

ABSTRACT

The Marginalization of Physical Planning in Jamaica: Ramifications for the Development of Linstead (St. Catherine), a Sub Regional Urban Centre

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Physical planning was in the Post-Independence period of the 1960s, poised to chart the course towards development for many developing nations like Jamaica. The physical plan was to be used as the primary framework within which strategies were to be formulated, for the country's advancement within a more globalized and competitive world.

Physical planning has, however, practically failed to guide and promote development throughout many areas of Jamaica. This is depicted by the manner in which areas such as Linstead have developed in the past, the current development trends exhibited by the area, and the role played by the Local Authority in the development process. Essentially, the factors impacting this phenomenon are not solely internal, though the Island's political system and economy have exerted vast impacts, as have a myriad of other external forces.

The state of the national and global environments has changed and continues to evolve. There are as a result, questions raised in the paper as to the future for the role of physical planning and physical planners in Jamaica's quest for development in the emerging era. It also puts forward, recommendations for addressing the issues contributing to, and created by a peripheralised physical planning system and role played by physical planners in Jamaica's quest for holistic advancement.

LIST OF ACRONYMS

ASCEND	Association for Settlement and Commercial Enterprise for National Development
CIDA	Canadian International Development Agency
EA	Environmental Auditing
EIA	Environmental Impact Assessment
ENACT	Environmental Action Programme
GDP	Gross Domestic Product
GIS	Geographic Information System
GOJ	Government of Jamaica
IDP	Integrated Development Plans
IMF	International Monetary Fund
JIP	Jamaica Institute of Planners
JLP	Jamaica Labour Party
KRC	Kingston Restoration Company
LSDP	Local Sustainable Development Plan
MLE	Ministry of Land and Environment
MLGCD(S)	Ministry of Local Government and Community Development (and Sport)
NEPA	National Environment and Planning Agency
PIOJ	Planning Institute of Jamaica
PNP	People's National Party
PRIDE	Programme for Resettlement and Integrated Development Enterprises
PSIP	Public Sector Investment Programme
TCPAJ	Town and Country Planning Association of Jamaica
TPD	Town Planning Department
UDC	Urban Development Corporation
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UN-ECLAC/CDCC	United Nations Economic Commission for Latin America and the Caribbean/ Caribbean Development and Cooperation Committee
USAID	United States Agency for International Development
UTech	University of Technology (Jamaica)

NOTES:

1. MLGCD after the 2002 elections became MLGCDS as a result of restructuring processes within Central Government.
2. Provisional Development Orders means that though the order is used as the legal document guiding development in Jamaica, it has no statutory basis, since it has not been entrenched by law.

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CHAPTER ONE: OVERVIEW

1.1 INTRODUCTION

At a planning Seminar held in Trinidad in December of 1999 on the “*Changing Role of Planners: Have Regional Planners and Regional Planning Missed the Boat?*” a thesis was put forward by Dr. Len Ishmael, Director of the United Nations Economic Commission for Latin America and the Caribbean/ Caribbean Development and Cooperation Committee (UN-ECLAC/CDCC) in a statement she delivered: ‘Physical planning seems to have lost its glitter and the promise of the early years, when it seemed poised to play a role in the development of Caribbean Islands among which Jamaica was specifically identified. This statement raised numerous concerns for various reasons, including the sense that planning has been marginalized, and in some countries almost totally alienated from the planning process.

Essentially, cited in the seminar- that was supported and attended by prominent planning professionals from throughout the region- was the notion that in the face of on-going global changes, planning has lost its focus regarding its contribution to the development of the islands in the Caribbean. Overall, a number of factors were identified as contributing to the state of the planning process, these included:

- ✍ Planners’ undying attempts at creating ‘perfect plans’, which in essence is unrealistic. Owing to the limitation of the currency of data, this has compromised the relevance and usability of these plans, as well as the confidence of the private sector (investors), politicians and the public in the planning process;
- ✍ Politicians undermining the effectiveness of the process by using it as a manipulative political tool;
- ✍ Increasing decisions being made by Cabinet (usually instigated by legislation) that ultimately by-passes the physical planning system;
- ✍ Insufficient and inefficient institutional arrangements and legislative provisions;
- ✍ Planners’ tendencies towards a reactive rather than a proactive approach towards the discipline, they have hence been omitted from the decision-making process in the development arena. There has been as a result, failure to link spatial planning with important non-spatial variables;
- ✍ Changes in the countries’ approach to develop, i.e. through sector projects, rather than development guided by development plans; and
- ✍ The overall revolution in the planning process as a result of globally emerging trends created by globalisation, trade and other international relationships and phenomena.

The issues raised have subsequently sparked numerous debates, since this forum was not the first medium through which matters on the marginalization of planning in Jamaica was being presented. There has been concern therefore, regarding the belief that the overall tendency was becoming more perpetual by virtue of a range of factors.

In 1989 the Government of Jamaica (GOJ) commissioned a task force to consider the problems that plagued Jamaica’s physical planning system. James K. L. Armstrong in the report he presented to the GOJ entitled The Marginalization of Planning and Considerations for Revitalising its Role in National Development, pointed to a number of reasons for the need to examine the planning process. He established that the premise for intervention was to question whether physical planning as practiced, and physical plans as prepared, effectively served Jamaica’s development requirements, especially the need for integration with economic planning. He stipulated the significance of this step to Jamaica (and other Caribbean Islands), which have ‘inherited’ a system of physical planning, and consequently may now require a new body of knowledge and institutional arrangements; this he deemed essential if the importance of physical planning was going to be fully recognized and resuscitated from the marginalization to which it has been subjected.

Armstrong (1989) additionally stated that: ‘it is the awareness of the potential, limitations and rational utilization of a country’s natural and human resources which can best trigger and

sustain economic growth, thereafter transforming such growth into development. It is the primary task of spatial planning [therefore] to rationalize this process providing policy-makers with informed options for decisions. Consequently, the underlying question is whether the individuals and agencies charged with such tasks are in a position to perform these functions effectively...What is quite evident is that traditional physical planning as practiced, or as evidenced by the practice to which it has been reduced [in Jamaica] is obsolete and is no longer responding to the input needs of development'.

The foregoing issues that were raised sparked a curiosity that led to the promulgation of this research that has attempted to clarify the degree of truth in these statements. The paper, as depicted by its comprehensive title, be examining 'The Marginalization of Physical Planning in Jamaica: Ramifications for the Development of Linstead (St. Catherine) a Sub-Regional Urban Centre.'

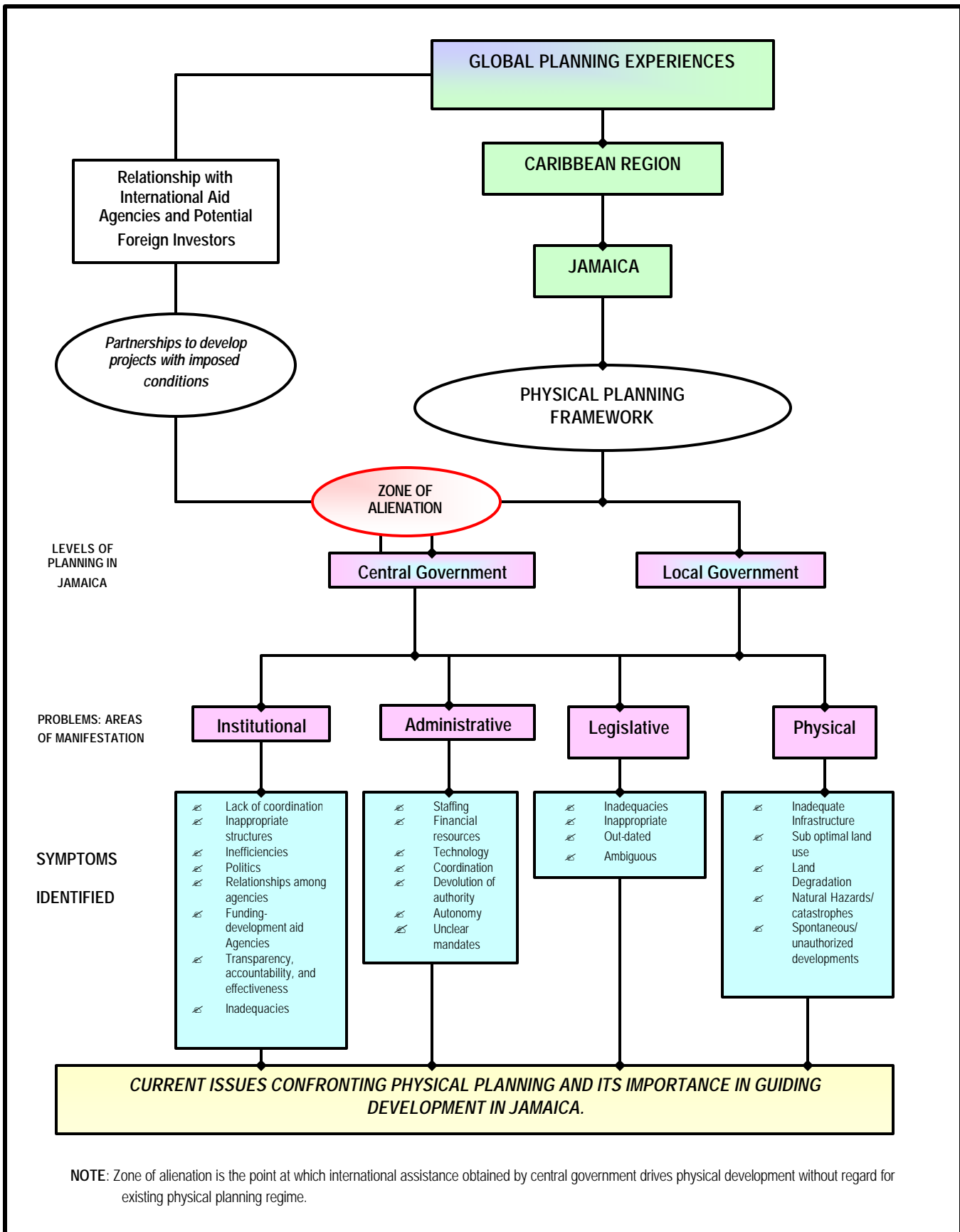
1.2 CONTEXTUAL FRAMEWORK

Jamaica's physical planning system is faced with a myriad of issues as illustrated in **FIGURE 1**. These have arisen since the importance of planning has been undermined in developmental efforts throughout the island, and have manifested themselves in inefficiencies and ineffectiveness in the country's attempt to undertake meaningful development. It has resulted in a phenomenon where development is being undertaken in a 'helter skelter' manner and projects are being implemented outside of the planning framework. The issues presented by Jamaica's physical planning system extend from a global perspective with immense local implications.

Physical planning in Jamaica commenced in the early 1900s in recognition of the importance it was to play in ensuring health and safety of the nation's population. As time progressed, however, there was a transformation in the nature of the environment within which planning was to be undertaken. Consequently, the importance of the discipline was recognized more from an economic perspective, which existed separate and apart from its spatial dimension. As a consequence, for a long time physical planning was concentrated mainly within the major cities, Kingston and St. Andrew (the capital) and to a lesser extent Montego Bay (Jamaica's second largest city), rather than in other lower order urban and sub-regional centres, especially since development aid coming into the country was geared primarily at further developing the prime urban areas. As development boomed throughout other areas of Jamaica (as a result of varying factors), it was acknowledged eventually that physical planning was as much needed in smaller urban and sub-regional areas as in the larger ones.

Deceleration and eventual decline in Jamaica's economy from the 1980s onwards forced the government to adopt development policies that were independent of the physical planning endeavours throughout the island. These policies to a great extent involved agreements with international agencies and companies to undertake isolated development projects in various sectors since Jamaica was in dire need of foreign capital inflows. Often these agencies and companies required that certain conditions be met before any commitments were made to invest. The Government, without regards for any existing physical planning framework had proceeded to develop and implement such projects. On-going disregard for the importance of physical planning system resulted eventually in an overall deterioration of the system. The administrative structures, legislative provisions and institutional arrangements have drastically deteriorated as the role of physical planning and physical planners were sidelined.

FIGURE 1: Contextual Framework



In addition, it is believed that planners have contributed to the overall breakdown of the process; as they complacently observed (for many years) as physical planning was being downplayed. They have subsequently attempted to address the situation, which has not significantly contributed to restoring the faith of the 'public' in the discipline. Planners have in recent years fled to the private sector where they have established their own practices, based primarily on their own philosophies and ideologies. The latter situation has created additional tension in the field, and negative impacts on the effectiveness of the process, especially in getting the major stakeholders to 'buy in' to the process.

The elected GOJ, through the relevant ministries and agencies have undertaken audits of the physical planning framework and has thereafter sought to refine and strengthen the existing system. However, with the many restructuring and revamping exercises that have been undertaken (and is still on-going) with the intention of improving the overall physical planning system (at the central and local government levels), the intended results are yet to be achieved. This situation has long been overshadowed by the fact that pertinent studies that have been undertaken to examine the state of planning in Jamaica have by and large been skewed towards Kingston and St. Andrew, and other select urban centres. There is therefore a need to assess the impacts of an undermined physical planning system on development in other areas of Jamaica in order to appreciate the current state of the system.

There are hence, legitimate concerns raised for the level of awareness and motivation of planners in the system, and for the belief that development (via projects) has become a manipulative tool in Jamaica's political arena. Planning in Jamaica has lost its focus, as some believe, it has been alienated from the process and is slated, if this trend continues, to manifest itself in progressively unsustainable resource development, inappropriate global partnerships and further economic decline for the island.

1.3 RATIONALE

Caribbean islands have over the years experienced vast changes in their physical planning systems, some of which it is believed have impacted negatively on the results achieved in some of these islands. Jamaica, like other Caribbean states is endowed with limited natural resources which forms the bases upon which all life-sustaining activities depend. Consequently, the need arose to protect the environment from deleterious activities by means of physical planning, an optimisation tool in the island's physical development endeavours.

The concerns are genuine, and have magnanimous consequences for the current as well as future generations. Essentially, a major question that lurks among physical planners and other disciplines is how development might be carried out in accordance with the Principles of Agenda 21 and Sustainable Development, if physical planning is not being afforded the importance it deserves.

In the quest to address the perceived problems of the physical planning system, attempts have been made at reforming relevant institutions and legislations within the island. In the face of these reforms a number of questions are yet to be answered: Have these reforms resulted in an overall improvement in the efficiency and effectiveness of the physical planning system? Are planning objectives being met in a timely manner? Are the responsible ministries and agencies certain of what these objectives ought to be? More importantly, have these reforms contributed to the meaningful restoration of the role of planning in Jamaica's development process? It is only through an assessment of the island's physical planning system and related factors, might answers be attained for questions arising from the situation.

Essentially, the overall aim of the paper is to identify the areas of marginalization of the physical planning process and their manifestations, in order to propose relevant administrative, legislative and institutional recommendations.

1.4 METHODOLOGY

The theme of the paper, 'The Marginalization of Physical Planning in Jamaica: Ramifications for the Development of Linstead (St. Catherine) a Sub-Regional Urban Centre', has implicitly put forward a thesis, the credibility of which the project has attempted to prove or disprove, through research findings and analysis.

The data gathering process was ensued in a comprehensive manner in attempts to cover the necessary grounds. This included ideally, incorporation of a case study approach at the local or planning implementation level (sub regional urban centre of Linstead). The relevant data and information were acquired through the use of various data collection techniques, qualitative and quantitative analytical methods were subsequently applied. In addition, specific parameters were developed for assessing the marginalization process.

1.4.1 Parameters of the Marginalization Process

The parameters were developed and ranked on the basis of relevance to the immediate case. These include the:

- ✍ compliance of development applications with the terms of the 1964 Linstead/Bog Walk/Ewarton Provisional Development Order that directs and dictates the terms of development within Linstead, and the relevance of its provisions;
- ✍ level of adherence to terms of the development application and approval processes, and the adequacy of implementing approved development plans within the area (assuming that there are pertinent development plans);
- ✍ emergence and perpetuation of illegal/spontaneous settlements in areas of Linstead;
- ✍ level of integration and compatibility of development within the town, and the emanating urban form;
- ✍ role that coordination between the central and local governments has played in ensuring adequacy in the development of the area;
- ✍ adequacy (staffing, financial, and other) of the St. Catherine Parish Council (local authority) in carrying out their responsibilities as stipulated by the germane legislation. This is intended to determine whether or not they have the competence to plan effectively and adequately;
- ✍ local people's awareness of the development planning and development control processes for Jamaica (as it relates specifically to Linstead); and
- ✍ relationship between the development of Linstead with other higher order urban centers, other types of development within the wider study area, and the incidence of project developments without the framework of a development plan.

