

**STRATEGY FOR THE
REVITALIZATION
OF BLIGHTED AREAS**

**Report of
NATIONAL INNER CITY
COMMITTEE**

Submitted by:

**Mr. Morin Seymour
Dr. Eleanor Wint
on behalf of the
National Inner City Committee**

May 1993

EXECUTIVE SUMMARY

The Strategy for the Revitalization of Jones Town

1.0.0. Introduction

The strategy for the revitalization of Jones Town was developed by way of a study which utilized the Social Compass technique. The study was requested by the National Inner City Committee so as to arrive at a strategy for intervention by the Government of Jamaica that will lead to the renewal of blighted areas nationwide.

2.0.0. Procedure

After a process of site selection, Jones Town was identified as the first area to be researched by the Committee. The selection process is detailed in section 3.0.0. of the Progress Report No.2. The methodology of the study is detailed in section 2.0.0. of Attachment One.

3.0.0. Summary of Findings

3.0.1. Housing

Housing stock is mostly rented (60%) and is predominantly of board with zinc roofs. Most residents cook on coal stoves (37%) in their rooms, while the other one third use gas stoves. Houses are usually described as needing a new house (46%) or fair and in need of extreme repairs (45%). On the average there was some 12 persons per lot of average size 1800 sq.ft.

3.0.2. Garbage

Garbage is removed twice weekly and the streets of Jones Town are swept clean more than once per day leading to the maintenance of an attractive environment.

3.0.3 Drug Use Index

This is particularly low (13%), a feat no doubt accomplished due to the strong community cohesion and peer contact with a general low level of tolerance for use of hard drugs. It is the general feeling that drug use leads to anti-social and dangerous behaviour, and the pusher is the one who should be blamed for use of the drug (42%).

3.0.4. Employment

Although most persons professed to be working, actual work activity is sporadic and generates generally low levels of income. Only eighteen (18%) percent of the residents have had any training in their particular skill. Fifty three percent said that they had no skill training whatsoever.

3.0.5. Alienation and Abandonment

A strong feeling of being stigmatised by the larger society is predominant. Residents feel that this makes active job pursuit impossible and affects any possible attachments.

3.0.6 Jones Town residents express active interest in remaining where they have lived for

so long and thereby develop their own internal resources.

4.0.0. Felt Needs of the residents

1. The residents expressed the need for training and for the encouragement of micro industry located in the immediate area which will provide jobs as well as training. This should be open to residents from Jones Town, Arnette Gardens and Rema.
2. They expressed the need for innovative repair/replacement of existing housing stock.
3. Also for the provision of a recreational/ community facility which will be available to all residents of the area, including Arnette Gardens and Rema.

5.0.0 Next Steps

Work in Jones Town should commence almost immediately. In this regard we recommend that the facilitator role played by Kingston Restoration Company Ltd.(KRC) in Downtown Kingston be implemented in Jones Town (See Diagram 1, Attachment Two) as soon as possible.

This will entail the following steps.

1.0 Establishment of a site office by KRC, manned by a Manager and Secretary with a telephone. This will require approval by KRC and Joint Venture Partners.

2.0 In conjunction with government, secure grant funding for the first three years of administrative life of the office.

PROGRESS REPORT #2

National Inner City Committee

1.0.0 Background and Introduction

As a consequence of the frightening upsurge of violence which took place in parts of the socially and economically depressed areas of Western Kingston in early 1992, the government sought to develop a long-term strategy for addressing the conditions of 'blight' in Inner City areas. An ad hoc Committee was established under the chairmanship of the then Hon. Minister of Local Government, Youth and Community Development, Hon. Desmond Leaky with membership drawn from the Government, the Opposition, the Churches, the Private Sector Organisation of Jamaica, the National Council on Drug Abuse, Mida, the Jamaica Association of Social Workers, and the Kingston Restoration Company Ltd. The meeting of April 1992 was critical in recognising the need for a draft of the strategy for institutionalization of the renewal of blighted areas across the entire Jamaica.

The Draft prepared by KRC and presented at the May 1992 meeting addresses this question specifically. It is this draft which formed the basis of the January 1993 meeting which led to present actions by the National Inner City Committee.

2.0.0 Progress to date

In attempting to initiate its mandate the Committee has so far received support from the Kingston Restoration Company, the Ministry of Local Government and the University of the West Indies. KRC has provided furnished accommodation and partial secretarial services; The Ministry of Local Government funding for Ja\$150,000.00 to help cover research and development work for a three month period while the UWI has released on half pay, one lecturer assigned from the Department of Sociology and Social Work for the period Feb.1st to April 30th, 1993.

This progress report #2 is the final report on the original grant from the Ministry of Local Government and the Kingston Restoration Company, and brings to an end the resources provided by these three organisations.

3.0.0 Selection of the Site

In beginning the process, Kingston Restoration Company(KRC), secured the assistance of the Government Town Planner in deciding on the areas in which the Stone Surveys would be carried out. (These were authorized by the National Inner City Committee). Using the work done by Colin Powell, Deputy Town PLanner, the following areas in Area East and Area West were decided on:

Rockfort, Franklyn Town, Allman Town, Trench Town, Admiral Town, Olympic Gardens, Denham Town, Hannah Town, Central Kingston

and the Waterfront.

The Stone Surveys in these areas were then brought to the meeting for discussion and it was agreed that a small sub-committee of Mr Morin Seymour (KRC), Senator Babsy Grange (JLP) and Dr Eleanor Wint (UWI) should meet to prioritize the listing of these areas.

A timely procedure was established at the January 1992 meeting, for the selection of a work site. First of all, the site should be one in which tangible results could be demonstrated. The Committee also agreed that the terms of reference of the Committee identified the solution formulated as one of creation of a model which would then be replicated in other blighted areas nationwide. The primary selection was therefore critical. The procedure applied required sites being selected on rating scores from the following criteria:

- proximity to Kingston Restoration Company designated area
- findings of Drug Use Survey (Stone):-
 - Reduction index
 - Discontinuance index
 - Crime link
 - Drug use
- visible need
- status of infrastructure and shelter conditions
- location i.e Area East or Area West
- definable community boundaries

The selection team authorized by the Committee

comprised of Sen. Babsy Grange, Mr. Morin Seymour and Dr. Eleanor Wint. The outcome of this primary selection based on scores from criteria above was:

1. Franklyn Town/Allman Town
2. Central Kingston
3. Trench Town/Admiral Town
4. Denham Town/Hannah Town
5. Rockfort
6. Waterfront/Olympic Gardens.

3.0.1 Further refinement of selection was completed at a special February meeting held 25th February at Jamaica House. Present were the Hon. Desmond Leaky, Minister of Local Government, Morin Seymour, Executive Director Kingston Restoration Company, Eugene Vendryes, President Jamaica Development Association, Karl Binger Area Manager UDC and Dr. Eleanor Wint. Other invitees were Mr Gabay, City Engineer KSAC and Mrs Jackie DaCosta, Consultant to the Prime Minister. A meeting was previously held with Mrs. Dacosta personally as she was unable to attend the February meeting. Mr Eugene Vendryes emphasized the importance of starting off with one area, making a success of it and then moving on.

3.0.2 Based on the discussion, the two areas selected for initial work were 1. and 3. The argument in favour of site 1. was the fact that the work in the area would be primarily housing stock related and would bring the Committee into public view. It was also suggested that we should erect a billboard outlining our intention

in the area. The prevailing sentiment, was to be careful not to tackle more than we could manage.

The argument in favour of Jones Town as part of Admiral Town centered around the evident need of these areas. As the Committee was set up to deal with an area of extreme blight, high crime activity and poor resources, it was felt that site 3 should be considered. It was also felt that these areas had little data presently available on housing stock and economic resources. There was another criterion which ruled in favour of Jones Town and this spoke to the fact that Jones Town is in close proximity to the KRC designated area and should therefore be argued to be included in their restoration activity. This should in the long run help with the accessing of funds and resources.

It was finally decided that work should begin immediately in Jones Town, to generate a Community profile, as the services of Dr. Eleanor Wint from the University of the West Indies had been secured for a three month period.

4.0.0 Purpose of Jones Town Initiative

The purpose of this initial effort was to gather adequate current data on Jones Town concerning the following:

- Infrastructure
- Housing stock and conditions
- Recreation, Health, Economic needs
- Patterns of Income Generation

- Skill level and training demands.

4.1.0 The Jones Town Social Compass

The Jones Town Social Compass is a study carried out in Jones Town which both maps existing social and physical resources of the area, as well as identifies socio-economic characteristics of the designated area. As identified in section 4.0.0, there were five major concerns. The findings of this study are reported in detail in Attachment One.

