

FINAL DRAFT



VISION 2030
JAMAICA

GOVERNANCE

SECTOR PLAN
2009 - 2030



VISION 2030

JAMAICA

**JAMAICA 2030:
NATIONAL DEVELOPMENT PLAN**

GOVERNANCE SECTOR PLAN

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Chapter 1: Setting the Context

Introduction

In the vision of public sector modernization for Jamaica, White Paper 56/2002, Government at Your Service defines governance as “the exercise of power in the economic, political, and administrative management of the country’s resources. Governance comprises the traditions, institutions and processes that determine how power is shared and exercised, and how decisions are made and how authority responds on issues of public concern”.

“Governance has become central to development discourse in the past decade or more.

This is largely founded on the recognition that strong and accountable institutions, political commitment to effective management of the state, and a vibrant and organized civil society are fundamental to development”. Governance is, therefore, most effective when it reflects partnership between the state and non-state actors (private sector and civil society).



Vision 2030 Sector Plan Planning Process

This Sector Plan for Governance is one of thirty-one chapters that form the foundation for the development of Jamaica 2030 – a 21-year plan designed to put Jamaica in a position to achieve developed country status by 2030. Vision 2030 is based on a fundamental vision to make ‘*Jamaica place of choice to live, work, raise families, and do business,*’ and on guiding principles which put ‘people’ at the centre of Jamaica’s transformation.

The preparation of the Plan will be supported by a quantitative systems dynamics model – Threshold 21 Jamaica (T21) – which supports comprehensive, integrated planning that

would enable the consideration of a broad range of interconnected factors along economic, social and environmental considerations and will be used to project future consequences of different strategies across a whole range of indicators. In addition, it will enable planners to trace causes of changes in any variable or indicator back to the assumptions.

The sector plan was developed using the following processes:

- Task Force Meetings that were used to solicit ideas and views from members¹ on governance issues and challenges facing Jamaica as well as identifying a vision for the sector, and determining key goals, outcomes, strategies and actions for the sector over the period 2008 to 2030
- Research on international best practices in natural resources and environmental management as well as climate change that could be adopted in the Jamaican context
- Drawing on the work undertaken by the Jamaica Social Policy (JASPEV) 2015 and White Paper 56/2002 “Government at your Service” to provide direction.
- Meetings with the Chair of the Task Force.

This document is structured in the following chapters as follows:

- Chapter 1: Setting the Context
- Chapter 2: Situational Analysis
- Chapter 3: SWOT Analysis
- Chapter 4: Strategic Vision and Planning Framework for the Governance Sector Plan

¹ See Appendix 1 for List of Members of the Natural Resources and Environmental Management Task Force, the Hazard Risk Reduction and Climate Change Task Force and the Working Group

Chapter 2: Situational Analysis

Situational Analysis

Governance is the exercise of power in the economic, political and administrative management of the country's resources. Governance comprises the traditions, institutions and processes that determine how power is shared and exercised, how decisions are made and how authority responds on issues of public concern.”²

Governance not only applies to the Government but also the private sector and citizens' organizations in all spheres of society. It goes beyond the issues of institutions and forms of government to encompass the social coordination mechanisms that contribute to political action. It looks at the decision-making process in all political and social bodies (states, businesses, local communities, non-governmental organizations) and at all levels of government, from local to global. Governance is therefore not a set of rules or an activity;

it is a process. The task is not simply a matter of providing assistance to reform the State; it is also a matter of helping a society to rethink its own management procedures and define a governance model that best suits the challenges that it faces.

In the last half century, Jamaica has developed a better understanding of what good governance is and its importance to sustainable development. We continue to make strides towards improving the face of governance. Many of these initiatives and programmes are being led by the Government and include the active participation of the private sector and civil society. Examples include:

- Reform of the Public Sector as reflected in White Paper 56/2002 “Government at

“Effective (good) governance . . . requires a capable democratic state as well as a vigorous civil society and an innovative private sector. It is not an event but a process. It is the product of deliberate policy choices which countries make in managing themselves and creating a vision for the future”

Sidiropoulos, Elizabeth (ed). 2005. “Editor’s Note, Public Sector Governance – Singapore and the Czech Republic” In The South African Institute of International Affairs, Global Best Practice Report No. 4.

²Government at your Service - Public Sector Modernization Vision and Strategy 2002-2012. Cabinet Office, GOJ.

Your Service: Public Sector Modernization Vision and Strategy 2002 – 2012,” improving among other things, the delivery of services in public sector institutions, and the accountability framework of these institutions

- Improved transparency in the public service and access to information facilitated by the Access to Information Act
- Modernization of Jamaica’s Justice System
- Establishment of the framework for Local Government Reform
- The development and implementation of a Local Sustainable Development Planning Framework
- The development and implementation of the Medium-Term Socio-Economic Framework and Strategy

While we have formal institutions, a well-established parliamentary democracy and a relatively strong and competent civil service, these have not resolved the many governance challenges that we face.

