joined up Government” is the most effective way to address issues of poverty which has a direct relationship with sanitation.

Goal #2 Sustained education on sanitation and hygiene for the following target groups: • general public • new parents (ante natal) • early childhood, primary and secondary students.

Goal #4 All communities with a suitable, safe and reliable solid waste management system.

The provision of basic urban services is an integral part of slum upgrading and prevention. According to Wade\(^{66}\) to transform dysfunctional squatter communities into viable, functional and supportive ones, it is important to put in place the necessary physical infrastructure and provision of social amenities to foster environmental health and well-being.

From the Citywide Slum Situational Analysis lack of adequate sanitation is a common issue across the informal settlements in the selected urban areas. This is primarily due to inaccessibility to formal sewerage systems and collection infrastructure resulting in improper disposal with associated public health risks.

Gaps and contradictions- According to the Water Resources Authority (WRA) in its highlights of the draft National Sanitation policy (2005) overlaps and gaps between agencies and ministries indicates a need to streamline these functions in order to avoid these overlaps. However, absent from the policy are specific delineation of the types of overlaps and gaps. Notwithstanding, in the policy is a recommendation to establish collaborative frameworks to deal with such overlaps. Further, the effectiveness of the implementation of the policy goals and objectives will be monitored by the National Sanitation Task Force, which will be the monitoring and evaluation mechanism for this policy. Outlined in Box below, as per the draft policy\(^{67}\), is the proposed implementation strategy for the national sanitation policy vis the relevant Ministries and its agencies.

<table>
<thead>
<tr>
<th>Name of Ministry/Portfolio Ministry</th>
<th>Proposed role and responsibility –Implementation of specific aspects of the National Sanitation Policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Land and Environment/NEPA</td>
<td>[Monitor]Unplanned/squatter settlements, [promulgate through] environmental permits/licences, planning approvals</td>
</tr>
<tr>
<td>Ministry of Water and Housing</td>
<td>[Provide] Water supply sewerage services; [provide] adequate low income Housing (These responsibilities are now in two discrete Ministries - MWLECC and MTWH respectively).</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>[Facilitate] an enabling economic environment for private sector investment in sanitation; greater allocation in the national budget to sanitation.</td>
</tr>
</tbody>
</table>

\(^{67}\) Draft National Sanitation Policy, 2005.
Box 4: Proposed Implementation strategy National Sanitation Policy, (Draft policy- 2005)

NB. Insertion of [verbs] done in review process is not derived from the draft Sanitation Policy.

Recommendations for policy change- Review the implementation of the policy through stakeholder consultations, to determine whether a collaborative framework is in place and gauge its effectiveness thus far. One of the recommendations under the monitoring and evaluation mechanism is that every four years the policy would be revised by the task force. This is a worthwhile recommendation to adapt.

A National Sanitation Task Force has been established to move in a practical manner to implement the Vision for sanitation as outlined in the PIOJ’s, VISION 2030 development plan. However, users and NGOs are not always sufficiently involved in the development of policies and legislation and the implementation of projects. The role of civil society cannot be overstated as sometimes these organizations help to bring much needed projects into local communities. It is therefore important that these stakeholders be included in the drafting and revision processes. This is a recommendation going forward.

The National Sanitation Policy is not yet finalized. It therefore needs to be finalized and submitted for Cabinet and Parliamentary approval. Further, ownership of the policy rests with the ministries with the portfolio responsibilities for Health; Environment; Water and Housing. Additionally, there seems to be a need to develop a comprehensive Integrated Sanitation Action Plan to address specific policy areas. This plan would need to make provision for all types of sanitation methodologies with options incorporating poor and low income households, whilst recognizing existing environmental conditions.