4.2.0. Summary of Findings

Jones Town as defined by the study, is in a state of extreme blight. Blight is clearly defined as:

- * housing stock needing replacement and/or repair
- * poor economic resources within the community
- * non-existent community playing fields or community centres
- * low skill level
- * poor job opportunity
- * mediocre educational level
- * high density levels with mean room occupancy of 4 persons per two room building
- * insanitary toilet facilities with on the average 6 users per toilet

All of the above apply to Jones Town. However, in this instance the additional plus exists of good infrastructure in terms of roads, electricity and water supply.

Housing stock is rented (60%) and is predominantly of board with zinc roofs. Most residents cook on coal stoves (37%) in their rooms, while the other third use gas stoves. Houses are usually described as needing a new house (46%) or fair and in need of extreme repairs (45%). Garbage is usually collected by the MPM (83%) with a high level of internal collection organisation. There is a peculiar organised ability to keep the streets and open lots as clean as is possible. It should be noted that garbage is removed and the streets of Jones Town are swept clean more than once per day leading to the maintenance of an attractive environment.

There is a spirit of endeavour in that the Drug use index is particularly low (13%), a feat no doubt accomplished due to the strong community cohesion and peer contact with a general low level of tolerance for use of hard drugs. It is the general feeling that drug use leads to anti-social and dangerous behaviour, and the pusher is the one who should be blamed for use of the drug (42%).

Another outstanding characteristic of the area speaks to the articulated wish to work (as substantiated in the findings of the study). Although most persons professed to be working, actual work activity is sporadic and generates generally low levels of income. This is substantiated by the types of jobs indicated as well as the levels of training existing. Only eighteen (18%) percent of the residents were able to admit to being trained. Fifty three percent said that they had no skill training

whatsoever.

The recommendations which emanate from the residents themselves are as follows.

4.3.0. Recommendations

Provision of a training/micro industry located in the area which will provide jobs as well as training. This should be open to residents from Jones Town, Arnette Gardens and Rema.

Repair/replacement of existing housing stock

Provision of a recreational/community facility which will be available to all residents of the area, including Arnette Gardens and Rema.

It should be noted that to the residents of Jones Town, this study has been carried out by the Inner City Committee, the

UWI and the KRC. All managerial activities have been located in the KRC office, Duke Street.

In order to address the foregoing felt needs of the residents and to meet some of the needs identified in the Findings, we recommend the following Next Steps.

5.0.0 Next Steps

Work in Jones Town should commence almost immediately. In this regard we recommend that the facilitator role played by Kingston Restoration Company Ltd.(KRC) in Downtown

Kingston be implemented in Jones Town (See Diagram 1, Attachment Two) as soon as possible.

This will entail the following steps.

1.0 Establishment of a site office by KRC, manned by a Manager and Secretary with a telephone. This will require approval by KRC and Joint Venture Partners.

2.0 In conjunction with government, secure grant funding for the first three years of administrative life of the office.

3.0 Using a combination of Urban Renewal Bonds, private and other funding sources such as Housing agencies, Technical Assistance from Heart, Technical Assistance from Jampro, and other agencies that may be interested, begin to pump/prime the area.

4.0 At the National Inner City level, using the same method of prioritization of areas developed by the sub-committee, select the two next sites in which research should begin. The Social Compass Method should be utilized after establishing a budget for such an exercise and the securing of appropriate funding to carry out same. At this stage the University of the West Indies (UWI) could again be co-opted into the process. Thus the process of research and stimulation can be repeated over and over again.

The report would assert that these series of actions should be carried out within the context of National Plans emanating from the government Town Planning Department or the Town and Country Planning Authority as the case may be.

**INNER CITY PROGRAMNE
JONES TOWN SURVEY**

INCOME

2Ministry of Local Government	(\$150,000.00)	
Interest Earned	(\$1,474.89)	
	\$151,474.89

EXPENDITURE

Direct Costs on Survey	\$13,272.76	
Consultancy and Research Assistant	\$90,231.00	
	\$103,503.76

Balance as at May 13, 1993 (reserved for Security Survey)		<u>\$47,971.13</u>
--	--	--------------------

KRC

JONES
TOWN

Trade Training

micro indust

commnty/
dev/

housing/

Artisan
Directry/

Clinic

restoration
grants

downtown
dev/

Teen
Centre

facade
improvmt

industry/
dev/

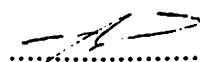
Heroes
Circle

ATTACHMENT TWO

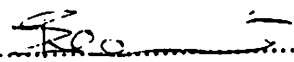
3.0 Using a combination of Urban Renewal Bonds, private and other funding sources such as Housing agencies, Technical Assistance from Heart, Technical Assistance from Jampro, and other agencies that may be interested, begin to pump/prime the area.

4.0 At the National Inner City level, using the same method of prioritization of areas developed by the sub-committee, select the two next sites in which research should begin. The Social Compass Method should be utilized after establishing a budget for such an exercise and the securing of appropriate funding to carry out same. At this stage the University of the West Indies (UWI) could again be co-opted into the process. Thus the process of research and stimulation can be repeated over and over again.

The report would assert that these series of actions should be carried out within the context of National Plans emanating from the government Town Planning Department or the Town and Country Planning Authority as the case may be.



Mr Morin Seymour
Executive Director, KRC



Dr Eleanor Wint
University of the West Indies

THE JONES TOWN SOCIAL COMPASS

The socio-economic picture of Jones town is every bit as startling as expected. Although the spirit of the people is apparently undaunted, one wonders how much longer it will be able to be sustained.

Let us examine in some detail the scenario.

General Description

1.0.0. Social and economic facilities

The average house is over 40 years old. Jones Town, (Buchanan's study 1992, Daily Gleaner May 1993), is an old established community, "proud but decaying. It has suffered from the movement of residents to more stable and safer areas (1992:10). Today in 1993, the situation has been exacerbated by frequent forays of gunmen from Arnette Gardens area into Jones Town, contributing to a feeling of instability and mental tension.

The area has a number of vacant lots, the most noticeable of which is Asquith Street which only has some 3 occupied units. This is an area closest to the NoMans' land, the empty space between the opposing factions. The showed some 33 empty lots across the defined area with a number of derelict buildings (see App.1 for details).

This situation as sociologists and urban developers know, is a characteristic which encourages poor sanitation practices and low residential morale as persons are not sure of

what or whom hides behind broken walls and thick overgrown bushes.

Bars are numerous (too many to be counted) while churches are on almost every corner (12). There is one resilient primary school and 3 basic schools. There is no real playing field, no community centre, several small shops, one post office and one police station. There is one phone booth nearby. The once efficient bus service has long been halted. All of this serves to support the finding that not only is the community without internal support services (thus every one needs to turn to the outside for health, recreation and work) but where once, attempts were evidenced especially in the form of youth clubs, these attempts have come to a defeated halt.

2.0.0 Methodology

In arriving at the social compass and socio-economic profile of Jones Town the methodology utilized was multi- staged.

2.0.1 First stage

Contact was made in February with Rev Maddix, Pastor of the Jones Town Baptist Church. With his able help a major community meeting was held at his church. This meeting served to introduce the interest in the community to the residents and to allay fears that this was yet another political overture. The outcome was interesting as the high level of participation encouraged the Inner City Coordinator to organise a second meeting which would include the opposite end of the Jones Town area and

would also help to justify the use of the constituency borders as the borders for initial development. As some older residents pointed out, Jones Town could include Arnette Gardens as it once did before the political boundaries were established. They also felt that in fact people existed across these boundaries. It was decided therefore to encourage the feelings of continuity but to limit this study to the immediate Jones Town as designated in Map i.

A second meeting was held in Craig Town with the willing assistance of Lt Campbell the leader of the Salvation Army Church in the area. The turn out was satisfactory (some 30 persons) with a number of older residents. The intent was the same as before and in addition notified the residents of the intent to start the house to house survey which would focus on what people felt Jones Town needed for economic and social development.

2.0.2. Stage Two

Four students of the BSC (Social Work) sequence at the UWI were introduced to the area and asked to carry out social mapping of the study area. They were also asked to identify persons who would be willing to assist with the research, and also to assist with the interviewing when it began. These students were helpful in assisting with on the spot training of the resident interviewers when they went into the field. Their constant presence in the locale served to keep the process alive as people soon realized that something was going to happen after all.

2.0.3 Stage Three

Using a master map the area was divided into 4 major areas with two interviewers each. These persons were trained by the Coordinator, and all except one were from the area. Interviewing begun the first week of April and was completed the 30th April. Interviewers were paid an honorarium for participation as it was felt that in addition to learning a new skill from the process, their willingness to assist revealed a beginning sense of identification with the process which could be rewarded.

2.0.4. Sampling Method

Every fifth house on each street was chosen for the sample. Within this yard any resident/consenting adult was interviewed.

3.0.0. Findings

The larger part of the residents have been living in Jones Town for over 20 years. Tenure is predominantly rental of houses in what persons feel are houses which should either be replaced or are in need of substantial repair.

3.0.1 Housing Condition

Houses are mainly of board with zinc roofs. There is electricity in these one room (43.9%) or two room (32.9%) buildings, while residents report cooking either with coal (36%) gas (32%), or kerosene (22%). Few persons report sharing their kitchen while nearly 60 percent do not have

a kitchen but rather cook in their room.