Statistical tests were also applied to support and justify the reflections of the developed parameters.

1.4.2 Synopsis of Paper

The original aims and intents of the physical planning framework within Jamaica will be established in the paper. It is geared at presenting an assessment of the island's physical planning system in order to elucidate whether planning has lost its importance in Jamaica over the years, and to determine the impacts of the existing system on development in Linstead.

Hence the paper will endeavour to:

- ✍ elucidate the nature of the physical development in Jamaica, and whether planning and planners have played a role in the development process;
- ✍ define clearly, a planning process for Jamaica, within the context of the island's physical planning, economic and political history;
- ✍ identify and analyse the adequacy (or lack there-of) of the institutional, administrative and legislative frameworks of physical planning in Jamaica;

- ✍ establish the role (if any) that the physical planning process has played in the growth and development of Linstead's urban core; and
- ✍ make recommendations as to how physical development and physical planning within Jamaica might become mutual components of the same process; and hence collectively facilitate attempts to quell the overall shortcomings of Jamaica's physical planning process.

CHAPTER TWO: BACKGROUND TO JAMAICA'S PHYSICAL PLANNING SYSTEM

Jamaica is located in the Caribbean, approximately southwest of Miami and south of Cuba, at about 18° north latitude and 77° west longitude. Jamaica spans an area of 10,831 square kilometres that is characterized by a wide range of land uses and development patterns. The island comprises a diverse population amounting to 2,680,029 and exhibiting a population growth rate of 0.56% (World Fact-book 2002). Jamaica is endowed with a range of natural resources upon which the population more or less depends for its survival and livelihood. The island, like many others in the Caribbean is characterized by a fragile ecosystem and a limited land resource-base, which are in great demand for a myriad of uses. Hence planning was deemed a necessity for ensuring that the most optimum land uses were employed in development endeavour throughout the island.

2.1 HOW PHYSICAL PLANNING COMMENCED IN JAMAICA

Physical planning was introduced into Jamaica at the local government level in 1664 during the period of colonial rule by the British. The basis of local government administration was the parish boundaries, which were founded upon the boundaries of the then existing plantations and their lines of communication. Essentially, the local government system was a mechanism intended to support the plantation economy of that era, and not primarily to enhance sustainable growth and development.

2.2 JAMAICA'S PHYSICAL PLANNING STRUCTURE

Planning in Jamaica has for many years been undertaken through the promulgation of development orders. Essentially, the planning process (**FIGURE 2**) is now such that planning permission is required from the local planning authority before 'development' as defined by the Town and Country Planning Act might be undertaken. **Development being undertaken in areas not covered by development orders, however, requires no permission.** The existing system facilitates planning decisions on a case-by-case basis, rather than an outcome-based approach. Central government manages and review subdivision and development applications, and creates planning outcomes that have been undertaken without the necessary citizen participation, and hence local government involvement.

The factors that have exerted definitive impacts on the current physical planning system in Jamaica may be assessed under the three major frameworks, which also drive the process: the legislative, institutional and administrative frameworks.

2.2.1 Legislative Framework

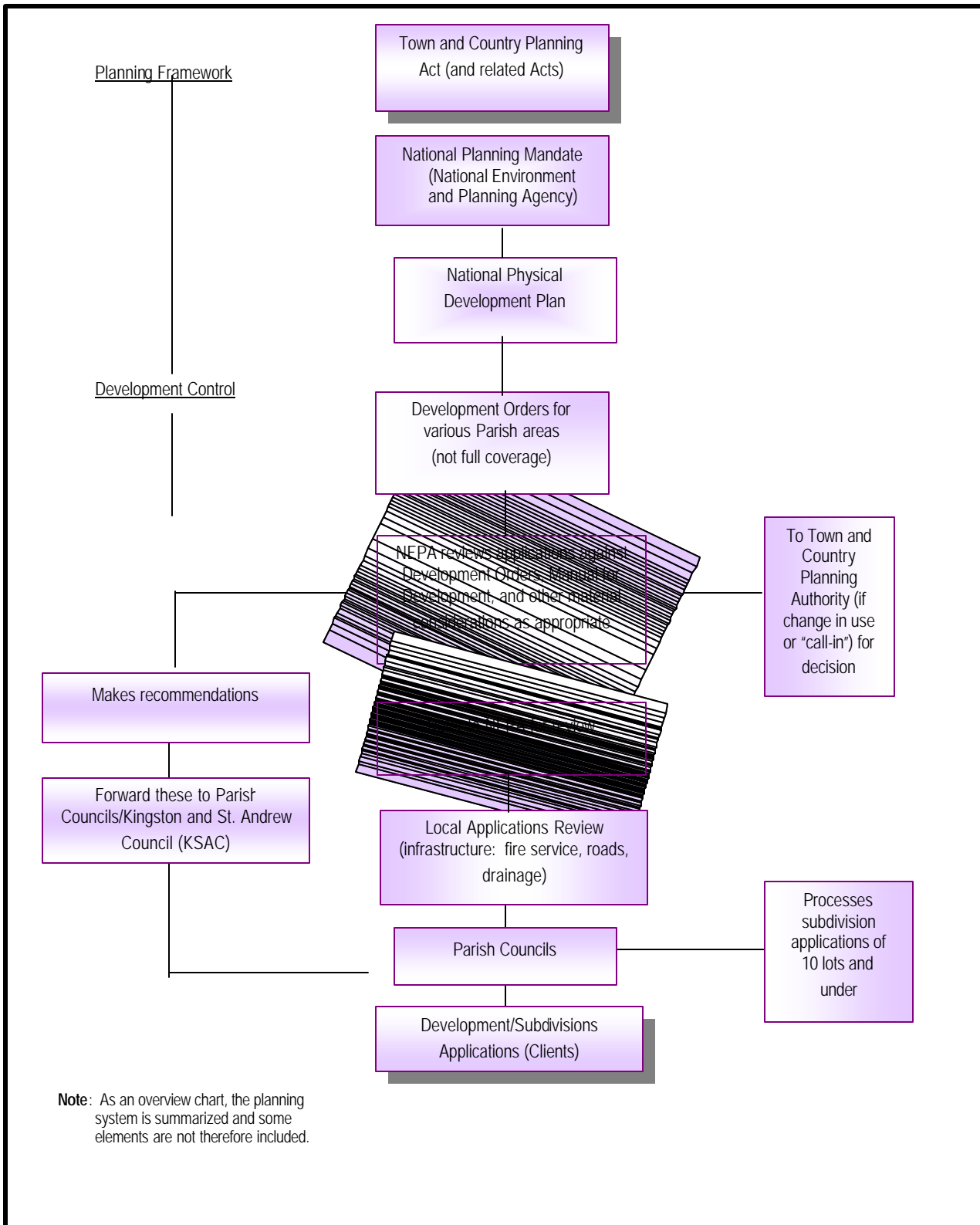
Planning in Jamaica was officially introduced through legislation that was modelled off the 1947 Town and Country Planning Act of Britain. The Act authorises the preparation of Provisional Development Orders to form the framework, within which development in Jamaica was to be regulated. Physical planning and related activities in Jamaica were, however, not confined to the provisions of the 1957 Town and Country Planning Act.

2.2.1.1 Major Planning Acts and Material Considerations

The major legislative provisions that exude direct relevance to physical planning in Jamaica are the:

- ✍ Town and Country Planning Act (1957);
- ✍ Local Improvement Act (1914);
- ✍ Urban Development Corporation (UDC) Act (1968);
- ✍ Natural Resources Conservation Authority (NRCA) Act (1991); and
- ✍ Parish Councils Building Act (1908).

FIGURE 2: Current Physical Planning Process in Jamaica



Source: Adapted, KPMG Consulting Limited, 2002.

Among other physical planning-related acts are the: *Watershed Protection Act, Beach Control Act, Wildlife Protection Act, Endangered Species Act, Land Development and Utilization Act, Land Valuation Act* and *Registration of Titles Act*. Three additional Acts that were recently proposed to address budding land development trends in Jamaica were the *Family Lands, Adjudication* and the *Town Houses Acts*.

Other policy documents that were promulgated to guide development in Jamaica were the Manual for Development (1982), and the National Land Policy (1996). In 2001 the GOJ embarked on a thorough assessment of the policy and legislative frameworks for sustainable development in Jamaica. This involved an assessment of the frameworks required for enabling sustainable development within central and local governments.

Two major planning legislative provisions that were cited as being necessary for effecting changes in the present state of planning in Jamaica are: the Town and Country Planning Bill and Development Orders that are both currently under review.

(i) The Town and Country Planning Bill

There is currently a Draft Town and Country Planning Bill that is expected to repeal the existing Town and Country Planning Act upon being approved by the Houses of Parliament. The Bill is aimed at allowing for the creation of an appropriate legal and institutional framework that will enable government to formulate appropriate up-to-date plans and policies with respect to land use, physical planning and development control; and to ensure consistency and continuity of development and general use of land throughout the island; reviewing and rationalizing the role and function of all agencies involved in land use, physical planning and control; to revise the relationship between these agencies so as to eliminate overlaps and wasteful procedures, and create a streamlined process for undertaking development planning and control.

The proposed Bill addresses also the need to identify a central coordinating body that would have responsibility for the development of physical planning policies for the island, as well as the local planning authorities that will be responsible for granting planning permission and for implementing and enforcing relevant policies. Overall, this new legislation is intended to put physical planning at the centre of all land development activities throughout the island.

(ii) Development Orders

The structure of development orders as mandated by the Town and Country Planning Act has been revised to facilitate technical and policy considerations. In addition, only sections of the island have thus far been covered by development orders; hence the areas not covered are not subject to scrutiny in accordance with the terms of the Act, and are therefore not binding under these provisions.

There have been attempts at reviewing existing orders, as well as preparing orders for those areas for which none currently exist. Recent orders being prepared have assumed a policy format. However, a prevailing concern is related primarily to the lapse in time between the preparation of development plans and development orders for respective areas, as the promulgation of development orders have far out-paced the creation of zoning information to facilitate the process of development control and plan implementation at the micro level.

2.2.2 Institutional Framework

The Town and Country Planning Authority was established by the Town and Country Planning Act of 1957 to steer land development. The Town Planning Department is a subsidiary of the Authority and is headed by the Government Town Planner. Physical planning in Jamaica has for a long time been characterised by a highly fragmented system. This has impacted negatively, the level of coordination between the different tiers of government and hence upon the overall efficiency of Jamaica's physical planning process. Planning has been the mandate of numerous Ministry portfolios including the Ministry of Planning and Development, Ministry of Finance and Planning, the Ministry of Environment and Housing, and currently is administered

under two separate Ministries at the different levels: the Ministry of Land and Environment (MLE) at the central government level, and the Ministry of Local Government, Community Development and Sports (MLGCDs) at the local government level (since it is under this Ministry that Parish Councils operate). There are in addition, a number of agencies and other relevant bodies that are involved in the planning process.

2.2.2.1 Central Government

Among the prime ministries and agencies involved in the physical planning process at the central government level include: the Ministry of Land and Environment, Ministry of Local Government, Community Development and Sport, Ministry of Finance and Planning and the Cabinet Office (directly out of the office of the Prime Minister)

2.2.2.2 Local Government

Parish Councils (local authorities) are responsible for development control at the local level. There are 12 Parish Councils and one Municipal Corporation (with a second in the making- Portmore Municipal Authority). Planning permission is the responsibility of local authorities as dictated by the law. There is, however, neither mandate for local planning nor any requirement on the part of national ministries and agencies to include governments and their planning at the local level, hence the challenges now experienced.

Resource limitations at this level results for a number of reasons; during the Ministry of Finance's periodic review MLGCD's total submission is treated in the exact same manner as that from any other ministry. Customarily, the total request is trimmed and the Ministry of Local Government is forced to efficiently allocate these reductions amongst the different funds. These situations have led to an acknowledged need to revise the current system, since it handicaps the Councils' capacity to function efficiently within the confines of the prevailing resource constraints.

Since the early 1990s the need for revamping the local government system was acknowledged. Subsequently, in 1994, leader of the governing Peoples National Party (PNP) administration- Prime Minister P.J. Patterson- established a Local Government Reform Unit that was to spearhead this reconfiguration exercise. Out of this programme came a system of regionalization, as the basis for administration at the local level, in attempts to quell the administrative issues created by the parish divisions.

2.2.3 Administrative Framework

Development planning endeavours in Jamaica have been primarily confined to the central government; the development control aspects on the other hand (except for certain classes of applications), are undertaken by both by central and local governments.

2.2.3.1 Development Planning

Though the Town and Country Planning Act do not mandate the preparation of development plans, this practice was engendered as early as the 1940s. Hence the plans that have in the past been formulated had no legislative guidelines as to their contents, means of preparation, responsible agencies or structure. The earlier attempts at development planning that were made by central government had a predominant economic focus, though they cited the need to ensure among other things economic viability, social and cultural development and integration. The earliest attempts at physical planning in Jamaica includes:

- ✍ Memorandum on Colonial Development and Welfare Schemes (1945);
- ✍ Ten Year Plan of Development for Jamaica (1947);
- ✍ Report on the Revision of the Ten Year Development Plan for Jamaica (1951);
- ✍ Five Year Development Programme, 1955/56-1959/60 as Laid on the Table of the House of Representative (1954);
- ✍ National Plan for Jamaica, 1957-1967 (1957);

- ✍ Ten Year Plan 1962-1971 (1962);
- ✍ Five-Year Independence Plan 1963-1968 (1963); and
- ✍ Second Five-Year (1970).

Allocations within these plans were based largely on social, economic and financial considerations; there were as a result, many problems associated with their physical implementation. It became clear that there were serious obstacles to the prompt execution of projects that were developed for plan implementation, due to rigidities in annual budget procedures. These plans nonetheless established the basis upon which subsequent plans were promulgated.

Subsequent Planning Endeavours

According to MHardy (2002) in 1970 a twenty year National Physical Plan (1970-1990) was promulgated with a more or less socio-economic focus rather than the necessary focus on the physical environment. Subsequently in 1978 the Town Planning Department prepared another twenty-year plan for Jamaica, which bore stark resemblance to the previous Plan. If nothing else, out of the second development plan came a National Settlement Strategy, which was geared at guiding the development of urban centres.

In addition, development planning was undertaken also by development actors, including the UDC. Law promulgated by the Government has charged the UDC with responsibility for undertaking development in areas 'designated' by the UDC Act.

Sommers (1999) in commenting on '*Planning and Governance Outside The Spotlight*' as related to Jamaica, pointed out that though planning in Jamaica may be in the spotlight, the spotlight does not extend far from the capital, Kingston (a primate city by a factor of 10). The visibility of planning at the national level translates into intense activity in Kingston. It was stated in the same source that 'without strong local planning and with the planning spotlight centred on activities in Kingston, the responses to problem in Montego Bay (the second city) have been piecemeal'. The void that exists in planning at the parish-level (St. James Parish Council) has resulted in the responsibility for the creation and implementation of plans in Montego Bay and the St. James Parish, falling onto the private sector. Hence, this gave rise to the Montego Bay Area Development Plan, the first community-driven, integrated development plan for Jamaica and the Caribbean (United Nations, 1997). This plan was developed by the Greater Montego Bay Redevelopment Company (GMRC); a private planning body that is also currently working on *Plan 2014* for Montego Bay. Upon approval by the Houses of Parliament, the latter Plan will replace the existing outdated St. James Development Order (1978) that now provides the framework for development in Montego Bay.

Sommer's assertions seem to be somewhat inaccurate as in 1984 the GOJ signed an agreement with United Nations Centre for Human Settlements (UNCHS) and the United Nations Development Programme (UNDP) for the preparation of Integrated Development Plans (IDP) for South St. Catherine and South Clarendon. One important concept in the IDP Project was that of linking plan preparation with implementation (Town and Country Planning Association of Jamaica-TCPAJ, 1986b). Intermediate Five Year Development Plans were also promulgated in attempts at linking economic and spatial planning; this included the Five Year Development Plan 1990-1995. At the regional level, the preparation of a Santa Cruz Development Plan is currently underway; Parish Development Councils are in place (however, without legal foundation), in addition to the Local Government Reform and Local Sustainable Development Plan-LSDP (that is currently underway in Portland and Manchester). In addition other planning initiatives at the national level include preparation of updated development orders and a review of the National Environment and Planning Agency (NEPA) development application process.

