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# JAMAICA NATIONAL URBAN PROFILE



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# JAMAICA NATIONAL URBAN PROFILE

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

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## FOREWORD



According to research published in UN-Habitat's<sup>1</sup> flagship report, *The State of the World's Cities 2010-2011*, all developing regions, including the African, Caribbean and Pacific states, will have more people living in urban than rural areas by the year 2030. With half the world's

population already living in urban areas, the challenges we face in the battle against urban poverty, our quest for cities without slums, for cities where women feel safer, for inclusive cities with power, water and sanitation, and affordable transport, for better planned cities, and for cleaner, greener cities is daunting.

But as this series shows, there are many interesting solutions and best practices to which we can turn. After all, the figures tell us that during the decade 2000 to 2010, a total of 227 million people in the developing countries moved out of slum conditions. In other words, governments, cities and partner institutions have collectively exceeded the slum target of the Millennium Development Goals twice over and ten years ahead of the agreed 2020 deadline.

Asia and the Pacific stood at the forefront of successful efforts to reach the slum target, with all governments in the region improving the lives of an estimated 172 million slum dwellers between 2000 and 2010.

In sub-Saharan Africa though, the total proportion of the urban population living in slums has decreased by only 5 per cent (or 17 million people). Ghana, Senegal, Uganda, and Rwanda were the most successful countries in the sub-region, reducing the proportions of slum dwellers by over one-fifth in the last decade.

Some 13 per cent of the progress made towards the global slum target occurred in Latin America and the Caribbean, where an estimated 30 million people have moved out of slum conditions since the year 2000.

Yet, UN-Habitat estimates confirm that the progress made on the slum target has not been sufficient to counter the demographic expansion in informal settlements in the developing world. In this sense, efforts to reduce the numbers of slum dwellers are neither satisfactory nor adequate.

As part of our drive to address this crisis, UN-Habitat is working with the European Commission and the Brussels-based Secretariat of the African, Caribbean and Pacific (ACP) Group to support sustainable urban development. Given the urgent and diverse needs, we found it necessary to develop a tool for rapid assessment and strategic planning to guide immediate, mid and long-term interventions. And here we have it in the form of this series of publications.

The Participatory Slum Upgrading Programme is based on the policy dialogue between UN-Habitat, the ACP Secretariat and the European Commission which dates back to the year 2002. When the three parties met at UN-Habitat headquarters in June 2009, more than 200 delegates from over 50 countries approved a resounding call on the international community to pay greater attention to these urbanization matters, and to extend the slum upgrading programme to all countries in the ACP Group.

It is worth recalling here how grateful we are that the European Commission's 9th European Development Fund for ACP countries provided EUR 4 million (USD 5.7 million at June 2011 rates) to enable UN-Habitat to conduct the programme which now serves 59 cities in 23 African countries, and more than 20 cities in six Pacific, and four Caribbean countries.

Indeed, since its inception in 2008, the slum upgrading programme has achieved the confidence of partners at city and country level in Africa, the Caribbean and in the Pacific. It is making a major contribution aimed at helping in urban poverty reduction efforts, as each report in this series shows."

I wish to express my gratitude to the European Commission and the ACP Secretariat for their commitment to this slum upgrading programme. I have every confidence that the results outlined in this profile, and others, will serve to guide the development of responses for capacity building and investments in the urban sector.

Further, I would like to thank each Country Team for their continued support to this process which is essential for the successful implementation of the Participatory Slum Upgrading Programme.

A handwritten signature in black ink, reading "Joan Clos". The signature is fluid and cursive, with a long horizontal stroke at the end.

**Dr. Joan Clos**  
Executive Director, UN-Habitat

<sup>1</sup> UN-Habitat - United Nations Human Settlements Programme

# EXECUTIVE SUMMARY

## INTRODUCTION

The Participatory Slum Upgrading Programme is an accelerated and action-oriented urban assessment of needs and capacity-building gaps at the city level. The European Commission's European Development Fund supports the programme, which is being implemented in 59 cities of 23 African countries, and 21 cities in 4 Pacific and 3 Caribbean countries. The programme uses a structured approach where priority interventions are agreed through consultative processes. The programme's methodology consists of: (1) a rapid participatory urban profiling at national and local levels, focusing on governance, local economic development, land, gender, environment, slums and shelter, basic urban services, waste management, and proposed interventions; (2) detailed priority proposals; and (3) project implementation.

In Jamaica the programme encompasses a national profile, as well as those for May Pen, Montego Bay and Old Harbour. Each is published as a separate report. This is the Montego Bay city report and it constitutes a general background and synthesis of the six themes: basic urban services, gender and HIV/AIDS, governance, municipal budgeting and finance, land, and environment and disaster.

## BACKGROUND

The most recent population estimate, outside of the official decennial census of 2011, indicated that in 2007 there were 2.7 million people living in Jamaica, with 53 per cent living in urban areas (Planning Institute of Jamaica). Additionally, there are over 750 informal settlements in the country (Ministry of Water and Housing 2008). A steady increase in Jamaica's urban population is forecasted for the next 10 years. Similarly, there is likely to be a steady increase in informal settlements and the attendant problems associated with rapid unplanned urban settlement.

In 2007, the Government of Jamaica launched Vision 2030, to put the country on a path to become the place of choice to live, work, raise families, and do business. Among the tasks to be accomplished by 2030 is the creation of prosperity through the sustainable use and management of natural resources. Vision 2030 is viewed as a road map which, when used effectively, will allow society to achieve its economic goals.

# BACKGROUND

## INTRODUCTION

### Urban Profiling

The Jamaica National Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, and academics. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in 30 African, Caribbean and Pacific Countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

## METHODOLOGY

**The Participatory Slum Upgrading Programme** consists of three phases:

**Phase one** consists of the rapid profiling of urban conditions at national and local levels. The capital city, a medium-sized city and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on six themes; basic urban services, gender and HIV/AIDS, governance, land, municipal budgeting and finance, and environment and disaster. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities, and threats of the national and local urban set-ups. The findings are presented and refined during city and national consultation workshops and

consensus is reached regarding priority interventions. National and city reports synthesize the information collected and outline ways forward to reduce urban poverty through holistic approaches.

**Phase two** builds on the priorities identified through pre-feasibility studies and develops detailed capacity-building and capital investment projects.

**Phase three** implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of **Phase One** at the local level in Jamaica.

## URBAN PROFILING IN JAMAICA

The urban profiling in Jamaica is one of four similar efforts conducted in the country; the others are in the three Jamaica cities of May Pen, Old Harbour and Montego Bay.

## REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Jamaica, based on the findings of the Jamaica Assessment Report, a desk study and interviews.
2. A synthetic assessment of the following six main thematic areas; basic urban services, gender and HIV/AIDS, governance, land, municipal budgeting and finance, as well as environment and disaster; in terms of the institutional set-up, regulatory framework, resource mobilization, and performance. This second section also highlights agreed priorities and includes a list of identified projects.
3. A strengths, weaknesses, opportunities and threats analysis, and an outline of priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities, and outputs.

## BASIC URBAN SERVICES



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Basic urban services may be identified as those that are vital to city living. Generally, the Government or the local authority for the specified urban area has the responsibility to ensure that residents within their jurisdiction have adequate access to these services. Generally, basic urban services include water, sanitization, waste collection, roads, storm drainage and street lighting. Schools and health care services as well as communal spaces are also classified as basic urban services.

### INSTITUTIONAL SET-UP FOR THE PROVISION OF BASIC URBAN SERVICES

In Jamaica, there are several governmental agencies or ministries set up at the national level to deal with the provision of various urban services. However, there are some services that require a level of collaboration among two or more of these agencies/ministries and across the two levels of government: local or the parish council and the central Government.

In many instances, provision of basic urban services has been directed chiefly by the central Government. However, delivery of these services has been inefficient due to limited funds.

