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Inner Kingston Development Project Phase II
A Portion of the Project Supplement

Prepared for:

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for the Caribbean, USAID, Kingston, Jamaica

By

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I. BACKGROUND

The Inner Kingston Development Project was conceived of as a partnership between AID and the Kingston public and private sector to stimulate job creation and investment in downtown Kingston, Jamaica's capital city, and to make downtown the active and attractive heart of the nation.

Between 1976 and 1982, before and after the 1980 national election, downtown and the area just to the west became the focal point of violence. At the same time nearby suburbs and new business centers like New Kingston offered the opportunity for new development and growth and many of downtown's largest private employers took the opportunity to relocate, following a trend not unlike that found in many older American cities in the 1960's and 1970's.

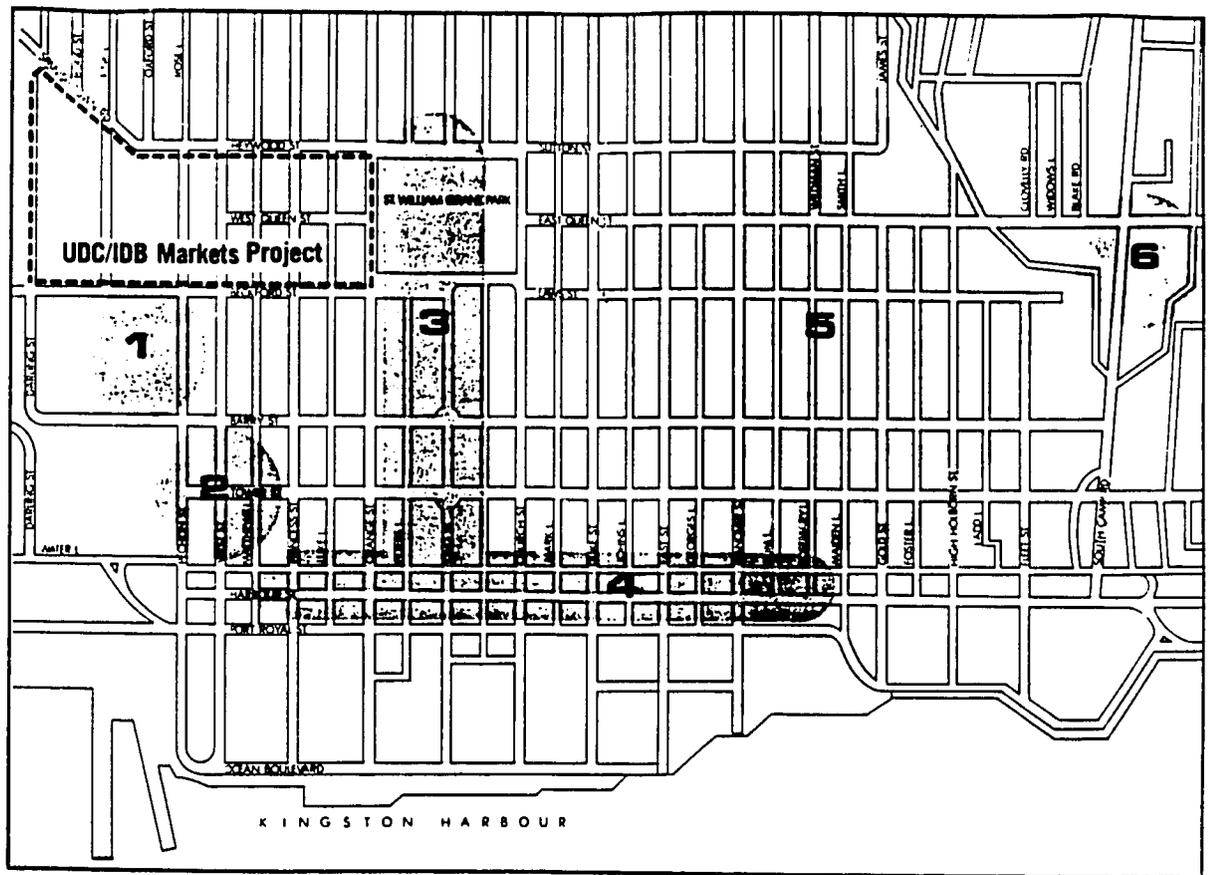
The traditional function of downtown as a deep water and tourist stop, as well as the center of commerce for the entire city, vanished as Jamaica's North Coast developed as the premier resort area of Jamaica. Downtown waterfront piers and properties were systematically demolished and land acquired and cleared lay undeveloped, for the most part, for decades.

The Kingston Restoration Company was formed with the financial support of USAID to focus on a 100 square block district bounded by the Kingston Harbour on the south, E. Queen Street on the north, Pechon Street on the west and South Camp Road on the east.