There are currently no updated plans for guiding development and encouraging investments throughout the island by way of a National Physical Development Plan. In an effort to address this situation, NEPA in June 2002 developed a national framework for development: A Strategy for the National Sustainable Development Plan for Jamaica (2002-

2022). This is geared at establishing the intended scope and strategy needed to revise the existing National Physical Plan within the context of a modern planning framework. It is intended to bridge the gap between economic and social policies; and among the relevant sectors, incorporating the principles of sustainable development. In keeping with this end, pilot projects have already been undertaken in the Parishes of Portland and St. Elizabeth; and plans are currently underway to put in place a LSDP process for Kingston and St. Andrew.

The Environmental Action Programme (ENACT operating out of NEPA) in collaboration with the Social Development Commission (SDC), MLE, MLGCD, Parish Development Councils (PDCs) and other bodies had undertaken as early as July 2000 to develop by means of the participatory mechanism, Local Sustainable Development Training Modules to be used in the new thrust towards Local Area Planning. Development plans are currently being prepared by NEPA and other agencies for different areas throughout the island. Attempts at development planning have been many but characterised by a lack of coordination; planned development throughout Jamaica have and still is being further undermined by an increase in independent project and spontaneous developments.

2.2.3.2 Development Planning and Projects

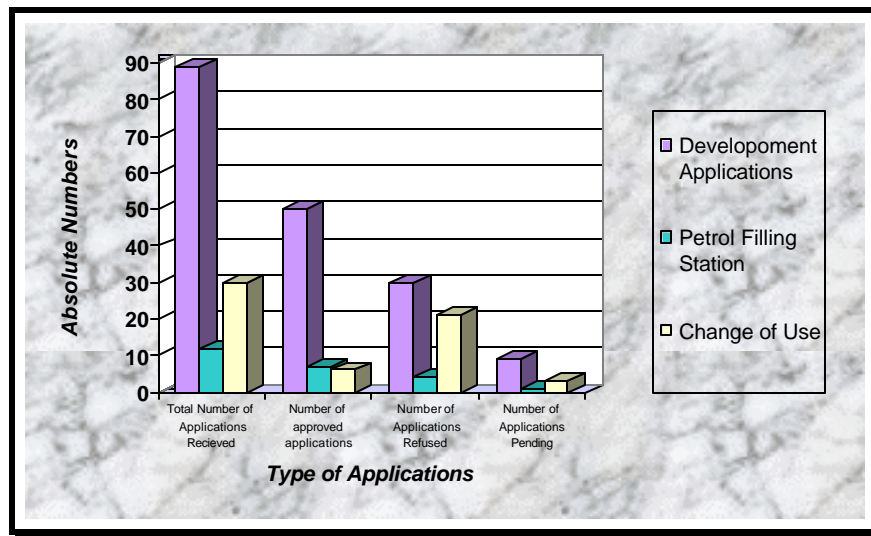
Jamaica has adopted a 'development paradigm' that focuses on projects, thereby neglecting long term strategic planning. These projects are developed with an intense economic focus, but with grave spatial and environmental implications. According to the 2001 economic report compiled by the Planning Institute of Jamaica (PIOJ), the GOJ continued to benefit from loans and grants obtained from multi-lateral and bilateral donors and financial institutions towards project development, in its quest to meet the critical development challenges.

Among the strategies that the GOJ has adopted towards enhancing growth and development throughout the nation are sector specific measures including: infrastructure development; development of projects geared at rehabilitating and improving efficiency and productivity of the agricultural sector; and the tourism sector is aimed at maintaining the focus of sustainable tourism development. Included in these strategies are individual sector projects that are individually designed for implementation on a phased basis. There is currently no existing comprehensive framework within which all development projects are being undertaken and their implementation coordinated as the current system is biased towards development control rather than development planning.

2.2.3.3 Development Control

Development control is undertaken through a process of development applications, the assessment of which are not based on predetermined conditions. Development applications are received by the local authorities, but are referred to NEPA for their assessment and recommendations as the need arise. While all subdivision applications are referred to NEPA, it is only 'Called-in' development applications that are totally addressed by NEPA in keeping with the terms dictated by the Town and Country Planning Act (**APPENDICES 1 and 2**). Recently, local authorities have been enabled to undertake the processing of subdivision applications of 10 lots and under or with a land area of 5 acres or less. To date, this system has been initiated in three Local Authorities only - St. Catherine, St Ann and Kingston and St. Andrew.

The planning system in Jamaica deals with approximately 4,000 applications per year, 50% of which are subdivisions. The Town and Country Planning Authority review approximately 30 applications of this nature per month (PIOJ, 1997). The Annual Report of the Town and Country Planning Authority for the period January 1995- March 1996 revealed moderate performance on the part of the TCPAJ in utilizing the existing processes of development and subdivision applications (**APPENDICES 1 and 2**). **FIGURE 3** indicates the number of different applications that were dealt with by the Authority in the year 2000.

FIGURE 3: Applications Processed by the TCPAJ in the Year 2000

Source: Ministry of Environment and Housing, 1997.

Studies undertaken by the MLGCD show that there have been enormous backlogs in application processing. It was indicated that there is an estimated \$3.5 million worth of capital investment in the form of development applications waiting to be approved. The percentage of outstanding applications, however, varied among the different classes.

There were as well, indications of cases where a number of applications were shelved for many years without being reviewed, especially where applicants were required to await the provision of particular services and infrastructure within the location relevant to the application.

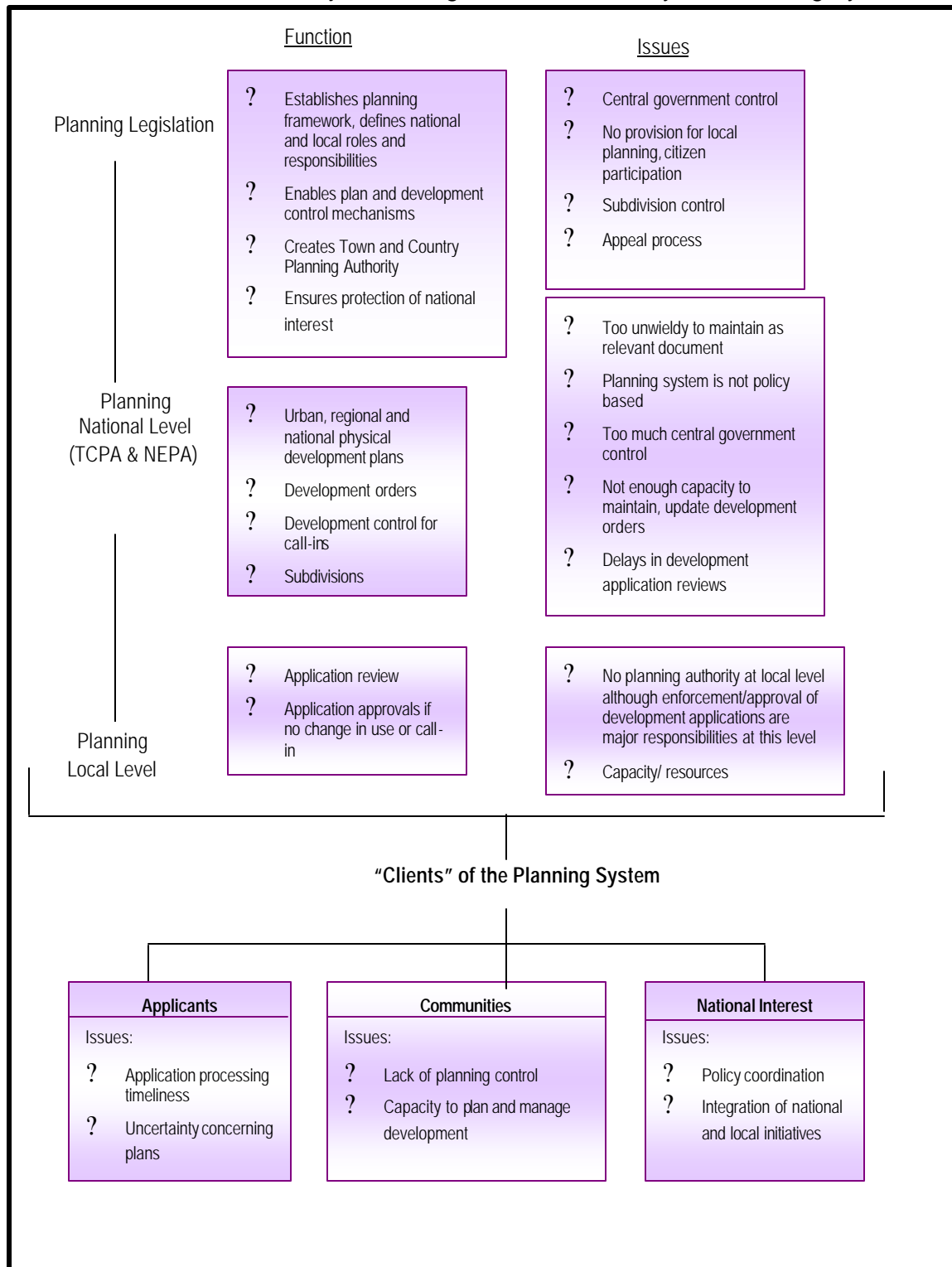
2.3 CHALLENGES OF JAMAICA'S PHYSICAL PLANNING SYSTEM

Jamaica's physical planning system has been disposed to vast challenges that have impacted its effectiveness in the island's development, a synopsis of which is presented in **FIGURE 4**. These have exerted various effects on the capability of the process and profession to attain their mandated objectives.

2.3.1 Legislative and Administrative Challenges

In 1972 Sir Desmond Heap undertook to review planning law and administration in Jamaica, the results of which he presented in a report: Town and Country Planning Law and Administration in Jamaica. Among the issues that he discovered were those relating to: overlaps in legislation and administration; limitations on the life of a planning permission; enforcement of planning control; advertisement control; preservation of buildings of special architectural or historic interests; the duties and powers of the UDC; the compensation- betterment question; and Cabinet responsibility in matters of planning control- there are no provisions in the Jamaica's planning legislation whereby one minister is firmly responsible to the Sovereign Parliament for all development control activities throughout the island.

FIGURE 4: Major Challenges of Jamaica’s Physical Planning System



Source: KPMG Consulting Limited, 2002.

Planning legislation in Jamaica is antiquated; it hence presents challenges for undertaking both development planning and development control.

2.3.1.1 Challenges of Undertaking Physical Planning and Development Control

The Town and Country Planning Authority have modernized its approach to development orders to include some community consultations. However, the preparation and updating of these documents require vast amounts of manpower to work on a judicious basis. There are two separate units in NEPA that undertakes development planning and control; the staff of which does not possess the requisite skills and aptitude to efficiently fulfil their mandates in the planning process.

2.3.1.2 Inadequacies in the Physical Planning Profession

As revealed by a 1989 audit of Jamaica's Town Planning Department undertaken by Kingsley, Olsen and Telgarsky for the period 1981-1986, the Department's Planning and Research Unit experienced significant staff shortages (a reduction from 45 to 23). There was not only a problem with quantity, but also the capability of the 23 persons who remained on staff, as only three had professional planning degrees.

In the past planners trained at the University of Technology (UTech), Jamaica in the Diploma programme were criticized as being indoctrinated to uphold the role of development controller rather than development planners. However, over the years the programme has undergone immense transformation and has now been upgraded from a Diploma to a Bachelor of Sciences (B.Sc.) Degree programme, with a focus on training proactive rather than reactive planners. Success of the latter programme in training planners of a sufficient calibre must take account of the current lack of synergy between the BSc. Planning Programme at UTech and the Master of Science Planning and Development Programme at the University of the West Indies' St. Augustine Campus.

The GOJ, through the Town Planning Department, in collaboration with the UNDP and UNCHS (Habitat), has since 1997, embarked on a programme geared at strengthening the Town Planning Department (TPD). They have acknowledged that planning activities within the public sector agencies in Jamaica have been constrained severely owing to personnel limitations in the Town Planning Department, this factor has significantly impacted the Department's capacity to plan efficiently. There have also been moves made under the Local Government Reform Programme to improve the staffing capacity at the local government level, to incorporate trained planners in the whole local government administration process. Planners within the system have nonetheless maintained a low morale in the planning offices, a situation that has negatively affected the results of the overall physical planning system.

Planners have fled the public sector for numerous reasons, low remuneration and a limited scope for occupational mobility. The shortage of trained staff in the Physical Planning Unit has resulted in the TPD's focus on development control, at the expense of development planning endeavours, for many years this has been blamed on the nature of planning education in Jamaica.

2.3.1.3 Challenges Facing Developers in the Current Physical Planning System

The existing development and subdivision application processes that applicants must utilize are complicated; consequently the application processing time is prolonged. This is further exacerbated by the lack of a tracking system for development and subdivision applications and the number of third-party agencies that are involved in the development and subdivision application review processes (**APPENDICES 1 and 2**).

A trend that emerged and perpetuated throughout the entire island was related mainly to development of the informal housing and the commercial sectors. The rigidity and unrealistic nature of standards guiding development in Jamaica have been cited as a major contributing factor. Statistics revealed that in Jamaica between 50-70% of all housing solutions were

developed outside of the formal sector, and thousands are living in squatter settlements or on 'capture lands' (Association for Settlement and Commercial Enterprise Development [ASCEND], 1997). In addition the planning system have failed to direct development in and outside of Kingston. The status accorded to Jamaica's physical planning system in recent times has created numerous consequences.

2.4 SUMMARY

Physical planning was introduced in Jamaica at the local government level. Subsequently, with the introduction of relevant and other related physical planning legislation and material considerations, planning in Jamaica has evolved tremendously. However, the current state assumed by the physical planning process as a consequence was not without its hick-ups, hence the challenges that now exist in the system. The shortcomings of the system have been further affected by the island's economic and political climates, which have ultimately contributed to defining the state of physical planning in Jamaica, as will be discussed in the following section of the paper.

CHAPTER THREE: FACTORS IMPACTING THE STATE OF PHYSICAL PLANNING IN JAMAICA

This chapter seeks to establish an evolutionary framework for physical planning in Jamaica, during the process explicating the nature of the political and economic systems within which it emerged, and highlighting the state that the physical planning process has come to assume over the years as a consequence.

3.1 PLANNING AND THE POLITICAL SYSTEM IN JAMAICA

After Jamaica gained independence from Britain in 1962, the Jamaica Labour Party (JLP) government questioned the astuteness of the local system that was in place. They perceived the system as being inefficient and a blatant waste of resources since the country was too small to require a fragmented system of government, and that services would be delivered more efficiently from the national level. The PNP on the other hand had always advocated strong local government as a major principle of their administration, since it strongly supported their inclination towards a participatory model of community development in a highly 'socialist-inclined' political system.

Essentially the political system's interference with the planning process emerged through a controversial question of central versus local government control; and the government's ad hoc attempts at development outside an established framework. In the late 1980s the country faced vast economic challenges, which negatively impacted the government's ability to direct the needed resources into providing the services for which it assumed responsibility, with the disbanding of the local government system between 1983 and 1989, under the JLP administration. In 1989 the PNP was elected into power with a manifesto that included a strong emphasis on the reinstatement of the local government system. The PNP after having regained leadership status in 1989 avowed to (through a process of reform), broaden the democratic process empowering local citizens to play a greater role in the management of their own development and improving the quality, cost-effectiveness and responsiveness of local services, regulatory functions and elected officials of the local authorities.

In the 2002 elections, the victorious PNP (with a fourth consecutive term in office) in their campaign Manifesto entitled *Advancing the Quality of Society* (PNP, 2002b), the party President (Prime Minister P.J. Patterson) stated the commitment of the party to the issues of governance (including the Local Government Reform), leadership and community development, environmental protection and sustainable development.

Essentially, political interference in the physical planning process was not a new occurrence since for many years political parties, with a five year term in office, used planning as a tool for obtaining the support of international bodies and the local population, with the intention of 'advancing' the country as much as possible; but as illustrated in the following sections, the unforeseen economic consequences of this practice were enormous.