The situation with the toilets is not the same. A shared toilet is the norm with the modal response being six (6.5) and the worst situation being 24. Thirteen persons reported having none or using the bushes. The outside toilet is more frequent.

The people of Jones town are not able to add to their houses. They do however feel that were it possible they would add first of all a bedroom, as sleeping space is sorely inadequate.

3.0.2.Sanitation and Health

When sick, residents usually use the nearby health clinic (nextdoor). A hospital for more serious cases is one bus stage away. The regular range of sicknesses is the usual cause for going to the clinic including of course childrens' illnesses. Wounds and bruises are not so predominant.

Water is available from standpipes or communal pipes in the yard, a feature which means that the outside toilet is a mixture of pit toilets and w.c's.

Garbage is collected by MPM, usually twice per week. It is interesting to note the varying arrangements for disposal of garbage however. In some areas there is a designated street cleaner (not from MPM) who collects the garbage for the truck, thus facilitating the procedure. In other areas, all the citizens feel themselves a part of the process, at least making the garbage accessible for the street cleaners. Keeping the streets clean is a priority in Jones Town where residents not only pile up garbage in clearly defined areas but also wash the street at select

periods while youngsters tend to the cutting back and care of the plants planted on the sidewalks.

3.0.3. Demographic Characteristics

That the respondents to the questionnaires were mainly women (mean age 31.0 yrs.) merely reflects the fact that many of the women stay in their homes. This did not mean that they were not income generators but rather reflected the fact that the interviews were done mainly in the evenings or on weekends. These women see themselves as head (70%) and breadwinners (40%). If they were not the head, then the father/husband or mother was the head. Income generation was supplemented by husband, father, mother/boyfriend or son in another 40 percent.

The average family size was four with a range of one to twenty. People attended the full range of churches in the area. The mean number of children per house is two (2.6) while the average of the respondent was 31 years of age. As most units were one or two bedrooms there was a mean of two persons per room. It is noticeable that for family units of 1.4 persons, there is a much greater proportion of female to male heads. As family size contracts, we find less female heads.

Employment is the norm (please see amplification of this point below) with persons unwilling to identify their own area of work (beyond hustling and being in a paying job). Interviewees being from the area no doubt identified with this hesitancy and did not press too hard. It was acknowledged however, that

selling and working overtime were two major ways of adding to an unstable income.

For the community, womans' work was seen as factory related, higglering or selling or staying at home, while gambling/prostitution/idling on the sidewalk accounted for the next largest group.

For the man, construction related work was by far the most outstanding. Also mentioned was buying and selling, hustling, tailoring and being security guards. Gambling, 'tiefing', free lunching/begging and to a significantly lesser extent pushing drugs was also mentioned.

Overall people tend to do whatever came their way (35%) while the amount of money offered (30%) would also influence whether or not they took the job. Construction, cooking of food and baking were the main jobs available in the community.

3.0.4. Drug Index

Only 35 persons of the total sample of 265 persons (13%) reported knowing someone who had taken drugs. This confirms the presence of drug pushers and users in the area. Residents however felt a responsibility (25 of the 35 persons) to tell them to stop, as use of drugs tended to be associated with aggressive, hostile behaviour... "They act mad and steal other peoples' things. It mad them. It makes them steal and beat up people to get drugs money". These are examples of the reasons which probably have kept Jones Town from becoming a pushers' haven. For forty percent of the people, the pusher was seen as the persons most at fault

while the addict him/herself or the community situation was seen equally to blame.

3.0.5. Community Leaders

It was difficult to identify one or even two clear community leaders. God and the Church however, accounted for fifty-one percent (51%) of the responses, while drug dons and gunmen were only mentioned in nine instances. Political leaders accounted for fourteen percent while shop owners were the second strongest group with twenty-three percent (23%).

3.0.5. Sports and Recreation

Ninety percent of the respondents saw sport as necessary for the community. There would appear to be a fairly strong history of entering competitions as a team in some sort of sport. When we examine this by location, however, we find that the highest number of negative responses comes from the Craig Town area. Across the sample, in terms of sporting facilities, a football field was seen as first priority followed by a netball court and a cricket field. These facilities should be available to the general public/community (72%). The coach is identified as the critical person for training and mobilizing the games.

3.0.6. Training Levels

The training levels are particularly low. Residents identified, Baking (3.9%), Electrician (4.9%), Shoemaking (4.9%), Dressmaking/ Sewing/Designing (4.9%) as the skills for which

they were trained. Fifty-three percent of the residents reported having no skill.

4.0.0. Strategy for Development

Although exhibiting a lively interest in sports and recreation, ninety percent of the residents of Jones Town have identified economic activity as the starting point for development. For residents, economic activity encompasses the provision of a trade training centre and a small industry which employs locals. For them, these facilities would satisfy the twin demands of provision of skill training and job creation.

This finding is reality based. For the people of Jones town (some three thousand adults), finding a job is an unrewarding activity as the social stigma attached to these residents is overwhelming. Implementation of a facility which offers any of these two capabilities (training and job creation) would have immediate positive repercussions in terms of spending power and self esteem.

Interviews with key respondents, recalled past attempts at skill training. No doubt it is this past activity which prompted Buchanan to identify a fairly high skill level in the community. Today although the persons identify the skill, they admit to a shortage of tools/equipment and a low level of training.

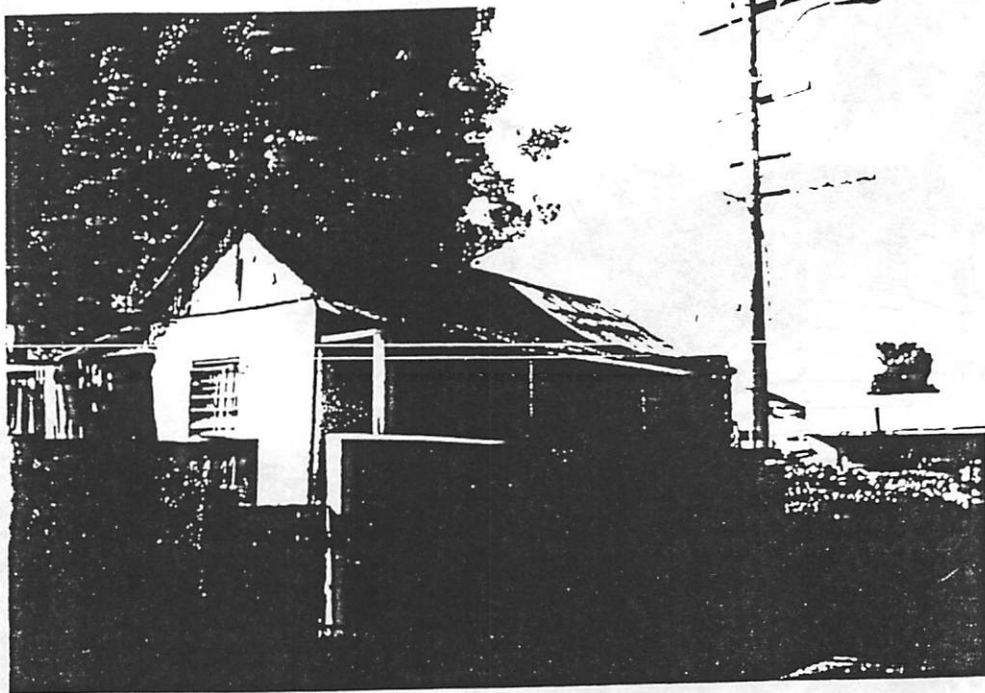
When asked what is most needed to improve the community the first priority was housing (some thirty percent) followed by community centre/youth club facilities. The third priority was more schooling. In all three instances

however, it should be noted that housing was given the largest number of responses overall.

This breakdown shows a clear distinction in the minds of people between community development outcome and community development strategy. Jamaican citizens have always exhibited a pride of residence quickly transforming "core units" into extended landscaped houses. It is apparent that here the intention is the same. Under conditions of job availability partially through improved skill and accessible industry, residents would be able to improve their housing conditions in a manner comparable to any working class community.

The question of tenure would then remain the unknown quantity as acknowledgment of rental status bears no relationship to landlord visibility/control.