5.5. Basic Urban Services- Solid Waste Management

The National Solid Waste Management Authority’s (NSWMA’s) dual role as regulator and provider is being addressed so that they only function as a regulator in accordance with the National Solid Waste Management Policy, 2000. This is to encourage and facilitate the involvement of more private sector and community stakeholders in the provision of collection, recycling and disposal services. As a public service solid waste management has proven to be a costly venture for the government. Rapid urbanization and the proliferation of informal settlements have put a strain on the collection machinery. Inaccessibility and the difficulty to traverse great distances outside the urban areas is one of the significant challenges resulting from the proliferation of informal settlements over the years. Table 8 below outlines the policy framework. Efforts to have a national recycling and re-use strategy have not yet taken effect. However the environmental non-governmental organization (ENGO) Jamaica Environment Trust (JET) and the Jamaica Emergency Employment Programme (JEEP) have implemented several recycling projects which can be replicated across communities and would be especially helpful for some informal settlements.

Table 8: Policy and Regulatory Framework- Basic Urban Services (Solid Waste)

<table>
<thead>
<tr>
<th>Thematic Area</th>
<th>Core Legislation</th>
<th>ANALYSIS</th>
</tr>
</thead>
<tbody>
<tr>
<td>BASIC URBAN SERVICES- Solid Waste Management</td>
<td>National Solid Waste Management Act (2001)</td>
<td>Section 68 (1) (a) The carrying into effect of standards, recommended practices and health requirements for solid waste management and solid waste disposable facilities.</td>
</tr>
</tbody>
</table>

### Gaps and Contradictions

It is estimated that approximately 2500 tonnes/day of waste is generated across the island, (NSWMA Waste generation studies). Of this amount about 72% is collected, that is, approximately 1800 tonnes/day. The estimated generation and collection rates in the waste-sheds are indicated in Appendix 6. These figures are for formal settings, for example, where the statistics are available about population totals in communities, where communities are on the formal collection routes and so forth. Therefore there would be clear gaps in the data especially for informally settled communities where such outcomes are often not the case.

In general, the regulatory framework for solid waste management is universal for all areas. Where there are discrepancies between the legal provisions and the actual practice these then are areas in need of attention.

### Recommendations for Policy Change

The National Solid Waste Management Act, 2001 is comprehensive but the penalties are low and need to be reviewed. They need to be more realistic in today’s context. For example, how to handle e-waste and associated penalties for the indiscriminate disposal of the same.
The recycling activities of community members into collection point needs to be formalized. Sorting and recovery fees should be formalized to streamline these activities as local economic development activities.

**Conclusion**

Slum upgrading would be a major element of facilitating incremental /progressive housing solution in Jamaica. As slum upgrading involves a myriad of components such as land (access), housing finance (and delivery) and the provision of basic urban services it was important to review the relevant and most applicable policies and regulatory frameworks which would create the environment for the success of this strategy. Despite the fact that several of the policies reviewed were being revised and a few were currently in the draft stages the potential exist to include pro-poor and urban mainstreamed strategies.
## APPENDICES