3.2 THE JAMAICAN ECONOMY: 1950s- PRESENT

Jamaica's economic environment experienced immense turbulence for many years, the consequences of which have been manifested in many areas. Economic growth in the 1950's was primarily confined to one or a few sectors; but some observers were of the perception that in 1960 and early the 1970s the Jamaican economy was poised for take off. Harris (1992), in assessing the evolution of Jamaica's economy pointed to a number of trends in its economic development, among these were:

- a) The period of 1950 to the early 1970s was seen as a kind of 'golden age' of growth in the Jamaican economy, as measured by all the relevant indices of economic performance;
- b) There was a drastic change in economic performance, the reversal of existing economic trend evidently occurred during 1974-1980. There was a virtual stagnation during 1981-

1985. The economy again accelerated during 1986-1989. The entire period of 1969-1989 was marked by an absolute decline in Gross Domestic Product (GDP). This period indicated significant changes in the underlying structure of the economy;

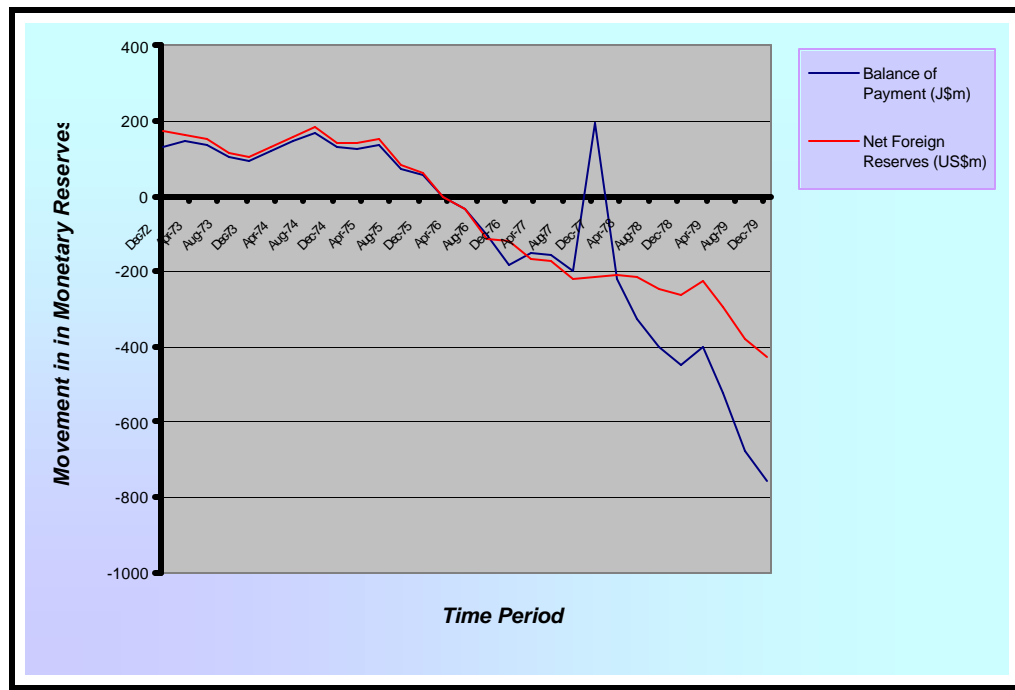
- c) The most obvious and commonly noted feature of the 1967-89 period was the increase in the role of indebtedness. This change had converted the economy into what might be called a *'debt-propelled economy'*. Along with the increase in foreign indebtedness came a significant decrease in the role of net direct investment from abroad to the health of the country's economy;
- d) Accompanied transformations in the relations of consumption, savings and investment and export in the Jamaican economy. Increased consumption was at the expense of public investment, and is believed to have helped to induce cutbacks in private investment to the extent that the latter is led by the former; and
- e) A definite inverse relationship existed between government consumption and gross investment in the later periods.

Looney (1987) maintained that: 'the main characteristics of the mid 1970's (particularly beginning in 1975) included a highly unstable political climate, spiraling wages and prolonged industrial disputes, changes in the structure of government expenditure, and emigration of persons and capital. It is difficult to over estimate the unfavourable effects of the apparent fragmentation in political direction on business confidence, and economic activity, particularly in the context of the difficult economic conditions, which prevailed. Overall, the economic indicators reflected a pattern of increased economic (and other consequential) adversity for the island. The 1970s was marred by a considerable loss of foreign exchange reserves with a simultaneous decline in the private net capital'.

Government expenditures increased to an average of 32 percent per annum in 1976/77. The increase was attributable to a number of factors among which Looney (1987) outlined to include: the Keynesian inspired recurrent expenditures, lack of strict financial accountability and the state of bureaucracy and political pressures. Contradictions within the ruling PNP led to a tendency to alleviate the social effects of the crisis by increased expenditures, rather than tackling the underlying structural problems, hence politics contributed to the overall failure to control public expenditure.

In 1972 Jamaica experienced a constant increase in foreign exchange rates. Economic strategies employed by the Michael Manley led PNP government, induced mechanisms to stimulate flotation of the dollar causing inflation to intensify, foreign investments to decline and imports to increase. These situations established the bases for the difficult economic times that were to follow in the after years of the 1980s.

Around 1979 Jamaica's net foreign reserves showed no signs of resuscitation and the country had obviously assumed a state of deep economic crises: the foreign reserves had dried up while the debts continued to increase. Jamaica, out of great desperation turned to the International Monetary Fund (IMF) for assistance; the structural adjustments that were dictated by the IMF agreement had serious social consequences, but the leaders of the country had to take the necessary measures to save the economy. The IMF imposed conditionality was such that Jamaica was placed in a precarious position; Jamaica failed to meet the criteria of the IMF twice, prior to 1976 when the island's first IMF loan was approved, signifying an important juncture for the economy. Hence between 1972 and 1979 foreign reserves dried up as illustrated by **FIGURE 5** and Jamaica entered a period of economic recession.

FIGURE 5: Jamaica's Net Foreign Reserves and Balance of Payments (1972-1979)

Source: Derived from Manley, 1987.

The state of Jamaica's economy in the 1980s according to Looney (1987) was directly related to the politics, policies and successive governments. In addition there were factors external to the country, which were also cited as being responsible for the state of its economy, among these were the structure and functioning of the world economy at the time.

As it turned out in the 1990s and into the 21st century Jamaica's economy (like its foreign exchange rate only continued to depreciate, creating sub-optimal conditions for the physical planning process.

3.2.1 Impacts of the Economy on Jamaica's Physical Planning Process

In the 1960s and early 1970s Jamaica experienced a period of rapid economic growth, with an overall increase not only in investments, but also the influx of foreign investors. Consequently a Five Year Development Plan was prepared in 1963. This plan sets out explicitly, the relationship of development in the different sectors of the economy, stipulating the rate of savings that must exist if the required investments in the economy are to be made and the expected effects on the balance of payments if foreign borrowing persisted beyond a certain limit. It was to create a framework that would allow planners to forecast the outcome if some established targets were not achieved or if the original plans were altered.

The National Development Strategies in the 1970-1990 and 1978-1998 on the other hand were focused on long-range land management that would allow for available resources to be used in a manner that ensured maximum economic benefits without contravening the then general principles of conservation. The National Development Strategy entailed enhancement of the major sectors (bauxite, tourism and the agriculture) and addressed the need to develop adequate road infrastructure.

Harris (1992) pointed out that in the turbulent times many private sector investors 'ran for cover', seeking safe shelters for their capital, draining away the potential for productive investments. To date Jamaica's economy is still in a critical state. It is believed that the economy in the medium term is highly dependent on attempts at encouraging investment via infrastructure development, implementation of appropriate fiscal policies and other measures. The government is clutching to every possible guise of assistance from international aid

agencies, and is seeking to attract foreign investors towards fulfilling these objectives; hence the emergence of numerous projects, in the process undermining the island's physical planning framework, by allowing economic considerations to be placed above the limelight of the physical planning process in the priority list.

3.3 FATE OF PHYSICAL PLANNING IN JAMAICA

Physical planning is characterised by two arms: development planning and development control. Approximately forty-three years post to the instatement of the Local Improvement Act (1914) the Town and Country Planning Act (1957) was introduced; to ensure that policies were created that would effect development in an orderly and progressive manner throughout the island. The effectiveness of the 1957 Town and Country Planning Act (the Act) in propelling development and encouraging investment has presented major challenges from the very outset. This was attributable to the fact that the Act adopted wholesale from Britain, without being tailored in the least to reflect the unique character of Jamaica's natural environment and the overall character of the local setting within which this Act was to be administered. A major drawback was the fact that the Act did not authorize preparation of development plans to facilitate the island's development, by providing a facilitative framework.

Though plans were not made mandatory under the Act, Jamaica had engaged in plan preparation at various levels, however, failing at the implementation stage. The Five Year Independence Plan and the National Physical Plans (1970-1990 and 1978-1998), were geared at providing a structure for development of the island, they outlined respective strategies that were to be employed towards achieving the end result: physical development and economic growth, that were, however, not adequately achieved.

Jamaica experienced tremendous economic growth for the period 1950-70; the economy was ripe for investments and so was the country for development. Much to the Government's dismay, in the mid 1970's the country's economy receded, and remained stagnant for the period 1981-85. However, between 1986-89, the economy started to improve. By this time it could be assumed that existing development plans were thrown off target, especially since the directives contained within the plans were in the form of macro-policies, with no local plans being promulgated to facilitate implementation of the outlined inherent national development strategies. After having experienced growth for three consecutive years (1986-89), the Jamaican economy once again plummeted from 1990 onwards.

The recessions of the 1970's and 1990s forced the Country to turn to the IMF for support. Jamaica's debts were increasing, primary industries were declining and investments (required to attract the needed foreign capital) had also taken a plunge. In the 1990s the GOJ through the Ministry of Finance and Planning sought to develop new strategies that were geared at minimum, at keeping the economy 'afloat'. Hence, the task of 'planning' took on a new meaning under this Ministry. It assumed a more or less economic stance, and involved strategies of development through sector projects, that were geared ultimately at attracting investors and hence foreign capital to the island (a predominant JLP strategy that was being adapted by the PNP administration).

Essentially, this marked the beginning of a trend that was to continue for many subsequent years. It marked a significant turn for the state of not only the country's economy but also for the role that physical planning was to play in its future development. This was the first indication that 'planning' was not only being sidelined, but was in essence also being alienated from the physical planning process.

3.3.1 Projectization of the Physical Planning Process

Development plans are intended to promote and direct the development process. Within these plans strategies are developed, based on which different projects (and programmes of implementation) arise. Essentially, projects have been described as the fundamental basis for plan implementation. However, with a change in the state of Jamaica's economy, and the

constraints with which it has been confronted, neglect of the physical planning process have created gaps in the objectives of planning for the Jamaican people.

Sector projects are developed by PIOJ; however, physical planning and development as mandated by the Act is carried out by the Town Planning Department within NEPA, which comes under the MLE. This is reflective of the inconsistencies in the institutional arrangements for the administration of planning and hence the creation of a situation where project development is spearheaded without the relevant planning intervention.

The mechanisms through which projects were developed dictated by the extent of available funding. Essentially, where the government could not afford to finance major projects (as often was the case), foreign aid was a welcomed resort. Consequently, development projects were funded for a greater percentage by agencies such as the: Canadian International Development Agency (CIDA), United States Agency for International Development (USAID) and UNDP among other international and private investors. Assistance from these agencies is often accompanied by stringent conditions, and in many instances involves the introduction of 'models' from the More Developed Countries into the island. Hence, Jamaica has in the past and even today been exposed to '*development through experimentation*'. Among the projects that were undertaken in this regard as the development of housing and other estates, and attempts at local area planning (e.g. CIDA's ongoing attempts through the ENACT programme to develop a Local Sustainable Development Plan for the Parish of Portland, using a Participatory Model). What are the inferences of these factors?

According to McHardy (TCPAJ, 1986b), projects are biased towards certain areas and sectors. It is believed that agencies design projects that fit within their sphere of influence and that also fit within their implementation capabilities. The direct and indirect impacts of the projects do not affect all the elements of the regional structure. This situation may lead to '*unbalanced regional development*'...Projects arising to link sectors are lacking. The indirect impacts of these projects cannot restore balance because normally they are few and partial as well, which results from the scarce inter-sectoral links considered in the design of these projects. As a trend, this situation is not consistent with the goal of balanced development as set up in the National Settlement Strategy (TCPAJ, 1986b). These projects are often not reflected as part of any existing plans or policies; they are rather developed on a sector-by-sector basis. The mere fact that certain projects have been acknowledged for funding by international aid agencies is an indication that implementation would already have been predetermined through Cabinet decisions during the process circumventing the planning process.

The structure of the Jamaican government is such that the Cabinet may take decisions on matters relating to the development and implementation of projects, during the process foregoing the development application process, since the government being an elected representative of the people can exercise its right in the 'public's interest'. The result is that some sector projects that have been developed, have contravened existing policies, for example the construction of Highway 2000. This is designated to pass within close proximity of the Cockpit Country, an area earmarked for protection under conservation policies owing to the pristine state of its natural environment and the nature of its biodiversity. This also hampers the nations attempts at engendering a culture of sustainable development. An essential feature of physical planning that makes it optimum for guiding development is the potential it possess for coordinating use of a country's resources and facilitating a holistic approach towards development. Development via a project approach eliminates these features, and compromises the process to 'development on a piece-meal basis', hence creating a major challenge for project integration and coordination.

Ignorance of the need to coordinate and integrate plans and projects have created inefficiencies, such as 'leap-frogging' and overall development that is insensitive to the needs of the local population. Development of these projects involves forecasts in a number of areas that might not include an account for future projects by other sectors (owing to inadequate

sectoral integration and coordination) and hence might result in wastage of resources. The opposite could also occur, where for instance projected population growth and the demographic dynamics of a particular area was not taken into account within the areas wider context, prior to project development and implementation. An appropriate illustrated of the latter situation is the development of the Portmore Causeway, aimed at conveying traffic between Portmore (an evolving municipality) and Kingston and St. Andrew (the capital). When the causeway was constructed in the 1980's the population was just about 20,000 and in 2002 the population has increased to over 110,000; hence traffic congestion remain a major problem for those who must commute between these centres.

Essentially, projects are providing the resources needed to effect the development of the island. However, physical planning has not created the framework within which these projects are being implemented. This and resultant trends has been recognized by the government over the past almost one and a half decades. The GOJ subsequently attempted to identify why this has been the case, in order that the issues might be rectified. What subsequently evident was that planning has been neglected and sidelined for so long that the existing frameworks (institutional, administrative and legislative) have proven to be grossly inadequate in addressing the emanating development issues throughout Jamaica.

3.3.2 Implications for Planning at the Tiers of Government

The structures and functions of the fundamental aspects of the physical planning system have been negatively impacted by negligence on the part of major players in the process, a situation that will be assessed at a micro level in the following chapter by way of a case study. The implications therefore extend across both levels of government: central and local governments.

3.3.2.1 Central Government

The pool of the island's resources is concentrated mainly within central government. Planning at the central government level is dispersed among a number of ministries; core to this situation is the fact that the main task of the Cabinet Office is to (among other things) prepare planned public sector investment programmes (PSIPs), to facilitate Government's development strategies in the medium term. An important question that thus arises pertain the framework that the Cabinet incorporates in developing its strategies. It appears that the strategies have not included ample consideration for adequately directing resources to local government.

The capital of the PSIP's budget was at a high in 1999/2000, which coincided with the period when numerous revamping exercises were undertaken within the government's administration. However, it further decreased in the subsequent periods until in 2002/2003 it recorded an amount of 59.2% of the budget's total. The inference is that central government investment over the years continues to account for more than half the PSIP budget. This explains to a large extent the reason that local government lacks the needed resources to undertake at least their basic functions, and hence have been force to improvise; during the process utilizing inadequately trained staff (including councillors) to fulfil the role of the physical planner.

It has been argued, that central government control as prescribed by the Act, has been one of the major downfalls to the success of physical planning in Jamaica. Though the Act addresses the roles that central government has to play in serving the public's interest, its actual '*modus operandi*' does not facilitate this; there are no provisions for neither local planning nor public participation in the planning process. Worst yet, where project developments, involve public participation it is usually by means of public consultation exercises, since implementation of these projects are usually done according to predetermined (project) master plans.

In addition, central government is caught up with a culture of development control rather than development planning, for which it has major responsibility through the TPD, but is in reality dispersed among development agencies including major development actors such as UDC and Kingston Restoration Company. Central Government on the other hand has also

failed to mobilize agencies to undertake timely updating of national planning documents (national, regional and urban plans and development orders- where they exist). Central government has, though at a slow pace, made efforts at plan updating, and formulating development orders for areas for which none currently exists, and updating where they exist but are outdated.

Development planning and development order preparation is being undertaken simultaneously, reflecting a blatant waste of resources. The mere fact that development orders no longer solely include land use information, but has incorporated a policy-based approach means essentially that both instruments will be addressing the same issues. The latter situation might even stir greater problems since cases could arise where policies developed for a particular area in one document contradicts the provisions of the other document, hence compromising the physical planning process and hampering the ability of the respective laws and material considerations to be rigorous enough during development control. Another major issue that has impacted the importance of the physical planning process is the irrational division of physical planning responsibilities among relevant ministries and agencies.