Price Street

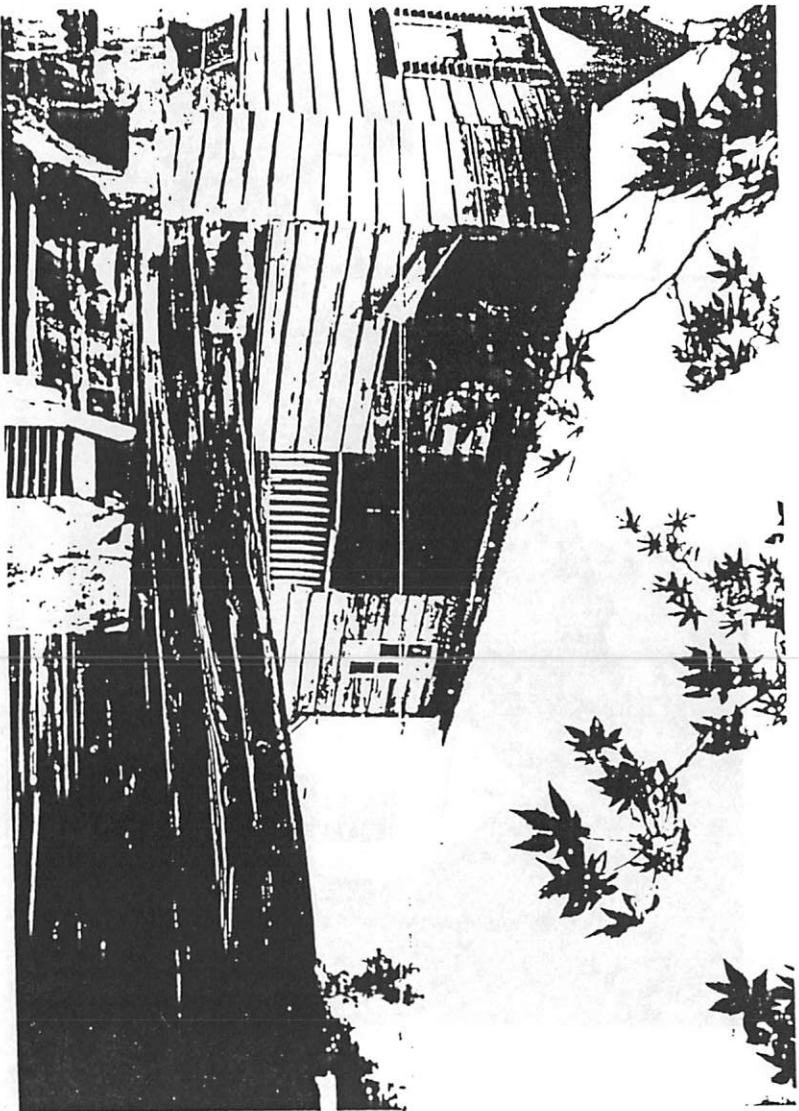


Electricity And Street Cleaning - No Problem

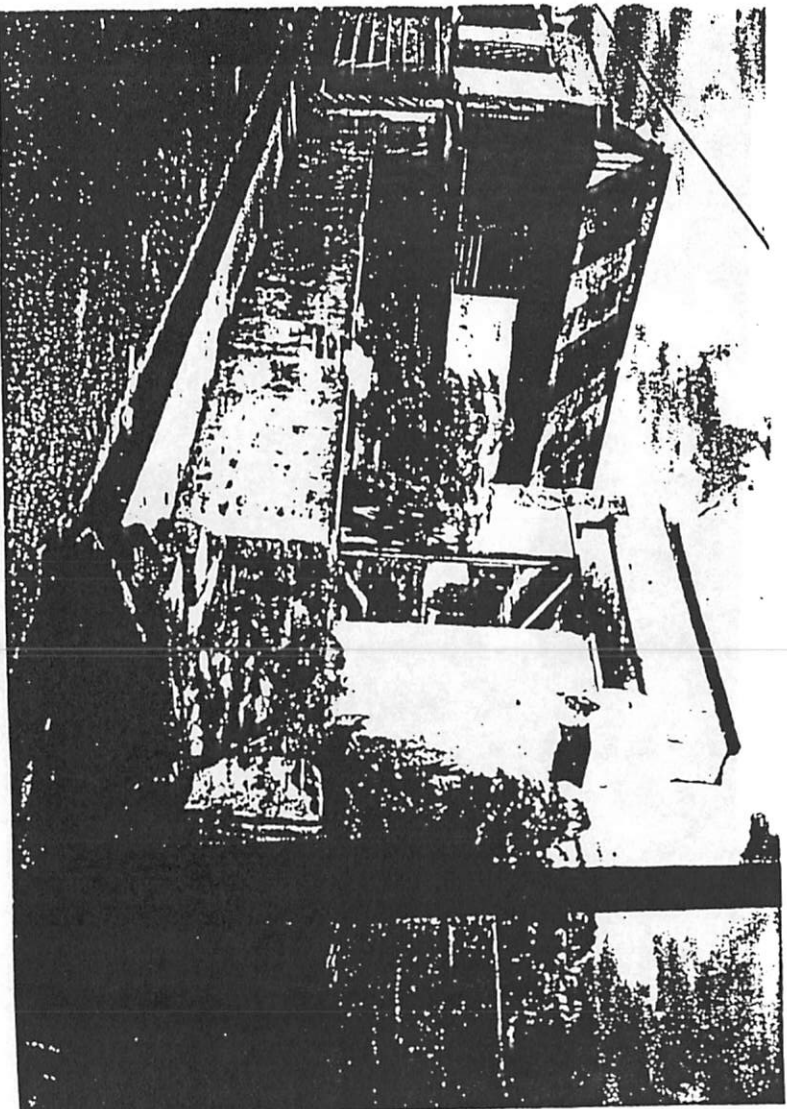


Zinc Fences To Be Replaced

Jamaica Street

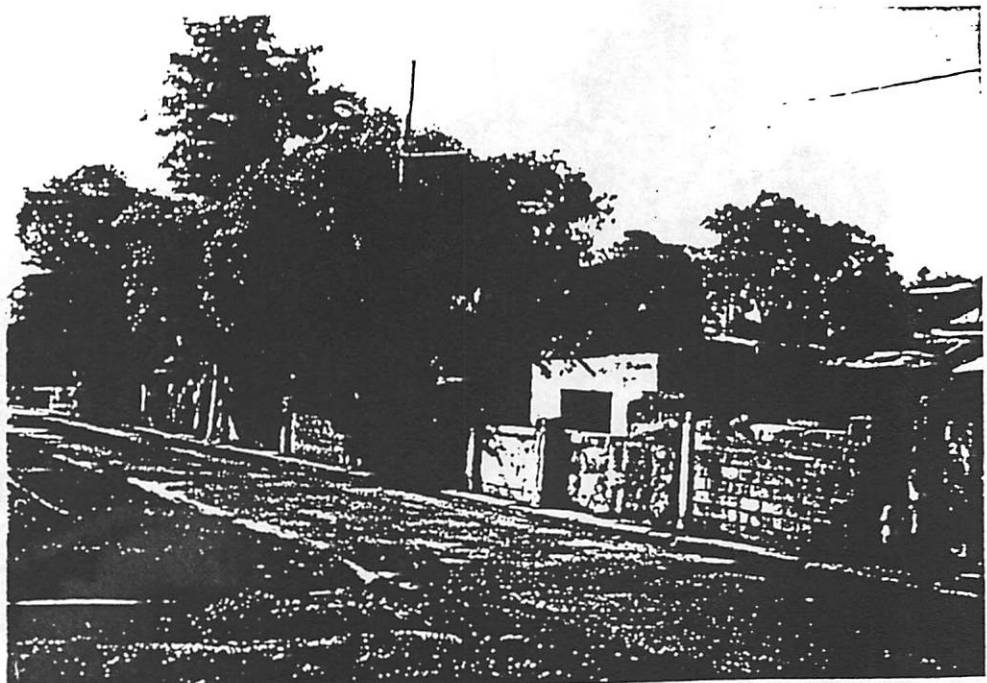
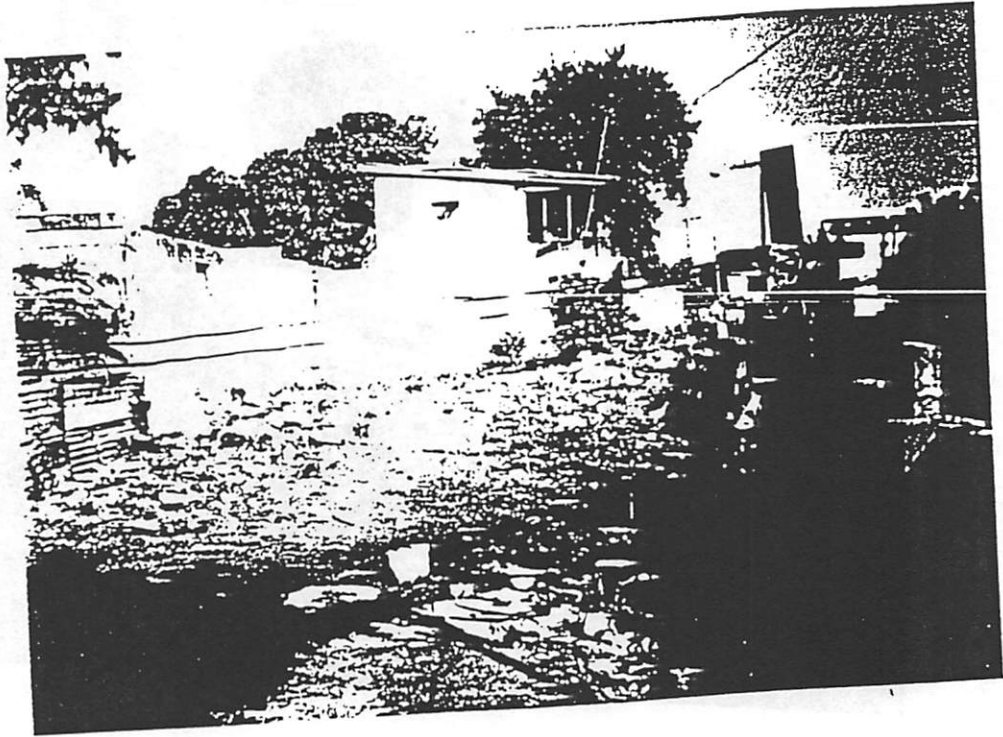