The Inner Kingston Development Project first phase has attacked the economic and physical erosion of downtown Kingston on several fronts:

1. Rehabilitation of industrial buildings and creation of new jobs.
2. Community social service grants for neighborhood improvement.
3. Rehabilitation of downtown commercial buildings.
4. Rehabilitation of government buildings.
5. Downtown landscaping and the organization of downtown merchants to improve building facades and promote the downtown as a community shopping environment.
6. Attraction of new businesses and government offices back to downtown.
7. Utilizing the Urban Development Corporation projects (Markets, Transportation Centre, Harbour Street Sewer) to good advantage.

By virtually any measure the support that AID has provided KRC has resulted in substantial improvement in the existing building stock and job availability in downtown. Retail vacancies have been reduced and new commercial uses are in evidence. _



KEY DEVELOPMENT AREAS IN DOWNTOWN KINGSTON

KRC has focused its activities in several key development areas that will serve as anchors for subsequent broader scale revitalisation. These areas are highlighted on the project area map.

- 1 UDC Transportation/Commercial Centre**—rural and urban bus terminals.
- 2 Pechon Street Light Manufacturing Area**—close to the planned UDC transportation and commercial centre.
- 3 King St.-Parade Commercial Revitalisation Area**—the backbone of old Downtown Kingston, ripe for rehabilitation.
- 4 Harbour Street Corridor**—an area of high accessibility adjacent to the UDC waterfront development to the south.
- 5 Inner Kingston Residential Neighbourhood Revitalisation Area**—the main residential section of the project area with a large concentration of potential labour.
- 6 Machado Industrial Development Site**—a complex of buildings, many of all-concrete construction.

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Without KRC and its USAID funding, there is no question that downtown Kingston would today be in an advanced state of economic and physical decline.

The impact that KRC has had on the physical and economic environment can be seen in at least four significant efforts.

1. King Street and Duke Street sidewalk and landscaping projects.
2. Rehabilitation and restoration funding (and construction in the case of the Government East and West Buildings and others) for business structures.
3. Purchase, rehabilitation and leasing of light industrial incubator structures.
4. Purchase and resale for redevelopment of derelict properties along Harbour Street.

Downtown revitalization efforts, under ordinary circumstances, is a team effort. Multiple development and ownership interests, a myriad of government and not-for-profit entities controlling the destiny of portions of downtown, tenants in office and retail commercial structures and the general public all play a role in formulating a successful downtown revitalization effort. KRC has operated as an aggressive and thoughtful

advocate for a revitalized Downtown Kingston, and has mobilized community and economic resources to demonstrate the worthiness of investment in downtown and its infrastructure. KRC is the catalyst for downtown improvement, and KRC's efforts will be even more important as Downtown faces even more intense competition for a share of the office, housing and cultural agenda of the future.

The early efforts of the Urban Development Corporation in creating a series of connected convention, retail, hotel, residential and office spaces along the Kingston Harbour (as well as the National Art Gallery) was extremely important to all of Downtown Kingston. With a balanced effort now underway north of Harbour Street it is possible to envision the future physical form of Downtown Kingston as:

1. A historic and traditional Downtown north of Harbour Street.
2. A dynamic new convention and tourist oriented waterfront.
3. A revitalized housing area east of Downtown.
4. Jobs in renewed industrial and business buildings throughout Downtown.

USAID funding has played a mayor and irreplaceable role in KRC's success, providing the risk capital so essential to making investments in properties which had become liabilities to the economic prosperity of

downtown Kingston. It is essential that KRC be supported in the near term to complete the work now underway.

Five years after the formation of KRC the private sector has demonstrated a level of interest in downtown development not previously evident:

1. King Street seems to be enjoying a rebirth as downtown's premier shopping street.
2. Burger King's entry into downtown joins several other rehabilitated stores.
3. The occupancy of available office space seems to warrant an evaluation of whether new office development is feasible.
4. Land assembly is rumored to be taking place as downtown property interests and developers pursue larger, future development tracts.

Meanwhile, an assessment of downtown Kingston's assets and liabilities demonstrates that the balance is tipping in favor of continuing to promote reinvestment in strategic locations:

Downtown Assets

Location central to Jamaica
Public Transit Access
On The Waterfront
Nation's Capital City
Center of Courts and Legal Offices
Compact Pedestrian Environment
Convention Center
Historic Buildings and Heritage
Cultural Amenities (Art Museum and
Ward Theatre)
Proximity to Airport
Proximity to Area Points of Interest

Downtown Liabilities

Security
Higglers
Parking
Street Cleanliness
Decrepit Buildings
Homeless
Water Pollution
Sewer Capacity
Deferred Maintenance
Road Access from Airport

II. THE NEXT FIVE YEARS

A continuing program of revitalization for downtown Kingston might direct itself to building on its assets and remedying its liabilities. Clearly the job of revitalizing downtown is not solely KRC's, but KRC can play a vital role in:

1. Organizing an agenda for comprehensive revitalization (short term and long term).
2. Formulating effective partnerships for action with government, other non-profit and development interests.