### Appendix XX: List of Informal Settlement in St. James

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albion</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Anchovy</td>
<td></td>
</tr>
<tr>
<td>Barnett River Bank</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Barracks Road, Montego Bay</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Barrett Town - South of Highway</td>
<td></td>
</tr>
<tr>
<td>Bickerstet</td>
<td></td>
</tr>
<tr>
<td>Blue Hole Montpelier</td>
<td></td>
</tr>
<tr>
<td>Bogue Heights</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Bogue Land</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Buck Toe Lane</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Burnt Ground - Ramble</td>
<td></td>
</tr>
<tr>
<td>Cambridge</td>
<td></td>
</tr>
<tr>
<td>Canterbury</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Chesterfield</td>
<td></td>
</tr>
<tr>
<td>Cooperwood</td>
<td></td>
</tr>
<tr>
<td>Copperwood</td>
<td></td>
</tr>
<tr>
<td>Duckettts</td>
<td></td>
</tr>
<tr>
<td>Eden</td>
<td></td>
</tr>
<tr>
<td>Equity</td>
<td></td>
</tr>
<tr>
<td>Farm</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Farm Heights, Montego Bay</td>
<td>Lot 283, Farm Heights H/Scheme (located within Greater M/bay)</td>
</tr>
<tr>
<td>Farm Pen - Reside</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Flankers - Lot 398 Flankers H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>Flankers, Montego Bay</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Garlands 29 Georges Valley</td>
<td></td>
</tr>
<tr>
<td>Glendevon - Lies between Glendevon &amp; Salt Spring H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>Grove Pen</td>
<td></td>
</tr>
<tr>
<td>Sandbro</td>
<td></td>
</tr>
<tr>
<td>Infirmary Lands</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Inman District, Tropic Gardens</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Jamaica School of Hope</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>JFC Line St. James</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>Latium</td>
<td></td>
</tr>
<tr>
<td>Ulliput</td>
<td></td>
</tr>
<tr>
<td>Ulliput Ph. 1 &amp; 2</td>
<td></td>
</tr>
<tr>
<td>40 Long Acre</td>
<td></td>
</tr>
<tr>
<td>41 Malfoota</td>
<td></td>
</tr>
<tr>
<td>42 Mahogany Hall, Mount Carey, Montpelier</td>
<td></td>
</tr>
<tr>
<td>43 Melbourne Avenue - Along Montego Bay to Flower Hill main road (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>44 Mecho</td>
<td></td>
</tr>
<tr>
<td>45 Montego Valley</td>
<td></td>
</tr>
<tr>
<td>46 Montego Valley, Janity Hall</td>
<td></td>
</tr>
<tr>
<td>47 Montego Valley, St. James</td>
<td></td>
</tr>
<tr>
<td>48 Mount Salem</td>
<td></td>
</tr>
<tr>
<td>49 Norwood (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>50 Outskirts of Cornwall Court H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>51 Pitfour - Adjacent to Pitfour H/Scheme, Montego Bay (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>52 Pitfour, II - Adjacent to Pitfour H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>53 Providence Heights</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>54 Pitfour Hillside - Adjacent to Pitfour H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>55 Pitfour, II - Adjacent to Pitfour H/Scheme (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>56 Richmond Hill</td>
<td></td>
</tr>
<tr>
<td>64 Roehampton</td>
<td></td>
</tr>
<tr>
<td>65 Rose Heights Montego Bay (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>66 Rosemount, Montego Bay (located within Greater M/bay)</td>
<td></td>
</tr>
<tr>
<td>67 Seven Rivers</td>
<td></td>
</tr>
<tr>
<td>68 Success South</td>
<td></td>
</tr>
<tr>
<td>69 Tucker</td>
<td>located within Greater M/bay</td>
</tr>
<tr>
<td>70 Vaughtsfield</td>
<td></td>
</tr>
<tr>
<td>71 York</td>
<td></td>
</tr>
</tbody>
</table>
Appendix 5: Excerpted National Sanitation Policy, 2005

Applicable Objectives facilitating slum upgrading

1. **Acceptable water supply and sewage and excreta disposal systems available in homes, schools and public places**
   - Safe sources of potable water are available
   - Annual targets are set and achieved regarding the provision of piped water to communities that do not currently receive service and in keeping with growth in demand
   - Every water supply system has a complementary and appropriate sewage or excreta treatment and disposal system
   - National standards established for:
     - Minimum acceptable distance between toilet and tap water
     - Minimum acceptable distance between household and nearest accessible source of potable water
   - Sewerage systems in urban centres and where water resources are threatened
   - All entities within 90 metres of the sewer line are connected within one year of the system being commissioned
   - Appropriate management and cost recovery mechanisms for both water supply and sewerage systems to enable the provision of a sustainable service
   - Effective monitoring of sanitary facilities particularly in schools and public places.