The Government has set up local authorities in each parish to oversee the provision of basic urban services at the parish level. In previous years, parish councils were responsible for the provision of more services than they are today; reforms are being made by the Department of Local Government and Community Development situated in the Office of the Prime Minister. Reform is aimed at transforming 13 marginalized local authorities into institutions with the requisite resources to provide the range of functions and services for which they are legally responsible.

### WATER AND WASTEWATER MANAGEMENT

Significant progress has been made to provide adequate water supply to each household in Jamaica. By 2001, approximately 71 per cent of households across the island had piped water. This was a record 10 per cent higher than the previous 10 years. Notably, the same period indicated a decline in the percentage of households relying on water from rivers, springs and ponds. This decline occurred in approximately 2 per cent of the national population, from 5.7 per cent to 3.1 per cent.

One-third of the poorest households still rely on standpipes for their water, and 30 per cent obtain water from untreated sources such as rivers. Only 21 per cent of the poorest households have flush toilets.



## INSTITUTIONAL SET UP FOR THE PROVISION OF WATER AND SEWERAGE

The National Water Commission is responsible for water and wastewater services for almost 70 per cent of the Jamaican population. The institutionalism of the water sector has undergone significant changes during the past few decades. The Ministry of Water was created in 1998 to give the required focus to the sector, demonstrating the priority accorded by the Government. The Water Resources Authority is responsible for issuing licenses for water use in Jamaica. The Office of Utility Regulation issues licenses for provision of utility services and is responsible for water tariff adjustment and service quality issues. Finally, the National and Environmental Planning Agency, implements environmental protection laws and regulations and monitors water and wastewater quality. The institutional structure is relatively recent and the actors in the sector are evolving, leaving room for improvement in the sector's general functioning.

Within the framework of the National Water Sector Policy (1999), the Government is determined to improve water supply, distribution and management.

## SOLID WASTE MANAGEMENT

The Government established the National Solid Waste Management Authority in April 2001 to manage solid waste disposal nationwide. Under this body, Jamaica has been divided into four regions or waste sheds comprising at least two parishes per shed. They are the Riverton Waste shed which serves the parishes of Clarendon, St. Catherine, Kingston, St. Andrews, and St. Thomas. The North-eastern waste shed serves the parishes of Portland, St. Mary and St. Ann. The Retirement Waste shed serves the parishes of Trelawny, St. James, Hanover, and Westmoreland. Finally there is the West Kirkvine Waste shed that serves the parishes of Manchester and St. Elizabeth. According to the National Solid Waste Management Authority, waste sheds are defined on the basis of the most effective and feasible collection and disposal network that can be implemented on the island.

## ROADS

Jamaica's road network consists of almost 21,000 kilometres of which at least 15,000 kilometres is paved. The numbering scheme used covers freeways, primary (or A), secondary (or B), parochial, and unclassified roads.

## INSTITUTIONAL SET-UP

The National Works Agency is directly responsible for Jamaica's main road network, consisting of approximately 5,000 kilometres of class A, B and C roads. This network forms 19 per cent of the total road surface available in a nation that relies almost exclusively on roads as the main link between locations. More than 90 per cent of the main road network is paved. The National Works Agency also has 736 bridges on its main road network.

There are also 14,895 kilometres of parochial, 1,500 kilometres of farm and 4,200 kilometres of community roads. Parochial and farm roads are the responsibility of the local authorities (parish councils); farm roads are the responsibility of the Ministry of Agriculture, through its agency, the Rural Agriculture Development Agency. Parochial, community and farm roads represent 81 per cent of Jamaica.

## REGULATORY FRAMEWORK

The main policy framework shaping the provision of roads and public transport is The National Transport Policy.

The fundamental aims of the policy are to:

- Support sustainable economic growth and social development,
- Identify the legislative and administrative arrangements to support the policy objectives,
- Ensure the development of the transport system in light of the realities of the global economy and the national fiscal situation,
- Ensure compliance of the transport sector with international security and safety standards,
- Provide a framework within which the appropriate institutional arrangements can be created and strengthened,
- Emphasize the human and physical resource needs for implementation of the policy,
- Provide a framework within which Government and other stakeholders can use the transport infrastructure and services efficiently,
- Provide a framework within which transport can be developed and operated in a safe and environmentally friendly manner,
- Give confidence to the private sector to invest in and improve the transport sector.

The key priorities of the national transport policy are to:

- Encourage greater private sector participation,
- Improve inter-agency coordination in inter-modal transport,
- Have users contribute to the costs of transport services,
- Facilitate access to subsidies for the provision of transport services to the vulnerable in society,
- Create policy awareness and further participation in policy development,
- Improve the integration of transport policy, planning appraisal and implementation across modes,
- Improve the integration of transport policy with land use and other critical areas of policies,
- Increase access to reliable and efficient transport and transport services in rural areas,
- Ensure that adequate regulations are in place in meeting international safety, security and environmental standards,
- Ensure safety and security of transport and transport services,
- Support the reduction in fuel importation.

A major concern is the lack of a distinction between major transport networks such as highways for the haulage of goods and services, for example, and a policy provision for community roads. Further, there is no treatment of the issue of urban roads versus rural roads based on the assumptions of road loads and usage.

## GENDER AND HIV/AIDS



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Many of the key socioeconomic issues with which Caribbean countries face today have an important gender dimension. These include crime and violence, reproductive and sexual health issues, low education levels, unstable family structures, poverty, and inequality. Gender roles and relations influence these socioeconomic issues. For example, violent crime is concentrated among young men, who are both victims and perpetrators. Domestic violence is extensive in the Caribbean sub-region and mostly involves men as the aggressors and women as the victims. Aggressive male behaviour has been linked to the inability of men (particularly those in the low-income bracket) to meet societal expectations of achieving and providing for their families. Other factors of such aggression are the socialization patterns that teach boys to be tough and girls to be submissive. (A Review of Gender Issues in the Dominican Republic, Haiti and Jamaica).

Standard indicators show that gender differences do not contribute to inequalities in human development in Jamaica. Women in Jamaica won the right to vote and to contest elections in 1944. For at least the past three decades, Jamaican females have exceeded males in primary and secondary school enrolment and average years of schooling and literacy. In part, this is due to the decline in educational participation and achievement among males. Women in rural settings have always

borne productive and reproductive responsibilities, but they are poorly paid and considered for their labour. Jamaican women have less access to economic resources, such as land and credit, than men. In the professions, women are strongly represented in middle management but are few in its upper echelons. Women hold just 10 per cent of senior positions in the country's public sector, despite them accounting for more than two-thirds of the university graduates.

### REGULATORY FRAMEWORK

The Ministry of Health, and its partners, is involved in the development of the HIV/AIDS Workplace Policy. This followed the development of the National HIV/AIDS Policy in 2005.

Gender issues are studied extensively by academia and gender specialists in Jamaica. In addition, donor agencies have facilitated gender studies and funded capacity-building and training. The World Bank Gender Issues Study (2002) for the islands of the Dominican Republic, Haiti and Jamaica is one example. Some of the relevant policies include the National Policy Statement on Women.

The 10 goals of the policy statement administered by the Ministry of Youth, Culture and Sports are:

- Increasing access to employment and income,
- Upgrading women's skills and increasing their access to credit and markets,
- Improving pay, working conditions and promoting the diversification of women's employment opportunities,
- Ensuring available, affordable and adequate child care services,
- Providing adequate protection and means to attend to the plight of women and children who are victims of family violence, incest, rape and sexual harassment,
- Improving housing supply and terms of acquisition to assist women in the provision of shelter for themselves and their families,
- Eliminating legal discrimination and implementing reforms necessary for the protection and advancement of women,
- Ensuring that the provision and distribution of basic urban services between men and women is equitable,
- Promoting women's right to contraception and choices about the number of children they desire,
- Ensuring equal rights for women in all areas of education.