3. Providing risk capital to invest in refurbishing, land banking, community development and pre-development planning.
4. Providing staff support and leadership for management and maintenance efforts.
5. Promoting Downtown through an organized public relations effort.

The principle goals of a revitalization effort, given the experience of U.S. cities which have encountered similar issues, may include:

1. Clustering the downtown functional elements in the tightest configuration to assure that pedestrian access to all points of interest within the central business district is practical.
2. Positioning development components in proximity to one another to assure that they are mutually reinforcing (e.g., new hotels must be close to the convention center; legal offices must be close to the courts; tourists facilities should be close to the theatre).
3. Assuring that the unique historical character of Kingston's architecture is respected and preserved whenever possible; and that new development adopts the Jamaican style.

4. Developing projects which extend the use of downtown beyond the business day (e.g., restaurants and night clubs open evenings; cultural institutions open to weekends.)
5. Providing for new and rehabilitated housing, integrated with business development whenever possible.
6. Making appropriate use of downtown Kingston's harbour, and using the water route for access to other destinations in Jamaica.

All of the above will take organization and planning and an extraordinary level of cooperation among public and private interests. To date, funding of KRC's investments has been provided by USAID. The successful investment of those funds is evident in a review of KRC projects already completed.

The question at hand is whether the next five years and beyond will find the private investment sector willing to step forward to move the investment level ahead from the rehabilitation of individual buildings to major capital investments in new office structures, housing and major mixed-use projects of national significance.

Meanwhile, it is important to note that common sense, as well as a review of interviews with key public and private sector representatives indicate strong support for KRC "continuing to do what it has been doing". Those efforts must include:

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1. Continuing support for community service institutions.
2. Organizing downtown businesses for restoration, promotion, arrangement and maintenance purposes and providing staff direction and leadership.
3. Investing in building restorations.
4. Encouraging job creation.
5. Being a catalyst for private investment in Downtown.

A new role for KRC is emerging, and could be the focus of activity, in part, for the next few years. KRC had been a pioneer...a risk taker...an organization which demonstrated that the purchase, leasing and resale of downtown buildings could be profitable. It is rumored that the local investment community is assembling Downtown property for rehabilitation and development. The time has come for KRC to strike out in new directions, to take on projects which no one else is doing, and to encourage the marketplace to continue the revitalization of the traditional downtown.

KRC should not compete with the development community. It should "invent" new projects which reach beyond the current marketplace and invest its time, energy and finances in preparing conceptual plans for major mixed-use efforts on available Downtown land. KRC's most valuable role may be to create an agenda today for development of housing and harbourfront mixed-use

projects that will be undertaken over the next two decades as the marketplace improves.

This process of "visioning" the future appearance of Downtown Kingston will require some effort. KRC's role should include the preparation of a comprehensive master plan for the entire KRC district, bringing together the plans completed by UDC, the Town and Country Planning Board and others, and preparing a vision of downtown Kingston in the 21st Century. The use of the Harbourfront, the redevelopment of the west side housing area and the continued expansion and rehabilitation of the shopping district can all be carefully articulated under a master plan.

Later, it could be KRC's task to identify which of the master plan projects identified would be most important to the future of downtown and which would not likely be undertaken in the near term by the conventional marketplace. It would be those projects that should receive KRC's attention and the investment of risk capital to more fully describe those projects and the method of carrying them out. It is possible that some of those "visionary" projects could proceed, and if so, KRC could recapture its investment in planning and brokering those efforts.

For Example: KRC's next major level of involvement could be to prepare a detailed plan for the Downtown waterfront, south of Harbour Street and from the Breezy Castle site to the Crafts Market (and possibly beyond). Here can be found a collection of functions and facilities which reinforce downtown's function as the physical, historic and emotional heart of the nation:

1. The National Gallery
2. The Convention Center
3. The Wray and Nephew Complex
4. The Oceana Hotel
5. UDC Retail

III. THE CONVENTION CENTER AND TOURISM

The experience of many United States cities which pursued convention and tourism as a primary economic development goal is that the convention and hotel facilities alone are not sufficient reason for visitors to come downtown.

Convention delegates and tourists desire:

1. Clusters of restaurants and nightclubs.
2. Cultural opportunities such as museums and performing arts centers
3. Interesting shops representative of the community
4. Attractive and safe streets, and

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5. Sports activities for recreation time.