Very Renewable

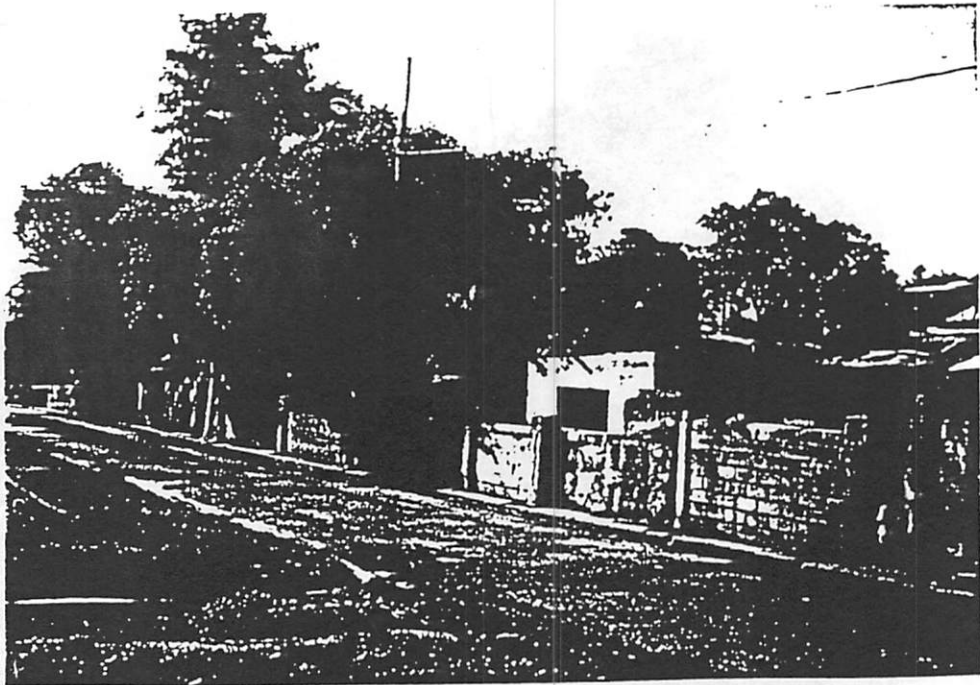
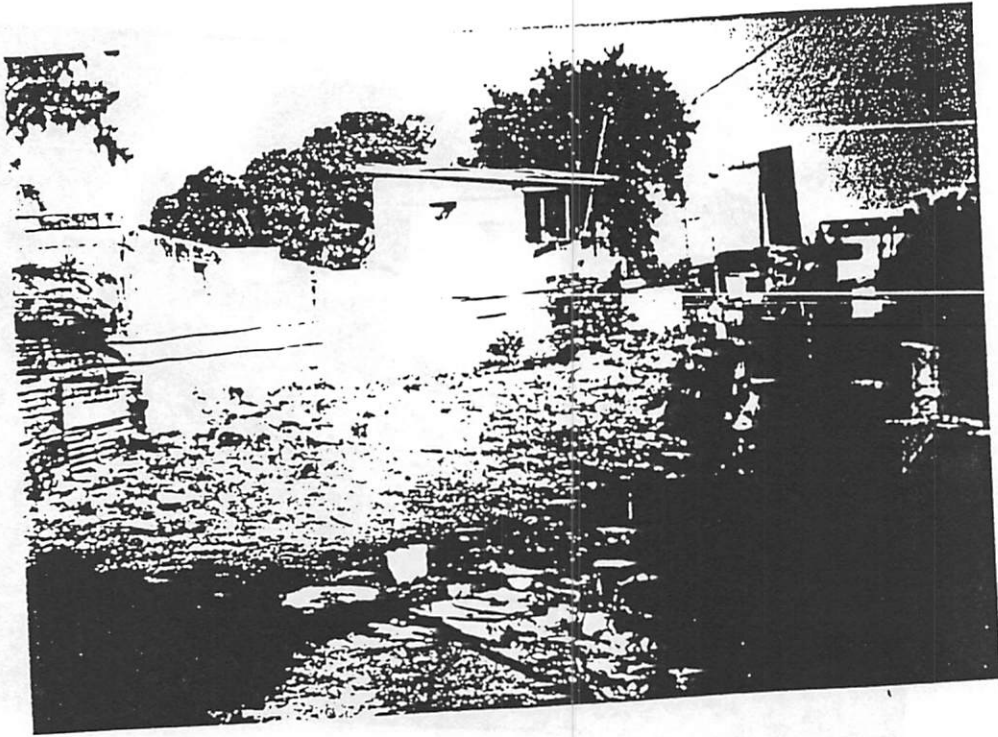