Issues and Challenges

Jamaica faces governance challenges that transcend and cut across various developmental spheres. On the surface, Jamaica has strong formal institutions. It has a well-established parliamentary democracy and a vibrant civil society. It also possesses a strong and competent civil service. However, society shows signs of social and political polarization, which makes it difficult to form consensus on policies that are in the broad public interest and entail a long time planning horizon. There is a history of political violence and, in recent decades, growing violence associated with organized crime³

Elements contributing to the weakening of governance in Jamaica include:

- Apathy towards, and alienation from, existing political institutions and processes (and) increasing disregard for the norms of civil society by a growing number of persons, especially the young
- Poor performance of the economy and the persistence of poverty
- Increased criminal activity, inclusive of drug trafficking
- The inability of the State to sustain levels of welfare that were put in place in the post-independence era
- The redefined position of the state from its previous function as a development agency to that of a facilitator of market driven policies

Government Effectiveness

³ From IDB Country Strategy with Jamaica (2006 – 2009).

Government effectiveness in the Jamaican context is of utmost importance as it is tied to several issues such as rule of law and corruption which have direct consequences for governance. Jamaica's citizens are now demanding and expecting public institutions to deliver on their promises and objectives, in an efficient, customer friendly manner. Although the Jamaican public sector has many abilities, it lacks some critical capacities, as evidenced by weak systems and processes within its management and administrative structures.⁴ Another area of weakness is the capacity of the Government to draft and enact legislation in a timely manner. Government continues to deal with these areas of concern about government effectiveness through the reform programme underway for the public sector. The current public sector reform programme details plans to re-affirm the values of public service, stressing integrity, objectivity and accountability. Another aim of the reform process is to secure improvement in the public sector through the establishment of a performance culture.

Whilst progress has undoubtedly been made, it is neither fast nor comprehensive enough to enable the Government to cope with the challenges of the modern era, such as the newest wave of globalization, reducing the fiscal deficit and meeting the rising expectations of the society for better services from the State. Tied to government effectiveness are the quality of public institutions and the efficiency of their operations. Excessive bureaucracy and red tape, over-regulation, corruption, dishonesty in managing government contracts, and lack of transparency and accountability impose excessive economic costs to business, slow down the process of economic development, and affect our country's competitiveness and growth.⁵

There is a perception by the public that some public sector institutions are not effectively carrying out their stated functions/mandates. A frequent theme emerging from reviews of the functions of a range of different organizations with limited resources in the public sector is the difficulty in dealing with large numbers of clients. This scenario produces frustration for citizens due to long lines and multiple visits to public offices to obtain

⁴ Jones (2008).

⁵ GCI Report 2007-2008.

goods and services, often coupled with poor treatment by public officials. Public officials, de-motivated by the difficulties, often provide sub-standard customer service.

Weak Accountability Mechanisms in Government

Governments worldwide are moving towards openness and transparency. Globally the move to openness is supported by statements aimed at ensuring universal and equitable access to information as a basic human right. Citizens and regulators are calling for higher levels of transparency and accountability. What the World Bank has found is that a strong relationship exists between good governance and good government performance.

Janet Mather (1997) identified three dimensions of transparency and highlighted the need for practical measures to provide access to information; clarity on how and why decisions were made; and, empowerment of individuals to contribute to decision-making. Following the promulgation of the Universal Declaration of Human Rights in 1948, freedom of information has come to be accepted as a fundamental human right worldwide. In this regard, Jamaica in 2002, passed the "Access to Information Act", which is country's own 'freedom of information' legislation. Its intent is to promote accountability, transparency, and increased public participation in national decision making.

There are over 165 active public bodies in Jamaica comprising statutory agencies and authorities as well as Government-owned companies, which collectively represent an important subset of the public sector and are integral to the development and implementation of a number of key policy objectives. The accountability framework across these institutions needs to be strengthened to improve effectiveness, and to ensure that working arrangements are open and transparent.

There is need for stronger corporate governance frameworks within public sector institutions as well as strengthening of the anti-corruption and ethics mechanisms. The need is highlighted by the 3.3 out of 10 score for Jamaica in the latest Transparency International Corruption Perception Index (2008 Report). A score of 10 indicates that a country is highly "clean", while a score of 0 indicates that it is highly corrupt. This latest

score has ranked Jamaica 84th among the 179 countries surveyed.