The categories of projects for consideration for the Downtown Kingston waterfront planning effort may include:

1. **STABILIZATION: Retain and Upgrade**

National Art Museum

Convention Center

Oceana Hotel

UDC Retail

Housing/Office Buildings

2. **RESTORATION/REHABILITATION: Repair and Reuse**

Wray and Nephew Building and Appleton Square

Tourist Board Building

3. **NEW DEVELOPMENTS: Build**

"The Meeting Place" Victoria Pier & Market

Myrtle Bank Hotel

Urban Marketplace/Restaurants

Convention/Resort Hotel

Marina

Housing

Water Ferry

Cultural Center (Performing and Visual Arts)

Roads and Boulevards

Kingston City Hall

Parking

IV. COMPONENTS OF A WATERFRONT DEVELOPMENT PLAN

To describe the potential for a revitalized Harbourfront a detailed plan of potential development projects and their relationship is required. The components of the plan include:

1. Assess current condition and stability of existing buildings and functions
south of Harbour Street:

Cultural & Historic

Retail/Restaurant

Office

Convention

Infrastructure

2. Prepare analysis of buildable sites and actions necessary to present parcels
in buildable condition for future development:

Street Plan

Utility and Infrastructure Plan

View Corridor Plan

Public Access Plan

Subsoil Analysis

Pollution Alleviation Measures

3. Select and agree upon new project types for inclusion in waterfront plan:

Public

Private

Etc.

4. Prepare a diagram of relationships between goals and functions to be proposed for downtown:

- Tourist Related
- Convention Related
- Housing Related
- Office/Business Related
- Recreation Related

5. Prepare a concept site plan and model for proposed development projects.

6. Prepare promotional and factual information for all projects, collectively and individually.

7. Prepare a marketing plan to pursue individual projects.

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**V. A CENTRAL THEME:
DOWNTOWN KINGSTON
1991-1995**

Downtown Kingston is the traditional heart of Jamaica. The seat of government, the core of the Jamaican judicial system, for generations the deep water harbour for commerce and tourism, and for many the place of employment and residence...all of these characteristics recommend the revitalization and enhancement of the central area.

The current state of downtown Kingston is the result of a fairly typical process of growth, development, use and eventual misuse of a great city's heart. A series of actions, well-intentioned to be sure, struck lethal blows to the economic and physical strength of downtown.

The removal of cruise ship docks and the ancillary tourist and commercial functions along the coastal front forever changed the physical form and the function of downtown.

The gradual development of "New Kingston" as the major office and hotel center of the city eroded the ability of downtown to hold and attract business investment...not unlike the pattern of disinvestment that occurred in most major and mid-size U.S. cities which saw downtown residents moving to the suburbs and downtown businesses moving to shopping centers after World War II.

And, like U.S. cities, Kingston has challenged the pattern of disinvestment in downtown and rediscovered the reasons for downtown's original success:

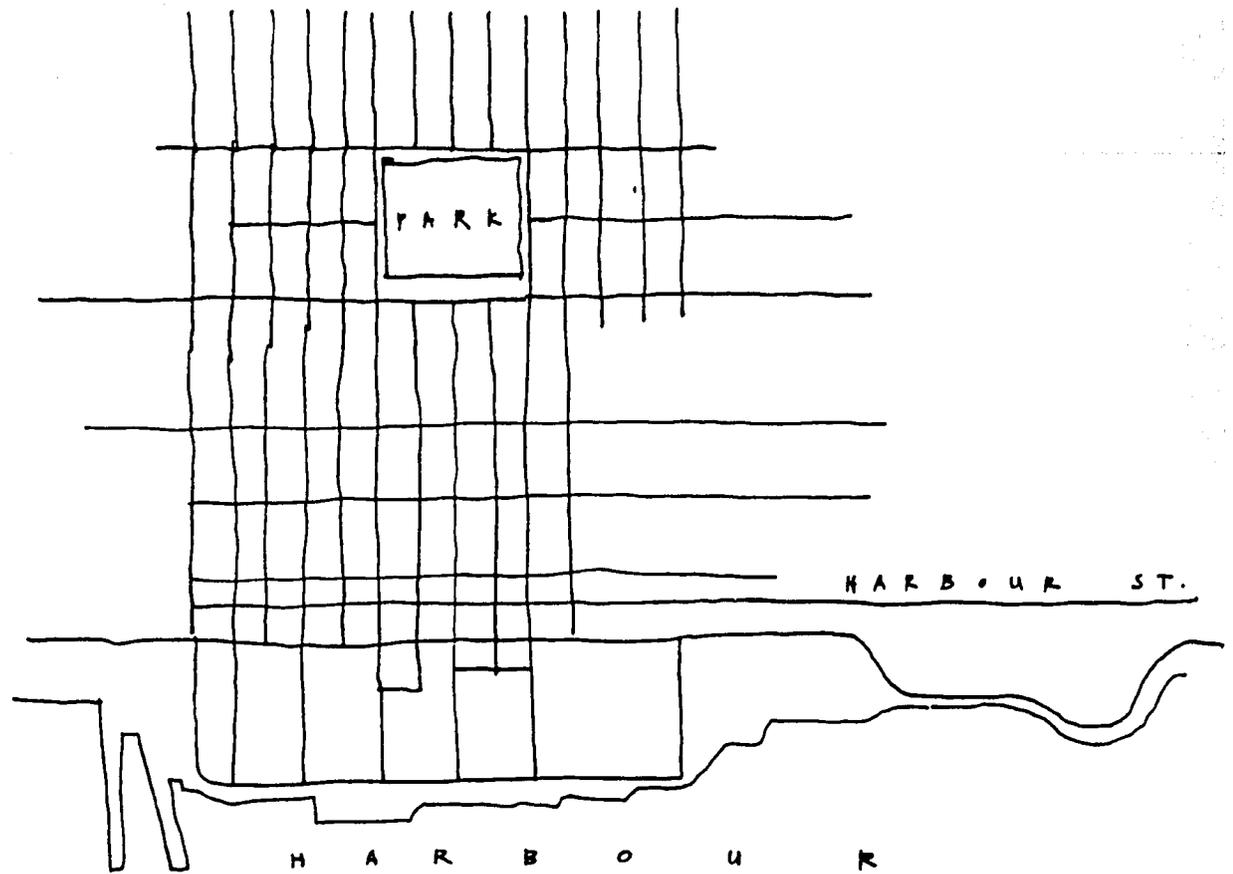
1. Its location on the bay and the beauty of its natural setting.
2. Its orderly grid pattern of roads and landmark parks and cultural facilities.
3. Its central location.
4. Its traditional architecture and arcades.
5. Its mix of public and private buildings and functions.
6. Its function as the center of commerce.

The central theme of the revitalization agenda for the next several years must include:

1. Completion of the building restoration.
2. Retention of downtown cultural and historic amenities.
3. Resolution of security, cleanliness and infrastructure problems.
4. Restoring, rehabilitation and retenanting the UDC retail arcades and the Wray & Nephew buildings.
5. Restoring pedestrian and development access to the waterfront.
6. Conceptualizing a host of new projects in keeping with the downtown theme of a waterfront city.

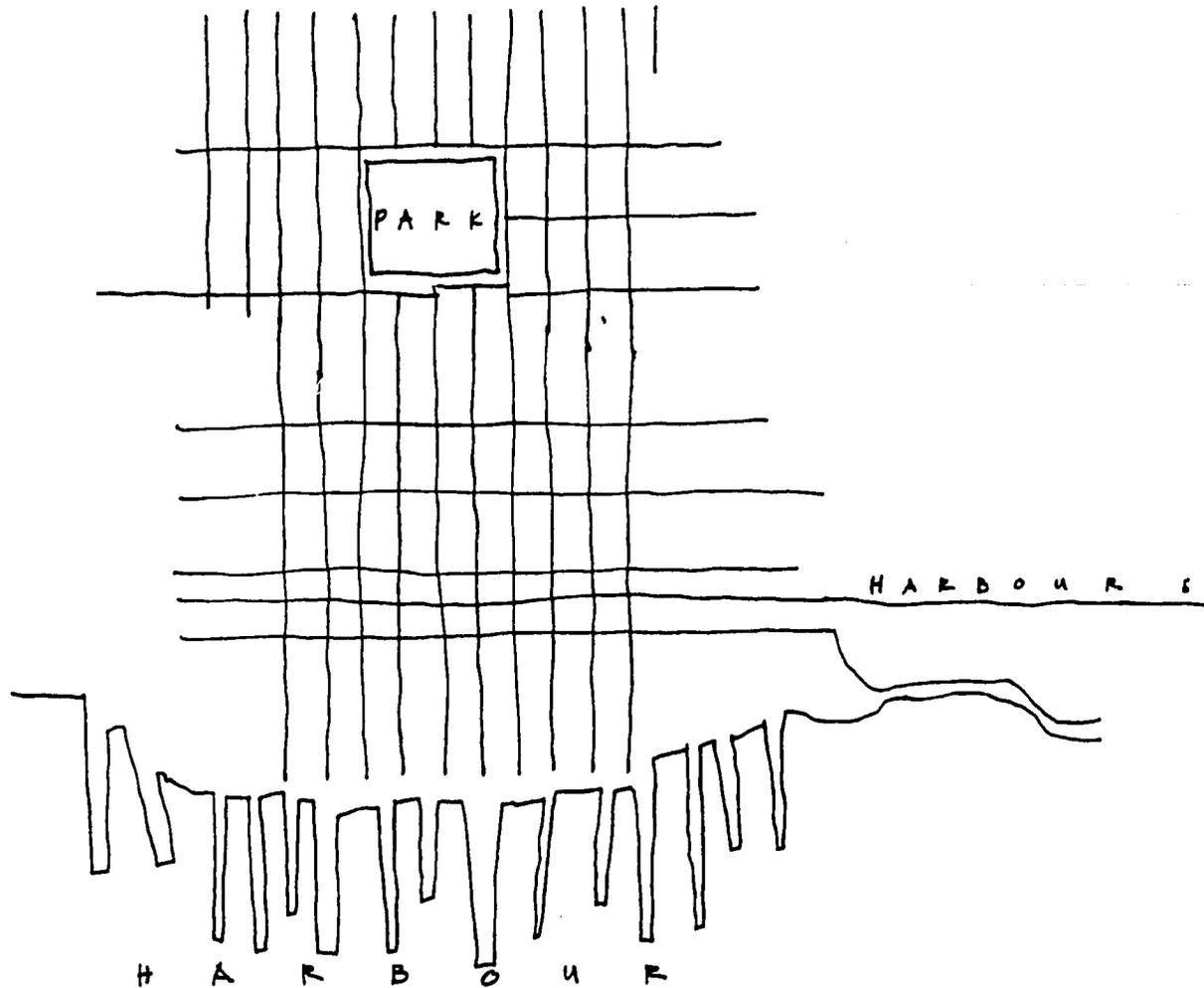
Today, the form of downtown Kingston is far different than it had historically developed.