2. **Sustained education on sanitation, hygiene and solid waste management for the general public, new parents and early childhood, primary and secondary students:**
   - Hygiene promotion, sanitation and solid waste management a formal specialised part of school curricula (from basic school through to secondary school) including washing hands before eating and after using toilet, use and care of toilet facilities
   - Pre and post natal care offered by healthcare facilities to include training of parents in hygiene, sanitation, solid waste management and “potty” training of children
   - Public education programmes through public service announcements, advertisements, billboards, posters etc.
   - Identification and training of community water and sanitation promoters.

4. **All communities with a safe and reliable solid waste management system in place**
   - Proper containerization of solid waste to prevent the breeding of disease carrying vectors, vermin and rodents
   - All commercial, industrial and institutional entities have arrangements for the collection of their waste on a frequency that prevents the pile up and overflow of solid waste
   - An acceptable frequency of solid waste collection for those who receive curbside garbage collection to prevent pile up and overflow of solid waste and to discourage generators from finding an unsatisfactory means of disposing of their solid waste
   - Promotion and implementation of community based solid waste management systems
   - An acceptable means of solid waste treatment and disposal for communities that do not receive curbside collection
   - Promotion of waste minimisation, reuse and recycling
   - Plastics waste policy with incentives to reduce the use of plastic and encourage recycling
   - Enforcement of laws prohibiting dumping and littering
### Appendix 6: Solid Waste Generation and Collection

<table>
<thead>
<tr>
<th>WASTESHED</th>
<th>ESTIMATED GENERATION (tonnes/yr)</th>
<th>ESTIMATED COLLECTION</th>
<th>Percentage (%)</th>
<th>Tonnes/yr</th>
</tr>
</thead>
<tbody>
<tr>
<td>Riverton (St. Thomas, St. Catherine, Kingston &amp; St. Andrew)</td>
<td>526,403</td>
<td>381,106</td>
<td>72</td>
<td></td>
</tr>
<tr>
<td>Retirement (St. James, Trelawny, Hanover, Westmoreland)</td>
<td>166,951</td>
<td>115,815</td>
<td>69</td>
<td></td>
</tr>
<tr>
<td>Southern (Manchester, St. Elizabeth, Clarendon)</td>
<td>122,202</td>
<td>59,736</td>
<td>48</td>
<td></td>
</tr>
<tr>
<td>Northeastern (St. Ann, St. Mary, Portland)</td>
<td>129,940</td>
<td>73,535</td>
<td>56</td>
<td></td>
</tr>
</tbody>
</table>

Source: [www.nepa.gov.jm/symposia_03/Papers/ScopepurposeofNSWMA.pdf](http://www.nepa.gov.jm/symposia_03/Papers/ScopepurposeofNSWMA.pdf)
Appendix 7: INTERVIEW TRANSCRIPTS

Transcript of Interview of Dir. Housing Policy, MTWH

June 1, 2015

HFS: Good afternoon Miss Parkes

PP: Good afternoon Miss Smith

HFS: Thank you for allowing us to meet with you in your busy schedule today.

PP: You are welcome

HFS: We have a few questions for you based on the PSUP2

PP: OK

HFS: We have been conducting the research and we have found and heard that there is suppose to be a Squatter Management Policy. How far along is that process?

PP: Well what we thought, we decided it was necessary before we even undertake the development of the policy is to undertake a secondary research on squatting. And we had a Consultant from SALISES –UWI and they undertook the necessary requisite study and that research was done...that was last year in 2014, you may have gotten a copy of that report.

