



WORLD BANK GROUP

Urban, Disaster Risk Management, Resilience & Land

BUILDING BETTER AND SAFER COMMUNITIES IN JAMAICA

JAMAICA INTEGRATED COMMUNITY DEVELOPMENT PROJECT

PARTNERS: JAMAICA SOCIAL INVESTMENT FUND (A SPECIAL PURPOSE ENTITY)

DURATION: 2014-2021

FINANCE: US\$42 MILLION

AT A GLANCE

Country: Jamaica

Total population: 2.9 million (2018)

Urban population (% of total population): 56

Urban population growth (annual %): 1.0

Population living in informal settlements: Approximately 20% of the total population

1. CONTEXT: RUNDOWN AND CRIME-RIDDEN INFORMAL COMMUNITIES IN JAMAICA

In Jamaica, 55% of the approximate 3 million population live in urban areas,[1] many of which are rundown and ridden with crime and violence. This Caribbean island nation may have lower inequality than most countries in Latin America and the Caribbean, but poverty remains high, at 19% in 2017.[2] The crime and violence rates are even higher, particularly in urban areas. Jamaica has one of the highest homicide rates in the world,[3] a sign that the issues of education, social cohesion, and youth unemployment must be addressed.

Inadequate urban and regional planning has left the country with imbalanced regional development and access to services. This can be seen in the derelict town centers, urban sprawl, environmental degradation, unsafe and dilapidated houses, and the high rate of informal settlements. Approximately 20% of the country's population live in squatter settlements without a title to the land. Jamaica has over 700 of these settlements, of which 76% are on state land.[4] The settlements lack access to infrastructure and essential services, and many of them are havens for crime and violence.

To address the challenges of urban development and reducing crime and violence, the country's national development plan, Vision 2030 Jamaica, outlines strategies for efficient planning, urban renewal, and affordable housing. It also prioritizes efforts to curb youth crime, encourage a culture of compliance with the law, and restore public trust in the government and the social and protection services.

The Integrated Community Development Project (ICDP) builds on the preceding Inner-City Basic Services for the Poor Project (ICBSP), which took a comprehensive approach to community development by focusing on the infrastructure needs to improve community security and transform settlements. The project benefitted over 60,000 people in 12 inner-city communities.

[1] As of 2017.

[2] Statistical Institute of Jamaica.

[3] According to the International Homicide Statistics database of the United Nations Office on Drugs and Crime.

[4] As per a 2008 study conducted by the Jamaican Ministry of Water and Housing and the findings of a National Housing Survey in 2009.

2. THE INTEGRATED COMMUNITY DEVELOPMENT PROJECT

The project's[5] main objectives are to enhance access to basic urban infrastructure and services and contribute toward improving community safety in selected economically vulnerable and socially volatile inner-city communities of Jamaica.[6]

The ICDP benefits 89,000 people in 18 inner-city communities in seven districts across Jamaica that have high levels of poverty and crime.[7] It provides a comprehensive package of social and economic measures and infrastructure investments to improve access to services and community safety. This is a result of a multi-sectoral team from the World Bank with expertise in urban and social development. The project also provides technical assistance to strengthen the state's capacity to effectively and efficiently deal with urban management and public safety. The ICDP focuses on building the capacity of multiple stakeholders including governmental agencies, community environmental wardens, community based organizations, and youth leaders on the operation and maintenance of necessary infrastructure, among other things. The following interventions are integrated across spatial, social, and economic inclusion aspects to create holistic transformation and many aspects contribute to more than one type of inclusion.



Safe Passage Barrett Town

[5] Project Task Team Leaders: Emanuela Monteiro, Silpa Kaza

[6]<http://documents.worldbank.org/curated/en/558741468283764455/pdf/842040PAD0P146010Box382154B00OU090.pdf>

[7] Known in the country as "parishes."