Issues related to the perception of corruption caused the Government to place greater focus on the transparency and accountability of public bodies, through Ministry Paper 56/2002 - 'Government at Your Service' – as part of overall public sector reform, and through a number of bills including the Public Bodies Management and Accountability Act (2001), the Corruption Prevention Act (2002), the Financial Audit and Administration Act (2002), the Contractor General's Act (1983) and the Access to Information Act (2002).

An Inefficient Justice System

Jamaica enjoys very strong judicial traditions. The many challenges to maintaining these strong traditions include:

- increasing demands on often over-stretched resources
- outdated technology
- infrastructural inadequacies

These and other challenges lead to lengthy delays in disposing of cases, and diminishing confidence in the rule of law and a rise in dangerous social practices such as vigilantism, street justice and human rights abuses.

There are increasing demands on our justice system in Jamaica as a result of changing social, technological and economic conditions. The fragmentation of some communities, lack of social and economic progress and the sharp rise in violent crimes are major factors contributing to inordinate pressure on the justice system. Some Jamaicans perceive the legal system and the lawyers and judges who administer the system as hindrances to the operation of a fair and just society rather than an essential component of the society.

STRENGTHS OF THE JAMAICA JUSTICE SYSTEM

1. High levels of confidence in the integrity and commitment of the judiciary
2. Integration of mediation into both criminal and civil cases
3. Availability of legal aid for criminal cases
4. Existence of specialized courts
5. Institutional commitment and advocacy for reform

WEAKNESSES OF THE JAMAICA JUSTICE SYSTEM

1. Delays in disposing of cases resulting in backlogs
2. Poor infrastructure – decayed courthouses
3. Inconsistent enforcement of laws and legal processes
4. Inadequate emphasis placed on human rights and adherence to international treaties
5. Complex and inflexible court procedures
6. Outdated and inefficient practices and procedures

Source: Jamaica Justice System Task Force Report 2007.

The Government began implementing changes to improve the performance in the administration of justice through the Jamaica Justice System Reform Project. However, it will take time to restore full trust in public institutions and public officials that dispense justice.

Rule of Law

A strong rule of law regime is essential for sustainable economic development; it can contribute positively to increases in foreign investments and improved social indicators, such as lower infant mortality and higher literacy. The rule of law as a concept, comprises several instrumental features that work together to create this rule of law. Each Jamaican citizen is subject to the “rule of law”; the law of the land is supreme and all people are equal before the law. The rule of law in Jamaica is threatened by the following:

- Slow pace of development of appropriate guidelines/laws/procedures for adherence to effective governance principles
- Outdated legislation
- Lack of resources to monitor and enforce the implementation of laws, policies etc.
- Escalating crime and violence
- Persistence of garrison communities

Rule of law and public freedoms are primarily provided by State institutions and, more specifically, relate to:

- the justice system which is responsible for interpreting the law, and penal institutions
- the police, responsible for enforcing the law while respecting individual and
- collective rights
- parliamentary assemblies
- high courts
- institutions responsible for promoting and safeguarding human rights, which ensure that democracy takes root and that there is ownership of human rights values
- various institutions such as mediators (ombudsmen), bar associations, contracts commissions etc

Perception of Corruption

Corruption is understood to be the “abuse of power, authority or public office to obtain private advantages.” It is not a new phenomenon, nor is it specific to a given geographic area. It is a negation of the basic values that the State and democracy are built on. It has a negative influence on citizens’ trust in their government. It causes direct harm to the effectiveness of public services and creates a poor environment for business, and for investment in particular. It also contributes to criminal exploitation of lawful financial circuits.

In Jamaica, “corruption, in perception and reality” has grown to become a major popular concern and public policy issue. Jamaica’s Corruption Perception Index (CPI) Score has been consistently low and, in 2008 fell into the group of countries identified as highly corrupt (84th out of 179 countries with a score of 3.3 out of 10).⁶ This perception of corruption is further compounded by what is considered the failure of authorities to adequately punish public officials and members of the security forces who are identified as being involved in acts of corruption. The hopes of strengthening democracy in Jamaica rest with substantial reduction of corruption, which the public ranks as one of the top problems facing the nation (Munroe, 2000:14).

Infringement on and Lack of Respect for Human Rights and Freedoms

Chapter III of the Jamaican Constitution, “Fundamental Rights and Freedoms,” speaks to the issue of human and civil rights. There are twelve fundamental rights and freedoms as enunciated in articles 14 to 25. Article 13 - Fundamental rights and freedoms of the individual – speaks to entitlement to these twelve rights while Article 26 - Interpretation of Chapter III⁷ – provides the guidelines or facilitates a better understanding of the twelve rights and freedoms. A most controversial issue that has been topical during 2006 falls under the rubric of Constitutional reform. On July 20, 1999, Standing Order No. 52(1) created a Special Select Committee of the House and Senate to deliberate on this issue.