### NATIONAL AIDS POLICY

HIV/AIDS affects the health and well being of a large number of people from all social classes and occupational groups countrywide. HIV/AIDS is not only a health problem; it is a developmental issue which affects the social, cultural, political, and economic fabric of the nation. The current National HIV/AIDS Policy for Jamaica establishes the foundation for guidelines and legislation to:

- Promote the health of the population, individual responsibility for health and the practice of healthy lifestyles,
- Protect the rights of people infected with and affected by HIV/AIDS,
- Reduce HIV/AIDS-related stigma and discrimination,

- Create an enabling environment for improved access to prevention knowledge, treatment and support,
- Mitigate the socioeconomic impact of the epidemic.

The policy is based on four specific objectives:

- Prevention of new HIV/AIDS infections,
- Treatment, care and support for persons living with and affected by HIV/AIDS,
- Mitigation of the socioeconomic impact of HIV/AIDS,
- Ensuring a supportive policy, regulatory and legislative environment.

The United Nations Common Country Assessment for Jamaica 2006-2010 stated that the newly approved National HIV/AIDS Policy, the Medium Term

**TABLE 1. JAMAICA HIV/AIDS EPIDEMIC UPDATE 2004 PARISH HIGHLIGHT.**

#### SUMMARY OF HIV/AIDS CASES BY PARISH IN JAMAICA (BY DATE OF REPORTING) 1982 – JUNE 2004

PARISH	CUMULATIVE TOTAL	RATE PER 100,000 POPULATION
Kingston and St. Andrews	3 594	547.4
St. Thomas	157	168.3
Portland	149	182.8
St. Mary	254	225.2
St. Ann	512	300.6
Trelawny	209	283.6
St. James	1368	766.7
Hanover	206	306.1
Westmoreland	395	279.5
St. Elizabeth	187	126.7
Manchester	215	112.8
Clarendon	310	128.0
St. Catherine	1090	224.2
Parish Not Known	19	0.0
Overseas Address	10	0.0
Total	8,675	333.7

*Produced from data adapted from Gleaner Forum. Jamaica: Breeding ground for crime. April 8, 2010*

Socioeconomic Policy Framework and key international frameworks, such as the Millennium Development Goals and United Nations Declarations and Goals, and targets were used to structure the development challenges within this thematic area.

Jamaica has experienced a steady increase in HIV/AIDS rates since 1990. By the end of 2003, approximately 22,000 people were estimated to be infected with HIV/AIDS and approximately 3,700 had died. Children (0-19 years) and young people (20-29 years) reported with HIV/AIDS accounted for 9 per cent and 19 per cent respectively (28 per cent cumulative total) of total HIV/AIDS cases. HIV/AIDS is the second leading cause of death in children aged 1-4. Jamaica's overall HIV/AIDS prevalence of at least 1.5 per cent in 2004 is relatively low, compared with that of other Latin American and Caribbean countries. However, the country is experiencing a generalized epidemic with the rate of reported HIV/AIDS cases in Jamaica increasing steadily. Some 75 per cent of reported new HIV/AIDS infections are transmitted through sexual intercourse, but HIV infection and AIDS cases are considerably underreported and, for this reason, the precise magnitude of the epidemic is unknown.

Especially vulnerable populations are men who have sex with men, commercial sex workers, those with a history of sexually transmitted infections, prison inmates, adolescents, the youth, and street children. These populations are typically more vulnerable to HIV/AIDS infection because, while engaging in high-risk behaviour, they are often marginalized from mainstream society, which decreases their access to information, products and services that could reduce their risk of infection.

### LEGISLATIVE FRAMEWORK

The National HIV/AIDS Policy and the National Workplace Policy on HIV/AIDS will provide a foundation for the development, introduction and strengthening of the legal framework around HIV/AIDS (Source: HIV/AIDS Workplace Policy 2008 - Cabinet Office).

### EFFORTS TO ADDRESS HIV/AIDS

#### SUMMARY OF THE ACHIEVEMENTS OF THE NATIONAL HIV/AIDS PROGRAMME (2002 – 07)

Some of the initiatives the Government has pursued to implement the Mexico Consensus include the Stigma reduction, Human Rights and Policy Campaign.

The national anti-stigma campaign provides a profile on people living with HIV/AIDS in order to put a face to the HIV/AIDS epidemic. More proactive measures, including legislation, are being taken to reduce discrimination against people living with HIV/AIDS. The activities include:

- The continued national anti-stigma campaign to provide information on the disease as well as prevention strategies and access to treatment,
- The integration of stigma reduction campaigns into all activities related to people living with HIV/AIDS,
- Cabinet submission proposing HIV/AIDS legislation,
- Monitoring of acts of discrimination. Reports, intervention and advocacy efforts coordinated by the Jamaica Network of Seropositives. Services include resource mobilization, coordination of HIV/AIDS related activities and capacity-building for people living with the disease to advocate for their rights and concerns through partnership, empowerment and resource mobilization. The vision is to achieve acceptance, recognition and full integration for people living with HIV/AIDS as members of Jamaican society,
- HIV/AIDS workplace and sector policies have been designed using the International Labour Organization's workplace policies as a guideline to cater to nuances regarding the rights of employees and employers. So far, policies have been created and adopted by many line ministries and public sector organizations.

### STRENGTHEN THE MULTI-SECTORAL RESPONSE

- Plans are underway to establish a single national authority with overall responsibility for leading and managing the national response to HIV/AIDS. The National AIDS Committee is to be strengthened. The committee is the partnership forum and advocacy arm for the national response and the Country Coordinating Mechanism, which is the coordinating body for Jamaica's response to the HIV/AIDS pandemic.
- The establishment of HIV/AIDS focal points and programmes in all line ministries and sectors is underway.
- There is support from civil society, non-governmental and faith-based organizations to conduct sustainable HIV/AIDS programmes and activities.

### PLANNING AND COORDINATION

- The development of a national HIV/AIDS strategic plan with the goal of providing universal access to HIV/AIDS prevention, treatment and care.
- A comprehensive monitoring and evaluation system in the Ministry of Health to strengthen the strategic planning and coordination of HIV/AIDS and sexually transmitted infections.
- Harmonization of the support of the United Nations and other agencies, such as the Global Fund and the United Nations Population Fund, to provide financial support for activities related to HIV/AIDS

### CAPACITY-BUILDING AND SUSTAINABILITY

The National Strategic Plan pointed to the need to undertake and sustain a multi-sectoral response to HIV/AIDS and sexually transmitted infections. This has resulted in:

- The establishment of a HIV/AIDS Division in the Ministry of Health such as the National Authority for HIV/AIDS in Jamaica.
- The present Project Coordination Unit within the HIV/AIDS Division.
- The establishment of funds for HIV/AIDS in the Government's recurrent budget.
- Completion of a timely implementation of the World Bank project to assist vulnerable women and children and other groups at risk of contracting the disease.

### EXPANSION OF HIV/AIDS RAPID TESTING

There was a significant expansion of HIV/AIDS rapid testing to identify persons living with HIV/AIDS so as to achieve universal access to anti-retroviral treatment. It also served as an entry point for individual risk reduction behaviour and allowed for referral for medical assessment.

Furthermore, there has been outreach testing of men having sex with men, commercial sex workers and other clients.

### UNIVERSAL ACCESS TO ANTI-RETROVIRAL TREATMENT

People living with HIV/AIDS are allowed to access anti-retroviral treatment once their CD4 count falls below 350. All pregnant women are put on anti-retroviral triple therapy as soon as they are 28 weeks pregnant. Other achievements include:

- The integration of anti-retroviral treatment into health services.
- Ensuring the prevention of mother to child transmission.
- The registration of all persons on anti-retroviral treatment with the National Health Fund.