The form today is



In words, a separation of the central city and its tourist and retail shopping from the harbour by major east-west streets and boulevards.

The form was:



The future development pattern of the area north of Harbour Drive should continue the tradition of building restoration with selective demolition and new building construction whenever necessary.

The concentration of city and interurban bus lines in the proposed locations frees up land south of Harbour Drive for redevelopment. The future major reinvestment in downtown, then, will likely occur south of Harbour Drive east and west of the lively and diverse concentration of buildings at the foot of King Street. (This should not deter from the potential for new office buildings to occur in the traditional Downtown when market demand and development interest surfaces.)

From this evolving collection of new and old buildings comes the following agenda for action

1. Convention Center
2. UDC Retail Rebuilt and Retenanted
3. Wray & Nephew Building Restoration
4. Bar Association Headquarters Restoration
5. Oceana Hotel
6. Quality Residential Development
7. Restaurants and Waterfront Access
8. The National Art Gallery
9. Use of Bay for Cruise Ship Docking
10. A Series of Interlocking Public Pedestrian Spaces

The strategy for a revival of the Harbour Waterfront must begin with a general upgrading of all the buildings and public spaces within the district bounded by the Harbour, Harbour Street, Pechon Street and Breezy Castle. Immediate actions include:

1. Complete the restoration of historic buildings.
2. Assure the retention (or nearby replacement) of the National Art Gallery and development of a Jamaican Cultural Center
3. Eliminate unnecessary and interruptive streets and create a strong pedestrian environment.
4. Prepare retail/restaurants tenanting plan for all ground level and second level spaces with a focus on Appleton Square and the UDC retail arcades.

5. Commit to a comprehensive security and management program.
6. Extend piers to encourage water access to downtown.
7. Develop water access to the airport and waterfront attractions nearby.

From the core of this district new development projects can then be conceived, financed and constructed.

1. To the west toward the Crafts Marketplace on the UDC site, a new mixed-use development project can be proposed. Project components might include:
 - A festival marketplace of shops, restaurants and public spaces representative of the Caribbean culture.
 - A second hotel related to the waterfront and the convention center.
 - Additional office and high-rise residential development.
2. To the east on land south of Harbour Drive on the UDC site, a new planned mixed-use community built around a resort hotel theme can be designed. A hotel with pools, tennis and racquet courts, restaurants and a health club can be the focus of a new residential community with limited access to hotel facilities. Office development can be integrated in the plan. A marina is essential.

In both cases, low buildings should be closest to the water; tall buildings closest to downtown retail and Harbour Drive.