In addition to the Constitution, Jamaica is party to a number of human rights conventions and protocols. Some of these are:

- Convention to Suppress the Slave trade and Slavery of September 25, 1926, as amended by the Protocol of December 7, 1953.
- Convention concerning Forced Labour of June 28, 1930 (ILO Convention 29).
- Convention concerning Freedom of Association and Protection of the Right to Organize of July 9, 1948 (ILO Convention 87).
- Convention on the Political Rights of Women of March 31, 1953.
- Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery of September 7, 1956.
- Convention Concerning the Abolition of Forced Labour of June 25, 1957 (ILO

⁶ Jamaica 2015. National Progress Report 2004-2006 on Jamaica’s Social Policy Goals.

⁷ Freedom of speech is a human and civil rights issue as covered by Chapter III of the Jamaican Constitution.

- Convention 105).
- International Convention on the Elimination of All Forms of Racial Discrimination of December 21, 1965.
 - Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Trans-national Organized Crime Preamble, supplementing the United Nations Convention Against Trans-national Organized Crime, signed on February 13, 2002.
 - Protocol against the Smuggling of Migrants by Land, Sea and Air, Supplementing the United Nations Convention Against Trans-national Organized Crime, signed on February 13, 2002.
 - Convention Concerning Minimum Age for Admission to Employment of June 26, 1973 (ILO Convention 138) was ratified on October 13, 2003 (ratified on September 29, 2003).
 - Convention on the Worst Forms of Child Labour (Convention 182), ratified on October 13, 2003.⁸
 - Convention on the Rights of Persons with Disabilities, ratified on March 30, 2007.⁹

The infringement on and lack of respect for human rights and freedoms is evidenced by issues such as child prostitution, trafficking in persons,¹⁰ and police excesses. There has been increasing violence against women and children since 2003. The Government has been chided by the citizenry for its poor record in dealing with sexual violence against women and children. The justice system also has been criticized for the prejudicial/discriminatory way in which it deals with sexual violence, which is the second leading cause of injury to Jamaican women. Additionally, the International Organization for Migration (IOM) states that Jamaica is a source for women and children trafficked for purposes of sexual exploitation and labour, while the International Labour Organization (ILO) estimates that several hundred minors from here are involved in child labour and the sex trade.

Citizens have also cited the abuse of power by members of the Police Force and lack of

⁸ See http://www.ilocarib.org.tt/oldwww/news/2003/jam_ratification.html. Jamaica has now ratified all eight fundamental ILO Conventions (29, 87, 98, 105, 138, 182 **What are the other 2?**). Convention No. 138 involved denunciation of Conventions 7 - Minimum Age (Sea); Convention 15 - Minimum Age (Trimmers and Stokers); and No. 58 - Minimum Age (Sea) revised.

⁹ For a more comprehensive list of the human rights treaties, etc that Jamaica has signed, ratified, acceded to, succeeded to or entered into force, please See the University of Minnesota's Human Rights Library at <http://www1.umn.edu/humanrts/research/ratification-jamaica.html>

¹⁰ See also National Outcome #5.

Police accountability as an infringement on their rights.

Low Levels of Citizen Participation in Governance Structures

Citizen participation in governance has always been a driving force for change. In Jamaica, citizen participation in governance issues is low due to:

- Narrowly defined mechanisms for citizen participation in decision-making processes
- Lack of internal capacity of some NGOs/CBOs to effectively facilitate community participation
- Low voter turnout at national and local government elections

Gender Inequality and Inequity

Women and men are differentiated in the way that they are positioned in society and in the way that they are affected by various situations and experiences. For example, there are differences in their life expectancy and in the way that illnesses affect them. While women live longer than men, they suffer from more illnesses than men in their older years. Additionally, males are the main victims and perpetrators of crimes, particularly violent crimes. Females are the main victims of gender-based violence, including rape and carnal abuse.

Despite progress made in fostering gender equity in our society, inequities persist in the positioning of men and women. This is particularly evident in areas such as the education system and politics. Women are better represented at the higher levels of the education system. At the tertiary level, they exceed men by a margin of two to one and outperform males at the secondary level. With respect to political power and leadership, they fare worse than males. Some 13 per cent of Members of Parliament are female; and of the three in the governing party, one is a Cabinet member. Representation of females at the Local Government level and in the Upper House of Parliament is somewhat better but still far below the level of males.

In the labour market, women are under-represented and lag behind men in their rate of employment. The rates of unemployment in 2007 were 6.2 per cent for men compared with 14.5 per cent for women.

The foregoing demonstrates the importance of taking a gendered approach to fostering equity in the society and in pursuing the development of our country. The framework for the development and implementation of policies, programmes and plans must be guided by an awareness of gender differentials.