HFS: Yes. I did

PP: Following that I had discussions with the Squatter Management Unit because it should be noted that we would be working together in the development of the policy. This is the policy unit BUT THE Squatter Management Unit has portfolio responsibility for squatting management so they will be doing a lot of the legwork in relation to the policy. Ammm...we had discussions and he said that you know what we need some secondary data and as a result of that we looked at our resources and decided that there was going to be some kind of data collection within the island. When you meet with Mr. Forsythe, he will tell you how far along that is. I think so far he has done one parish; I think this is the parish of Clarendon. And he will be able to tell you the number of sites that he has looked at. Ammm, in terms of how detail a survey that is, it may not be as detailed as a socio-economic survey per se, but it will have the necessary information to assist us ascertain at least how many persons, how many settlements there are, even a count of the number of houses that we are looking at, whether we are doing a sample or a count of what we are looking at. So basically that is what it is. But primary data is definitely crucial, as it puts us away from the ‘guestimate’ that we had before because while there was an original, there was some, I think it was under the UNDP or some...who had done some report in the past, couple years ago, in determining what percentage of squatter settlements were there. And I think what Mr. Forsythe is doing is, he is, actually doing a count.

HFS: I see

PP: Right, so when we have that information that is literally crucial that will inform the development of the policy which is to come. It is hoped that we can actually start the policy process within this financial year because as you are aware when he has that information, remember you know it will take several months to complete, you are talking about an islandwide. And there are several parishes that has more than others so I don’t expect that the same amount of time will be spent in each parish but he may be able to tell you the amount for Montego Bay, etc. ammmm ...a better feel as

HFS: (simultaneously) A better feel...

PP: As to how long it will take to undertake that exercise. Naturally, before that is done the Ministry will have to look for a Consultant who will have to look at the secondary data done by UWI as well as the primary data being collected by the SMU along with that inter-government Committee that the SMU have formed to look at issues that they are facing in that...
HFS: How often do they meet? That Committee...?

PP: He will be able to tell you, he is the one that chairs that Committee. So it is hoped that we can get to concept paper stage. We put something together to send to Cabinet and we get the go ahead to get a Consultant...so even if we don't get started within this year then hopefully the next financial year.

HFS: ok.

PP: Right

HFS: The Housing policy that is currently being reviewed, finalized....where is that policy? And within the Housing policy is there a specific mention about squatting?

PP: There is a specific mention but not in detail because we recognise...first of all let me tell you where is the Housing Policy. The Housing Policy was primarily developed by UTech and SALISES, UWI. They were contracted by the Min. of Water and Housing, at the time, to develop the policy, right. The policy now became just before the change of government/administration, the policy was, there were plans to table the policy as a green paper in Parliament because it was actually completed and we got the draft. However, with the change in administration, we had to basically hold it back and wait to allow this administration to prioritize, according to what policy direction they would want to go.

HFS: Really?

PP: Yes. Normally with a new administration, then at that point you would then have to give them an opportunity, if it is not the same one, to say this is what we are developing at various Ministries. And they know it’s the Cabinet that sets policies and they would say well then these are our priorities...However what we have done so far is organize a committee which has finalized the review of the policy, right. Cabinet, in recent times gave the approval in Parliament for us to go to Consultation with the public on the policy. So the policy now, the draft that’s been developed by UTech and UWI has been substantially updated. The first draft was done using the 2001 Census, this one was developed using the 2011 census. So this one is quite current including even the maps and so on. So now we are looking at proceeding to public consultations and consultations along Ministries, departments and agencies...and other forums...That is where we are at National Housing Policy. There is mention of squatting because we recognise that that is an issue. But we recognise the importance of developing a Squatter Policy separate and apart from the Housing Policy and one of the reason because you can appreciate that with the National Housing Policy, you are looking at basically formal communities. You squatter communities have major issues in terms of space, the ad hoc nature at which they developed and some of these communities which exist in some of these communities, it cannot be replicated unless we have a whole lot of money to relocate these people and re-establish communities that NEPA want, so basically you have to have a policy that will say since so many families are here already how best can we regularise the persons there, put in the necessary infrastructure and so on which may come under the high end standards that NEPA has so therefore the Housing Policy in terms of some of the issue/ some of the squatter scenario. So the separate policy will work out the specific situation. Basically that is where we are and we need to do some primary survey.

HFS: OK. Thank you Miss Parkes. Those are some of the questions we have for you at this time.