A. SPATIAL INCLUSION: IMPROVING INFRASTRUCTURE TO MAKE COMMUNITIES SAFER

The project's physical interventions include:

- **Basic infrastructure:** The project supports improving access to essential infrastructure and services in targeted communities, including by building, installing, and improving roads, drainage, water supply and sanitation, household electrical connections and lighting, and by replacing zinc fencing with permanent structures,[8] and revamping educational facilities.
- **Solid waste management:** The project aims to improve the cleanliness of the communities by providing equipment such as trash trucks, skips, and bins. Other efforts are to install solid waste management infrastructure like skip enclosures, and to carry out community cleanup campaigns and social marketing strategies to encourage a change in behavior so more people support the project's objectives. The project also takes an innovative, results-based approach for solid waste management by using financial incentives: community environmental wardens are trained and employed in cleanup and sensitization; community based organizations are trained and engaged in waste separation; and the national authority for solid waste management is provided with trucks for improving collection in informal settlements. Two trucks were provided up front and three additional trucks will be provided, based on collection performance. If the communities are kept clean and waste is deposited in the designated areas, the environmental wardens and community based organizations will receive a financial bonus as well as grants that can be used for community projects.
- **Design strategies and principles to prevent crime:** Open public spaces are enhanced using design strategies to improve public security and reduce crime. The project, for example, uses the Crime Prevention Through Environmental Design (CPTED) principles to strengthen public safety, chiefly through Safe Passages, an initiative to provide safer commuting routes for students and other community members to go to, from, and around selected schools.[9] Physical interventions include the removal of zinc fences, reclaiming the right of way on roads, rehabilitating roads, and building crosswalks, sidewalks, and railings. Sidewalks are improved through greening efforts, street lighting were installed for visibility, and murals with positive messages have been painted. These physical interventions are coupled with social interventions (as described below in the social section). All told, the interventions aim to increase public surveillance, ensure better and safer transit, and improve visibility. All of this is done with the participation of the community.

[8] Zinc fences, made of pieces of material collected often out of the trash, have been introduced by the Jamaicans living in low-income and informal areas because they lack the means to buy and use appropriate permanent structures to put a fence around their homes and plots. Removing and replacing them with permanent structures is part of the project's infrastructure improvements in order to (i) create a cleaner and more dignified atmosphere for the residents of informal and poor areas, and (ii) contribute to violence prevention.

[9] Safe Passages is an initiative to make it possible for children to travel safely to and from school in volatile environments. It has been adapted to the Jamaican context. It consists of combining road and sidewalk infrastructure with crime prevention and environmental design as well as beautification efforts like murals and positive messaging. The effort also involves aims to improve road and personal safety such as through in-school training and having adults monitor the routes to school at the appropriate times. The communities and students were involved in the identification of the routes and the appropriate interventions to increase safety.

B. SOCIAL INCLUSION: FOCUSING ON SCHOOLS, FAMILY, YOUTH AND COMMUNITY

The project took a participatory approach from the early stages. The project's social development commission facilitated the assessments of what was needed, led by a network of community officers and community development councils made up of relevant community based organizations. This has helped build community ownership.

The ICDP couples infrastructure provision with social interventions to build community resilience to violence. These interventions target at risk population: at youth, family, school and community levels. The programs are focused on meeting key safety concerns and working with high-risk groups. The efforts include:

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- **Civil registration:** This program provides birth certificates to community members which allows them to have easier access to public services, and greater civic participation.
- **Safe Passages Program:** This program targets highly used routes that have safety concerns. In addition to physical improvements, the program involves social interventions at the school and community levels, including mapping out community safety plans, providing road safety trainings at schools, and recruiting safety monitors to patrol the safe passages.
- **Youth education and recreation program:** These programs provide supplementary youth education and recreational activities to enhance learning of students in low performing schools including numeracy and literacy training.
- **Community mediator program:** This program trains and certifies community mediators to support community capacities in mediating low-level conflicts before escalation.
- **Social marketing:** This project includes a multidimensional social marketing campaign, which uses tools to promote knowledge, attitudes, practice, and behavioral changes in the communities. Positive messages are used to promote better use of water and electricity and proper waste disposal, among other things.
- **Institutional capacity building:** The project supports institutional strengthening activities such as to the Jamaica Crime Observatory (e.g. data collection and processing), and strengthens the sustainability of the overall project impact by building capacity and involving relevant government entities in service delivery. **Community-based contracting:** The ICDP also employs community based contracting for the implementation of small neighborhood improvements, cleanups, and beautification. The supply of goods and the provision of small works and non-consulting services are contracted by the local communities through a community based organization.