Constitutional Reform

The process of constitutional reform dates back to 1991. The Constitution sets out the rules regarding the executive, the legislature, the judicature and the public service. It contains provisions relating to Jamaican citizenship and to the fundamental rights and freedoms of the individual. Our Constitution is not legally rooted in any Act on the part of the Jamaican people but in a statute of the United Kingdom Parliament – The Jamaica Independence Act. The process of constitutional reform will consider a number of issues including: the change from a constitutional monarchy to a republic; the replacement of the Judicial Committee of the Privy Council as the final court of appeal; the revision of Chapter 3 of the Constitution dealing with fundamental rights and freedoms; and separation of powers.

Current Initiatives towards Improving the Face of Governance in Jamaica

The following initiatives set out below, many led by Government and others supported by the Government and the rest of civil society, individually and collectively, are seeking to meet the benchmarks of good governance.

Recent Modernization Initiatives (after the mid-1990s) within the Public Sector include:

1. Establishment of nine (9) Executive Agencies as an alternative form of service delivery to the more traditional departments, statutory corporations, government companies and trusts.
2. Introduction of a Financial Management Information System (FMIS) – this is a computer system that provides for timely and accurate accounting of budget expenditure and non-tax revenue by all ministries, departments and entities that receive their budget allocation via warrants of expenditure. The Programme has all the requirements



- for the management of expenditure in programme accounting format from the Budget stage to the actual preparation of cheques and bank reconciliation.
3. Human Resource Management Information System (HRMIS) - is a comprehensive human resource management information system that provides data on training, succession planning, pension administration and personnel profile reports on every employee in the public sector.
 4. Tax Administration Project (TAXARP)
 5. Human Resources Policy (including Training)
 6. Job Evaluation Review Programme
 7. Public Service Pay Review Programme
 8. Pensions Reform (including a Green Paper on Pension Reform)
 9. Rationalization of State-owned Public Enterprises
 10. Review of the Staff Orders
 11. Amendment of the Public Service Regulations
 12. Health Sector Reform (including Regionalization)
 13. Education Decentralization
 14. Reform of Secondary Education (ROSE)
 15. Local Government Reform Programme
 16. Labour Market Reform
 17. Delegation by the Public Service Commission of Human Resource Management functions
 18. Ministry of Finance Human Resource Delegation
 19. Procurement
 20. Justice Reform and Review of the Justice System - The Justice System Review includes a review of Jamaica's justice system, and presentation of the recommendations for its improvement including sector policies, technical standards and operational forms, enhance public accountability, strengthening of internal and external controls and reporting; and the development of strategies to facilitate a swifter and more affordable justice system
 21. Financial Sector Reform
 22. E-Government
 23. Revamping the system of awarding contracts through, inter alia, the creation of a National Contracts Commission
 24. Citizen's Charter/Customer Services – with emphasis on improved customer service by way of citizen's charters and other forms of customer service improvements
 25. Performance Management Review - the introduction of a system of a system of performance management formalized by the signing of performance agreements between permanent secretaries and the Cabinet Secretary in April 2000 and the undertaking of the performance reviews of each Ministry by the Cabinet Office on a yearly basis.
 26. Efficiency Measures Review (The Orane Report) – Reducing Waste in the Public Sector and Introduction of Environmental Stewardship Programmes in some ministries/departments towards reducing waste and environmental impact of government operations
 27. Social Policy Framework (JASPEV)

28. Social Safety Net Reform for example, the PATH programme
29. Public Sector Modernization Project
30. Strategic Reviews of the Ministries of Finance and Planning, Education and Culture, Health and National Security and Justice
31. The complete revamping of the Cabinet Office in mid-1993 from traditional functions of preparing agendas for Cabinet Meetings, recording decisions, and transmitting decisions, to functions much more extensive in scope and more akin to those in the older Commonwealth countries of the United Kingdom and Canada. These new responsibilities include the Administrative Reform Programme II (ARP II); Policy Coordination and Analysis; some functions of the Ministry of the Public Service, including Corporate Planning. The Cabinet Secretary, as defined by the Constitution, has been given clear responsibility for Cabinet Services as well as any other functions determined by the Prime Minister. He is also the Secretary to the Cabinet and serves as the Head of the Civil Service and Chief Advisor to the Prime Minister. The Cabinet Secretary oversees the implementation of decisions taken by Cabinet and chairs the Committee of Permanent Secretaries. The Cabinet Secretary has been given the responsibility for directing administrative reforms within the public sector.
32. Peace Management Initiative

The various reforms that have been or are being put in place represent commitment on the part of the Government to establishing good governance as the most critical and fundamental enabling environment for achieving its overall development goals.