Very Renewable

Jamaica Street



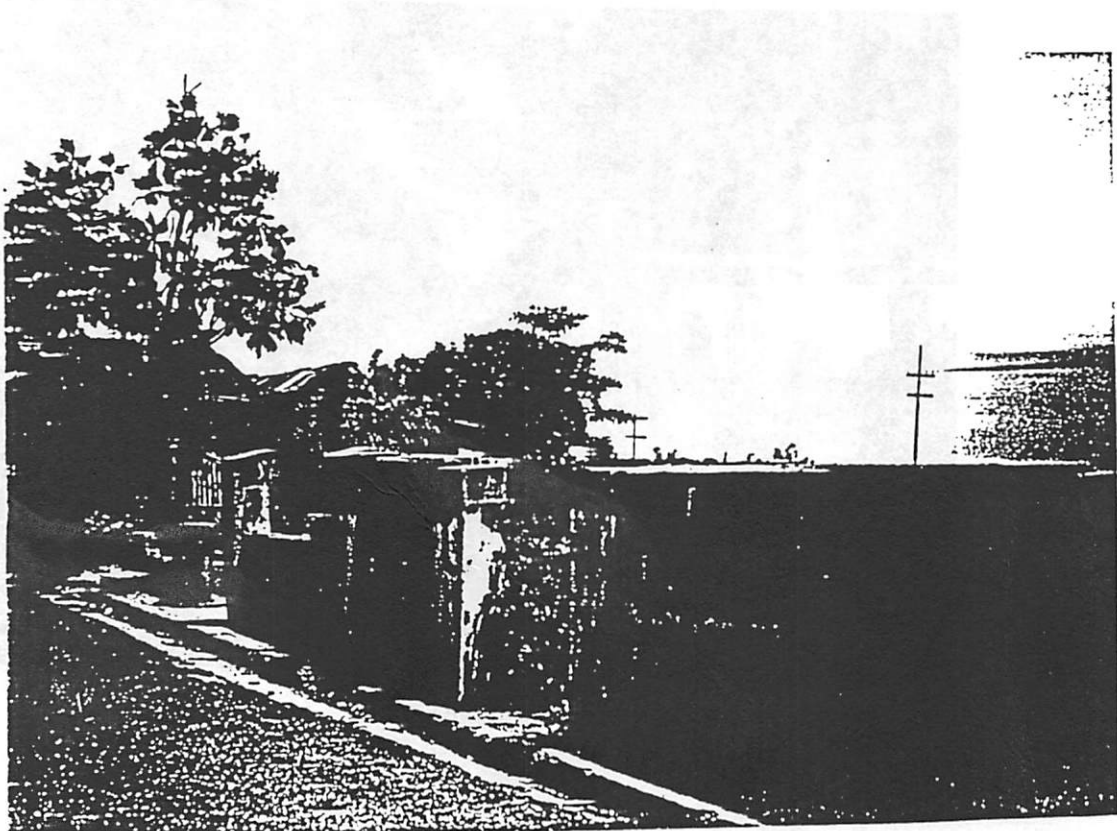
Jamaica Street



Asquith Street

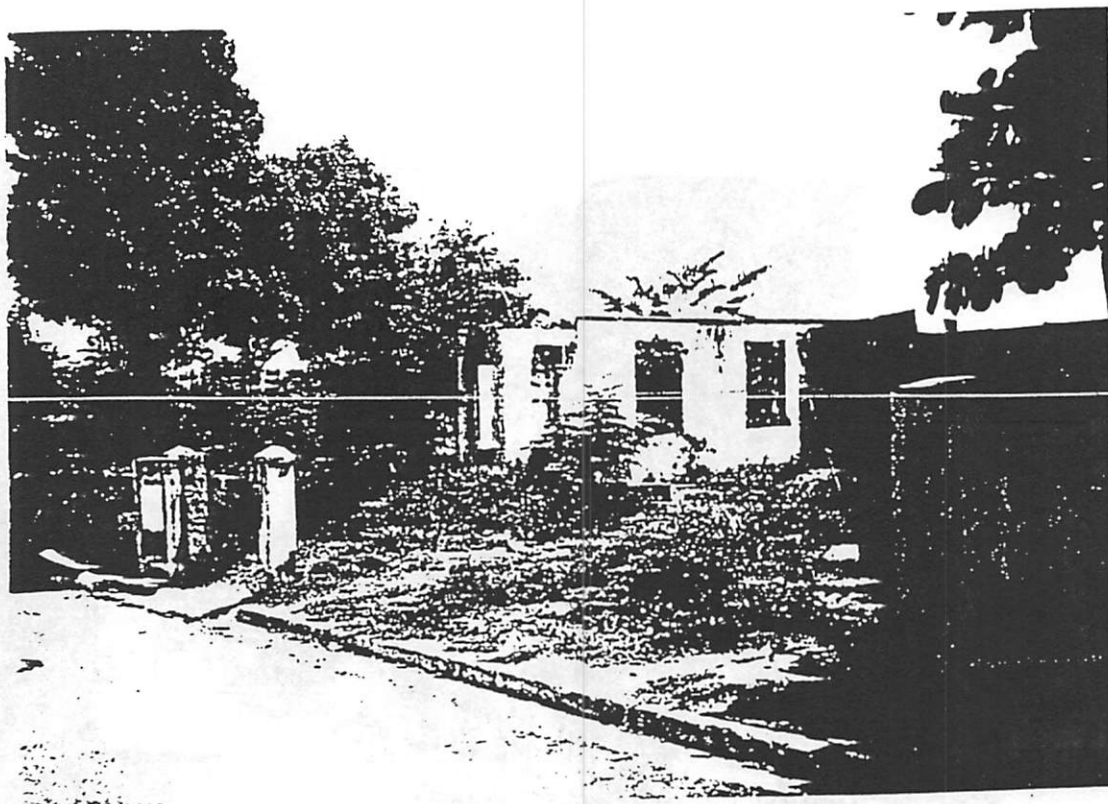


Clean Streets

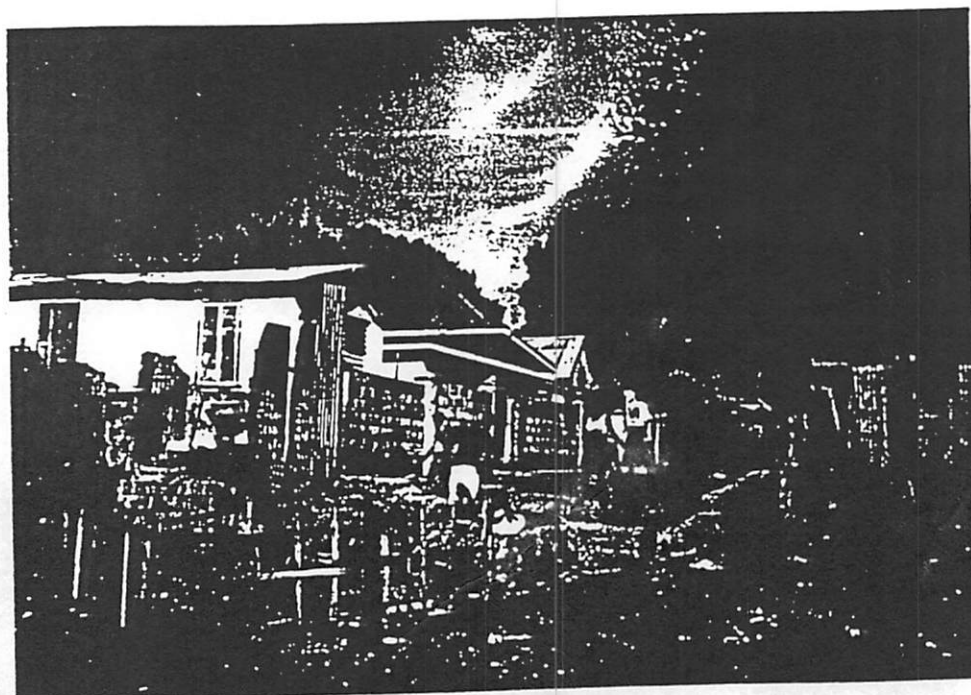


Desertion

Asquith Street

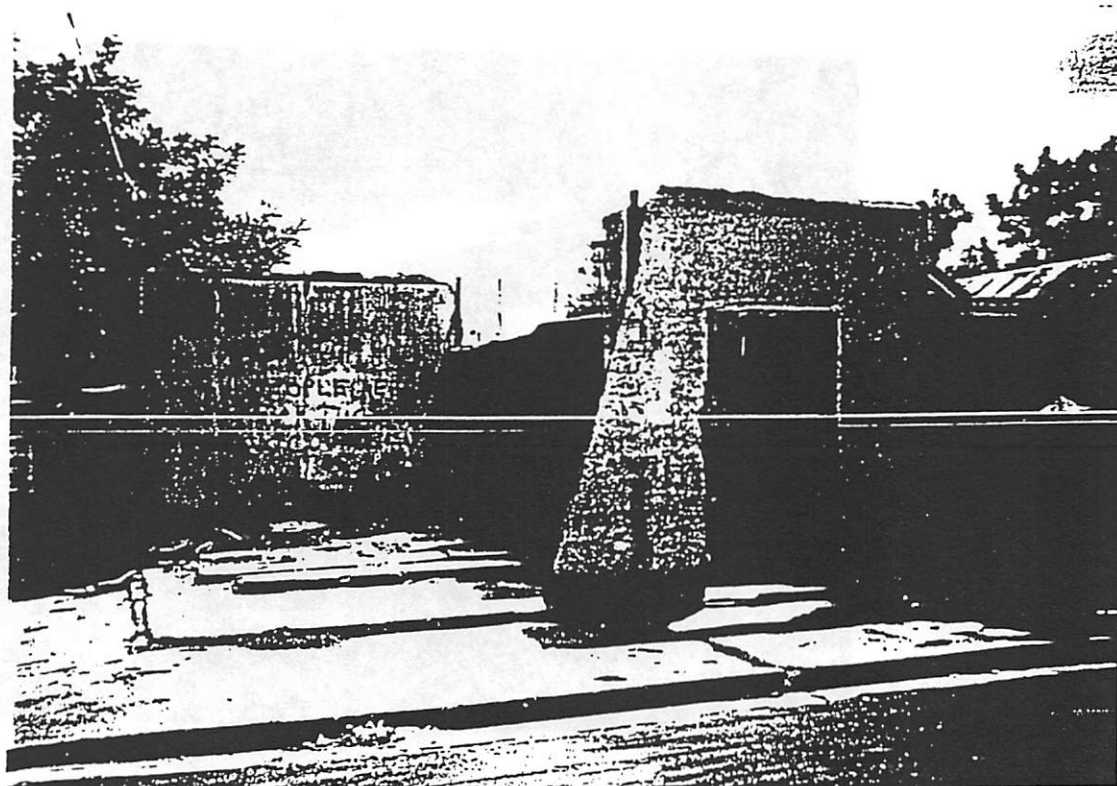


Asquith Guiley



Vegetable Garden