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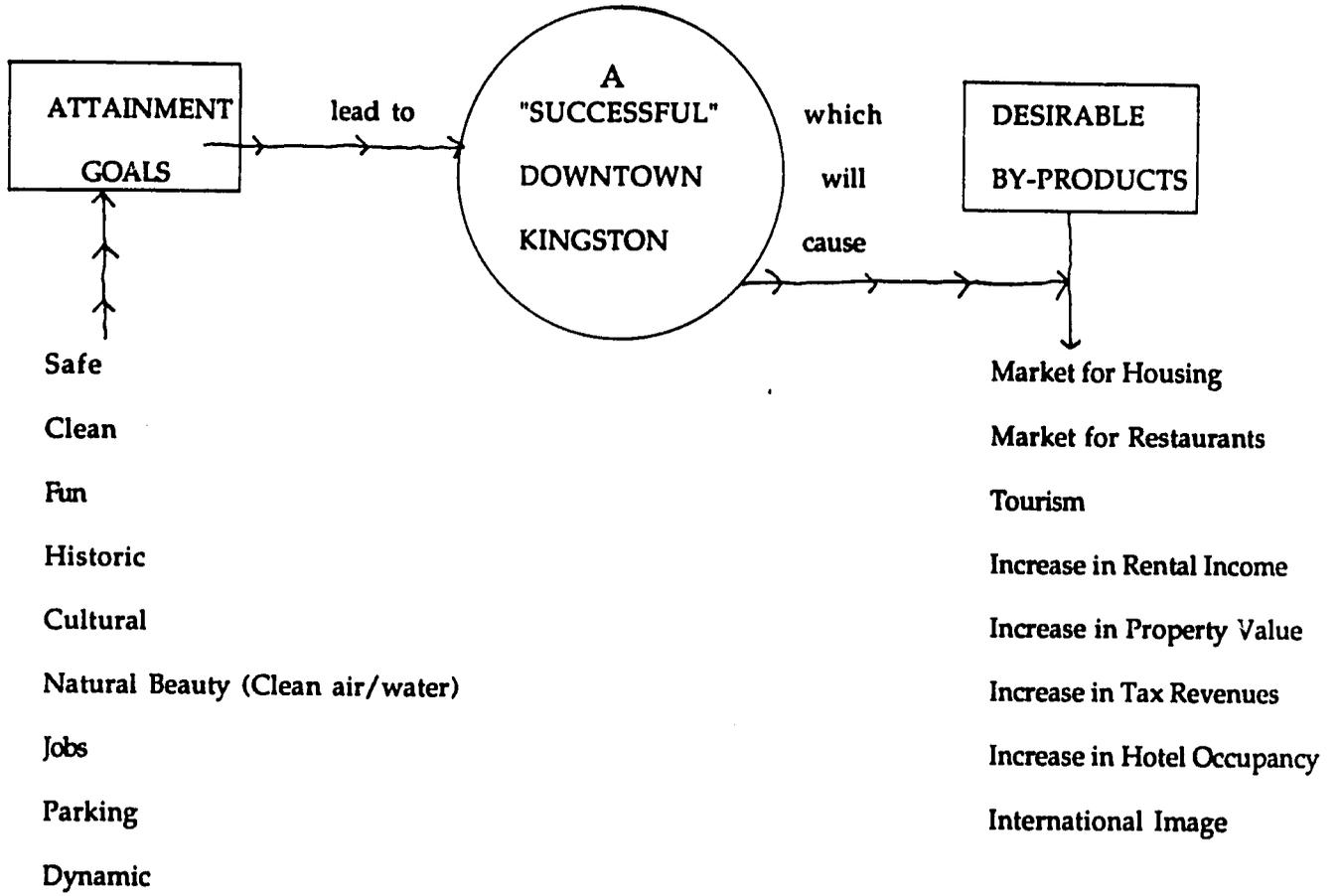
In both cases east-west vehicular traffic is directed to Harbour Street (widened and a boulevard past new development sites) as the waterfront streets are abandoned to allow uninterrupted pedestrian access to the waterfront.

The major office development of the past two decades has, for the most part, occurred in New Kingston. The growth and development of Jamaican office space will continue for the foreseeable future. Downtown Kingston must have a convincing plan and a setting conducive to development if it is to capture a share of the office development that will undoubtedly occur some place in Jamaica in the future.

Absent a plan and a conducive physical, economic and social atmosphere, new office and hotel development will occur elsewhere, driven by market and locational forces and the perceived lack of opportunity Downtown.

The central theme, if there is to be one, may focus on Downtown Kingston on the Harbour; A successful and diverse place for business, the arts and tourism.

The "successful" part will require attainment of a set of simple and reasonable goals which will generate a set of desirable by products. For example:



VI. PLANNING OPTIONS

The function of a KRC plan for the Harbourfront would be to tie together the plans spearheaded by UDC and the Town and Country Planning Authority and to contribute new ideas in a positive development setting.