Chapter 3: SWOT Analysis

SWOT Analysis

The SWOT Analysis for governance presented below is underpinned by the World Bank's six indicators of the quality of governance, namely:

- Voice and Accountability
- Political Stability and Absence of Violence
- Rule of Law
- Government Effectiveness
- Regulatory Quality
- Control of Corruption

This SWOT analyses the state of governance in Jamaica and, along with the Situational Analysis presented above, will form the basis for identifying goals, objectives and strategies that could be employed to address the weaknesses endemic to the sector, and capitalize on the opportunities to generate a more fulsome state of governance.

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
Strengths	<ul style="list-style-type: none"> • Freedom of the Press 	<ul style="list-style-type: none"> • A world class electoral system • A strong tradition of parliamentary democracy • Political Stability • Open and fair elections • Most Civil liberties are constitutionally recognized 				<ul style="list-style-type: none"> • Access to Information Act, resulting in improvements in accessing information from Government entities • Application of the Consultation Code
Weaknesses	<ul style="list-style-type: none"> • Slow pace of development of appropriate 	<ul style="list-style-type: none"> • Political socialization/culture of the society 	<ul style="list-style-type: none"> • Current state of Justice system 	<ul style="list-style-type: none"> • Weak ethical framework on both public 	<ul style="list-style-type: none"> • Weak regulatory framework to 	<ul style="list-style-type: none"> • Weak state institutions • Perception by the

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
	<p>guidelines/laws/procedures for adherence to effective governance principles (regulatory quality)</p> <ul style="list-style-type: none"> • Weak accountability mechanisms • Capacity of civil society to hold government accountable • Lack of trust by population to government • Narrowly defined mechanisms for citizen participation in decision-making processes • Lack of resources to monitor and enforce the 	<ul style="list-style-type: none"> • The current Westminster System of Government which is confrontational and which does not lend itself to consensus and power sharing • Low levels of representation of women in leadership positions 	<ul style="list-style-type: none"> • Corruption in the Police Force • Delays in the administration of justice 	<p>and private- resulting in corruption</p> <ul style="list-style-type: none"> • Unions have not come abreast of globalization 	<p>protect human rights</p> <ul style="list-style-type: none"> • Lack of internal capacity of some NGOs/CBOs to effectively facilitate community participation 	<p>public that many public sector institutions are not effectively carrying out their functions</p> <ul style="list-style-type: none"> • Lack of trust to institutions (weak social capital) • Lack of transparency of public, corporate and citizen organizations and officials • Slow pace of decentralization • Undervaluing environmental

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
	<p>implementation of laws, policies etc.</p> <ul style="list-style-type: none"> • Lack of appropriate sanctions • Intolerance of individual human freedoms • Lack of whistleblower protection • Uninformed citizenry • Accountability of civil society to the wider society • Accountability of private sector to the wider society • Low personal responsibility • Weak values and attitudes 					<p>capital leading to degradation and loss of ecosystems resulting in economic loss</p>

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
Opportunities	<ul style="list-style-type: none"> • Websites of Government entities • GOJ Policy Register • Access to annual reports of GOJ entities by the public • Information and communications technologies • Community internet access points • Integrity Commission for Members of Parliament • Funding of Political Parties Act 2006 (draft) • National Contracts 		<ul style="list-style-type: none"> • The Child Care and Protection Act (CCPA) • Office of the Children’s Advocate (OCA) • Caribbean Court of Justice (CCJ) 			<ul style="list-style-type: none"> • Public Sector Reform • The current process of the reform of the Justice System • Local Government Reform • Constitutional Reform • Corruption Prevention Act • National Security Strategy 2006 • Threshold 21 (T21) • International

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
	Commission, Contractor-General and the Auditor-General <ul style="list-style-type: none"> • Public Accounts Committee • Anti-Corruption Commission of the Jamaica Constabulary Force • Office for the Prevention of Corruption • Financial Services Commission • Ethics Officers • White Paper 56/2002 – “Government at your Service” • Tripartite or Social Partnership Agreements 					Development Partners <ul style="list-style-type: none"> • Ratification of major international accords/treaties • Environmental Management Framework

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
	<p>between Government, Trade Unions and the Private Sector (e.g. MOU)</p> <ul style="list-style-type: none"> • Medium Term Framework (MTF) • Vibrant civil society in advocacy • Parish Development Committees – best practice Manchester • Code on Corporate Governance • Regulation of professionals (codes of conduct) 					