Septimus Street

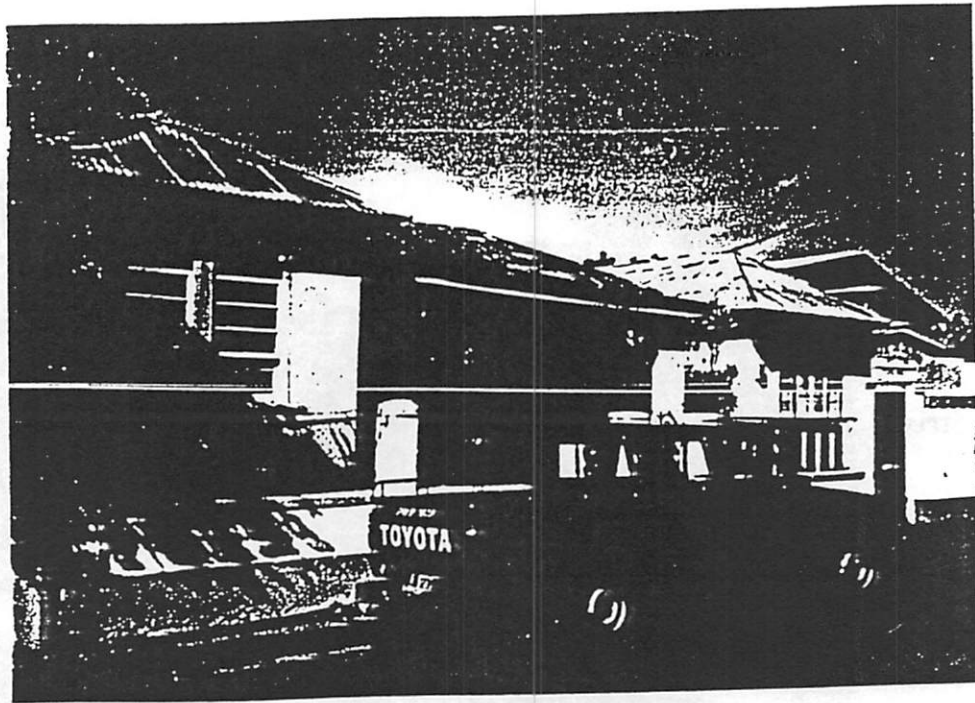


Building Inside Deserted Shells

Penn Street
The Bus Used To Run Here

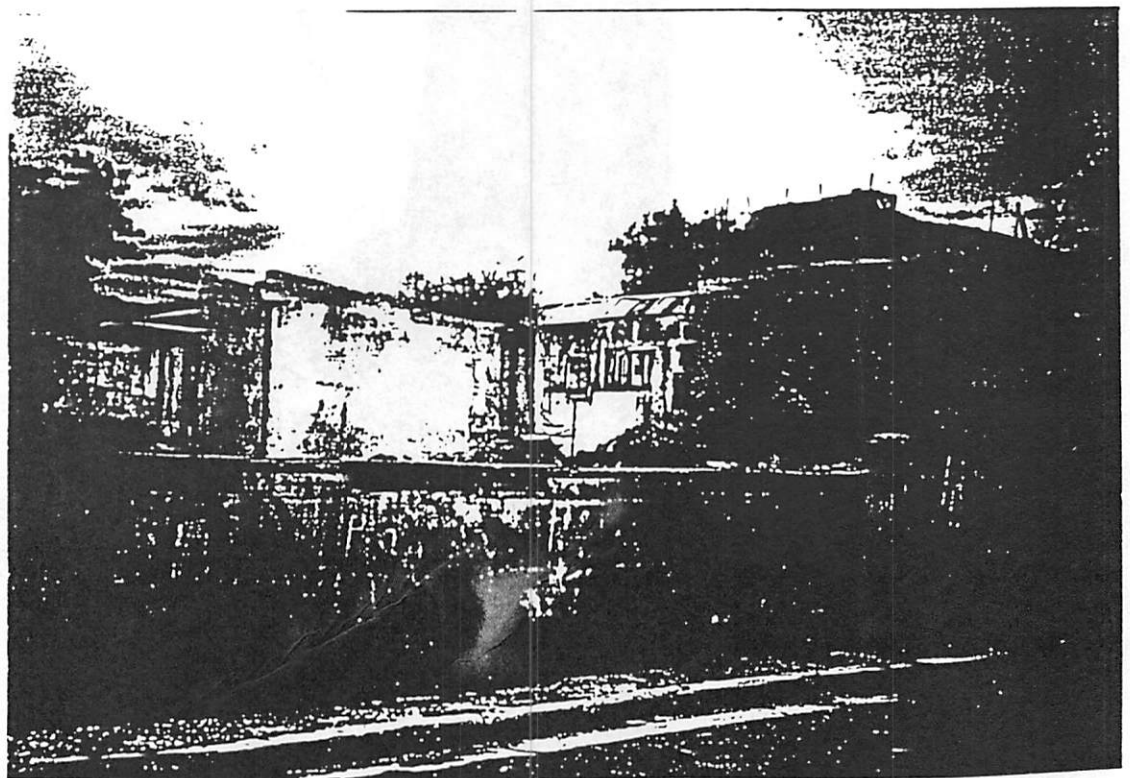


Penn Street



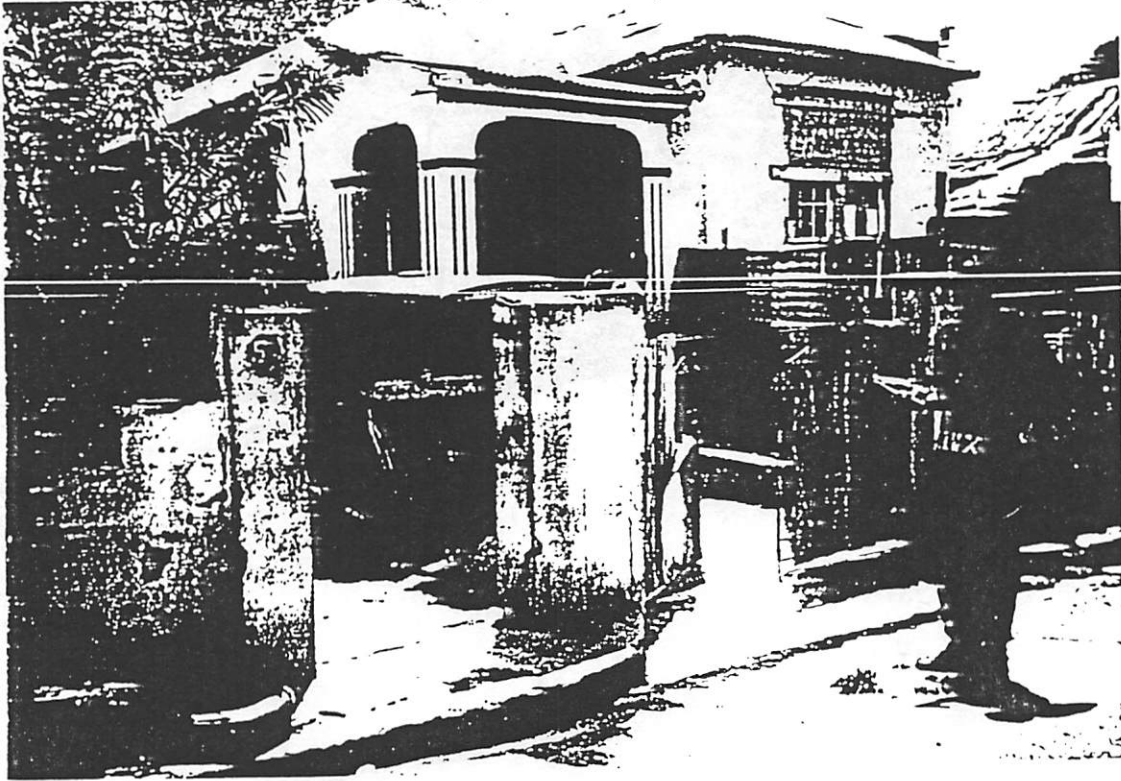
Beaury

odrow Street

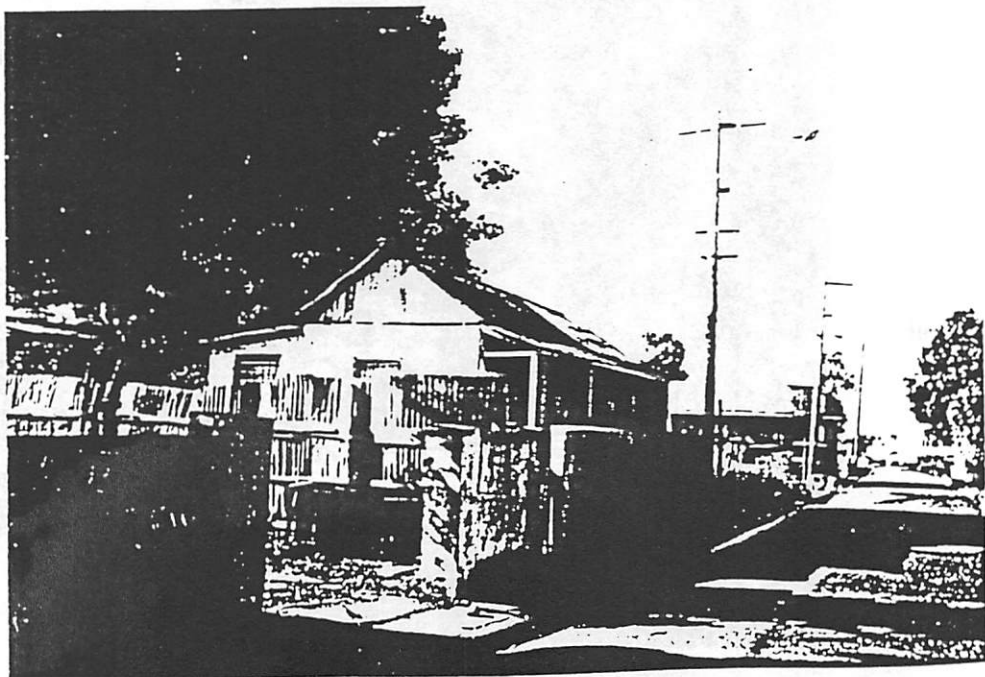