Central government does not make decisions as regards development applications; however, these applications are forwarded to the Town Planning Department for their assessment. It involves a highly bureaucratic process that has done a lot by way of slowing or generally hampering the development process since it negatively impacts the investment sector (earlier indicated). In fact, the state of the country's economy is such that it is not in a position to accommodate non-progressive situations like that created by the present development application processing system, explaining the reason that Cabinet has taken independent decisions on development projects that are critical to the nation's economy.

It seems therefore that for a long time central government has '*bitten off more than it can chew*', because in assuming responsibility for both development planning and development control, it has been deemed a failure at both. The situation is further exacerbated by the fact that the staff at this level is not adequately trained, and so they assume a proactive role of development control, as opposed to promulgating development plans.

3.3.2.2 Local Government

A major issue confronting local government is its incapacity to plan. Its reactive role in the development process is also confined by the control that is exhibited by the long arm of central government, since they have been restricted to assessing applications only of a certain magnitude, others they must forward to central government (TPD). This raises pertinent questions including that of how might planning be made effective if administration at the local government level is not afforded ample attention in the country's overall physical planning process.

Jamaica's local government planning system more so than its central government counterpart, has experienced daunting times over the years, as it has fallen victim to the interchanging political administrations. The PNP being in power for almost two decades has since the 1990s acknowledged the need to improve upon the local government system as a mechanism for restoring the importance of physical planning. Hence it has embarked on an exercise to reform the inefficient local government system. Local government is poised (through this revamping exercise) to undertake not only effective development control, but also development planning via local area plans. This is to be facilitated by the new regions that have been developed for local government administration, hence replacing the current parish-based system (a process to be gradually effected). This attempt is expected to improve the overall planning capacity of the local authorities making them more equipped to contribute to the nation's advancement, as opposed to merely undertaking development control.

3.4 SUMMARY

The marginalization of Jamaica's physical planning system has resulted in development fast out-pacing the existing institutional, administrative and legislative capabilities of the present physical planning system. Though there have been attempts made through various reform programmes effected by the Cabinet Office and respective ministries the government continues to undertake development of the nations physical resources as it's economy remain in a bind. This leads to the question of how proactive these reform programmes have been designed; and how current activities by the government to advance through project development and implementation will fit into the resultant new structures. This points to the obvious need to incorporate new technologies in the physical planning process such as the Geographic Information System (GIS), Environmental Impact Assessment (EIA) and Environmental Auditing (EA). Staffing inadequacies came to the fore as a key factor that must also be addressed if the physical planning process is to be improved at both central and local government levels.

Already there have been symptoms of the compromised physical planning process being manifested in different areas of Jamaica, as it will be illustrated in the following section of the paper in the case of Linstead.

CHAPTER FOUR: IMPACTS OF JAMAICA'S MARGINALIZED PHYSICAL PLANNING FRAMEWORK ON THE DEVELOPMENT OF LINSTEAD

Presented in this chapter is a detailed analysis of the state of development in Linstead, a sub-regional urban centre in Jamaica. It presents an assessment of the implications of the current physical planning system for achieving the ultimate goal of the physical planning process: an improved quality of life for the local population.

4.1 THE STUDY AREA: LINSTEAD (ST. CATHERINE)

The study area is located in St. Catherine (the south eastern end of Jamaica) and amounts to approximately 247.5 hectares. Linstead developed as an inland town in the 1800s, at which time the agricultural sector thrived with the proliferation of sugarcane estates in the area, and a significant central market, that was celebrated in the popular folksong 'Linstead Market'. In 1970 Linstead was the second largest town in the whole Parish of St. Catherine, this had however changed by 1991 with the growth of Portmore. Yet the area continues to evolve, dictating now more than ever the need for planning intervention.

Linstead is continuing to expand at an unprecedented rate in a piece-meal manner, resulting in, in some instances, **leap-frogging**- where development is being undertaken in areas of the town that are lacking the necessary infrastructure capacity.

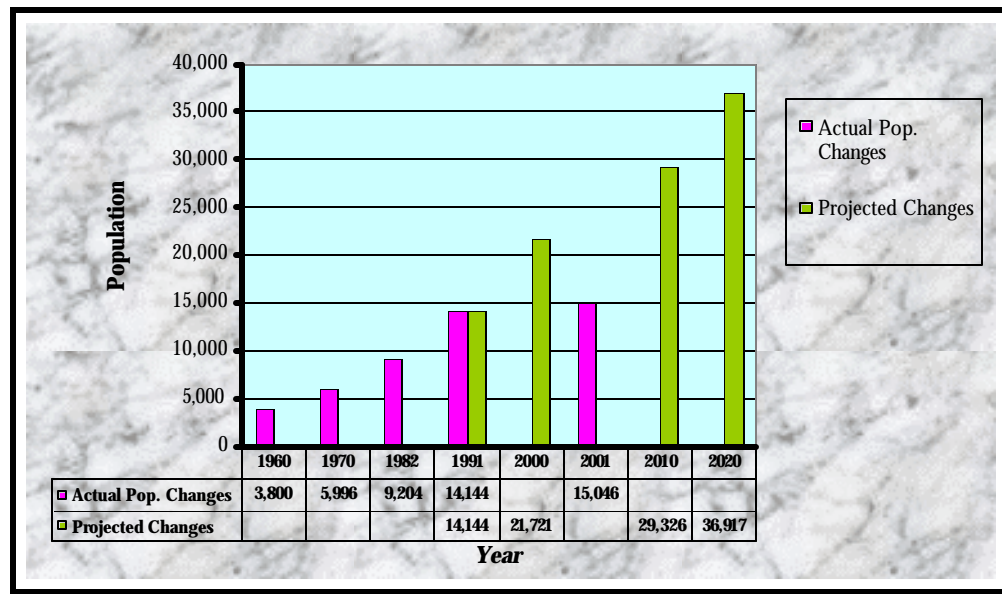
4.1.1 *The Socio- Economic Environment*

The socio economic environment of the area, describes generally, the factors relating to demography, social facilities, utilities and the area's economic base.

Population and Demographics

Linstead's population has grown over the years, through migration and natural increase. **FIGURE 6** illustrates the overall population changes experienced by the area between 1960 and 2001, and its projected population for the period 1991-2020. Statistics depict an increase in Linstead's population by more than 5,000 over a ten-year period to exceed 15,000 (1991-2001). In 1982 Linstead's population represented 2.76% of St. Catherine's total population, in 1991 this figure rose to 3.82%, and again in 2001 it more than tripled to 13.63 %.

The 2001 Census Report reflected an increase in the number of households in Linstead from 3,580 in 1991 to 4,075 in 2001, while information from the same source also revealed a decline in the average household size from 4.1 (1991) to 3.7 persons (2001). In the 2001 Census Report, Linstead was classified among the fastest growing urban centers throughout the entire island; it accounted for 3.1% share of the total St. Catherine parish population, and 4.3% share of urban parish population in 2001.

FIGURE 6: Linstead's Actual and Projected Population (1960-2020)

Source: Derived from STATIN, 2002.

Economic Base of Linstead

The economic base of an area describes the core activities upon which the population depends for its livelihood and generally upon which the area thrives. Linstead emerged originally on the agricultural sector; it developed as a market town within an important agricultural basin. However, with the development of the Alcan Bauxite Company's processing plant in 1956 and subsequently the Nestle Plant and United Estates Citrus and Coffee Company in Bog Walk, there was a shift in economic focus. The most profound change in the structure of its economy, however, was the emergence of a diverse tertiary and more recently, quaternary sector in Linstead's urban core, which in addition to the land tenure patterns dictated the nature of the built environment.

4.1.2 Land Tenure

There is a variation in land holdings among private and state ownership. Informal settlers primarily occupy the marginal lands in the area. Land holdings range from freehold to leasehold tenancies for of varying periods. Property boundary delineation in Linstead presents a serious issue for regulation within the town as distinct boundary delineations create a quandary. However, estimates revealed a land tenure distribution where state-owned land amounts to 7.27%, while privately owned land amounts to approximately 92.73% of the total area. The state of land ownership in Linstead reveals additionally, the town's potential to grow in an uncoordinated manner, as individual private developers undertake to develop their respective properties.

4.1.3 Character of the Built Environment

Linstead's built environment is the result of a myriad of factors being spatially materialized. It refers to issues relating to land tenure, transportation and infrastructure, settlement patterns and building character; which all combine to define land use within the area.

Transportation Infrastructure

The town of Linstead is linked to residential and other uses by a developed road network. The area was once served by a public railway transportation network that is no longer operational; rather the railway lines are now exclusively used by the Bauxite Company to transport materials.

On the eastern boundary of the study area lies the Linstead By-Pass Road that was constructed to eliminate excess traffic from Linstead's town centre, as congestion was becoming an overburdening problem. There are two major arterial roads that runs through Linstead, from which minor carriageways branch. The main arterial roads, King Street and Fletchers Avenue are characterised by width of approximately 15.24m, and minor roads on an average a width of 12.19m.

In some areas the road surface and drainage infrastructure is in generally good condition, while in others it is dire need of repairs and resurfacing. Proper drainage is important to maintaining the road surface in a good condition, and the health of the town's population by eliminating potential breeding grounds for mosquitoes.

Parking inadequacies is another significant issue confronting the town; only 52.5% of the sampled lots provide parking, though insufficient according to terms of the relevant manual. Patrons of businesses within the area have consequently resorted to parking on the streets.

Settlement Patterns

The different categories of roads within Linstead are instrumental in defining the morphology of the town. The resultant settlement pattern is primarily linear, emerging along major routes of communication. There are planned and unplanned subdivisions (mainly housing) on the outskirts of the urban core. Among the planned residential settlements in the area are: Begonia Lodge, Mickleton Meadows, Lake Meadows, Rosemount and Rose Hall. A significant trend impacting settlement configuration is the influx of commercial developments into formal residential subdivisions, and the newly emerging patterns of building developments within Linstead's urban.

Building Character

The area comprises buildings of different makes and architectural features including vernacular, modern adapted architecture; and historic façades incorporated into modern building designs. There is no obvious sense of uniformity in building colours, designs and finish. In some instances trailer containers are being used as the base upon which semi-permanent structures are being constructed. Pedestrian-friendly details have been incorporated into the design of some buildings where they provide covered walkways, protecting pedestrians from the elements of the weather.

Lot coverage varies throughout the area; with 77% representing a building- lot ratio of 1:1; 14% a ratio of 2:1 and 3% each for the ratio categories 3:1 and 4:1 as well as vacant lots. The building height ranges between 1-3 storeys as revealed by the sample observation, however, shows existence of a fourth storey on some buildings. The surveyed sample depicts that while 37.5% of the lots are over one storey, more than 50% were single storey.

Building setback describes the distance of the outermost extent of the building from that adjacent roadway. The survey shows that 92.5% of the buildings were setback from the main thoroughfares, however, to varying extents. Generally the buildings in the area are of mixed quality as regards functionality and aesthetics, with a number of buildings still under construction, an indication of ongoing development in the area.

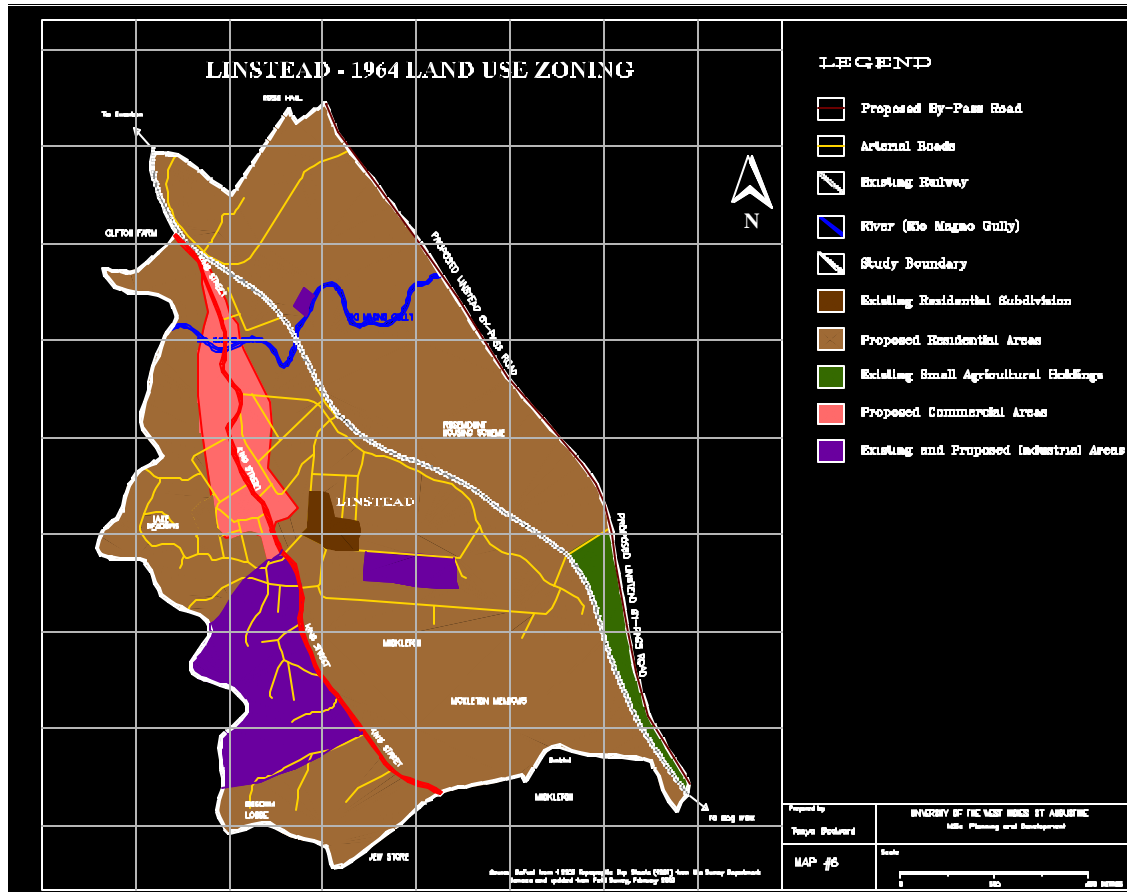
4.2 PHYSICAL PLANNING AND DEVELOPMENT IN LINSTEAD

In 1964 planning in Linstead was made binding under the Town and Country Planning Act with the creation of the Bog Walk/Linstead/Ewarton Provisional Development Order, which though it is being used as such, is not a statutory document. Development within the area has also been subjected to national planning and development laws and regulations such as the Town and Country Planning Act (1957), and the Local Improvement Act (1914) among others (previously highlighted). The primary planning instrument in Linstead, however, is the 1964 Provisional Development Order, which is intended to facilitate development control in the area.

4.2.1 Major Stipulations of the 1964 Provisional Development Order

The land uses that are relevant to the study area as identified within the context of the order are broadly categorized as illustrated by **FIGURE 7**. The predominant land use that was proposed for the study area under the development order was residential, accounting for approximately 76.6%, industrial 8.48% and commercial 7.64%. Other land use categories include commercial infrastructure and small-scale agriculture, which then amounted to about 2.42% of the study area (see **TABLE 1**).

FIGURE 7: Linstead Land Use Zoning (1964)



Source: Survey Department, 1961

TABLE 1: Proposed Land Use Categories and Distribution in Linstead (1964)

LAND USE CATEROGIES	1964 Development Order -Land Use Zoning (Hectares)	Percentage of Total Area (%)
Commercial Infrastructure (Existing)	12.00	4.84
Residential ✍ Existing ✍ Proposed	2.25 187.36	76.61
Squatter Housing Developments	0	0.00
Mixed Use Development (Res. & Comm.)	0	0.00
Commercial ✍ Existing ✍ Proposed	18.90	7.64
Agriculture (Existing)	6.00	2.42
Industrial (Existing & Proposed)	21.00	8.48
TOTAL	247.51	100.00

Source: Derived from Author's Fieldwork, 2003

In the order, Linstead was proposed as a Market Town; owing to its influence in upper St. Catherine, as a result of the facilities that were located there. Lying between Bog Walk and Ewarton (other sub-regional towns) it formed an effective link, being at the same time the main center of activity.

When the 1964 Provisional Development Order was prepared, the area was predominantly occupied by small landholders. However, many of these holdings were subsequently fragmented creating sizes that proved uneconomical for agriculture. Several holdings were subdivided into urban sized plots, some of which were in a rural setting without any suggestions of a proper need for urban development, or the prospects of efficient urban services or effective coordination with the existing settlements.