After some other unrelated discussions the interview was adjourned.
### Appendix 8: Case Study communities selected following Steering Committee meeting March 19, 2015

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>% of households with insufficient housing (no permanent structure)</td>
<td>Housing conditions: 46.8% of houses in North Gully are in a fair condition having minor repairs. 30% of houses are in good condition. 9.8% are in very good condition. 10% of houses are deemed to be in a poor condition. 3.7% are in very poor condition, meaning that there are damages to the structure and in the latter case, not fit for human habitation. 50% of houses are made with blocks, 40% are made with concrete and blocks, and 7% are made with concrete.</td>
<td>70% of housing conditions were good. 10% of housing conditions were very good. 15% of housing conditions were fair. 67.5% stated to own the building. Living in 18.1% live in the building for free. 9.6% rent the building living in.</td>
<td></td>
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<tr>
<td>% of households with insufficient living area (more than three people sharing a room)</td>
<td>There is a total of 291 households. The average household size in North Gully is 3.5 persons which is higher than the national average of 3.2 persons per household (JSLC, 2009). The number of persons in households range from 1 to 16 members.</td>
<td>The mean Household Size in the Community was 3.9. 4.2 members per household.</td>
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<tr>
<td>% of households with insufficient access to improved water</td>
<td>Piped water in yard: 92% The availability of piped water in the community compared favourably with the national situation where 72.8% of households had access to piped water (JSLC, 2009). Private piped into dwelling: 50.4% Public piped into yard: 23.5% Public catchment: 14.6% Public pipe into yard: 71.1% Public pipe into dwelling: 15.7% Public standpipe: 7.2%</td>
<td></td>
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</tr>
<tr>
<td>% of households with insufficient access to improved sanitation facilities</td>
<td>Pit latrine: 11.4% No toilet facilities: 28.1% Shared toilet facilities: 38.1% There is no case of water closets being linked to a main sewer system. Soak away systems is the most prevalent type of toilet facility used in North Gully accounting for 62.5% of households. 62% of households dispose of their garbage via community receptacles and 33.7% dump their garbage in the North Gully.</td>
<td></td>
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<tr>
<td>Pit latrine: 35.2% Sewer/WC linked to sewer: 33% Sewer/WC not linked to sewer: 31.8% 9.4% of households shared toilet facilities. On average these facilities were shared with approximately two other families. Picked up by truck: 73.2% Burning: 45.5%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>% of households with insecure stature of tenure</td>
<td>56.7% household heads own the house they reside in. 39.5% rent the house they reside in 2.4% live in the house for free. 78.4% own the house they live in. 13.1% rent the house. 8% live in house for free. 67.5% stated to own the building. Living in 18.1% live in the building for free. 9.6% rent the building living in.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
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All Acts and Policies listed in tables.


Appendix 9: Summary of Socio-Economic Data Collected - St. James, St. Catherine and Clarendon

The Housing Policy Unit of the Ministry of Transport, Works and Housing conducted several Socio-economic Surveys within the parishes of Clarendon, St. Catherine and St James. These are as follow:

St. James

The communities assessed were Barrett Town (2011), Albion Tenement (2007), Glendevon Tenement (2007) and Bottom Pen (2010); these settlements are located in the urban and sub-urban areas of the parish. The trends observed revealed dwelling units with the average number of habitable rooms ranging from 1.47 to 2.4 per dwelling unit. In all settlements the largest proportion of households occupied a single room unit

The dwelling units were generally in poor to fair conditions with the two most prevalent material used in the construction of the outer walls being block & steel (concrete) and board. At Glendevon, there were reports of housing units that were in a depreciated condition and offered a poor standard of living.

The average household sizes observed among the surveyed communities ranged from 3 -3.74, with female – headed households being represented equally or by a slight majority except in the Glendevon Tenement environments where female headed households showed a high of 63.7%. The average age of the household heads ranged from 36.9 to 56.3 years. Overall, the larger proportion of the working age population was employed, holding jobs primarily in the “Service Workers, Shop, Market and Sales Workers” categories. They amassed median incomes ranging from $2067.00 to $9,005.29.