	Voice and Accountability	Political Stability and Absence of Violence	Rule of Law	Control of Corruption	Regulatory Quality	Government Effectiveness
Threats	<ul style="list-style-type: none"> • Lack of accurate and timely information 	<ul style="list-style-type: none"> • Declining voter turnout (apathy) • Escalating Crime and Violence • Corruption • Entrenched two party political system • Persistence of Garrisons • Squatting • Gangs 	<ul style="list-style-type: none"> • Lack of budgetary support for implementation and enforcement of laws 	<ul style="list-style-type: none"> • Perception that there exists high levels of Public Sector Corruption 	<ul style="list-style-type: none"> • Outdated legislation 	<ul style="list-style-type: none"> • Rising debt • Poverty • Informal Sector/Economy • Unemployment • Weak national security capabilities (terrorism, macro-trafficking, illegal firearms, human trafficking)

Chapter 4: Strategic Vision and Planning Framework

The Vision

Jamaica is served by quality public institutions which partner with society to create efficient and effective; accountable and transparent; ethical and just outcomes which engender the trust and confidence of the Jamaican people while enabling self-actualization.

Incorporation of Best Practices in Sector Plan

Reviewing international best practices (IBPs) in government and in the private and civil society was one of the deliverables set by the Governance Task Force. The IBPs were invaluable because they served as litmus tests or parameters, per se, in evaluating Jamaica's performance, in each domain of Governance, against international benchmarks and practices in other developed and developing countries. Examples of these benchmarks are outlined below and it is relatively easy to see how these are reflected in the SWOT and the Goals, Objectives and Strategies.

- Regulations that are transparent and that are easy to comprehend and adhere to will limit the propensity to indulge corruption
- Information is critical to “good” governance
- The judiciary must be independent
- Participatory budgeting can heighten citizen participation and accountability for the alignment of priorities with budgetary allocations
- Strong enforcement results in good governance at all levels
- Benchmarking regionally and internationally is important
- Innovation and the capacity to adapt are fundamental tools for state and non-state governance
- Strong social capital and strong partnerships are positively linked to good public sector governance

Ultimately, “an open, outward-oriented mentality and structure”¹¹ underlie international best practices in state and non-state governance principles.

¹¹ Low 2005: 33.

Goals, Outcomes and Strategies

The Sector Plan encompasses the steps needed for Jamaica to achieve effective governance. While Jamaica has made inroads on the Governance landscape, there are still many standards/benchmarks to attain in realizing a system of governance that is world-class. This Governance sector plan will enable Jamaica to attain a system of governance which is acknowledged by citizens, at home and in the Diaspora, and the international community.

Sector goals are, therefore, designed to advance the principles of effective governance:

1. Accountability and transparency
2. Participation in decision-making processes at all levels
3. Efficient economic management
4. Equity and equality
5. Justice
6. Human rights and freedoms
7. Partnerships based on common desired outcomes
8. Ethics
9. Trust
10. Quality of Leadership
11. Civic Pride

SECTOR GOALS	SECTOR OUTCOMES	SECTOR STRATEGIES
<p>More effective, complementary and transparent government structures, seeking to move decision-making closer to the people</p>	<ul style="list-style-type: none"> • Quality Public Institutions 	<ul style="list-style-type: none"> • Foster world-class customer service and professionalism in all public institutions • Create mechanisms for efficient and effective delivery of services • Strengthen the capacity for the drafting and promulgation of legislation including building the capacity at the Office of the Parliamentary Counsel • Create an efficient and effective regulatory environment that is responsive to change and dynamic • Review and update legislative framework including repeal and revision of outdated laws where applicable • Build capacity of public sector entities to effectively implement stated mandates • Strengthen corruption prevention authorities • Build openness and accountability into practices and organizational principles • Proliferate and promote the delivery of first-class, easily accessible and secure e-government services • Build an ethical framework to diminish both the practice and perception of corruption • Ensure access by all to fair treatment in the distribution of goods and services • Develop transformational leadership in public

SECTOR GOALS	SECTOR OUTCOMES	SECTOR STRATEGIES
		<p>officials</p> <ul style="list-style-type: none"> • Effectively infuse participatory processes in Government business, national policy framework, investment processes • Harmonize ICT infrastructure and systems across the public sector • Proliferate and promote the delivery of first-class, easily accessible and secure e-government services • Strengthen the capacity of local organizations/bodies
	<ul style="list-style-type: none"> • Mechanisms for effective citizen participation in decision-making processes created 	<ul style="list-style-type: none"> • Give constitutional recognition and protection to the Local Government System • Fully implement Local Government Reform • Create a platform to improve the effectiveness of the people's representatives • Effectively infuse participatory processes in Government, the national policy framework, and investment processes • Strengthen the capacity of local organizations/bodies (PDCs, DAC, CDCs) to facilitate citizen participation in decision-making processes • Create frameworks to ensure that public information is accurate and accessible to all to enable citizens' participation • Institutionalize a culture of openness and accountability