Although there exists an unlimited number of options for developing a general plan for the KRC area and an action plan for the Kingston Harbourfront, there are three avenues worth considering.

First, and most expensive, would be to retain an off-island physical planning and development consulting firm. Assuming the program for the plan noted earlier, KRC could request proposals from a pre-selected list of consultants with extensive Downtown and waterfront design experience. The process is referred to as "RFP" or Request for Proposals and would specify the district for which a plan is required, the components of the plan and a price to do the plan. Typically a prime consultant would include all the necessary disciplines (design, engineering, economic analysis, development strategy and the like) and would tender a lump sum proposal plus expenses. The plan would likely be done in two steps with the more general Downtown plan done first and the Harbourfront plan at a later date.

(For budgeting purposes such an endeavor might be assumed to cost US \$100-\$150,000 plus expenses and take 3 to 6 months to complete the work.)

A second possibility for consideration would be to request proposals from Jamaican consultants who may or may not elect to team up with off-island consultants, or who may choose to form joint ventures among island professionals to do the work. This method would require a carefully structured work program to guide the efforts and the product of the consultant team. Jamaica has highly qualified design and engineering consultants.

(The cost of this effort would probably vary only slightly for that of an off-island consultant except in the area of reimbursable expenses.

Finally, a Consultant Panel Service conducted by the Urban Land Institute and its membership might be considered. The Urban Land Institute is a professional international organization with a cap of approximately 2000 sustaining members who are granted full membership because of their accomplishments in land development, finance, real estate or design consulting or public policy. An additional 16,000 individuals are associate members of ULI, a few hundred of those awaiting election to sustaining memberships when space allows.

The panel service works in the following fashion:

1. The client (public and/or private) asks ULI to consider a panel six or more months out. A ULI staff person meets with the client group to craft a statement of the problem, the issues to be researched, development questions to be raised, and the kind of professionals needed to conduct the panel session.

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2. A target date is set for the panel after agreement on the fee U.S. \$75,000 for a Sunday-through-Friday Session is the going rate) and ULI contacts or 8 expert members who will volunteer their time to ULI for no compensation to serve on the consultant panel.
3. The client (KRC and/or others) meanwhile, will prepare an extensive briefing book summarizing economic and demographic trends, property information, development projects in planning or recently completed, historic and cultural development, competing districts and projects, governmental resources and attitudes, environmental and climatic data, and a list of key individuals in the public and private sector to be interviewed. Aerial and ground level photos and base maps with building footprints are important to the panel. The ULI staff will distribute this information and will arrange for on-site lodging, secretarial support, transportation and meals.
4. The panel session begins on Sunday afternoon with a get-acquainted meeting with key local officials and personalities. Monday and Tuesday are spent in interviews and meetings with key local persons and in discussing the project questions. Daily sessions typically begin at 7:30 A.M. and finish at 10:00 P.M.
5. Wednesday and Thursday are spent writing, designing, raising questions and seeking answers, discussing alternatives and reaching consensus on issues of substance.

6. The entire panel prepares and delivers a verbal report to the client group and their guests on Friday, answers questions and delivers the final written report and drawings to ULI staff.

7. Within several weeks a professionally published bound report with illustrations, photos and statistics is delivered to the client by ULI. The report is not intended to solve all problems or to provide definitive designs and development pro formas; rather, the report will reinforce certain directions and assumptions, challenge others, and generally provide a high level of thought and experience to Kingston programs and suggest actions in order to accomplish Kingston's goals.

(The current price of the ULI Panel Service is \$75,000. The assembly of the Kingston background information should be coordinated by one individual and budgeted, all inclusive, at U.S. \$10,000 dollars).

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VII. TECHNICAL ASSISTANCE IDEAS

1. In time, all buildings and projects require refurbishing and rethinking, particularly shopping districts. In the U.S. a specialty consultation has developed around the need to rethink, redesign and retenant shopping centers. Often, quite new projects fail to succeed to the developers expectations and experts are retained to "fix" the center. The successes have been noteworthy as failing shopping environments are rebuilt and managed to meet the competitive demands of their environment.
2. Secondly, new proposals for shopping and restaurants may cause a plan to be proposed for linking existing shopping, shopping in rehabilitated buildings and new construction in a synergistic total stronger than the sum of its parts. Examples can be found of side by side developments working together under common management for mutual benefit.
3. The agenda for the commercial and convention and tourist development of downtown is fluid and still, to a great extent, in the idea stage. Other cities with lesser natural assets and historic settings have created downtown redevelopment programs of great merit. It would be advantageous if a delegation of Kingston revitalization participants would agree to a tour of several U.S. cities with meritorious projects to see the results of success first hand and to acquire knowledge directly from the implementers.