### EXPANDING THE SCOPE, COVERAGE AND QUALITY OF PREVENTION

- Expansion has been effected to make special provision for social vulnerability, gender roles and the socio-cultural dimensions of HIV/AIDS as well as the provision of risk reduction and behaviour change intervention strategies for youth including the development of appropriate attitudes, values and skills and the building of self-esteem as well as negotiation skills.
- The targeting of youth and young adults through comprehensive programmes and activities, including development of a strategy and tools to promote abstinence as well as improving condom access and skills in usage.
- The support of a comprehensive HIV/AIDS response in the education sector, including the review of the Health and Family Life Education Programme.
- Spreading the message of responsible sexual behaviour and attitudes through public media campaigns. (Source: Bureau of Womens' Affairs Report to Regional Conference - Jamaica 2007).

The Ministry of Health in Jamaica has a programme to deal with HIV and other sexually transmitted infections. In 2007, a HIV/AIDS epidemic update was produced to determine the number of reported HIV/AIDS cases and deaths: The total number of reported cases of AIDS and deaths in Jamaica between January 1982 and December 2007 is 12,520 and 6,993 respectively.

In July 2005, the National HIV/Sexually Transmitted Infections Programme began monitoring cases of advanced HIV to reflect the need for treatment at an earlier stage of the disease. Persons with advanced HIV include persons with CD4 count of less than 350. Figures reported for HIV/AIDS cases between July 2005 and December 2007 include persons with advanced HIV.

In 2007, 1,104 people with advanced HIV (595 males and 509 females) were reported compared to 1,186 in 2006. Of these 1,104 people, 781 were diagnosed with AIDS compared to 1,112 in 2004. This represents a 30 per cent decline in AIDS cases and is largely due to increased access to treatment.

The number of AIDS-related deaths has also decreased,

TABLE 2. SUMMARY OF HIV/AIDS CASES IN JAMAICA.

**MINISTRY OF HEALTH  
NATIONAL HIV/STI PROGRAMME  
JAMAICA HIV/AIDS EPIDEMIC UPDATE  
JANUARY – JUNE 2008**

PERIOD	TOTAL	MALE	(PERCENTAGE)	FEMALE	(PERCENTAGE)
Cumulate 1982 – June 2008	12893	7425	57.5	5468	42.4
Jan – Dec 2000	903	515	57.0	388	43.0
Jan – Dec 2001	939	511	54.4	428	45.6
Jan – Dec 2002	989	580	58.6	409	41.4
Jan – Dec 2003	1070	611	57.0	459	43.0
Jan – Dec 2004	1112	603	54.2	509	45.8
Jan – June 2004	578	334	57.8	244	42.2
Jan – June 2005	473	275	58.1	198	41.9
Jan – June 2006	451	256	56.8	195	43.2
Jan – June 2007	324	190	58.6	134	41.4
Jan – June 2008	373	200	53.6	173	46.3

Source: National HIV/STI Programme. HIV/AIDS Epidemic Update. 2008

with 320 such deaths (201 males and 119 females) reported in 2007 compared to 514 in 2005. A decrease in AIDS-related deaths and cases is attributed to the introduction of public access to anti-retroviral treatment in 2004, prophylaxis against opportunistic infections and improved laboratory capacity to conduct investigations such as CD4 counts and viral loads. These factors have resulted in a general improved quality of care.

#### THE NATIONAL RESPONSE

The Government has established a comprehensive National HIV/STI Control Programme. It has indicated its strong commitment to the HIV/AIDS epidemic through:

- Parliamentary approval of the Jamaica HIV/AIDS National Strategic Plan (2002-2006),
- Designation of the National Planning Council chaired by the Minister of Finance and Planning as a high-level forum for discussing and advising on HIV/AIDS. The profile of the National AIDS Committee has been elevated to a working group of the National Planning Council on HIV/AIDS,
- Cabinet has issued a mandate to five key public sector ministries to prepare and implement HIV/AIDS work programmes within their sectors and to report progress regularly to Cabinet,
- Parliamentary approval of a National Policy for HIV/AIDS Management in schools,
- Approval of a National Plan of Action for Orphans and Other Children Made Vulnerable by HIV/AIDS (2003-2006),
- A monitoring and evaluation plan and unit established within the Ministry of Health to check progress on HIV/AIDS programmes,
- Technical and financial resources through the loan agreement with the International Bank of USD 15 million for Reconstruction and Development, and a USD 23 million grant from the Global Fund to fight AIDS, tuberculosis and malaria,
- Negotiations with the private sector to lower consumer prices for anti-retroviral drugs.

## GOVERNANCE



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Jamaica boasts one of the oldest systems of local government in the Western Hemisphere, dating back to the 17th century. The British Colonial Administration developed the local government system primarily to support the emerging plantation economy based chiefly on the production of sugar for export. Subsequently, Jamaica is governed by a legislature which is a bicameral parliament consisting of a House of Representatives with 60 members and a Senate with 21. Based on the historical background, a second tier of governance is the local authorities (interchangeably parish councils). This local government system is divided into 14 parishes, with the Kingston and St Andrews parishes amalgamated and administered by the Kingston and St Andrews Corporation. Local affairs are administered by individual parish councils whose members are elected. Some of the functions that are the responsibility of the parish councils are public health, public markets, fire services, water supplies, abattoirs, building regulations, public beaches, street lighting, sanitation, and public cleansing.

### INSTITUTIONAL SET-UP

The parish councils and the Kingston and St. Andrew Corporation are empowered to make by-laws, regulations and rules for the good governance of the parishes over which they have jurisdiction. Specific responsibilities of the councils include:

- Developing, managing and maintaining infrastructure and public facilities such as parochial roads, water supplies, drains and gullies, parks, recreational centres, markets, abattoirs, pounds, cemeteries, transport centres, public sanitary conveniences, and public beaches.
- Provision of local services such as relief for the poor, public cleansing, public health, and street lighting.
- Regulation powers in respect to building and planning approvals and development control, licensing of trade and businesses, street parking and control of public vending.
- Coordinating inter-agency collaboration among non-governmental organizations, community-based organizations and Government agencies, which operate in the parish and are engaged in the delivery of local services or in local development.
- Support of national policies/development programmes at the local level.
- Spearheading plans and initiatives for the orderly, balanced and sustainable development of the parish, particular town and cities within the parish jurisdiction, and for the boosting of economic activities and local wealth creation within the parish.





## REGULATORY FRAMEWORK

Table 3 below outlines the main legislative framework pertaining to urban governance. Included also are the proposed amendments in accordance with the local government reform (further detailed below).

**TABLE 3. URBAN GOVERNANCE LEGISLATIVE FRAMEWORK**

LEGISLATION	ACTION
Solid Waste Management Act	<ul style="list-style-type: none"> <li>-To enact appropriate legislation to establish a National Solid Waste Management Authority</li> <li>- Establish a framework for the management of solid waste in Jamaica</li> </ul>
Property Tax Act	<ul style="list-style-type: none"> <li>-To amend the Property Tax Act so as to allow for the imposition of special rates on commercial properties</li> <li>-To remove the property tax exemptions which certain state-owned entities and statutory bodies enjoy</li> <li>-To make provision for the payment of property tax at any designated collectorate or agency such as a bank</li> <li>-To transfer the management of the Property Tax Act from the Minister of Finance and Planning to the Minister of Local Government, Youth and Community Development</li> </ul>
Kingston and St. Andrews Corporation and Parochial Rates and Finance Acts	<ul style="list-style-type: none"> <li>-To enable a more equitable distribution of Motor Vehicle Tax to local authorities</li> <li>-To provide that all revenue from motor vehicle tax will be paid over to the local authorities</li> <li>-The retention of an additional 2.5 per cent of the Parochial Revenue Fund by the minister of local government for the administrative expenses of the fund</li> <li>-To enable better administration and enforcement in respect of local rates and the removal of exemptions</li> <li>-To unify the types of rates to be imposed by both the Kingston and St. Andrews and parish councils</li> <li>- To enable the imposition of penalties for non-payment of rates when due</li> </ul>
Licences and Trades and Business Act	<ul style="list-style-type: none"> <li>-To widen the range of trade and business activities covered by the Act</li> <li>-To make the local authorities the licensing and regulatory authority for all types of trade and business activities within their jurisdiction</li> <li>-To rationalize the fee structure to have licensees pay a percentage of annual turnover as licence fee</li> <li>-To enable local authorities to make regulations under the Act</li> <li>-To transfer the responsibility for management and enforcement to the local authorities</li> </ul>