Where it was not expected that the whole of this area would in the foreseeable future become fully urban, the existing concentration of settlements around Linstead (as well as Bog Walk and Ewarton) was on the other hand expected to expand; one of the aims of this order was to guide this expansion. Development of large residential subdivisions outside of the established townships would place foreseeable heavy demands on the authorities for provision of the necessary services. In competing for these with existing settlements, unnecessary and expensive duplication was cited as a possibility, and -as often happens- neither gets satisfactory services. The order recommended that further development be located only where it will strengthen the framework of services and facilities existing, and not lead to its depletion.

The order dictated that applications for urban subdivision in Linstead should be approved only where they are suitable in their respective locations and are generally convenient to the population, and where services and amenities are provided economically. A compact town form was not being specially aimed at, but undue dispersal according to the order was not permissible; urban use of good agricultural land should not normally be approved according to the order.

(i) Controlling Town Growth

Attempts to control the growth of Linstead must follow good Town Planning practice. As far as practical within the limits set by multiple ownership- the town must grow up to function as an

effective organism, with various areas providing particular forms of service, and reserved for certain types of activities only, in accordance with zoning proposals (See **FIGURE 7**).

Subdivision layout of individual holdings must relate to adjoining layouts, so that consistency of standards and ease of circulation might be achieved. No development should be permitted that will conflict with the general aim of improvement.

As regards development of transportation networks the order stated: 'development on either side of the existing main road now [1964] restricts vehicular circulation. To permit the passage of north-south traffic, it is necessary to provide a by-pass to this congested area'. It also sets out the road classifications and specification to guide respective road developments.

Other issues addressed were the provision of utilities within the area. The order cited Linstead as being fit for commerce and administration; it stipulated that a predominant private land holding would encourage continued growth of Linstead.

(ii) Commerce

Commercial development should be confined to the existing centres of nucleation. When by-pass or relief roads are built, on no account should commercial development be permitted to locate alongside them. Additionally, large-scale development should be sited with due regard for access and traffic generation, and should conform to established vehicular parking and other standards. Ribbon-like development of shops along main estate roads on existing or future subdivisions should be restricted.

(iii) Buildings and Other Structures

The provision and siting of community facilities, the layout of building areas, including density, spacing, grouping and orientation should be considered in addressing development applications. The size, height, colour and finishing materials of buildings, the objects that may be affixed to buildings, the lay out and site coverage of buildings, and the use to which land or buildings are all subject to control by the local planning authority in order to improve standards of design and amenity.

(iv) Vehicle Parking and Loading and Off-Loading Facilities

Public car parks and street parking will be available in certain location but developers may be required to provide parking facilities within the curtilage of the site to be developed. The schedule developed in the Order is to be used as a guide to determine parking facility requirements provided that: for each vehicle a parking bay not less than 13.38 square metres shall be allowed; reasonable vehicular access should be provided to the parking area and to each parking bay; and where a building is divided by permanent construction into more than one use and occupancy, the permissible excess factors shall only be allowed for the major use and occupancy.

Certain types of development require facilities for loading of goods and developers are required to provide vehicular loading and off loading bays within the curtilage of the site.

(vi) Zoning Related to Land Use

The use of land should be guided by the zoning proposals shown **FIGURE 7**. Within the zones are subsidiary uses that may be considered, but should not at any time be allowed to become dominant; within this regard the Order also addressed the need to ensure that control is exercised over the manner in which advertisements are displayed throughout the town.

(viii) Immigration and Settlements

Other developments within the region may lead to the influx of large numbers of persons into this area. Careful siting of settlements is essential, and extension and development of existing townships must be regulated by technical considerations.

(ix) Public Open Spaces and Public Recreation Areas

With the present [1964] population and its distribution, the need for public open space is not keenly felt. As development progresses, the need will become more obvious and attention should be given now by the local authorities, to the possibility of acquiring suitable sites if these are still available and the cost not too exorbitant. The order referred also to the need to provide adequately in the area of school and educational facilities to serve the growing local population.

4.2.2 Conformity of Development in Linstead with the 1964 Provisional Order

Development throughout the area has been variable and hence their levels of conformity with the terms of the development order have differed accordingly. This has been illustrated in the following sections where consideration is taken of the existing state of land use and development in Linstead, within the context of the stipulations of the 1964 Provisional Development Order.

4.3 EXISTING LAND USE CONDITIONS IN LINSTAAD (2003)

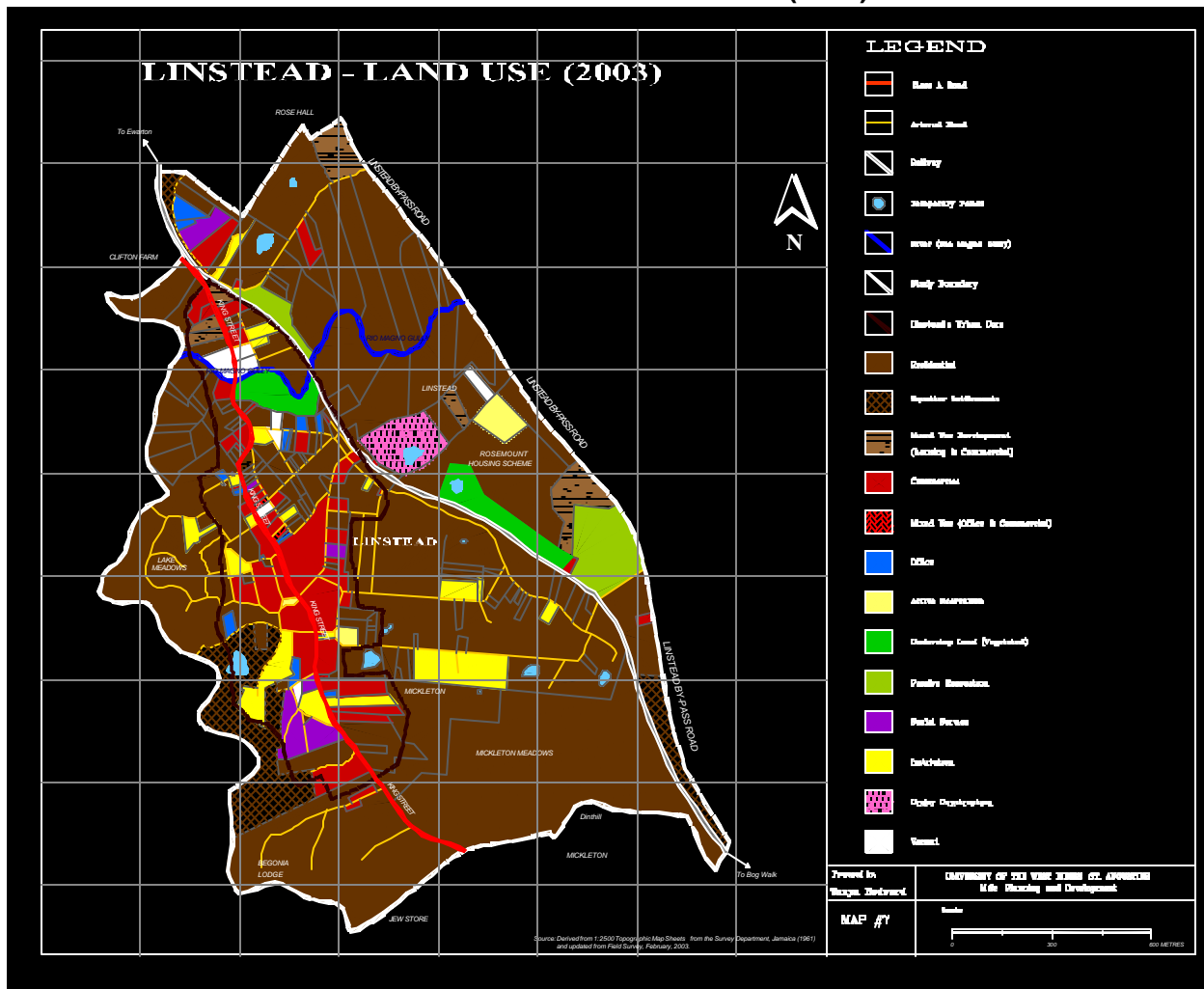
A diverse mix of land uses exists in Linstead, as illustrated in **TABLE 2** and **FIGURE 8**. The predominant use within the study area is residential, accounting for approximately 55.52% of the total area. Residential land use is concentrated mainly on the outskirts of the urban core which accounts for 4.36% and is located in the urban core as well as the outskirts of the town.

TABLE 2: Existing Land Use Categories and Distribution in Linstead (2003)

LAND USE CATEROGIES	2003 Land Use (Hectares)	Percentage of Total Area (%)
Commercial Infrastructure (existing)	30.00	12.12
Residential		
Existing	137.42	55.52
Squatter Housing Developments	10.80	4.36
Mixed Use Development (Res. & Comm.)	6.75	2.73
Existing Commercial	22.50	9.09
Mixed Use (Office & Commercial)	0.14	0.06
Office	4.50	1.82
Active Recreation	2.25	0.91
Passive Recreation	6.00	2.42
Undeveloped (Vegetated) Land	7.00	2.83
Social Services	0.90	0.36
Institutional	12.00	4.85
Vacant (under Construction)	2.25	0.91
Vacant	3.00	1.21
Warehousing & Commercial	2.00	0.81
Agriculture (Existing)	0	0.00
Industrial (Existing & Proposed)	0	0.00
TOTAL	247.51	100.00

Source: Derived from Author's Fieldwork, 2003

FIGURE 8: Land Use in Linstead (2003)



Source: Derived from Author's Fieldwork, 2003

Land use is changing rapidly as different housing and commercial projects are implemented throughout the town and its immediate periphery. Commercial land use is concentrated in the urban core and amounts to only 9.09% of the study area's total. As depicted on **FIGURE 8** commercial land use is infiltrating some residential areas on the periphery of the urban core. Within the area are different mixed uses (mainly residential, commercial, offices, recreation, active and passive recreation), undeveloped lands, social services, warehousing, vacant lands and areas under construction, the quantity that is dedicated to each is land use is presented in **TABLE 2** and illustrated on **FIGURE 8**.

Active and passive recreational land uses are also located within the area. Passive recreation describes those areas that are utilized by the population as a means of relaxation, to escape the 'hustle and bustle' of the town. Active recreation areas on the other hand, are those that have been designed and used specifically for purposes of recreation.

FIGURE 8 reflects the diversity of land uses that currently exist in the study area of Linstead, as depicted by the land use mapping exercise. Forty percent of the total area is developed in commercial uses, and approximately 37.5% in various mixed-use categories.

4.4 POLITICS AND PLANNING ADMINISTRATION IN THE DEVELOPMENT OF Linstead

The St. Catherine Parish Council is accountable for political and planning administration throughout Linstead, since the town is located within the St. Catherine North Western constituency. The Secretary Manager is the most senior officer in the Council, to whom the heads of the Council departments are accountable.

The Council was mandated under the portfolio of the MLGCDS to perform a range of functions, in conjunction with the appointed Advisory Council. The Council has, however, been unable to exercise its full potential for reasons of resources (including human and financial) constraints.

In a regulatory capacity the St. Catherine Parish Council has been vested with a myriad of responsibilities. These relate to building permit; applications for change of use, alterations and additions, encroachments of canopies and hoardings; subdivisions and strata titles; abattoirs, meat inspection, processing plants and butcher's license; garbage collection and disposal services; tipping, ponds, cemeteries, barbers and hairdressers; street names; parking; places of amusement; and hotels and lodging houses, restaurants, cold stores, food handler's permits; and private garbage collection and slaughterhouses.

There are no subsidiary planning offices of the St. Catherine Parish Council in Linstead, and no planners have been assigned to oversee development in the area. The area is served by a Councillor, who sits on the planning committee within the Local Authority as a representative of the public. There is currently no existing plan for facilitating coordinated development in Linstead. There are questions raised, however, as to the efficiency with which the Councillor and other representatives of the Council undertake their duties, as it pertains encouraging investment and guiding development of the area, since a framework by means of a local area plan is not in place, and the zoning stipulations of the 1964 Provisional Development Order are outdated.

4.4.1 Current Role of the Local Planning Authority in Linstead

In an interview with the Secretary Manager of the St. Catherine Parish Council, in February of 2003, he alluded to the issues with which the Council is currently faced in trying to undertake development control in Linstead. Among the major factors that he highlighted were the limitations of staffing and other resources, being experienced by the Council. Development control is carried out in Linstead only as far as development applications are made, since there are no assigned personnel for undertaking routine assessments of development trends in the town. According to Morris (2003), the ability of the Council to fulfil its staffing requirements is hampered by a lack of financial and other resources; in addition the employed staff exhibits low morale and lacks the zeal to effectively undertake their duties, for reasons associated with insufficient remuneration. He indicated also that there are no plans to increase the planning staff of the Parish Council in the near future.

Development activities in Linstead are monitored through the development/subdivision application processes. It is, however, undertaken on a 'first come, first serve' basis. 'Enforcement' and Stop Notices' are the primary mechanisms used for enforcing development standards in the area. One of the major breaches, currently existing in Linstead, is the breach of restrictive covenants (i.e. limitations on the use of land). The local authority acknowledges the existence of the 1964 Provisional Development Order for Bog Walk/Linstead/Ewarton, the Local Improvements Act and the Parish Councils Building Act. The framework provided by these provisions is no longer sufficient generally because of their out-datedness, and the lack of attempts to revise these within the context of the area's dynamics.

Central government initiatives through local government reform has begun to manifest itself in the daily operation of the Council, however, it is expected that with time the impact will be greater as implementation takes full-force. Morris stated in the interview that already the system is more people-friendly and the Council has seen an increase in the influx of planning applications (actual figures were not available). A major deterring factor that exists for clients in

the development application process, it was pointed out, is the cost for obtaining the different services offered by the Parish Council. It is believed also that MLE's current review of the Town and Country Planning Act holds potentials for assisting the Council to address the problems they now encounter.

4.4.2 The Public's Awareness of the Physical Planning Process in Linstead

A survey carried out among Linstead's business and residential population revealed that 55% are familiar with the concept of physical planning while 42.5% stated bluntly that they were ignorant to the tenets of the discipline. In addition 65% admitted to being aware of the process, only to the extent of what is involved in obtaining planning permission; they attested to having found out about the process through varying media, including parish councils representatives and other developers.

The survey revealed that planning permission was received for approximately 82.5% of the sampled area, an additional 5% stated that they were uncertain as to whether permission was obtained. This figure is, however, not representative of the physical state of development in Linstead; development of the area is obviously not regulated. It points to the possibility that the St. Catherine Parish Council in exercising its discretion (which it has a right to do) in granting planning permission, has disregarded the terms of the 1964 development order, and has during the process also failed at creating a structured substitute to be used in assessing development applications and in undertaking development control in the area.

4.5 IMPLICATION OF FINDINGS

The findings in Linstead has shown vast implications for the degree to which physical planning has been incorporated to meet the major objective of the planning process, an improved standard of living for the local population.

4.5.1 Land Use Changes and Development in Linstead

TABLE 3 illustrates an analysis of land use change in Linstead and compliance with the proposed land use policies of the 1964 Provisional Development Order for. The changes are significant, as the illustration depicts, the order (the 'quasi-statutory' instrument that 'should' guide development in Linstead) does not reflect an account for the area's potential for land use diversification. The area that has now become known as Linstead's urban core was in the order identified for predominantly residential developments; this has changed dramatically owing to the concentration of mixed uses and the intensity of activities in this location. However, there was a reduction of 27.52% of land earmarked for residential uses and a massive increase of 66.67% dedicated purely to economic uses as commercial activities were introduced into the area. A change in the economic base of the area was also reflected in a 100% reduction in areas that were designated for agricultural and industrial lands (existing and proposed), as other uses were introduced into the area. Development of the town as a service industry centre was directly in keeping with the terms of the order, there was, however, no expressed anticipation of the extent to which the town was expected to grow in this regard.