St. Catherine

The communities surveyed in St. Catherine were: Windsor Heights (2006), Johnson Pen, West Cumberland, Frazers Content and Bourkesfield (Old Harbour). The dwelling units were observed and assessed to be in good to poor conditions with the main building material being block and steel. The largest proportions tend to occupy a single-roomed dwelling unit.

The average household size among these communities ranged from four (4) - five (5) members. The mean age of the household heads ranged from 36 to 56.6 years, with a significant portion of the household heads being female.

Clarendon

The Communities surveyed in Clarendon within the past decade include Juno Crescent, Toby Abbott/ Rasta Gully, Curatoe Hill.

The dwelling units were determined to be in fair to poor conditions and in one area described as even uninhabitable. The materials of outer walls prevalent throughout was concrete and board, a combination of both is used in some instances. The units had an average habitable room ranging from 1.94 to 3.3 per dwelling unit.

The average household size ranged from 3.3 to 3.7 persons with between 47% and 72% gainfully employed. They were employed in primarily the Service Workers, Shop, Market and Sales Workers” categories. They amassed median incomes ranging from $6000.00 to $7500.
Appendix--: Excerpted survey instrument

| EU/ACP/UN Habitat/Government of Jamaica Participatory Slum Upgrading Programme (PSUP) Phase II | Community Name: ______________________ |
| General Socio-economic Survey |

| Name of Interviewer: ______________________ | Agency: ______________________ |
| Zone/Area: ______________________ | Date: ______________________ |

**General Demographic Information**

1. Sex of respondent
   - [ ] Male
   - [ ] Female

2. Are you the head of household
   - [ ] Yes
   - [ ] No

3. In which age range do you fall
   - [ ] Less than 18
   - [ ] 19 – 20
   - [ ] 21 – 30
   - [ ] 31 – 40
   - [ ] 41 – 50
   - [ ] 50 and above

4. What is your marital status
   - [ ] Single
   - [ ] widowed
   - [ ] Divorced
   - [ ] Married
   - [ ] Visiting
   - [ ] Separated
   - [ ] Common law

5. How long have you lived in the community of ______________________
   - [ ] Less than 2 years
   - [ ] 3 – 5 years
   - [ ] 6 – 8 years
   - [ ] 9 – 11 years
   - [ ] 10+ years

6. Which community did you live in prior to living here? ______________________

7. What was your reason for migrating to this area?
   - [ ] Work
   - [ ] Marriage
   - [ ] School
   - [ ] Housing
   - [ ] Land
   - [ ] Other

8. Would you migrate to another area
   - [ ] Yes (reason: ______________________)
   - [ ] No (reason: ______________________)

9. Has anyone from the household migrated within the last two years?
   - [ ] Yes
   - [ ] No

10. Has anyone been added to the household within the last 2 years outside of birth?
   - [ ] Yes
   - [ ] No

11. What is your employment status?
    - [ ] Employed: ______________________
    - [ ] Unemployed (see below)
    - [ ] Student
    - [ ] No (last job held: ______________________)
    - [ ] Retiree
    - [ ] Self employed: ______________________

12. What is your highest level of educational attainment?
    - [ ] Primary
    - [ ] Secondary
    - [ ] Tertiary
    - [ ] Vocational
    - [ ] Other: ______________________

13. What type of academic certification do you have?
    - [ ] Certificate
    - [ ] Diploma
    - [ ] Degree: ______________________
    - [ ] Vocational Certification: ______________________
    - [ ] Higher
    - [ ] PhD
    - [ ] Other: ______________________
Appendix --: Urban Area – Definition explained

In Jamaica, an area is classified as urban if it possesses a population of 2,000 or more persons and provides a number of amenities and utilities that indicate modern living. The definition emphasizes population and land use and seeks to ensure that the urban landscape reflects a strong mix of Commercial, Industrial, Residential and other urban land use functions.