Spirit Licences Act	<ul style="list-style-type: none"> <li>-To amend the Act to enable fees collected to be transferred to the local authorities directly rather than to the Consolidated Fund</li> <li>-To transfer responsibility for the management and enforcement of the Act to the local authorities</li> <li>-To enable local authorities to make regulations under the Act for the management of Spirit Licenced premises</li> <li>-To provide expressly that local authorities may close an operation if a vendor operates without a licence</li> <li>- To increase the level of fees</li> </ul>
Parochial Markets Law	<ul style="list-style-type: none"> <li>-To amend the Kingston and St. Andrews Corporation and Parochial Markets Act so as to give the authorities more effective means of managing markets and street vending</li> <li>-To deal with delinquent markets vendors</li> <li>-To increase fees and penalties and provide for flexible opening hours</li> </ul>
Hawkers and Peddlers Act	<ul style="list-style-type: none"> <li>-To review the Act to determine whether it should be repealed and have sections of its provisions incorporated in the Licences on Trade and Business Act</li> </ul>
Public Health Act and Regulations thereunder	<ul style="list-style-type: none"> <li>-To increase fees to cover the cost of services</li> <li>-To give the Board of Health appropriate legal remedies to enforce provisions of the Act by an increase in penalties</li> <li>-To give proper definitions to the terms barbers and hairdressers</li> </ul>
Pounds Act/Keeping of Animals Act	<ul style="list-style-type: none"> <li>-To amend these Acts in order to provide a more effective and efficient system in the control of stray animals</li> <li>-To give local authorities the power to designate areas within their jurisdiction as prohibited or restricted for the keeping of animals</li> </ul>
Kingston and St. Andrews Corporation and Parish Councils Act (Pension Scheme for Councillors)	<ul style="list-style-type: none"> <li>-To provide for the payment of pensions to ex-councillors</li> </ul>
Road Traffic Act	<p>To ensure the promulgation of the following regulations/orders under this Act:</p> <ul style="list-style-type: none"> <li>-Road Traffic Parking and Parking Meters Rules and Regulations</li> <li>-Road Traffic Inspection and Testing of Parking Meters Regulations</li> <li>-Road Traffic Removal of Vehicles Regulations</li> <li>-Road Traffic Disposal of Abandoned Vehicles Orders</li> <li>-Wardens Order</li> </ul>
Kingston and St. Andrews Parish Council Building Acts	<ul style="list-style-type: none"> <li>-To consolidate these two Acts</li> <li>-To allow for the adoption of a modern building code</li> <li>-To recognize work submitted by qualified professionals</li> <li>-To make provision for the effective enforcement of the building code</li> </ul>

Source: *Local Government Reform: A Regional Framework for Local Governance and Development – A New Paradigm for Local Government in the 21st Century. 2001. Ministry of Local Government and Community Development*

## LOCAL GOVERNMENT REFORM

Prior to Ministry Paper 8/93, the need for fundamental reform of local government in Jamaica had been on the national agenda for the previous 50 years, during which seven major studies have been conducted on the subject. Reports on these studies have been remarkably unanimous in finding that the major contributors to the deficiencies and poor performance of local government have been inadequate financing and lack of autonomy.

Two main features characterized local government financing namely:

- Local rates, property taxes, or both - previously paid directly to the local authorities - are now paid to central Government and the local authorities are given a grant in lieu of these taxes,
- Local rates, covering the cost of street lights, fire protection and sanitation were abolished and rolled into property tax.

A major flaw of those arrangements for financing local government was that it had served to disconnect revenue from expenditure. This led to a gross neglect of traditional local government revenue sources and consequently to an excessive and growing dependence on central Government to make up the shortfall. The specific objectives of the reform programme were:

- Restoration of functions and responsibilities which were removed from local government and rehabilitation of the councils.
- Establishment of new arrangements for the financing of local government that will allocate to them adequate and independent sources of revenue and will give local authorities effective control over these sources of revenue.
- To upgrade the institutional capability of local authorities to ensure that they are able to perform their functions in an efficient and cost-effective manner and are able to take on the new challenge of providing leadership and coordination in the process of community development and empowerment.
- To effect a comprehensive revision of all outdated legislation that are a major constraint to the effective performance of the councils.
- To upgrade the quality and cost efficiency of all local government services and regulatory functions.
- To shift the focus of local authorities to one of providing leadership and a coordinating framework to the collective efforts of their respective parishes, towards local development.
- To examine the present distribution of service responsibilities between central and local

government, community and non-governmental organizations and the private sector, and to identify better or more cost-effective arrangements for the delivery of these services.

## CAPACITY-BUILDING

In October 1994, the Government led by Prime Minister P. J. Patterson established the Local Government Reform Unit to:

- Restore functions and responsibilities that properly belong to local government and upgrade its institutional capacity,
- Effect a comprehensive revision of legal frameworks,
- Improve the quality and cost-efficiency of its services and regulatory functions,
- Provide autonomous sources of funding for local authorities.

This was followed in 1995 by the Renewal of the Social Agenda, after nearly two decades of structural adjustment during which social programmes, particularly those related to community development, were sacrificed in an effort to reduce the foreign debt and fiscal deficit.

With this social renewal, the largest budgetary allocation went to education and training, the Social Development Commission was reorganized, the National Youth Service and the Special Training and Empowerment Programme were developed, the Jamaica Social Investment Fund was established, and a National Campaign for Positive Values and Attitudes was launched.

Then in the wake of the 1997 general elections, the Cabinet was reconstituted with the complementary processes of local government and community development placed in the same ministry to facilitate a whole new approach to the process of local governance. The achievements, so far, include:

- Provision of autonomous sources of funding for local authorities, which include:
  - o The Parochial Revenue Fund which is dedicated to financing such property-related services as maintenance of the parochial road network, solid waste management and street lighting,
  - o Central Government loans for financing the rehabilitation of parish infrastructure (roads, markets and administrative buildings) as well as for institutional strengthening and capacity-building.

Whereas up to 1997, 90 per cent of the budget of local authorities were grants from central Government; today, dedicated taxes and own-source revenues account for over 60 per cent of their budgets.

There are capacity-building programmes in partnership with:

- The United Nations Development Programme to provide computers and training programmes in computer technology, project management and business plan development,
- The Canadian Institute for Development Assistance to provide equipment, training and other forms of institutional support to the local authorities,
- Revision of the existing legal framework and the enactment of legislation to amend some 10 Acts, to grant greater autonomy to councils to set and amend fees and user charges as well as make regulations in respect of subjects within their jurisdiction,
- Establishment of Development Committees at the parish and community levels as participatory mechanisms, which involve the State, private sector, community leaders, and other members of civil society in the process of local governance,
- Streamlining of commercial services delivered by local authorities, e.g. markets, transport centres and cemeteries to improve services, achieve a surplus on operations and eliminate subsidies,
- The establishment of the principle of parity between local government staff and their counterparts in central Government, and the introduction of a new compensation regime for mayors and councillors.

Under the guidance of the Social Development Commission, an integrated community development process has already resulted in:

- The definition and mapping of each community,
- Creation of a community database to store and aggregate data in various formats,
- Development of a methodology for collaborating with 5,190 active community-based organizations island-wide,
- Facilitation of Community Development Committees comprising the leadership of Community-based organizations to plan for development on the basis of common ownership of and access to community facilities as well as sharing common interests, objectives and needs.