A grievance redress mechanism (GRM) is set up to inform the community about project activities and allow them to voice any concerns regarding what is proposed or taking place. The project implementing unit is developing a web-based GRM system.

C. ECONOMIC INCLUSION: PROVIDING OPPORTUNITIES FOR YOUTH

To tackle youth unemployment, the ICDP, much like other World Bank projects, supports job training and placement:

- **Public works:** Temporary employment is provided for unskilled workers using labor-intensive methods to maximize the number of community members who are employed in the project's upgrading activities.
- **Connecting youth-at-risk to activities:** Young men and women who are neither working nor in school are given an active role in the ICDP recycling program in their communities, helping to reduce their chances of getting involved in crime or other risky behaviors.
- **Alternative livelihood training:** This program provides vocational training for at-risk youth in locally relevant areas such as the blue economy and entertainment sectors. Aspiration of the youth and market needs are carefully reflected in the selection of sectors in which trainings are provided to support job placement. **Youth in school and the digital economy:** Selected students are linked to the Jamaica Youth Employment in Digital and Creative Industries Project, which supports employment in the virtual global economy, youth entrepreneurship, and self-employment opportunities.
- **Microenterprises:** Training is provided in business planning, operations, accounting, marketing, human resources, and finance through skills- and knowledge-transfer programs.

3. RESULTS: INTEGRATED PACKAGE OF SERVICES DELIVERED.

The project is ongoing until May 1, 2020. As of December 2019, the following results have been achieved:

- 89,000 people have benefited from infrastructure improvements and waste management in the 18 ICDP communities.
- 9,380 people have been provided with access to improved water sources.
- 12,335 people have gained better access to legal electricity connections.
- Solid waste management activities have been replicated and scaled up. The ICDP's environmental warden methodology and model has been recognized by the government as highly effective. A few replications have been made: the Ministry of Health used such wardens as a model for Zika Warriors, or people who work as community workers to help fight the spread of the Zika virus. The tourism industry has used the environmental warden model as well. In addition, the National Solid Waste Management Authority has expanded the use of the ICDP skips and bins to communities outside the project.
- Close to 6,000 people have received civil registration documents
- More than 20,000 people have participated in educational and employment programs
- Just under 3,000 people have obtained temporary or sustainable employment as a result of ICDP activities.
- 257 ministry departments, agencies, and community organizations were trained, boosting their capacity to manage the development and sustainability of urban communities, and to apply for project funding.

4. CHALLENGES AND LESSON LEARNED: TRANSPARENCY, COMMUNITY DEVELOPMENT AND SUSTAINABILITY

- Improvement in the built environment, combined with social interventions to strengthen the community's social capital, is a good integrated model to enhance public safety through urban upgrading
- Considering the low level of trust in government and communities in Jamaica, transparency and communication are musts during a project's implementation. Participatory decision making is key and a successful strategy involves focusing on schools and community based organizations.
- Outbreaks of violence are frequent and can impede a project's progress. That makes pre-project sensitization and a participatory approach vital to mitigate these risks and ensure success.
- The capacity of all stakeholders, including government agencies, communities, community based organizations, local consultants, and contractors, is limited. Therefore, achieving a higher level of impact through community upgrading requires consistent and continued engagement and capacity building.
- Sustainability is a crucial concern. As such, the project emphasizes social marketing as a tool to create a sustained change in behavior beyond the project's time frame. The project also includes capacity building of communities and service provision entities to support sustained results and ownership.
- Community development requires a specific sequence of implementation to be successful. First, the social and economic aspects must be addressed as an entry point to building a relationship with the communities. Second, intermediate results must be achieved, such as through cleanup campaigns and improvements in solid waste management. The final sequence is to complete physical upgrades and infrastructure improvements.



Wardens Trained and Certified

The case note is prepared by Urban Poverty and Housing GSG and Urban Poverty and Slum Upgrading KSB. The team comprised of: Phoram Shah, Waad Tamaa, Reyna Alorro, Rodica Tomescu-Olariu, Mansha Chen, Judy Baker and Dean Cira. Project Task Team Leaders, Emanuela Monteiro and Silpa Kaza provided substantive inputs. Charles Newbery provided editing support.

Please visit GSG website for additional information (<https://worldbankgroup.sharepoint.com/sites/gsg/uphgsg/Pages/index.aspx>).

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