Empty Lots Harbour Wrong Doers

Myers Street

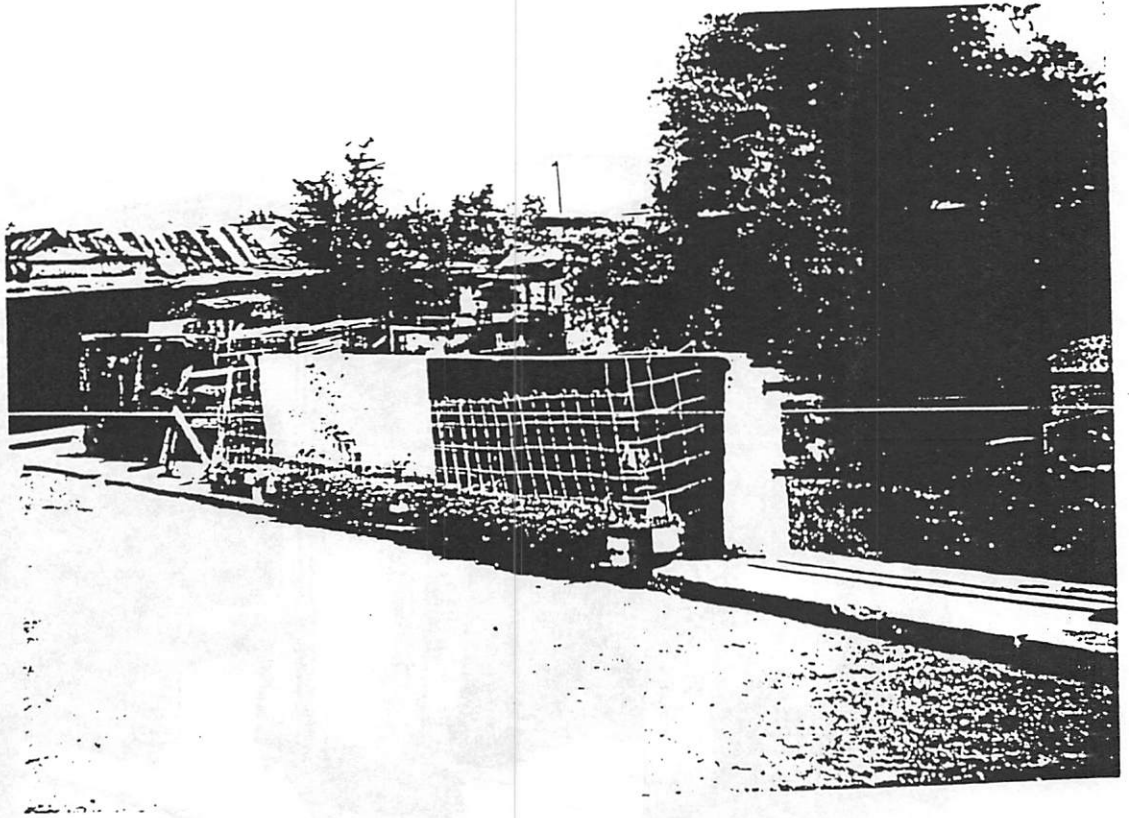


Restorable Housing

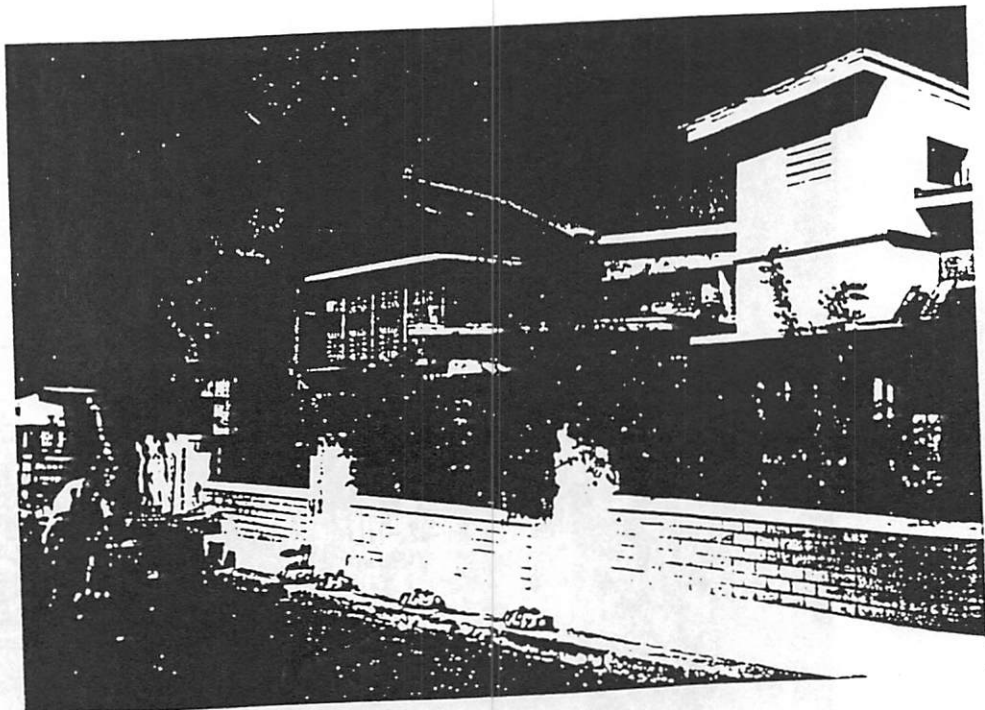


Restorable Housing

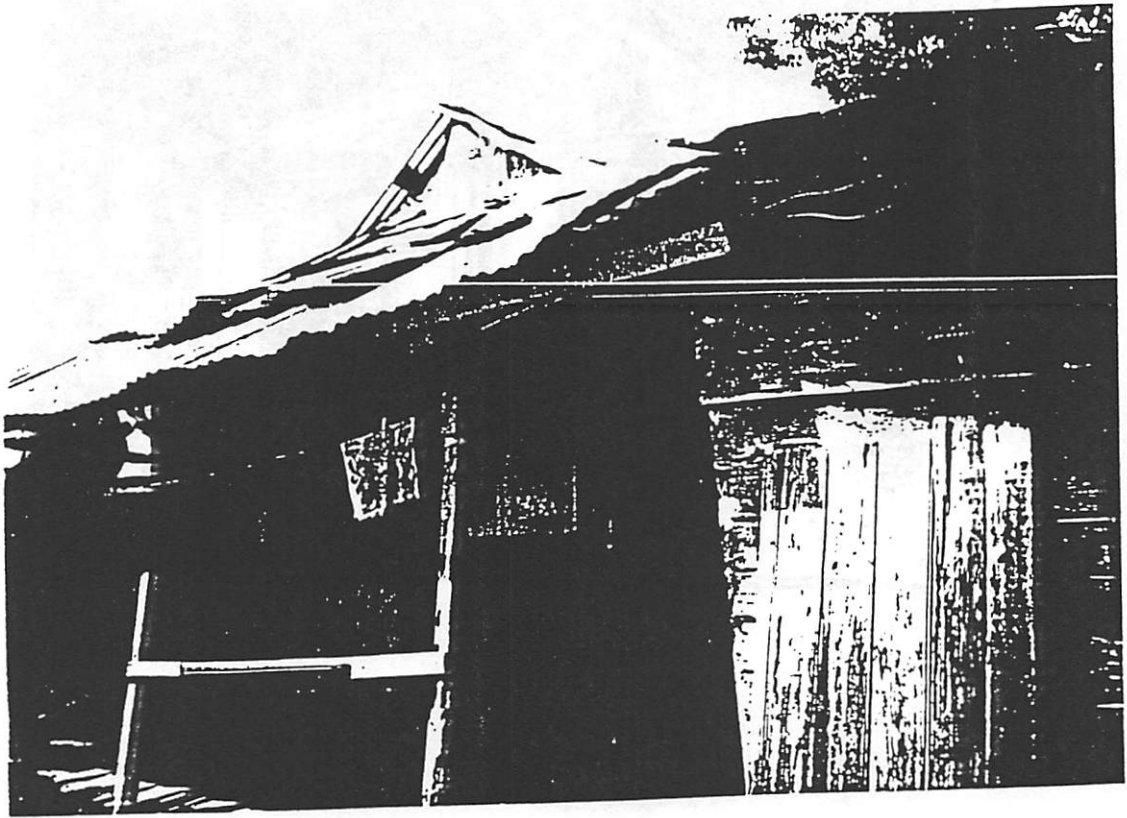
Myers Street



Price Street



Crooks Street



Restorable



Zinc Roofs Waiting For A Hurricane

Crooks Street