This emerging partnership between the local authority and the community is bringing a new dimension to the process of local government reform by providing a platform for community participation. Today, local authorities have started presenting their budgets publicly and are enthusiastically embracing mechanisms for involving citizenry in the process of local governance. However, despite these considerable improvements in the process of local governance and in the delivery of local services, there is a crying need to advance the local governance reform process further in order to reflect the new realities of the national, regional and world economy and to realize the imperatives of modern service delivery. There is also the need for local authorities of a sufficient size, and sufficiently strong economic potential with effective management capabilities to provide, efficiently, the quality of services required now and in the future.

From every side, there is the demand for local authorities to consolidate scarce resources for maximum efficiency and build a culture of openness and transparency, making the system subject to democratic oversight and accountability as the only way to ensure that local governance and popular participation become a meaningful effort.

## ONGOING PROJECTS

### THE PARISH INFRASTRUCTURE DEVELOPMENT PROGRAMME

The Parish Infrastructure Development Programme was funded by the Inter-American Development Bank and the Government of Jamaica in the fiscal year 2004/05. The original loan commitment of USD 50 million from the Programme, though revised to USD 31.3 million, facilitated the extension of the Infrastructure Programme to September 2006. This allowed for the use of uncommitted resources for the implementation of policy reforms at the national level, institutional strengthening at the ministry level and capacity-building at the local level.

### OBJECTIVES

The Parish Infrastructure Development Programme is being implemented as part of the Local Government Reform Process. The Programme's primary objective is to improve the capacity of the 13 local authorities to deliver basic services and maintain parish infrastructure, in the context of the Government of Jamaica's Local Government Reform Programme.

To achieve its objective, the Parish Infrastructure Development Programme will seek to:

- Promote changes in the legal and institutional framework that will strengthen local government,
- Strengthen the financial viability and institutional capacity of parishes to carry out their responsibilities,
- Strengthen the capacity of the Ministry of Local Government to support and promote local authorities,
- Encourage community participation in local decision-making,
- Finance the rehabilitation of basic priority infrastructure in the parishes, thereby fostering their economic development.

The major sub-items under the Programme that are being pursued are categorized as:

#### INSTITUTIONAL STRENGTHENING AND TECHNICAL ASSISTANCE

- Legal and institutional reform,
- Property revaluation,
- Revenue enhancement,
- Strengthening of parish capacities via the Organizational Strengthening Task Force,
- Computerizing the local authorities,
- Citizens participation in local governance,
- Organizational strengthening of the Ministry of Local Government.

#### INFRASTRUCTURE REHABILITATION AND SERVICES IN THE PARISHES

- Rehabilitation of parochial roads,
- Rehabilitation of markets,
- Rehabilitation of parish council buildings,
- Minor water supplies (wayside tanks, catchment basins and springs),
- Vehicles and maintenance equipment for roads.

#### ACHIEVEMENTS OF THE PARISH INFRASTRUCTURE DEVELOPMENT PROGRAMME TO DATE

These include:

- Some 195 kilometres of parochial roads throughout the Island are scheduled for rehabilitation under the Project at a cost of USD 1 million. So far, 91 kilometres have been repaired in various parishes. About 40 km are currently in progress.
- Some 19 markets are scheduled for refurbishing. The Browns Town Market is partially completed. Designs have been undertaken for Spanish Town and Ocho Rios.
- All 13 parish council administrative buildings are scheduled for refurbishing. So far, those of Kingston, St. Andrews, Hanover and St. James have been refurbished, with Manchester now underway. Around 13 pickups vans have been provided for parish infrastructure maintenance.
- Some 400 computers were installed in local authorities island-wide.
- Around 405 staff members from local authorities and the Ministry of Local Government have been provided with computer training.
- A contract for a Local Area Network for local authorities has been awarded. Installation began on February 2003.
- The National Land Agency completed funding of the Property Revaluation Project.

# MUNICIPAL BUDGETING AND FINANCE

## INSTITUTIONAL SET-UP

Local governments regularly prepare two types of budgets; recurrent and capital. However, these are primarily directed by the central Government/national budget and the requisite parish allocation.

Recurrent /operations budget is revenue and expenditure for the coming year, covering administration costs (salaries).

The capital budget is the three-year long-range plan of all capital expenditures during the following three years, including:

- Acquisition of land,
- Construction of buildings,
- Construction of roads and minor water supplies,
- Purchase of major equipment,
- The capital budget shows how the expenditures are to be financed and any resulting operations costs/savings expected.

## REGULATORY FRAMEWORK

The following are some of the financial policies and legislative frameworks that guide municipal (and central Government) financial management.

- Accounting Policy: guides the implementation of accrual accounting in the public sector.
- Audit Committee Policy: provides guidance on the standards to be applied by Audit Committee members in ministries/departments and executive agencies, and improve the operational activities of the Audit Committees.
- Public Sector Procurement Policy.
- Government of Jamaica Environmental Guide to Green Procurement.

## RESOURCE MOBILIZATION

The following are the different avenues of revenue and capital generation by local authorities.

## EQUALIZATION FUND

Provides budgetary (capital) support to the parish councils. Comprised of 10 per cent of the property tax receipts, funds are distributed according to parish needs, through the Department of Local Government.

## GOVERNMENT GRANTS

The central Government provides General Assistance and Specific Grants to cover various council expenses. General Assistance Grants go towards services for retiring benefits, executive direction, administration, political directorate, and roads and technical services.

Specific Grants are those that cover the exact amount of service costs. Poor relief (indoor and outdoor) and minor water supplies fall under this category.

## SELF-FINANCING SERVICES

These are services that are expected to finance themselves and provide general revenue for the council. All such services are contained within the Commercial Services Unit. These are markets, cemeteries, abattoir, pounds, and transport centre/car parks.

## RECURRENT BUDGET

The operations budget is revenue and expenditure for the coming year, covering administration costs (salaries).

## CAPITAL BUDGET

The capital budget is the long-range plan of all capital expenditures during the following five years, including the following:

- Acquisition of land,
- Construction of buildings,
- Construction of roads and minor water supplies,
- Purchase of major equipment.

The capital budget shows how the expenditures are to be financed and any resulting operations costs/savings expected.

## CAPACITY-BUILDING

All previous and current studies of the problems of local government have concluded that without financial reform, all other efforts to deal with those problems will prove futile. The Government had, therefore, chosen this as the priority area of the Reform Programme, and in keeping with the Development Plan for Local Government, the Ministry of Local Government (now a department since 2006/07) has been pursuing a multi-phased programme to improve the financial base of local authorities. Under the Local Government Programme, financial reforms consist of the following phases:

**Phase 1** entails the revision of existing licence fees and user charges payable to local authorities, and imposing fees where services and regulatory functions are now being provided free.

**Phase 2** focuses on improvement of the revenue collection machinery and increasing the effectiveness of enforcement measures.

**Phase 3** aims at giving local authorities greater control over the sources of revenue allocated to them, and simplifying the procedures for setting and amending fees.

**Phase 4** consists of measures to upgrade the financial management capability of the councils, particularly in respect to improved asset management and better utilization of the many assets which most councils possess but which are now grossly underutilized.

**Phase 5** entails the development of a comprehensive new formula for financing local government, which will finally solve the chronic financial problems of this institution. The new formula, which is now applied, consists of the following as the sources of revenue allocated to local government:

- Property taxes and/or specific local rates for services such as public cleansing, street lighting and protection of property,
- Motor vehicle licence fees, to be used for maintenance of roads,
- Fees for spirit licences and other amusement activities,
- Fees for trade and business licences and other forms of activities which require licensing or permits, e.g. building permits,

- User fees in respect to other services e.g. markets,
- Income generated from parochial assets and investments.