TABLE 3: Comparative Analysis of Land Use Change: 1964-2003

LAND USE CATEROGIES	COMPARTIVE YEARS				LAND AREA (OF USE CATEGORIES CHANGE	
	2003		1964		ABSOLUTE CHANGE (Hectares)	Percentage Change (%)
	LAND AREA (Hectares)	Percentage of Total Area (%)	LAND AREA (Hectares)	Percentage of Total Area (%)		
Commercial Infrastructure (Existing)	30.00	12.12	12.00	4.84	18.00	66.67
Residential Existing Proposed	137.42	55.52	2.25 187.36	76.61	-52.19	-27.52
Squatter Housing Developments	10.80	4.36	0	0.00	10.80	Additional Land Use
Mixed Use Development (Res. & Comm.)	6.75	2.73	0	0.00	6.75	Additional Land Use
Commercial Existing Proposed	22.50	9.09	18.90	7.64	3.60	19.05
Mixed Use (Office & Commercial)	0.14	0.06	0	0.00	0.14	Additional Land Use
Office	4.50	1.82	0	0.00	4.50	Additional Land Use
Active Recreation	2.25	0.91	0	0.00	2.25	Additional Land Use
Passive Recreation	6.00	2.42	0	0.00	6.00	Additional Land Use
Undeveloped (Vegetated) Land	7.00	2.83	0	0.00	7.00	Additional Land Use
Social Services	0.90	0.36	0	0.00	0.90	Additional Land Use
Institutional	12.00	4.85	0	0.00	12.00	Additional Land Use
Vacant (under Construction)	225	0.91	0	0.00	2.25	Additional Land Use
Vacant	3.00	1.21	0	0.00	3.00	Additional Land Use
Warehousing & Commercial	2.00	0.81	0	0.00	2.00	Additional Land Use
Agriculture (Existing)	0	0.00	6.00	2.42	-6.00	-100
Industrial (Existing & Proposed)	0	0.00	21.00	8.48	-21.00	-100
TOTAL	247.51	100.00	247.51	100.00	0	-
Note: Additional Land Use refers to the development of land uses within the area that were not in existent in 1964 when the Development Order was promulgated for Linstead, but have been revealed by the 2003 Land Use survey as being in existence.						

Source: Derived from Author's Fieldwork, 2003

Evidently, growth of the town has been dictated more so by prevailing economic conditions than by the stipulations of the development order. Though it is largely outdated, the order nonetheless provides an important basis on which to measure the feasibility of land use distribution and location throughout Linstead. In essence physical planning has failed to promote ordered land use within the area, as stipulated by the zoning regulations of the mandated order.

The outer extents of the town has expanded along prominent road networks, with enhanced accessibility. Development of the Linstead By-pass Road has effectively buffered the impacts of the high volume traffic it diverts from the town centre. However, contrary to the stipulations of the order there has been numerous commercial-based developments along this major thoroughfare, an almost inevitable trend (i.e. where roads develop, it encourages land use changes). The situation, however, defies the laws governing the efficient functioning of the By-Pass Road as a high speed, high volume roadway, in the absence of a service road for these developments. This points to the issue of legality as it pertains to these developments, as the authorities obviously turn a blind eye to the situation.

4.5.1.1 Implications for Services Provision

Linstead as identified by the 2002 Census report is one of the fastest growing towns in Jamaica. There are consequences for the rapid expansion of an area; the growth of commercial and other activities within the town, and residential areas on its periphery, increases the demands for the services provided by the St. Catherine Parish Council.

The threshold for the social facilities and amenities within the town according to the provisions of the Manual for Development has long been exceeded. The situation is exacerbated by a lack of maintenance of the existing facilities. It is obvious that no forward planning, which takes cognisance of the population growth that the town has experienced was incorporated into development of the area. As opposed to looking at the option of locating additional social facilities on state owned land in the area, the remaining unutilised state land is being developed as a residential sites and services' project (an indirect endeavour by the government). Development of a new residential area will create additional increase in the size of the area's population and hence demands for goods and services in Linstead.

Business proprietors see the growth of Linstead's urban core as a factor on which to capitalise, and have hence flocked into the area to 'set up shop'. Over the past eight years or so there has been an increase in construction and development within the town. These have varied in nature and magnitude, as the area's economic base diversified. A significant observation, however, is that there has been no appreciable expansion in existing social facilities, amenities and the utilities' capacity between 1960 when the population was 3,800 and 2001 when the population had reached 15,046, and even today as the population continues to increase. This has created areas of dysfunction within the town, for example the extent of the services provided by the Parish Council by means of garbage collection and disposal, was deemed inadequate. Increased activities in the town have been accompanied by an increase in the number of commuters plying the area on a periodic basis, and the consequent generation of additional solid waste.

Linstead has experienced growth in the different types of services offered within the town; widening of this range has served to put the area on par with some higher order urban areas such as Spanish Town (the capital of St. Catherine). This means essentially that the economic viability of the town is a major contributing factor to its overall expansion, which has more or less served to change the town's configuration.

Though the survey revealed that the area is served with the major utilities, logic dictates that if the town continues to grow without amendments to these services the effects on the socio-economic and natural environments is expected to intensify.

4.5.2 Integrity of Development in Linstead

The character of the area's built environment and inherently also its natural environment is reflective of land tenure within the area.

The road network in Linstead has encouraged 'ribbon-type' development, contrary to the stipulations of the 1964 Provisional Development Order. The area is as a result currently experiencing problems related to traffic congestion, parking, inefficiencies in on-loading and off-loading facilities, as it was anticipated in the development order as development gets more compact (a major characteristic of the newly emerging concept of the 'New Urbanism'). In the 1978-98 Physical Plan the area was cited as an emerging urban area; yet no contingencies were put in place to address increasing vehicular concentration as a result of the land use changes.

Existing carriageways with widths of 15.24 m (both single and dual way traffic flow systems) are being used to accommodate parking in addition to conveying traffic throughout the town. Until recently there was parking on both sides of the streets. The St. Catherine Parish Council has, however, effected 'short-sighted' traffic and parking regulations in the medium-term to alleviate some of the problems being experienced. To address the problem of loading and offloading within the urban core, proprietors have restricted off areas adjacent to the entrance of their businesses, to facilitate use in conjunction with their operations. This impedes the flow of traffic, since delivery hours coincides with the town's peak business hours.

The existing setback does not allow for much more than pedestrian accommodation, since this setback also coincides with the pedestrian pathways. Essentially, the existing Manual for Development has proven to be grossly inefficient in dictating appropriate development standards for Linstead.

The size of buildings in the area varies widely, it should ideally dictate the building setback, and along with consideration for the use to which the building is put, define the parking space provisions for each development. There is clearly no indication of a relationship among these variables as depicted by the actual development of the area.

The stipulations of the manual lack the needed details for facilitating proper enforcement actions by the Local Authority. It therefore requires the Council to utilize its discretion where necessary a highly subjective and unsustainable approach towards planning and development in the area.

4.5.3 Factors Affecting Legality Status of Development in Linstead

Legality in this context is taken to mean the extent to which development as defined by the Town and Country Planning Act has been carried out with the relevant permission.

The survey illustrates that 82.5% of the lots surveyed received planning permission prior to undertaking development. It is important to point out that the results might have been affected by the level of awareness of the people, of the physical planning process. The physical appearance of the town hence leaves one to question the bases upon which the St. Catherine Parish Council has been undertaking development control within Linstead. If development applications are the only instruments of development control in the area this obviously poses a problem since, persons have continued to develop without having submitted development/subdivision application while others submit their applications after having already commenced developments. The Council enforces development regulations mainly by means of 'Enforcement Notices'; this may only be served after efficient on-site assessments have been carried out; it points therefore to the capability of the staff and hence the St. Catherine Parish Council to undertake meaningful development control within Linstead.

4.6 SUMMARY

The marginalized physical planning system has created a framework within which development continues to be carried out in an unregulated manner, owing mainly to inefficiencies in the capacity of the Local Authority to administer its duties, for reasons relating to legislative,

administrative and institutional short-comings. Ideally, planners undertake the task of development control since they possess the fluency of administering holistic assessments of respective developments, on the contrary the Council has been dispatching personnel to undertake these duties that have not been exposed to the requisite training. How therefore can the cumulative impacts of piecemeal developments be anticipated if the planning authority continues to use persons who are not trained, to fulfil the duties of the planner?

Clearly, the issues posed by the development of sub-regional areas of Jamaica such as Linstead, are many (but also reflective of occurrences in other settlements), and needs to be addressed by means of a comprehensive attempt at development planning from both central and local government perspectives. This of course will be dependent on central government and its attempts at efficiently empowering local authorities through 'meaningful decentralisation' and devolution of the relevant powers and authority associated with the physical planning system. As the case depicts, the actions of those in charge at the central government level, has its greatest impacts at the local level, since essentially, the government's macro-policies engendered in sectoral project and 'area-focused' developments are not coordinated or integrated at the micro-level.

CHAPTER FIVE: DISCUSSION, RECOMMENDATIONS AND CONCLUSION

5.1 DISCUSSION

A myriad of trends have emerged at the micro and macro levels, with inherent theoretical and practical implications. This chapter seeks to identify and elaborate on the relevant theoretical and practical underpinnings of the research findings. A range of foundation and newly emerging principles were revealed. The principles identified are broad; hence their assessment cannot ideally not be attempted in isolation, but rather as part of a holistic scenario.

5.1.1 21ST CENTURY CONCEPTS AND THE PHYSICAL PLANNING PROCESS

The turn of the last two or so centuries have seen the emergence of new development concepts, which have helped to determine the path through which development is undertaken internationally. Among these are the prevailing concepts of globalisation and sustainable development.

Globalisation is a fairly new abstraction that gained prominence at the turn of the nineteenth century. Globalisation may generally be defined as the:

'Integration and democratisation of the world's culture, economy, and infrastructure through trans-national investment, rapid proliferation of communication and information technologies, and the impacts of free-market forces on local, regional and national economies.'

(Microsoft Encarta, 2002).

Essentially, the primary characteristics of globalization are technology, economy and politics of different territories all existing together in a global arena.

Beyond the economic dimensions of globalization are the potentials and constraints it holds for developing countries like Jamaica. This is evidenced by the relationships forged between international aid agencies and these nations, in attempt at improving their economy and the standard of living of their society.

Foreign aid is a process of transferring resources between or among countries. It can take many forms, including donations of money, goods, services, and technical expertise. It may be bilateral (meaning it is given by one country to another), or it may be multilateral (i.e., given by a group of countries). Foreign aid-givers in their operations, engage in the practice for 'humanitarian reasons', as well as for reasons associated with the advancement of their own foreign policy objectives.

Overall, the intended purpose of foreign aid is to produce accelerated economic growth combined with higher standards of consumption, a situation that has contributed to the decline of the Jamaican economy. Many development projects undertaken within Jamaica's public sector are the result of international aid receipts. These are often accompanied by conditions that put the island in a precarious state in international agreements, where economic objectives are made to supersede the other dimensions of the physical planning and overall development process. The consequences surpass the bounds of the economy; it impacts also the social dimensions of the physical planning process to include the loss of national sovereignty, values and culture as a result of 'inter-territorial mingling'.

Therefore, Jamaica, in procuring the relevant assistance from far a field has embarked on a process of 'developing to under-develop'. The globalised economy is configured in a manner that engenders dependent relationships between the developed and the developing world, under the guise of 'aid' and the quest to achieve 'territorial impartiality'. It therefore leads one to question if the assistance being attained through these sources are in the least relevant, or is it rather a case of the Jamaican government settling for whatever aid they can obtain in an effort to salvage the island's sinking economy. Further concerns are hence raised for the

manner in which the island's resources are being utilized, and hence bring to prominence the issue of sustainable development.

Much like the principles of globalisation, sustainable development has its foundation on the identified need for an integrated approach to development, a dimension that is often overlooked in the case of Jamaica.

5.1.2 INTEGRATION AND COORDINATION OF DEVELOPMENT

Development is a multi-dimensional process that is characterised by an ongoing competition for the use of limited resources. Jamaica has experienced immense economic turbulence over the last four decades or so, which dictate the need to employ efficient resource management in attempts at recuperating the island's economy. It requires therefore that there not only be a focus on the economic facet of physical planning, but also to the social and spatial dimensions. It appears that in Linstead for example, the social and spatial aspects of the planning process have been partially ignored as illustrated by the state of the area's development and the prevailing issues that confronts the local population.

As Bruton (1984) stated, 'it is important that a framework for physical planning is not reduced to merely a matter of land use allocations. It should be concerned with optimising location requirements of development in the town and country, and providing the best possible relationships between them. The system should also be concerned with resolving competing claims for land, concerning existing development and resources where appropriate, and controlling and programming new development'.

Social resources are key to Jamaica's development. It is the 'human' element (most critical of the development process) that is often overlooked. The existing physical planning process is focused primarily on economic development, and unsustainable practices such as uncoordinated project development within respective sectors and particular localities.

Ultimately a lack of coordination and integration have resulted in inefficient physical planning and development activities, as redundancies and unattended gaps are developed. In essence the importance of physical planning is the result of its potential to assess situations from a holistic perspective, rather than looking solely at the component parts of the development process. Hence, ad hoc project approaches are not representative of proper physical planning practices, since it also defies the ethics of sustainable development contributing overall to unequal growth and development throughout the island.

Polarized growth in Jamaica has not only manifested itself in geographical locations, but also among sectors. Skewed attention to certain sectors is a direct indication of the government's economic policies. Inability on the part of the GOJ to balance sectoral growth has over the years resulted in decline in the three mainstay sectors of the island's economy: bauxite, tourism and agriculture, and has also negatively impacted the development strategies employed by the various political administrations.

The physical planning component of the development process has been ignored. Essentially, in promulgating sustainable development plans, the planning process ideally engenders a regard for the island's resource stock and the prevailing local, regional and global circumstances. Development by planned means, factors the different dimensions of the development process in order to ensure that measures are devised to address the potential offshoot impacts of activities in certain areas/sectors, on activities in another area/sector. Incidences of 'negative externalities' have thus increased across sectors and geographic areas as development is undertaken on a piecemeal basis, without the guiding mechanism of a development plan.

Different governmental bodies have attempted to improve the existing situation arising from a lack of coordination. These attempts like the situations they are trying to address have, however, also been uncoordinated, resulting in sub-optimal situations. Essentially, an integrated approach must be applied to the physical planning process, one that takes into

account the social, political, economic, psychological, anthropological and technological dimensions of development.

5.1.3 THE IMPACTS OF ECONOMIC PLANNING ON SPATIAL DEVELOPMENT

The island's development is representative of an interaction of development forces: these include economic, societal and the features of the natural and built environments. The system within which they exist is such that changes in the dynamics of the economic sector have become manifested in the other sectors. It might be justifiably stated, that socio-economic planning ideally clarifies the goals of physical planning, while determining how existing situations within the island, fall short of the model envisioned for the development of an ideal society.

Attempts by the government to develop via projects have seen the concentration of development mainly in the capital- Kingston and St. Andrew. Past as well as recent economic policies held by the government to encourage investment through infrastructure development have often only served to further intensify development biases. Hence, development of certain areas at the expense of others will create pull factors for the population residing in the neglected areas. The situation that results places undue stress on the socio-economic and spatial environment complex, as the population moves into the developed areas (often settling on marginal lands and generally in unsuitable locations).

The institutional and administrative structures are designed to keep economic and physical planning apart where their duties are undertaken within separate ministries and agencies. Coordination and integration of physical and economic plans is still not guaranteed even if placed under the same ministry. The reality is that physical plans have a longer time span than economic plans, hence posing an additional challenge for coordination of the process.

The spatial dimension of economic planning therefore requires intense analysis by the learnt planner (bearing in mind the international, intra-national and inter-sectoral linkages that are critical to the survival of the economy). Consequently units of economic and physical planning require a common variable for integrating and coordinating development activities. Neglect of this relationship among other development factors in the implementation of development policies, have contributed to the current unequal growth of regions in Jamaica, and have increased the negative impacts of this phenomenon; in other words it facilitates the marginalization process.

5.1.4 PERPETUATION OF THE MARGINALIZED PHYSICAL PLANNING PROCESS

Perpetuation of the issues contributing to deficiencies in the island's physical planning process is to a great extent politically affiliated. Physical planning and politics by their inherent nature are inseparable; a lack of transparency and accountability in these systems impact the outcome of development endeavours within the private and public sectors. Physical planning and politics are interdependent by virtue of the nature of both disciplines. Overall, planning in Jamaica might be cited as being political for many reasons among which are: its large emotional stake, the visibility of decisions, commonality of knowledge, large financial consequences and the link between planning and property and other relevant taxes according to Levy (1997).

In Jamaica, shortsighted economic prioritization has created long-term damages not only to the economy, but also upon the society and the natural environment. By virtue of the tenets of the current system, Planners operate in an advisory capacity with politicians having the final say in the development process. Though the physical planners' recommendations are derived based on 'scientific processes', they may be easily sidelined because of the existing power dispensation in Jamaica's physical planning and political administrative structures. This is also exacerbated by politicians' inability to separate their value system from the process of governance, in order to ensure that the issues and needs of society are adequately addressed, while ridding the administration of existing prejudices.

Disregard for the work undertaken by physical planners will serve ultimately to lower the morale of these professionals, in the long run compromising the competence of the discipline, in terms of the quality of output. The self-perpetuation cycle will consequently be set in motion.