SECTOR GOALS	SECTOR OUTCOMES	SECTOR STRATEGIES
	<ul style="list-style-type: none"> • Mechanisms to regain public trust in public and private authorities and institutions created 	<ul style="list-style-type: none"> • Facilitate access to information at all levels of the citizenry • Ensure constant flow of information from government to non-state actors and vice-versa • Institutionalize a culture of openness and accountability to institutions and citizens • Establish tri-partite partnerships
<p>A modern, inclusive and responsive political system that reflects the socio-cultural and historical realities of Jamaicans.</p>	<ul style="list-style-type: none"> • Reform of the entrenched two-party system 	<ul style="list-style-type: none"> • Eliminate political tribalism • De-garrison inner-city communities
	<ul style="list-style-type: none"> • A system of government that is participatory and consensual achieved 	<ul style="list-style-type: none"> • Increase and maintain female representation in political leadership positions • Maximize voter turn-out
	<ul style="list-style-type: none"> • Engage in Constitutional reform 	<ul style="list-style-type: none"> • Amend the Constitution to ensure full sovereignty in the executive and judicial branches of government and to reflect the current realities of our society • Prepare guidelines with appropriate sanctions, on the roles and responsibilities of members of the Houses of Parliament to ensure effectiveness and accountability
<p>A transparent and accountable state, private sector and civil society of world class standards</p>	<ul style="list-style-type: none"> • A culture of innovation linked to transparency and accountability in all the domains of governance fostered 	<ul style="list-style-type: none"> • Robust guiding ethical framework that guides the operations of the private sector and civil society • Establish reporting mechanisms • Promote modern unions with a global perspective • Create a legislative framework to facilitate coverage of private sector and civil society • Create systems that engender high quality leadership in non-state institutions • Offer incentives for innovation that enhance governance
<p>A secure and safe society geared</p>	<ul style="list-style-type: none"> • The justice system is reformed and 	<ul style="list-style-type: none"> • Provide timely justice to encourage early

SECTOR GOALS	SECTOR OUTCOMES	SECTOR STRATEGIES
towards protection of self and nation	modernized to world class standards	resolution of matters at reasonable cost <ul style="list-style-type: none"> • Present a high standard of justice to promote transparent administration of the law • Provide a physical environment that facilitates the efficient administration of justice • Enhance the administration systems in the Courts • Facilitate the legal representation of the rights of citizens • Increase the level of professionalism of all officers in the justice system • Explore regional agreements on security and justice
	<ul style="list-style-type: none"> • The system of national security strengthened so that all citizens can trust and feel safe 	<ul style="list-style-type: none"> • Create mechanisms to address local and global terrorism • Build capacity of local law enforcement to address security challenges effectively • Improve border security • Create a world-class and professional security force that has the trust of all citizens • Create mechanisms for efficient and effective delivery of security services • Create efficient and effective regulatory environment, that supports the changing security needs of the nation • Build capacity of the public sector entities to effectively implement stated mandates • Build into practices and organizational principles openness and accountability in the execution of security services

SECTOR GOALS	SECTOR OUTCOMES	SECTOR STRATEGIES
		<ul style="list-style-type: none"> • Build an ethical framework to diminish both the practice and perception of corruption in the security force
	<ul style="list-style-type: none"> • Tolerance and respect for human rights and freedoms 	<ul style="list-style-type: none"> • Strengthen the culture within the legal profession to respect human rights • Entrench a new Charter of Rights in the Constitution that guarantees the fundamental rights of every Jamaican citizen • Create a platform for dispute-resolution procedures across all spheres of the society • Build capacity across the society to facilitate respect for diversity and privacy towards creating an atmosphere of tolerance • Incorporate human rights issues into all national policies • Align development programmes with human rights commitments expressed in international treaties, national constitution and legislation •
	<ul style="list-style-type: none"> • Civic pride inculcated 	<ul style="list-style-type: none"> • Strengthen national identity towards fostering the promotion of positive Jamaican values and attitudes • Create mechanisms to reinforce positive work ethics and accomplishments of Jamaican people

Proposed Sector Indicators and Targets

The proposed indicators and targets for the Governance Sector over the period 2009 - 2030 are presented in Table below.

Table : Governance – Indicators and Targets

Sector Indicators	Baseline	Targets			Comments
	2007 or Most Current	2012	2015	2030	
1. # of parishes with active Parish Development Committees					
2. Male to Female ratio of local government representative					
3. Case disposal Rate					
4. # of complaints filed with the office of Public Defender					
5. % of national targets that are met (New with RBM methodology)					
6. # of public servants charged with a crime					

Sector Indicators	Baseline	Targets			Comments
	2007 or Most Current	2012	2015	2030	