In addition, local authorities will be permitted to:

- Raise loans and local bonds to finance economically feasible development projects for the parish or specific communities, and finance capital works for self-financing services,
- Introduce special development rates, raised with the consent of the citizens concerned, to service local development loans or bonds, or to otherwise finance special needs or development projects for the parish, or specific communities within it,
- Retain proceeds from fines and other penalties resulting from breaches of regulations administered by the councils.

Local authorities will continue to receive grants or contributions from central Government, but this will be confined to:

- Grants in lieu of taxes for Government-owned property,
- Specific Grants in respect to social/welfare services such as “poor relief”, “minor water supplies”.

#### INDIGENT HOUSING

Support for traditional central Government functions, such as youth and community development programmes, child care, emergency relief, disaster preparedness and mitigation.



# LAND

## LAND TENURE

In some parts of Jamaica, a relatively high proportion of the land is publicly owned. The ownership is further distributed among a variety of government departments, State enterprises and statutory bodies.

Human settlements, however, have been evolving in an unplanned manner, and land use conflicts are emerging everywhere as a result of the planning authorities' struggle to manage the increasing pressure for land use changes. The competition for limited land resources has led to steep land price inflation in many parts of the region. Land and housing prices are generally out of reach for low-income workers, commonly forcing them into squatter settlements near urban areas.

## NATIONAL LAND POLICY (1997)

The National Land Policy of Jamaica was tabled in Parliament in July 1996. It recognized the finite nature of Jamaica's land resources and the need to correct decades of indiscriminate use and poor development practices. The Government coordinated the preparation of the policy by employing a broad-based participatory and consultative mechanism. Consideration was given to the terrestrial areas of some 10,991 square kilometres, and to territorial waters, approximately 25 times the size of Jamaica, as well as the atmospheric and sub-surface areas.

## GOALS AND OBJECTIVES

The objectives of the policy are to ensure the sustainable productive and equitable development, conservation, use and management of the country's natural and man-made resources, as well as promotion of comprehensive and integrated development in urban and rural areas. Measures to achieve these goals include equity and fairness in access and distribution of land, and economic diversification and the development of centres of growth as appropriate. The policy aims to complement socioeconomic development plans and programmes, which include poverty eradication, while challenging and seeking to remove inefficient, onerous and outdated legal, administrative, management, and other barriers. The policy specifies the development and implementation of a rational set of strategies, programmes and projects so as to facilitate stable and sustainable development.

The policy recognized that failure to adopt appropriate rural and urban land policies and prevailing land management practices was a primary cause of inequity, poverty and inadequate economic development. It also identified many of the critical land issues in the country; the causes of problems such as degradation of forests and watersheds; scattered and linear development; unplanned urban development; squatting; illegal

development activities; occupation of hazard prone and other unsuitable areas; increased living costs; environmental pollution; and increased vulnerability affecting the nation, especially the disadvantaged and low income earners. The policy is comprehensive and includes chapters that detail the issues, policies, programmes, and projects related to:

- Geographic Information Systems,
- Land Resources and Land Use,
- Land Titling, Tenure and Access,
- Acquisition, Pricing and Divestment of Government-owned lands,
- Taxation,
- Incentives for Property Development,
- Environment, Conservation and Disaster Preparedness,
- Management of Lands with specific reference to Government-owned lands,
- Legislation,
- Institutional Framework and Reform.

## SOME CONCERNS FOR LAND ADMINISTRATION AND MANAGEMENT

Lack of sustainable/integrated development plans nationally, regionally and locally and where they exist unrealistic in what could be implemented, taking into consideration realistic time frames, financial and human resources	Planning, infrastructure and utility standards that are unaffordable to the majority of people, and unwillingness to develop and legally use starter/minimum standards with policies and programmes for incremental development
Inadequate information on land and land matters and information not easily retrievable or accessible	Large-scale squatting and capturing of public and private sector land for all types of uses
Rapid urbanization and urban sprawl	Illegal/non-conforming uses
Scattered small human settlements and linear urban development	Limited access to affordable land with secure tenure
Inadequate or no plans to deal with territorial waters and exclusive economic zones	Unavailability of land and insecurity of tenure
Use of economic instruments, for example, incentives and subsidies, without any analysis of environmental and social impacts of some developments	Occupation of hazard prone areas, such as river banks and steep hillsides
Inadequate infrastructure: roads, sewerage and water. This is compounded by the economic dependency on tourism in several parts of Jamaica and in the Caribbean, as well	Some 57 per cent of housing construction in Jamaica and the Caribbean takes place informally with no approvals for planning, building or infrastructure
Illegal subdivision and sale of land	No resolution of "family land" issues
Lack of consistent and viable strategies and programmes for making land available to the masses, resulting in unavailability of affordable land and insecurity of tenure	Inappropriate pricing and taxation of land
Underutilization and inefficient use of arable land and abandonment of private land – absentee owners	Limited and poorly organized and managed monitoring and enforcement capacity within the public sector

Source: DaCosta, J. (2003). *Country Experience in Land Issues for the Land Tenure Centre*.

## ENVIRONMENT AND DISASTER



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### ENVIRONMENT

Over the past two decades, the Government has embarked on initiatives of management conservation and protection of the natural resources within the context of sustainable development. The Department of Local Government and the Environment within the Office of the Prime Minister has the executive mandate to govern Jamaica's natural environment.

The Government recognized that urban and rural planning must be within the context of the wider thrust of environmental management. This resulted in the establishment of the National Environment and Planning Agency. The Agency represented an amalgamation of the Natural Resources Conservation Authority which had a statutory mandate for the conservation, protection and proper management of the natural resources of Jamaica; the Town and Country Planning Authority, which had the statutory mandate to ensure the orderly planning of Jamaica; and the Land Development and Utilization Commission, with a statutory mandate to ensure that prime agricultural lands are kept in agricultural production in the interests of, inter alia, food security and self-sustainability. (Source: Davis-Mattis Laleta Jamaica's "Commitment to the Conservation and Management of Natural Resources Ten Years in Retrospect." Unpublished Paper, National Environment and Planning Agency; Kingston, Jamaica (March 2002).

### NATIONAL ENVIRONMENTAL AND PLANNING AGENCY

The National Environment and Planning Agency is an executive agency that became operational on 1 April 2001. This Agency represents a merger between the Natural Resources Conservation Authority, the Town Planning Department and the Land Development and Utilization Commission. The Agency was a result of the work of the Government of Jamaica Public Sector Modernization Programme. The aim of the merger was to integrate environmental, planning and sustainable development policies and programmes and to improve customer service.

### LEGISLATIVE FRAMEWORK

The National Environment Planning Agency operates under:

- The Natural Resources Conservation Authority Act,
- The Town and Country Planning Act,
- The Land Development and Utilization Act,
- The Beach Control Act,
- The Watersheds Protection Act,
- The Wild Life Protection Act,
- The Endangered Species (Protection, Conservation and Regulation of Trade) Act.

### POLICY FRAMEWORK

The work of the National Environment and Planning Agency is guided by the following policies and plans:

- Jamaica National Environmental Action Plan (JaNEAP) 1999-2002,
- National Physical Plan,
- Policy for Jamaica's System of Protected Areas - 1997,
- Biodiversity Strategy and Action Plan (Draft),
- Watershed Management Policy (Draft),
- Beach Policy for Jamaica (Draft),
- Environmental Management Systems Policy and Strategy (Draft).

### DISASTER MANAGEMENT

The national disaster management efforts in Jamaica are carried out by Government, non-governmental and private voluntary organizations and volunteers. The National Disaster Response Mechanism functions at the national, parish and local levels. There is an intermediate regional level that links the parish and national levels. The National Disaster Committee is supported by seven subcommittees at the national level and 14 Parish Disaster Committees at the parish level.