Physical planners obviously have an important role to play in the overall development process. The level and nature of training to which they have, however, been exposed have greatly impact their level of confidence and aptitude to achieve; as Kuzmann (1999) stipulated '...creative competence is considered a crucial and indispensable component in planning education'. In essence what this dictates is that **the image of physical planning lies heavily on the state of planning education, because it is at this stage that planners' thoughts are fashioned and planning practices are conceived.**

5.2 RECOMMENDATIONS

The issues confronting Jamaica's physical planning system as earlier pointed out are diverse; approaches at addressing these and their manifested situations are many, the success of which will depend on the relevance of the approaches being undertaken. The emphasis is, however, ultimately on integrating spatial planning and macro-economic foresight.

Physical planning in Jamaica has indeed been compromised to a mere figment of what it ideally ought to be: a proactive, holistic development tool. This study has elucidated the current state of the physical planning process in Jamaica, identifying the impacts of the political and economic systems on the nation's physical planning process and its development endeavours. It has also, by means of the case of Linstead illustrated the implications of developing within the ambits of a marginalized physical planning system. This situation has, however, not only been identified by professionals in the wider region, but partially acknowledged by the GOJ.

There have been endeavours by the government through the relevant ministries and agencies to effect reform exercises as pertain the institutional, legislative, and administrative frameworks of the physical planning process. There still is, however, the potential for gaps to arise since these exercises have not regarded ongoing practices by the nation's leaders of instigating foreign funded project developments. They have also failed at charting a feasible course for planners to deal with the challenges of the development process in the 21st century, within the national, regional and global settings. Essentially, it was made evident through the research that the future of planning in Jamaica lies not only on the shoulders of the government, but it depends to a great extent upon the 'vigour' of the professional body, the Jamaica Institute of Planners (JIP).

The recommendations coming out of the research are based on global and regional experiences, and include suggestions for addressing the most prominent issues at the different levels: the national/ sub-regional levels and the local (Linstead) level.

5.2.1 National and Sub-National Level Recommendations

A number of issues must be approached from the broad national and sub national perspectives in order to achieve the intended impacts of placing physical planning on the forefront of the GOJ's development agenda. This of course will require that appropriate legislative, institutional and administrative measures be adopted, and subsequently tailored where necessary to meet Jamaica's needs.

5.2.1.1 Legislative Measures

The existing problems in planning laws and standards in Jamaica were previously dealt with through the introduction of more flexible laws, though legislative reforms are still needed to eliminate existing overlaps, redundancies and omissions of planning legislation in Jamaica. The research has additionally pointed to the need to address specifically, legislative matters relating to: development orders, the power structure in the planning decision-making process and development standards, since these are among the most prominent factors impacting negatively

on the ability of physical planning and physical planners to effectively assume their role in Jamaica development process.

5.2.1.2 Institutional Measures

Acknowledging of the need to address institutional issues represents one of the first steps in improving the role of physical planning and physical planners in government. An efficient planning system necessitates a full complement of institutions, mutually operating in the machinery of government. Thus, efficiency and effectiveness must represent the primary aims of institutional development, where available resources are employed responsibly and the relevant bodies are empowered to undertake their responsibilities in a timely manner.

5.2.1.3 Administrative Measures

Administrative deficiencies played a significant in the marginalization process. Administrative adjustments must therefore not only be geared towards improving the generic physical planning and development control processes, but also at enabling coordination of all planning activities.

The foregoing recommendations though, they are proposed to be developed and implemented at the national level must take cognizance of relevant local measures. Hence the recommendations that were developed for Linstead.

5.2.2 Recommendations Specific to Linstead

The marginalized physical planning system has left its mark on Linstead's development. The following are recommendations towards ensuring that physical planning will in the future be made an integral part of the town's development process:

- ✍ Disband the 1964 Provisional Order and Create a Local Area Plan for Linstead within the Ambits of a National and Sub-Regional Physical Planning Framework,
- ✍ Utilize Solely the Skills of Trained Physical Planners to Undertake Development Control in Linstead; and
- ✍ The St. Catherine Parish Council should Embark on a Campaign to Sensitize the People about Physical Planning, its Inherent Principles and General Importance.

5.2.3 Summation of Recommendations

Without question planning has promoted growth in less developed countries. Political instability, economic uncertainty, formalistic acceptance of plans and administrative friction largely explain why it has been possible for the rates of growth in a country without much planning experience to decline as planning has improved. It is, therefore, important at this stage to question whether the conventional method of planning as it exists in Jamaica, even with ongoing reforms being are appropriate for addressing the needs of the island's people.

To be effective planning must not only be relevant, but should also function on an integrated basis, geared toward implementation. This enables the process to respond to global and local policies and issues impacting the island's development. It requires, therefore, incorporating a systems approach to the overall physical planning process. The overall failure of the physical planning process is owed to the attitudes of disinterested citizens and public officials, and their narrow view of the process and the role that must be played by each stakeholder. The GOJ must incorporate new technologies (including GIS, EIAs and EAs) into the process to put physical planners on par with their colleagues in the more developed world, in terms of their training and competence.

A lack of coordination among units and levels of government as well as poor interagency collaboration were also recognized as important deterrents to planning. Conflicting expectations between state and local government could introduce additional negative factors on the overall planning process, as could inappropriate political influence and inadequate staffing.

An appropriate planning model must consequently be identified for Jamaica. The success of this model will require efficient communication system between citizens and government, and openness on the part of each stakeholder to respond positively to information and alternative choices. Citizen awareness and support are a major basis for the success of planning efforts.

As Franklin (1977) stated 'it is certain our profession has a major part to play [in addressing the problems of the developed world], provided it can break away from the subordinate role it has assumed in the past and agree on the type of service it should be providing and the types of problems it should be attempting to solve'.

In order to address the problems facing the planning system measures are needed to rectify the damage done by the misconceptions that have been created within the discipline, and attempts made at providing appropriate planning education within Jamaica, as well as the wider Caribbean region. As Faber and Seers (1972) stated, 'the correct approach for developing appropriate (planning) education for any country must be worked out by applying some general principle to its particular circumstances'.

The scope of planning has over the years expanded. As Cowan (1974) stated, 'new and rapid changes in technologies will require new occupations and notable changes to old occupations'. Consequently, the JIP must incorporate in its *modus operandi*, primary functions relating to the qualification of planners, organization, intellectual advancement, communication and the promotion of high standards of conduct. Planners must essentially, exhibit a high degree of professionalism; this has a significant bearing on the perception of others on the seriousness of the discipline.

5.3 CONCLUSION

Physical planning has contributed significantly to the development of many nations, but for Jamaica, there is still much to be desired. As appositely stated by Snaggs (APETT, 1993) '...in looking at what planning is trying to do is that in addressing some of the major issues, planning has often found itself pushed to the periphery of the real issues affecting development and the quality of life enjoyed by people, as reflected by the state of physical in Jamaica. Franklin (1977) advised that 'planners must learn to think of themselves not as *controllers*, but as *initiators*, and *leaders* of development...he [she] should model himself [herself] on *Ebenezer Howard* rather than *Patrick Geddes*, on the entrepreneur rather than on the scientist'.

The physical planning process hence, ideally reflects the dynamics of both the discipline as well as the broader environment within which it must exist. Therefore, Jamaica attempts at linking physical planning with environmental concerns, through NEPA represents a bold step towards ensuring that the island's resources are developed responsibly, this is also an fundamental stride towards restoring an image of significance to the discipline in terms of the overall role it must play in the island's development. The attempts at reforming local government and its relationship with central government and revamping the existing deficient administrative, legislative and institutional arrangements are all expected also to enhance the creditability afforded the physical planning system in Jamaica. The capacity of planning institutions (especially NEPA and the local authorities) to plan will be greatly impacted by the adequacy of their structure and the aptitude of their staff.

The future of the importance accorded the physical planning process and profession is yet to be determined as the future unfolds, however, provisions must be made for the present. Physical planning in Jamaica has indeed been marginalized in many areas over the years. Consequently, the government must take bold measures to restore the faith of the relevant stakeholders in Jamaica's physical planning process, especially in this critical age of conservation. It requires targeting not only agencies and ministries but also most importantly the wider public.

In concluding, it can be stated unequivocally that physical planning in Jamaica has for some time been peripheralized, with the impacts being felt at every four-corners of the island.

Hence in trying to develop a feasible approach for addressing the situation in Jamaica, it brings to mind the very thought-provoking question posed by Cadman and Davoudi in 1997: ***'the world has changed: can planning change?'*** Essentially, to be redeemed from the marginalization to which physical planning has been subjected, the practitioners and the germane ministries, agencies and other bodies must ponder this challenge with the aim of addressing the situation that currently confronts Jamaica- acting locally within the context of a global vision.

ENDNOTES

1. The meaning as it is stipulated in the Town and Country Planning Act of Jamaica:

In this Act, unless the context otherwise requires, the expression "development" means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of land...Part II 5(2)-1995.

2. **'Called In Applications'** refers to applications to undertake development of a particular type (for example application to undertake development of a petrol filling station anywhere in Jamaica) and magnitude within a particular area of the Island.

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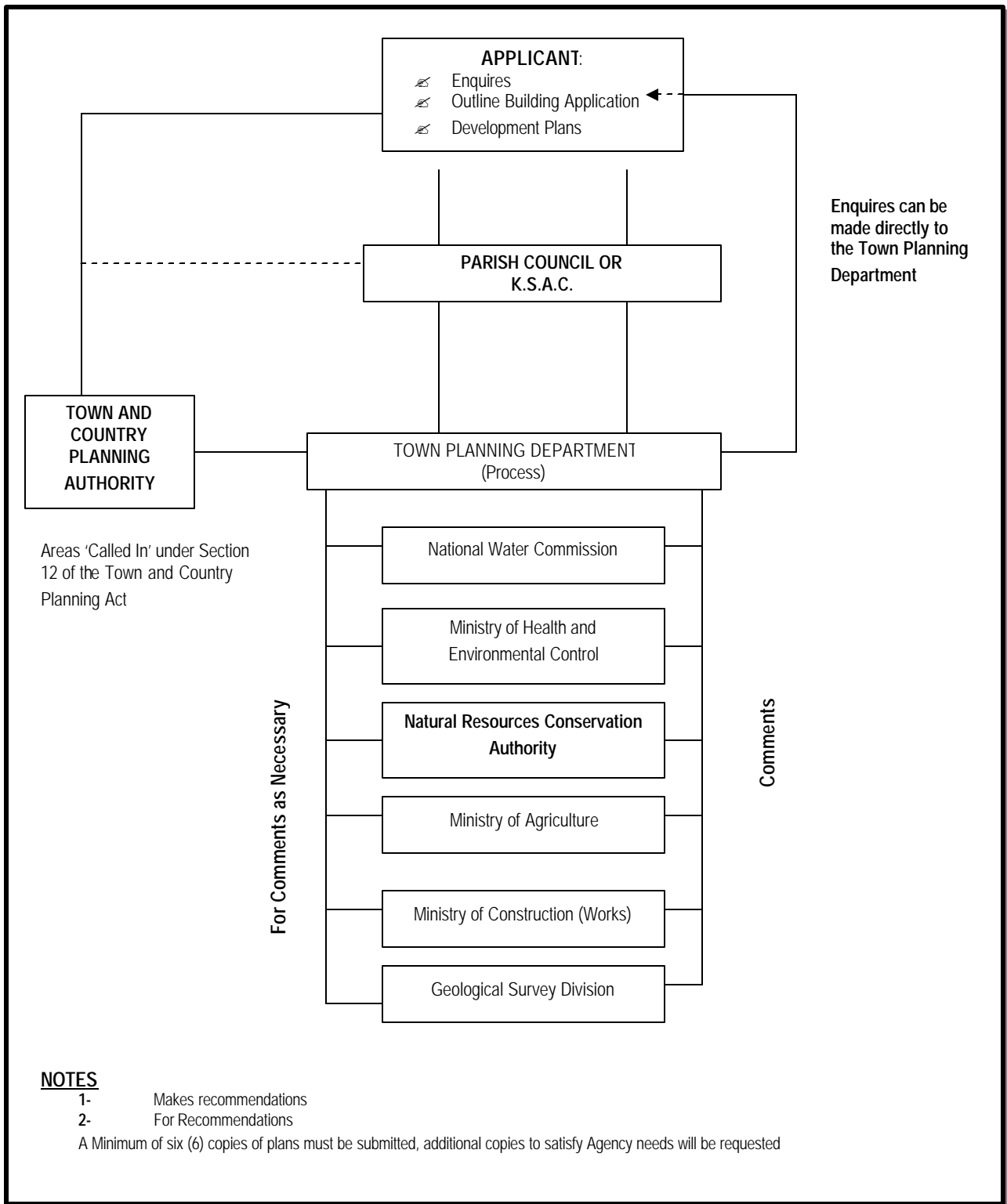
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APPENDIX 1:

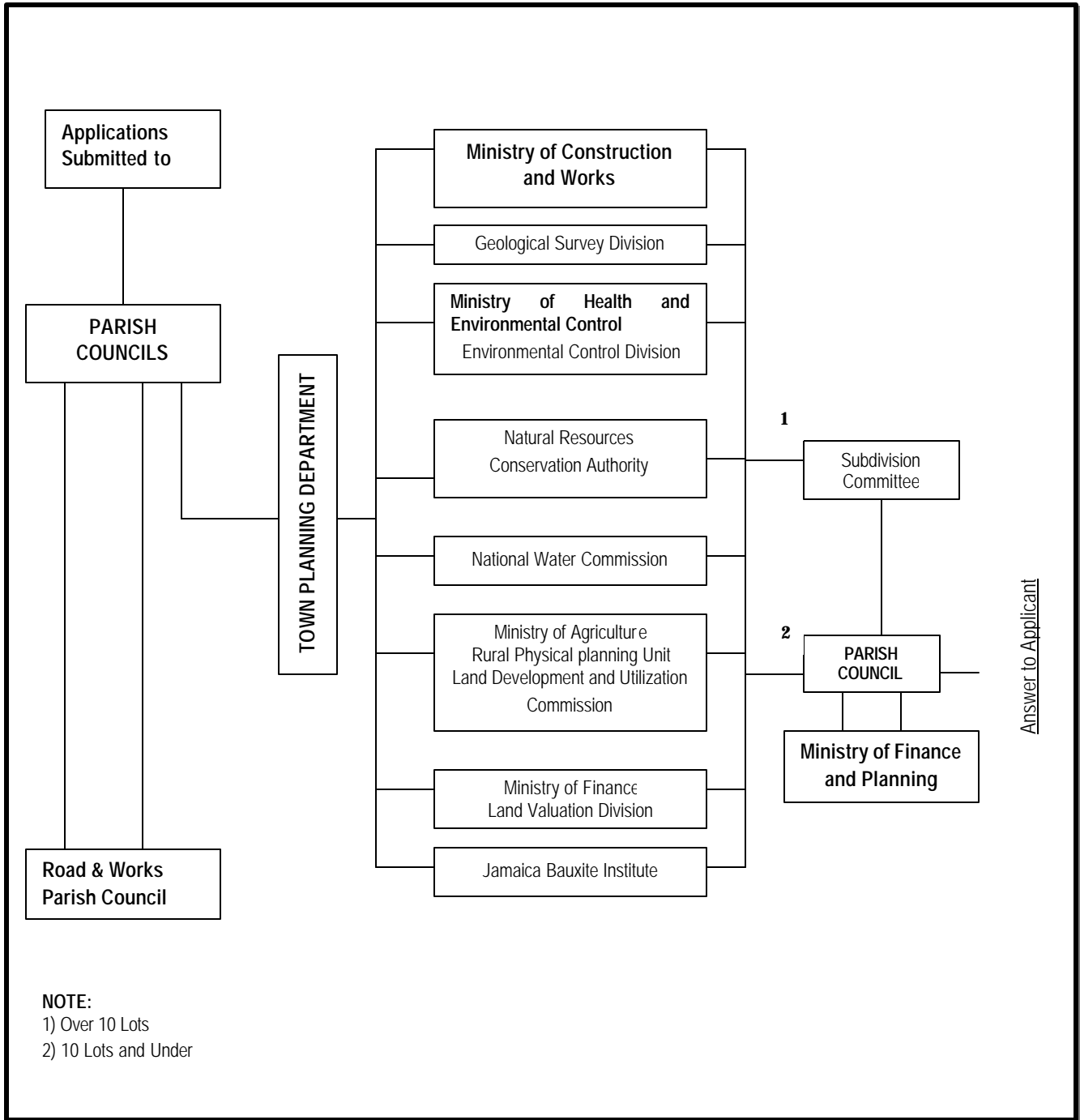
Development Application Process



Source: Town Planning Department, 1982.

APPENDIX 2:

Subdivision Application Process



Source: Town Planning Department, 1982.