Minimum criteria for classification of an urban area
For an area to be considered as urban, it must have at least one of each of the following commercial, financial, professional, residential and public services:

1. Commercial Activity
   - Pharmacy - Supermarket/ wholesale
   - Furniture / Appliance store
   - Auto shop
   - Restaurant
   - Gas Station
   - Beauty shop & Barbershop
   - Department store

2. Financial Services
   - PC bank
   - ATM

3. Professional Services
   - Doctor’s office

4. Residential
   - Guest House
   - Population (2,000)

5. Public Services
   - Postal Agency
   - Police Station
   - Library
   - Health Facility
   - Market
   - School
   - Church
   - Recreational Area
   - Utilities
   - Waste Disposal
   - Transportation

Of the total 5,776 EDs identified for Census 2011, 2,909 were classified as urban. A total of 49 urban special areas/centres were identified and are listed below by parish:

Kingston and St Andrew- the KMA (Kingston and urban St Andrew)
St Thomas - Morant Bay, Port Morant, Bath, Yallahs
Portland - Port Antonio, Buff Bay
St Mary - Port Maria, Annotto Bay, Highgate, Oracabessa, Gayle/Lucky Hill
St Ann - St Ann’s Bay, Brown’s Town, Ocho Rios, Claremont, Discovery Bay, Runaway Bay
Trelawny - Falmouth, Duncans, Clark’s Town
St James - Montego Bay
Hanover - Lucea, Negril
Westmoreland - Savanna-La-Mar, Grange Hill, Darliston, Negril
St Elizabeth - Black River, Santa Cruz, Balaclava, Junction
Manchester – Mandeville, Christiana, Porus, Spalding
Clarendon – May Pen, Chapelton, Frankfield, Spalding, Lionel Town, Hayes
St Catherine - Spanish Town, Portmore, Old Harbour, Old Harbour Bay, Linstead, Bog Walk, Ewarton

APPENDIX ---: List of SDC Profiles utilized.

<table>
<thead>
<tr>
<th>SDC Profiles</th>
<th>CLARENDON</th>
<th>ST.JAMES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effortville</td>
<td>EFFORTVILLE Profile</td>
<td>NORTH GULLY Profile</td>
</tr>
<tr>
<td>Breezy Castle</td>
<td>BUCKNOR Profile</td>
<td>CANTEBERRY Profile</td>
</tr>
<tr>
<td>Bucks Common</td>
<td>BUCKS COMMON Profile</td>
<td></td>
</tr>
<tr>
<td>Brooks Common</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dampy</td>
<td>PALMERS CROSS Profile</td>
<td>ALBION Profile</td>
</tr>
</tbody>
</table>

Appendix--: Housing Quality Index, 2010

<table>
<thead>
<tr>
<th>Indicator of Housing Quality</th>
<th>JSLC (%)</th>
<th>NHS (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walls of concrete and steel</td>
<td>70.7</td>
<td>66</td>
</tr>
<tr>
<td>Exclusive use of water closet</td>
<td>63.2</td>
<td>71</td>
</tr>
<tr>
<td>Indoor taps</td>
<td>54</td>
<td>65</td>
</tr>
<tr>
<td>Electricity for lighting</td>
<td>93</td>
<td>94</td>
</tr>
<tr>
<td>Exclusive use of kitchen</td>
<td>93.2</td>
<td>Was not collected</td>
</tr>
<tr>
<td>Number of persons per habitable room (&lt;1.01)</td>
<td>55</td>
<td>59.7</td>
</tr>
<tr>
<td>Housing Quality Index (HQI)</td>
<td>71.5</td>
<td>71*</td>
</tr>
</tbody>
</table>

* Excludes the exclusive use of kitchen indicator
JSCL – Jamaica Survey of Living Condition
NHS – National Housing Survey (done by SALISES/UTech to inform the National Housing Policy)
Pictorial