The economic impacts of natural disasters on Jamaica have resulted in cumulative costs of approximately JMD 84.1 billion over the past 20 years (Office of Disaster Preparedness and Emergency Management 2007). Between 2000 and 2006, damage and loss estimated was in the region of JMD 49 billion (Office of Disaster Preparedness and Emergency Management 2007). The increasing losses and damage have highlighted the need for a closer examination of vulnerability for better resource management. Since natural hazards affect the social, economic and environmental lives of communities, it is imperative that the strategic policies aimed at reducing vulnerability and reducing risk be targeted at building resilient communities. The community involvement and engagement must be the underpinning philosophy of any thrust towards a national risk management programme.

### DISASTER ACT (1993)

Administered by the Office of Disaster Preparedness and Emergency Management.

As a statutory body, it operates out of the Office of the

Prime Minister with a Board of Management overseeing its activities. This disaster preparedness body has the unique role of being the only Government agency to provide disaster management functions in Jamaica. Its operations include:

- Developing and implementing policies and programmes to maintain an appropriate state of national preparedness for natural disasters and other emergencies,
- To encourage and support disaster preparedness and mitigation measures in all parishes in association with local government authorities, community-based organizations as well as private and voluntary agencies,
- Providing early warning, emergency response, relief, and recovery operations in emergency situations,
- Advocating and supporting risk reduction measures,
- Providing training in all areas of disaster management,
- Promoting a greater national awareness for disaster management issues through public education and awareness,
- Conducting hazard identification and risk assessments,
- Conducting research in social behaviour in relation to disaster mitigation and response
- Establishing and maintaining mutual assistance and cooperation agreements among partner agencies, private sector and international donor organizations

Source: Office of Disaster Preparedness and Emergency Management, 2010.

### NATURAL HAZARD PROFILE OF JAMAICA

Jamaica, by virtue of its location, is vulnerable to natural hazards. Natural hazards are those elements of the physical environment, harmful to man and caused by forces extraneous to him (Burton, 1978). A combination of geographic, location, climatic conditions, and limited capabilities for natural hazard assessment makes Caribbean countries such as Jamaica susceptible to natural hazards (Organization of American States, 1991). These hazards may be categorized as geological, geophysical and geographical (Ahmad, 2004). The island's regional and physiographical settings place it at risk from several natural hazards. These include earthquakes, landslides, tsunamis, flooding hurricanes, hydrometrological, and other natural hazards.

#### HURRICANE IVAN (2004) - JAMAICA

On 10-11 September 2004, Hurricane Ivan subjected the island of Jamaica to heavy rains and strong winds, causing significant human suffering and economic losses. About 14 per cent of the total population, or some 369,685 persons, were directly affected and 17 persons died. Economic losses were also significant. Though agriculture was hardest hit, mining, the financial sector, services, and the important tourism sector were also impacted. The Planning Institute of Jamaica's assessment puts the damage at USD 362 million. Direct damage, which includes that done to infrastructure, amounted to nearly USD 300 million. Indirect losses are estimated at USD 62 million. Gross domestic product growth is forecast to drop from 4 to 2 per cent for the coming year.

Damage was reported to housing and household property, hotels and other tourism attractions, schools and colleges, public and private hospitals and health centres, and agricultural crops and livestock. Many of the ecosystems on the south coast suffered some damage, while across the island, hundreds of trees were destroyed. (Source: USAID Hurricane Recovery).

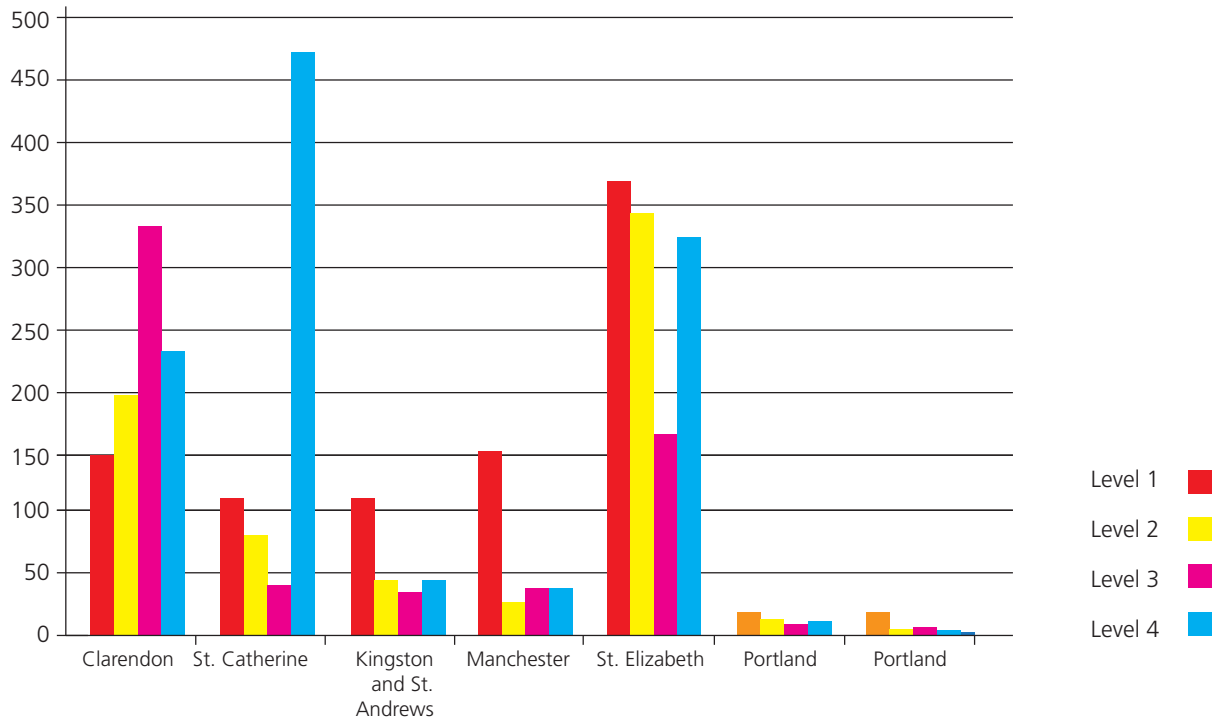
#### HURRICANE DEAN (2007) - JAMAICA

Hurricane Dean was the fourth named storm to develop in the Atlantic Ocean. By August 2007, the storm developed into a Category 3 hurricane, passing within the vicinity of St Lucia and causing devastation before maintaining a west-north-west track toward Jamaica.

Despite failing to making landfall as predicted, the Office of Disaster Preparedness and Emergency Management undertook aerial reconnaissance. From the reconnaissance five areas have been identified as being severely damaged. These are:

- Clarendon - Portland Cottage and Rocky Point,
- St Catherine - Old Harbour Bay,
- Kingston and St. Andrews - Caribbean Terrace and Bull Bay,
- Small Sections within St. Thomas, St Elizabeth and Manchester,
- Following initial assessment, just less than 1,600 houses sustained Level 1 to Level 4 damage (minor damage to destroyed). The damage was concentrated in Clarendon which recorded 56 per cent of the damage, followed by St Catherine and Kingston and St. Andrews with 30 per cent and 14 per cent, respectively. Approximately 41 per cent of the damage in the critically affected areas sustained Level 4 damage and 25 per cent had major damage, that is, 66 per cent of the houses were destroyed or needed major repairs. St Catherine had the highest percentage of destroyed houses, however, Clarendon had the highest number of major damage and destroyed houses combined. (Source: Office of Disaster Preparedness and Emergency Management - Hurricane Dean Initial Report 2007).

FIGURE 2: BAR CHART SHOWING LEVEL OF DAMAGE BY PARISH





## **JAMAICA NATIONAL URBAN PROFILE**

The Jamaica National Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics, and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in 30 ACP (Africa, Caribbean and Pacific) countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

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